



GOVERNMENT OF MAHARASHTRA

DIRECTORATE OF SOCIAL WELFARE
MAHARASHTRA STATE

REPORT

of the

BACKWARD CLASS HOSTELS COMMITTEE

1962

PRINTED IN INDIA BY
M. S. YERAVDA PRISON PRESS, POONA
PUBLISHED BY THE DIRECTOR
OF PRINTING AND STATIONERY
MAHARASHTRA STATE
BOMBAY

Price: Re. 0-30 nP.

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**BACKWARD CLASS HOSTELS COMMITTEE
REPORT**



Government of Maharashtra

Directorate of Social Welfare

REPORT

by the

BACKWARD CLASS HOSTELS COMMITTEE

**PUNA
PRINTED AT THE YERAVDA PRISON PRESS.
1982**

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1. INTRODUCTION

The foundation of Enlightenment

ONE of the most beatific gestures of human mind is to kindle the light of knowledge in the alleyways of the ignorant and down-trodden. For centuries, the enlightened have been at pains to preach the value of the blessedness of moral and spiritual attainment over mundane existence. The enlightenment such as seen in the Sermon of the Mount or in the teachings of the *Geeta* is something which can be called esoteric, for other multitudes have not had the sense to undergo the strains of study and meditation. By and large, they might have rest content in imbibing what they thought to be workably good. But knowledge has known no bounds and many of its hitherto dark spots will be illumined even as science advances in the task of its discoveries.

Necessity for Development

2. Not all of it can be shared by people at large, and yet there are fundamentals which the masses of people must know, not only for the purposes of self-enlightenment but for altruistic reasons owing themselves to responsibilities devolving on people in a given political order. It is, therefore, necessary to educate people not only to enable them to have communion with the sublime but to make them understand each other, to promote good will and a sense of fraternity and ultimately to harness their developed talents in the variegated cause of the Nation's development.

Enlightenment of the Weaker Section : An article of the State Policy

3. The State has already made education of its people the sheet-anchor of its progression. It has already made it an avowed policy that all sections of its people must be brought within the compass of this fundamental need. In fact, it has inherited the most conspicuous tradition from the erstwhile State of Bombay of concern for the needs of the weaker sections of the community. The Depressed Classes and Aboriginal Tribes Committee of the then Bombay Province Presidency, in its report published in 1930, had made a strong plea for the promotion of education among the Depressed Classes and Aboriginal Tribes at various stages of education. Besides advancing reasons for the

setting up of schools for the benefit of these communities, it had struck as the prime necessity for affording the major facility of setting up hostels for such classes of students.

Source of early inspiration

4. The task of promoting education among these classes has always been beset and hampered by *poverty*, the sense of complacency with the present lot, benighted apathy inhering in the traditional way of living and abject subjugation by vested interests. It required efforts of social reformers like Mahatma Gandhiji, Mahatma Phule, Maharshi Shinde, Thakar Bapa and Dr. Babasaheb Ambedkar and others to rouse these people to a condition of their emancipation only on the basis of their education. It required persuasion on the one hand, to educate these people on the need for their education and to find ways and means to enable these people to send their children to the schools without the proposition being a burden on their economic life. It became obvious that for the promotion of education of the Backward Class children, the development of the hostel facilities was of great essence in that it could relieve the parents of the economic burden of maintaining the children and, indirectly, enthusing them to accustom their children to the ways of Education.

Early beginning of implementation

5. The Depressed Classes and Aboriginal Tribes Committee made a recommendation that the boarding schools admitting day scholars on very simple lines near to their own homes needed to be started for the Aboriginal Tribes, and that voluntary agencies should be encouraged to start them in large numbers. The State, therefore, accepted this as a prior responsibility in some measure and called up voluntary agencies to start hostels for the Depressed Classes and the Aboriginal Tribes.

Concrete measures : Rate of maintenance grants

6. The District School Boards also had undertaken the responsibility of opening hostels for these classes. It must be remembered here that the Bombay Government's concern for the welfare of these classes dates back to the year 1931, when they opened a Government hostel, then known as 'the Government Depressed Classes Hostel' at Poona with an accommodation for 50 boys. At that time there were only 11 hostels run by voluntary agencies receiving capitation grant from Govern-

ment. This number increased to 15 during 1935-36. The capitation grant which was paid at Rs. 2 per month per boy in 1935 was raised to Rs. 3 per month in 1937. In the year 1938-39, when the first popular Government assumed power, the strength of the Government hostel at Poona was raised to 60 and the capitation grant rates payable to aided hostels were also raised in the same year as under:

Sr. No.		In case of boys	In case of girls
1	For pupils in the Lower Primary Stage ...	Rs. 3 p. m.	Rs. 4 p. m.
2	For pupils in the Upper Primary and the Lower Secondary Stage.	Rs. 4 p. m.	Rs. 5 p. m.
3	For pupils in the Higher Secondary and the Collegiate Stages	Rs. 5 p. m.	Rs. 6 p. m.

In the year 1940-41, the number of aided hostels rose to 60. In order to encourage a further spurt in this activity, the State Government increased the rates of capitation grant further in the year 1947-48 as under, and also constructed a building for the Government Hostel at Poona:

	In case of boys	In case of girls
	Rs. a. p.	Rs. a. p.
1 For pupils in the Lower Primary Stage ...	7 0 0	11 8 0
2 For pupils in the Higher Primary and Lower Secondary Stage.	9 0 0	13 8 0
3 For pupils in Higher Secondary and Collegiate Stages.	11 0 0	15 8 0

With effect from 1948-49, the *per capita* grant in respect of boys hostels was raised to Rs. 10, Rs. 11 and Rs. 13 for pupils in the lower Primary, higher Primary and lower Secondary; and higher Secondary and Collegiate stages respectively. In case of girls' hostels the *per capita* grant was made uniform at Rs. 12/- per month for all stages of education. With effect from 1950-51, the *per capita* rates were further increased by 25 per cent in case of all aided hostels.

Building grants and grants on the emoluments of the Superintendents

7. In the year 1949-50, in order to help the voluntary agencies to have decent buildings for their hostels, a scheme for payment of building grants was introduced. Grant became payable at the rate of 75 per cent of the estimated cost upto Rs. 10,000 and at 50 per cent of the Balance to a maximum of Rs. 25,000, in 1950-51. In the same year, Backward Class Hostels were held eligible for 50 per cent grant-in-aid on account of the Superintendent for which the following qualifications and pay scales were laid down.

	Qualification	Pay scales
1 Superintendents of Hostels catering for primary schools children.	2nd year Primary Training Certificate Holder.	Rs. 40-1-50-EB-14-66.
2 Superintendents of Hostels catering for Secondary schools children.	Holder of Matric, B. S. C. or equivalent Certificates plus the S. T. U. or T. D. certificate or any higher qualifications.	Rs. 50-2-80-EB-4-120.
3 Superintendents of Hostels catering for college students.	Trained Graduates ...	Rs. 80.5-130-EB-6-160-8-200.

Position in Vidarbha area

8. In the Vidarbha Region of the State, the activity of providing residential facilities to Backward Class students from the countryside has gathered momentum only in recent years. In the former Central Provinces and Berar or even the later M. P., not much concern or nor even any appreciable step in the direction of promoting educational progress of Scheduled Castes and Scheduled Tribes were discernible in the State policy until after the year 1953. In that year, the M. P. State Government had set up a Tribal Welfare Department and had launched a machinery under that department to set up schools for the tribal students and to attach hostels to the middle schools. It must, however, be said to the credit of some social workers, although their number is small, that they strained every effort to set up hostels for Scheduled Castes at important educational centres like Nagpur, Amraoti, Pusad and Chikhli, almost in a pioneering manner over three decades ago. The State Government paid grants to these Scheduled Caste hostels at the rate of Rs. 12 p.m. per inmate for ten months plus a maintenance grant at the rate of 75 per cent of the expenditure on approved items.

Position in Marathwada area

9. In the Marathwada Division, while under the Nizam's dominion, the State policy in regard to the promotion of the education of the Backward Classes has been marked by belated efforts. It was only in the year 1951 under the popular Ministry that a Scheduled Caste Trust Fund was created for furthering the cause of the education of the Scheduled Castes. The ex-Hyderabad Government set up eight Government hostels in all the districts of Marathwada. There were only a few hostels that came to be set up after independence in this region, and these were paid grant at the rate of Rs. 15 p. m. for 10½ months on the basis of average number of students in a month. There were other hostels which were not recognised by Government as such but were still paid grants on an *ad hoc* basis.

Unification

10. Inasmuch as the continuance of disparate facilities in different regions of the same State would have nullified the objective of re-organisation of the State, it was very prudent of the State Government to have thought of rationalising and unifying the various major concessions bestowed on the Backward Classes. The State Government, therefore, issued orders in the year 1959-60 bringing the scheme, among other hostel facilities to Backward Classes under a unified pattern. Under this revised scheme, grant-in-aid to recognised hostels run by voluntary agencies is being paid at the rate of Rs. 20 p. m. per boy for 10 months in the case of Boys Hostels and Rs. 25 p. m. per girl for 10 months in case of Girls' Hostels. With effect from 1962-63, building grants would be paid at the rate of Rs. 500 per inmate, thus constituting a departure from the existing scheme of paying grant at the rate of 75 per cent of the estimates of Rs. 25,000 and 50 per cent of the balance of the estimate upto Rs. 50,000. Grant on 50 per cent of the emoluments of the Superintendent in the approved pay scales subject to a maximum of Rs. 100 has also been allowed. Similarly, grant on the rental of the hostel building hired by voluntary agencies is being paid at the rate of 50 per cent of the rent certified by the authorities of the Building and Communication Department. Over and above this, subject to the availability of funds, non-recurring grants are paid to the hostel managements in order to help them equip themselves with the essential wherewithals.

Unification of rates of grants : A liberalisation of concessions

11. It will be seen that in the process of unification there has been not only an enhancement of the rates of the maintenance grants, but a further liberalisation of concessions to enable the voluntary agencies to meet some of their essential requirements. Irrespective of these incentives which came at a little later date, the re-organised State of Bombay made it a definite policy during the years 1957-58 and 1958-59 that the State must try to help voluntary agencies to start and maintain hostels for Backward Classes as far as possible, on the chief consideration that these hostels after all serve as a necessary shelter for a large number of Backward Class students from the rural areas, where educational facilities are still lacking.

Spurt in activity relating to Backward Class Hostels

12. As a consequence of the operation of this policy, the number of Backward Class hostels rose from 196 to 205 in 1958-59 in Western Maharashtra, from 9 to 33 in Marathwada, and from 4 to 6 in Vidarbha. From this account, it will be noticed that in terms of physical achievements, the activity has registered an enormous progress during the last three decades. While the expenditure on the maintenance of 12 hostels in 1931-32 was barely Rs. 21,000, it shot up to Rs. 40,00,000 in 1960-61 for grant in aid to over 600 hostels. There have been over 12,750 students who have been receiving the benefits from this facility to be able to pursue their course of education in the present times.

Re-organisation of Government Hostels for Backward Classes

13. While we have seen the great spurt in the voluntary movement, we must record our sense of appreciation that the State Government have developed their own departmental hostels—Sant Dnyaneshwar Vasatigriha, Poona, Sant Chokhamela Vasatigriha, Nagpur, and the Sant Tukaram Vasatigriha, Aurangabad, each serving the interests of 100 boys. The development envisages the appointments of a House Master and the appointments of a Warden and Tutors to coach up boys for their examinations. They have also given very reasonably adequate facilities to the boys of these hostels and, barring the Sant Tukaram Hostel at Aurangabad, whose development would depend upon the construction of a building already sanctioned, Poona and Nagpur hostels can be said to have a fairly high standard of efficient administration comparable with hostels attached to renowned educational institutions. The State

Government has also very appropriately started departmental hostels at Poona and Nagpur for the sake of girl students. The Sant Janabai Vasatigriha at Poona and the Sant Muktabai Vasatigriha, Nagpur, each catering to 50 girls are making a steady progress. Recently, the State Government have also started a hostel for girls at Bombay which we feel is a step in the right direction inasmuch as there has always been a great need for accommodation of students pursuing their course of education in the Bombay institutions. In fact, the State Government have a programme during the Third Five Year Plan to set up a few more hostels not only to cater to the needs of Backward Class students but to set them as model institutions for others to emulate.

Trends and problems in establishment of voluntary hostels

14. As a rule, however, the State Government have it for their policy that the hostels for Backward Class boys should primarily be established and conducted by voluntary agencies. Consistent with this policy and spurred by a rather sudden fillip given by the State Government in the year 1958-59, a number of persons, including the already established voluntary agencies began setting up hostels for Backward Classes in such a quick succession that it would appear that the task of setting up an institution was not necessarily so difficult. In fact, it was seen that acquisition of some kind of accommodation with a collection of about 10 to 15 boys or girls paved the way for earning recognition and grant-in-aid from Government. True, there has always been an obvious need for setting up of hostels for Backward Class students. But it came to be observed that at quite a number of places hostels came to be set up at the same place where hostel facilities had already existed, while the proper thing would have been for the people to think in terms of expanding the present existing hostels. A tendency has been noticeable that a few hostels sprang up only as a sequel to the operation of the spirit of rivalry. The result was that by and large the accommodation somehow secured by the voluntary agencies was found to be deficient and unwholesome. The collection of boys for admission to the hostel became a matter of personal patronage and convenience, giving rise later to the criticism that Backward Class hostels had a sectional approach in the matter of their admission policy. The person who was appointed as a Superintendent of the hostel was a man who

seemed to be handy or who enjoyed the favour of the chief enterpreneur of the business of hostel management. It was also observed that by and large the hostel owed its existence to an enterprising individual or two, while the managing committee, which cannot be dispensed with under the rules, is a body of sleeping members, again collected by the chief sponsor only to serve the requirements of the rules.

Notable Voluntary Backward Class Hostels

15. The food and sanitary arrangements and other basic amenities such as medical help, proper lighting and bedding, etc., have left much to be desired from many accounts, and especially those emanating from the official quarters. This is not to suggest that all the hostels that are in existence for Backward Classes are in bad conditions. In fact, there are very notable institutions serving the cause of Backward Class pupils such as the one at Satara run by the Rayat Shikshan Sanstha, scrupulously following the motto of self-help set by the late Padma Vibhushan Karmavir Dr. Bhaurao Patil. There are other like those run by the Swami Vivekanand Shikshan Sanstha in the Kolhapur and Sangli districts and the one called the Vidya-shram Bhivandi at Thana district by Shri P. D. Jadhav. Such voluntary agencies have made management of hostels not only a question of their prestige but have also made it the chief medium of promoting the interests of the Backward Classes. It is doubtless that such voluntary agencies are imbued with the sincerest desire that the Backward Classes need to come up to the expected standards needed for their advancement. But since we must strike at the average, the majority would naturally attract our attention and scrutiny and the results are mostly in the nature of what has been described above.

Growing concern regarding the need for reorganisation of voluntary hostels

16. Government on its part although fully aware of the deficient conditions in which hostels were springing up one after another, showed little hesitation in these years in granting recognition to them. It is true, however, that they called upon the voluntary agencies to remove the defects within a period of about twelve months. At about the same time, Government took a rather important decision of transferring the seven departmental hostels in the Aurangabad Division to the Marathwada Depressed Classes League. Almost all these hostels, although managed under the departmental auspices and catering

to the needs of a large number of students, had suffered on account of very poor housing conditions and could not be properly managed on that account. It was almost impossible for Government to plan out construction of buildings for these hostels, nor was it desirable to maintain disparate standards among the departmentally managed hostels. The transfer of these hostels to voluntary agencies would suggest that the latter would have the same difficulties as the Government itself finds in providing suitable accommodation to the hostels. But since it has been the State policy to entrust the management of hostels to voluntary sector, it is really a test of the efficiency and the earnestness with which the voluntary agencies ought to maintain the hostels run by them.

The new perspective

17. This consideration has been weighing with Government ever since the time was ripe to launch upon the Third Five Year Plan. The Study Group on Social Welfare and the Study Group on Backward Class Welfare which was called upon to formulate an approach to the Third Five Year Plan, in its report, posed the question whether it was proper on the part of voluntary agencies to start and maintain hostels for Backward Classes, only to provide shelter and food to the students, or whether it was also necessary in the larger interests of students to maintain them so that they serve as cultural and educational centres in themselves to promote the development of personality of these students. The Study Group observed that "the idea that hostels should also serve as cultural and educational centres in themselves has so far been incidental. The idea that they should become cosmopolitan in character has also been incidental. Considering the rapid progress that the students of the Scheduled Castes and Scheduled Tribes have still to make to cope with the other classes in the matter of education, the Study Group feels that Government policy to aid hostels should be continued during the Third Five Year Plan."

Suggestions of the Study Group

18. It will be noticed that the Study Group merely posed a question and stopped thinking there at, indirectly suggesting thereby that the State Government should recognise and aid hostels wherever they are set up, consistently with the rules. But the State Government did not feel that this was a matter which should be treated with such a complacency inasmuch as

a great many concessions of enhanced rates of maintenance grants in particular and the other grants, had not, in any appreciable manner, resulted in the removal of complaints in the management of the hostels. Nor was any effort noticeable on the part of voluntary agencies to work in the direction of promoting the intellectual, academic and moral standard of the Scheduled Caste students so that the State gets in return worthy boys and girls on whom such large amounts are being spent. On the other hand, there was the need to understand the difficulties on the voluntary agencies.

Appointment of a Backward Class Committee

19. This question was, therefore, raised in the meetings of the Harijan Welfare Board, and ultimately as a result of the deliberations, it was decided to set up a Committee to go into the question fully and make its recommendations to Government. Accordingly, *vide* Government Resolution, Education and Social Welfare Department, No. EBC. 1061-J, dated 4th July 1961, a Committee was appointed with the following persons as its members.—

Chairman

Minister for Social Welfare.

Secretary

Director of Social Welfare.

Non-official members

- (1) Shri P. D. Jadhav.
- (2) Acharya S. R. Bhise.
- (3) Shri D. N. Agashe.
- (4) Shri N. D. Pagare.
- (5) Shri R. M. Nalavade.
- (6) Acharya V. P. Limaye.

Terms of reference of the Committee

20. The terms of the reference of the Committee were as follows:

(i) to study the present qualifications of hostel Superintendents and to suggest ways and means to improve their quality;

(ii) to recommend a suitable curriculum and the course of instruction to be followed by hostel Superintendents; and

(iii) to advise Government on such other measures necessary for improving the general tone of administration in the hostels.

2. THE COMMITTEE'S INVESTIGATION

THE Committee held in all three meetings. The first meeting was held on the 9th August 1961 at Nagpur, the second at Aurangabad on 25th of December 1961 and the third at Bombay on 12th January 1962.

The First Meeting

2. At the first meeting, the Committee held preliminary discussions as regards the approach to be adopted by the Committee, adopted a time-schedule for the work of the Committee and indicated broad lines along with the questionnaire to be issued to voluntary agencies and persons associated with the management of the hostel should be prepared. At this meeting the Committee directed the Secretary to send out a circular informing all agencies about the appointment of the Committee, requested them to submit, as speedily as possible, information in regard to the management of the hostel maintained by them, and to authorize their Superintendents to furnish any additional information called for by the Secretary. The Committee also decided that while the information in the questionnaire was being collected from the agencies, the Committee should undertake a tour programme of selected hostels in Nagpur and Aurangabad regions during October and November 1961.

The Issue of questionnaire and replies

3. At the second meeting a tabulated statement on the receipt of replies to the questionnaire from the agencies was placed by the Secretary. The number of Backward Class hostels in the Maharashtra State by the end of 1961 was 541. Out of these hostels replies were received only from 246. The Committee had expected that the questionnaire would elicit replies from every agency and voluntary worker interested in the question of improvement of the management of the Backward Class hostels. As only less than 40 per cent replies had been received, the Committee could not help recording, with not a little regret, the fact that non-compliance on the part of more than 300 institutions could only point to a lack of interest on the part of the managements to co-operate with Government in its endeavour to improve the sub-standard conditions prevailing at the hostels. It is these 246 replies that have provided a basic data for the Committee's inquiry and analysis of the various aspects of the management of the hostels and their cognate problems.

Trends in receipt of replies

4. Out of the total number (246) replies received, 65 (out of 167) were from the Bombay Division, 112 (out of 221) from the Poona Division, 28 (out of 66) from the Aurangabad Division, and 41 (out of 87) from the Nagpur Division. The trends in the replies would be found to be of more than an average interest inasmuch as the best response has been received from the Poona Division, a Division which has the greatest number (40 per cent) of Backward Class hostels and has some of the best known and renowned Harijan Welfare agencies. The Poona Division has also perhaps a continuity of work with the Backward Class students which is not matched by any other division. The Committee was not able to find a satisfactory explanation for the relatively poor response (65 replies out of 167) received from the Bombay Division. The response from the Nagpur Division was second only to Poona Division. Aurangabad Division fared the worst. In fact, the largest number of complaints about the sub-standard management of the Backward Class hostels have been coming from the Aurangabad Division. It would have immensely helped the Committee, had the institutions concerned in the Aurangabad Division come forward with their specific problems—administrative and financial—and enlightened the Committee in regard to them.

The Second Meeting : Important points discussed

5. Reverting to the discussion of the Committee as its second meeting, it may be stated that the Committee devoted considerable attention to the question of spelling out the requirements expected in a Superintendent being considered as the key-man in any hostel. Taking the consensus of the Committee's discussion the following requirements were prescribed:

(1) The Superintendent should be a full time official irrespective of the number of students in any hostel and should be ideally a residential; one;

(2) The present unqualified Superintendents should be deemed to be qualified provided they are found otherwise suitable;

(3) Every Superintendent, whether qualified or unqualified, should be trained. Weeding out of apparently

unqualified Superintendents should be done only after they are tested by the training organizers, during the period of their training.

6. The Committee also at this meeting considered the following points which were referred to it by Government.

(1) Rules should be framed specifying the powers, duties and the limitations of the Superintendents *vis-a-vis* those that should devolve upon the managing Committee.

(2) The present rules for the recognition and grant-in-aid to Backward Class Hostels should be suitably modified in view of the suggestions that would be finalised. The most important amendment would be in regard to provision for the Constitution of an *ad-hoc* body to run a hostel in case Government withdraws recognition given to any hostel for serious breach of rules (such a provision was considered necessary by the Committee) in view of the realisation that the hostel inmates should not be made to suffer on account of the mismanagement of the hostel authorities).

Some cognate problems

The Committee also considered the following points which were referred to it by Government:—

(1) The rate at which voluntary donations should be received from the inmates;

(2) Suggestions for giving protection to lady Superintendents and inmates of girls' hostel against the possibility of any misdemeaner against them.

(3) Introduction of Ambar Charkha in the scheme of training Superintendents in spinning sanctioned by Government.

Opinion was divided on the utility and the relative advantage of the Ambar Charkha so far as Superintendents and the inmates of the Backward Class Hostels were concerned. It was, however, felt that success or failure of any scheme could not be determined in absolute terms and that efforts should be made to supply the deficiencies if found in the execution of any particular scheme.

7. The third meeting held at Bombay discussed the outline prepared by the Secretary of the report and power and functions of the Superintendent. The outline was adopted with verbal changes and slight rearrangements of the points so as to give a continuity in the presentation of the material.

The Questionnaire

8. The questionnaire (Appendix A) had three parts: Part I consisted of 12 items which related to factual information about the hostel, its registration, financial resources, buildings, distribution of expenditure, number of students and the various registers being maintained by the hostel. Part II contained objective items on matters concerning the facilities for cultural activities, environmental and personal hygiene of students, special facilities for their studies, arrangements to supervise or guide them in their studies and measures taken to promote their interests in extra-curricular activities. Part III comprised items having a bearing that on students' needs and problems of a relatively subjective nature and sought to assess the presence or otherwise of consciousness on the part of the management to find resources to meet the emotional and cultural needs of students in order to promote the right type of discipline and to instil character in them.

9. As stated earlier, while most of the 246 replies conformed to a set pattern of giving information just enough to meet the requirement of a particular item or question, there were quite a few notable exceptions which went out of their way and furnished not only adequate and elaborate replies to the items or questions but addressed themselves to the problems in an objective and dispassionate manner. It is these replies which have served to enlighten the committee with regard to the actualities of the conditions which confront both the students in the Backward Class hostels and their managements.

Student coverage (community-wise)

10. The agencies (or hostels) which replies to the questionnaire covered as many as 10,514 students. Of these 4,911 (46.6 per cent) were from the Mahar community, 808 (7.6 per cent) from the Chambhar community, 499 (4.7 per cent) from the Matang community, 19 (0.1 per cent) from the Bhangi community and 22 (1.2 per cent) from the Dhor community. There was a large number of unclassified (community-wise)

students running upto 752. All these Harijan students together total upto 7011. The rest were Adivasis 1050 (9.9 per cent), Vimukta Jatis 333 (3.0 per cent), Nomadic Tribes and Semi-nomadic tribes 106 (0.1 per cent) and other Backward Classes 1,524 (14.5 per cent). This means that out of the total of 10,514 covered by the replies 3,013 were non-Harijan students.

3. ANALYSIS OF DATA FROM THE REPLIES TO THE QUESTIONNAIRE

Do Superintendents stay on the premises of Hostels ?

J T was interesting to know that out of the 246 hostels, 189 (76.6 per cent) hostels were having their Superintendents living on the premises, of the hostel. While this percentage was certainly satisfactory, the Committee would urge upon the managements which have not been able to provide accommodation to their Superintendents on the hostel premises to do so in order to provide appropriate supervision over, and guidance to the students all the 24 hours of the day. It is not only risky but is also the negation of a hostel management to leave the students to fend for themselves and thus indirectly encourage indiscipline and unrest which could at least be partly held in check if the Superintendents were to make themselves available on the premises for overseeing the activities of the students.

The problem of accommodation

2. There has been a persistent complaint that the students are accommodated in over-crowded rooms and there is hardly any elbow room for any reasonably free activity. The responses indicating that 202 of the hostels (36 per cent) had been able to provide ample accommodation to the students came as a complete surprise to the Committee. This relatively positive response appears to have been motivated by two considerations; (1) the hostel managements were probably not inclined to express the inadequacy regarding accommodation quite openly for fear of inviting reproach; and (2) in judging the adequacy of otherwise of the accommodation they had their own standards which were not the same as the officially laid down standards, with which to judge it. However, the reports received from the Social Welfare Officers did indicate that very small percentage of these hostels had been able to provide anything like a satisfactory or adequate accommodation to their students. These responses were, however, confined to accommodation for living space only.

Library and reading-room facility in Backward Class Hostels

3. A question was, asked as to whether the hostels have been able to provide to their students for a library and reading space for their quiet studies. 134 (25 per cent) replied in the

affirmative and 112 in the negative. Here again, the standard by which the individual hostel management has assessed the adequacy or otherwise of this facility has varied from institution to institution and from region to region. The Committee is inclined to believe that the actual condition in regard to library or reading room facility is far less satisfactory than is indicated by the responses received. The Committee's impression on this account is strengthened by what the members have seen and observed during their visits to selected hostels.

Playground and recreation facility for students

4. As regards the extent of facility for out-door games and recreation on or near the premises of the hostel, the affirmative and negative responses were in the ratio of roughly 3:1. The replies tended to suggest that out of every three hostels, only 1 hostel was able to provide fairly satisfactory out door games and recreation facilities to their students. The Committee is inclined to share this conclusion as most of the hostels specially in the districts have around their buildings open space which are being used by the students for out door games and recreation. The Committee, however, would record their sense of disappointment that whatever out-door or play-ground facilities are available are not being properly used through earnest and well-planned recreational programme. It is not enough that a certain facility is available; what is important is that facility is utilized to the optimum advantage possible in a planned and earnest manner under the leadership of the Superintendent as a conscious policy of the management.

Diet : Are there any standards ?

5. In response to the question whether the students were being given well-balanced and nutritive diet, as many as 195 (36 per cent) hostel managements replied in the affirmative and only 51 replied in the negative. It has got to be mentioned that while this was certainly assumed from the stand point of the managements, the responses cannot be taken to reflect the actuality as is evident from the reports of the departmental officers and disinterested observers who have visited these institutions. It is quite likely that in giving such overwhelming positive responses to this question, the hostel managements were guided by conventional attitudes which recognized that the most important requirement of a hostel student viz., sufficient and well balanced food should be met. If the recognition

of this conventional attitude could be even partially translated by the management into really qualitative food service to the students that would speak volumes for their solicitude for them. The Committee, however, came to certain independent conclusions in regard to these basic ingredients of the hostels and have discussed this aspect elsewhere in a separate section of the report.

Supervision over kitchen work and preparation of food

6. The purpose of the question as to whether any one from the management tested the food served to students so as to check on the quality and preparation of the food was to find out whether some supervision was being given by the management, to those responsible for kitchen work. This question was particularly dictated by a number of complaints which every departmental officer and dis-interested observer received from the students about the quality and preparation of food. Such complaints varied from the cooked food being full of stones to Chapatis being half baked to the quality of grains and other commodities used in the cooking being poor or inferior. While the Committee certainly appreciated the fact that as many as 233 hostel managements (42.6 per cent) were conscious of the necessity to supervise the cooking of food and other kitchen arrangements, these responses did not even remotely indicate whether the food served were according to any well balanced menu or were properly cooked and condiments or grains of standard specifications were being used.

Utter lack of Medical and Health facilities in Backward Class Hostels

7. There has been a lamentable lack of facilities for medical examination of students or anything like a medical check-up although about 48 per cent of replies have haltingly confessed to their having some arrangement. The Committee is not inclined to place an unmixed reliance on the validity of these responses inasmuch as all available indications (including the reports of the inspecting officers) went to show that there was a conspicuous lack of even so much as a medical chest or first-aid box, in these hostels. It may not be far from true if the Committee expressed apprehension about the absence of any awareness on either on the part of the management or of the Superintendent to provide any facility even to those students who happened to be ailing or were suffering from some long-drawn out complaints like a deficiency disease. Neither any indication was forthcoming where the management or the

Superintendent was taking any initiative in getting those boys examined or treated by outside Government or semi-Government medical agencies such as hospitals, municipal mobile vans etc. etc. Adequate medical attention to students was no less important than the provision of good, nutritive and balanced food and facilities for studies.

Relatively poor performance of Backward Class students : Its causation and remedies

8. In a recent *ad hoc* survey conducted for the Government of India it has been revealed that lack of guidance or coaching facility to the Backward Class students has been one of the major factors responsible for their frequent failures in professional examinations and relatively low performance at S. S. C. and University examinations. This lacunae could have been easily filled up by the management had they exercised the foresight to place well qualified and earnest Superintendents to be in charge of these hostels to guide the students in their studies and help them to make reasonable adjustment to problems in educational institutions. That very few agencies have realized the importance of supervision, guidance and coaching to students particularly those studying in higher standards and professional institutions, is a matter that need to be seriously considered. It is the Committee's considered view that if for some time to come the individual institutions are not able to provide this necessary guidance a pool of coaching facility could be developed in a central place in bigger district towns to begin with which could be availed of by students who are willing to take advantage of it.

Activities to broaden students mental horizon

9. The question as to whether anything was being done to interest the students in extra-curricular activities by arranging educational excursions or visits to places of historical or archaeological importance had a relevance to the promotion of a hostel life which aims at broadening the students' mental horizon and developing their character and their oneness with the rest of society. The Committee noted with satisfaction that every 3 out of 4 hostel managements had provided some outings or educational excursions to their students, which the Committee greatly appreciated. The Committee, had, however, no means of knowing whether these excursions etc. were being organised according to a plan of developing character and leadership among students. Any way, it is important that this activity

should receive as conspicuous a place in the programme of the hostel as scholastic education or provision of other physical facilities.

Norms of organisation of a Students' Hostels: Present Lacunae

10. A students' hostel is only as good or as effective as the planning that goes behind its organisation and working. This is true not only of the planning behind the general administration of the hostel but also behind the daily chores of the students' activities. With a view to finding out whether there has been any planning in the students' activities, a question was asked as to whether the managements had evolved a daily time schedule or work schedule for the students. 217 (40 per cent) replied that they had planned such schedules, and the remaining 29 (5 per cent) replied in the negative. The daily time-table generally conformed to the time-table indicated in the rules for recognition of Backward Class Hostels. But the inspection reports of the departmental officers showed that either the schedules have been partially observed or observed only on paper inasmuch as important items in the daily schedules such as prayer were not being viewed with seriousness. It so happens that the students numble a few words of what goes by the name of prayer and hardly the Superintendent or any member of the management is ever present at the time the prayers are conducted, let alone explaining by the Superintendent of the meaning and significance of the prayer, and why they should be held and how they should be conducted. Likewise in items concerning studies and extra curricular activities like debates, elocution competitions, drama or entertainment programmes, etc. designed to cultivate a sense of beauty and aesthetics, no conscious effort was being made by the Superintendent to direct their talents along useful and constructive channels. The Committee feels that this deficiency is not as much deliberate as due to the fact that the Superintendent, who is supposed to help in the development of the corporate life of the students, is simply unaware of the why and wherefore of these activities and how to develop a sense of oneness with those activities. Here again, it is the challenge which the managing committee will have to face squarely if the interest of students career, which they profess, is really to be promoted in the right way.

The next logical question was whether the Superintendent or the management was taking direct and conscious interest in

the educational progress of the individual students. Analysing the percentage of responses 143 (26 per cent) in affirmative, and 103 (18 per cent) in negative the Committee was inclined to feel that while there was some vague awareness that the Superintendent has to oversee or guide the students in their studies, in actual practice it seldom happened that the Superintendent was ever in touch with either the educational institutions or the parents of the students. The result has been that there has been no appreciable nexus between what the students have been doing in regard to their studies and what the educational institutions or the students' parents might be expecting of them while they remained under the so-called supervision of the hostel management. Here again, the deficiency which was very glaring could be remedied only if the person with the right mental and educational equipment were appointed. The fact cannot be gainsaid that the hostel is in the nature of a substitute home and the Superintendent in the place of parents. What shall it profit, if a student is given all facilities available including food and shelter, but is denied the proper guidance and supervision at a time when he is groping in the dark as to the way in which he should imbibe the instructions given to him in the class room and assimilate the knowledge and use it profitably to further his career as a student?

Essentiality of coaching and guidance facility

11. The absence of special guidance or coaching facilities was seen to reflect itself in the relatively poor performance of the students at their examination. Leaving out of count a few exceptions, most of the students were reported to have scraped through their examinations either at the S. S. C. stage or at the collegiate stage. One of the aims of providing hostel facilities in the general community is to keep the students away from the worries of the dust-and-tumble of existence and to provide an opportunity for serious application of mind to studies under a qualified supervisor and in an atmosphere conducive to the acquisition of knowledge and a spirit of healthy competition. It is a matter of regret that on this score, on overwhelming percentage of Backward Class hostels fail miserably. On the admission by the students themselves whose expression should be taken as an indication of the quality of managements of the hostels, one would not hesitate to characterize the hostels as no better than third rate Dharmashalas without the good points of the Dharmashala.

Shramdan : A redefinition desirable

12. If the students are invested with a proper outlook on their role as students and the responsibilities are squarely re-defined for them, it is just possible that they, even with the handicaps they have to work under-might become excellent participants in the managements of the hostels and might make a valuable contribution towards lessening the burden of the Superintendent or the management which they have been finding it difficult to discharge for want of financial resources. It is this consideration which made the Committee put a question enquiring as to whether the managements have felt it necessary to give *shramdan* a place in the hostel programme for the students. Barring two or three exceptions, all the managements have admitted that they have been aware of the importance of *shramdan* in the shaping of students' career and character. The Committee is, in the absence of any yardstick, unable to see whether any concrete results had proceeded from the application of the principle of *shramdan* to the hostel students. The Committee may, in passing, mention that the principle of *shramdan* is not something which can or should be imposed on the students without first winning over the students to the philosophy and application thereof. It is equally important that the Superintendent and responsible members of the hostel staff should participate in any *shramdan* programme with as much earnestness and seriousness and planning as they would expect from students. *Shramdan* is not a hit and miss affair but has to be grounded in proper organization and definite objective to which it has to be harnessed. It is also important to impress on students and the staff alike that *shramdan* is not manual work but is a manifestation of the individual's willingness to work towards a corporate life through group activities and a sense of dignity of labour. It is not clear from the replies whether the students of the hostel are being properly educated in regard to these aspects of *shramdan* or whether the managements themselves have appreciated and imbibed the philosophy underlying it.

4. THE PRESENT LEVEL OF OPERATION OF BACKWARD CLASS HOSTELS AND FINDINGS

Essential Ingredients of a Hostel

HERE are certain essential ingredients of a students' hostel which it is the responsibility of the management to see that they are satisfactorily met. Among these the more important ought to be: (i) clean, sufficient and nutritive food, (ii) satisfactory and adequate amenities for personal and environmental hygiene, (iii) facilities for periodical medical check-up; and (iv) an atmosphere in which development of moral and cultural part of the student's personality is facilitated. The other ingredients which are also considered vital and necessary are effective supervision which can instil in the minds of the students a sense of values, and of purpose and direction, a mental and physical discipline and a spirit of *comaraderie* and a desire to grow intellectually and assimilate progressive ideas and attitudes. The first group of ingredients is relatively easy to provide if the management can make an intelligent use of its financial and managerial resources. Providing the second group of ingredients is a matter more perspective planning on the part of the management and a sober sensitivity to the aims and objects of the hostels, a determined effort to attend to those objectives. Naturally, the meeting of these two groups of ingredients calls for leadership and maturity and experience on the part of managements.

2. In the context of these requirements, the present level of amenities and facilities existing in the Backward Hostels was sought to be assessed with due regard to the standing and reputation of the voluntary agencies responsible for the management of these hostels as also the possibility of finding out if there were any regional variations in terms of the type of leadership available in a particular region and the background of experience that has gone behind the setting up of these hostels. It was also intended to find out the extent to which the management of these hostels measured up to the general level of educational progress in the region as well as with the level of management of the hostels run by other communities.

Food arrangements

3. The replies by the managements to questions pertaining to this item revealed that while they recognised that provision of good, sufficient and nutritive food was an essential requirement, very few of them had, in practice, been able to provide anything better than just two meals consisting of one staple dish like rice or Bhakari made of Jowar or some other millet and a subsidiary (a semi-liquid curry type) dish with a sprinkling of vegetables—available leafy vegetable but more often mixed with bits of potato and onions. Sometimes, this subsidiary dish was sought to be made more palatable by adding condiments such as raw chillies. A third dish was extremely rare in these hostels and was more a matter of luxury rather than a part of the regular menu. It was observed that even in this meagre and ill-balanced diet, students had to remain content with a fixed ration of so many mugfuls of rice or so many chapatis, thus denying to them even the minimum quantity of food that was necessary to sustain and give energy to a young student. If anybody talked to the management, about nutritive value or of caloric content of the diet given to these students, that person would lay himself open to a charge of being fastidious or unmindful of the slender resources of the management such indeed is the sub-standard diet given to the students of these hostels, that one begins to wonder how at all the students manage to live with cheer and apply mind to their academic pursuits. It is often stated by way of justification that these students come from poor families and that what they get in the hostels is definitely much better than what they are able to get in their own homes. We feel that this can hardly be regarded as a justification for the continuance of the sub-standard level of a very essential requirement of a Backward Class hostel. It will not be out of place to make a mention here about the correlation that has been established in a W. H. O. study conducted in Indonesia sometime ago which demonstrated beyond any shadow of doubt that the intellectual development of children and youth to a large extent was determined by the quality and caloric content of food intake these children were privileged to have during the formative years of their lives. The Committee would wish that such a research were undertaken by Nutritive Department only to find out the inter-relatedness of the food intake of the Backward Class students with the quality of performance of these students at the various

college and university examinations. Furthermore the Committee would like the Department to lay down reasonable standard of balanced and nutritive diet for Backward Class students in these hostels.

Personal Hygiene

4. The replies to the questions pertaining to this item broadly revealed that by and large these students like their co-students, manage to maintain their personal hygiene despite a lack of certain essential requirements like water for regular bath, soap, oil, spare clothes for change, and wherewithals for tonsorial hygiene. The managements, however, confessed that they had hardly any funds which they could divert in order to enable the students to maintain their personal hygiene and upkeep. While on the one hand, it was a hopeful indication that the Backward Class students were found to be second to none in their desire to keep tidy and neat and so make themselves more presentable, it was a sad commentary on the management of the hostels that, barring one or two solitary examples, the overwhelming majority of the management had completely neglected to understand that affording facilities for personal hygiene of students was an important responsibility for the managements to fulfil. Injustification of their inability to meet this basic need of the students, it has been dinned into the ears of the Committee that this lack of facility has been mainly due to a relatively low rate of grants which was not sufficient to meet even the basic requirements of food, let alone amenities for personal hygiene.

Environment Hygiene

5. This unsatisfactory level of personal hygiene was, in a way, found to be accentuated by lack of environmental hygiene. Here again, barring notable exceptions, an overwhelming majority of the Backward Class hostels were being housed in buildings which were unhygienic, dingy, ill-ventilated, ill-lighted, and dilapidated. These buildings would not be fit for human habitation if it were not for the pressing demand of accommodation from a growing number of Backward Class students whose yearning and thirst for knowledge provided the only justification for these buildings being utilized as hostel buildings. Too often, these buildings had no sanitary facilities, no sewage system, no tap water (and if there was tap water, it was hardly sufficient even for drinking or cooking purposes),

no electricity (even local town was electrified), no repairs and no renovation and with walls with chunks of cement or earth coming off providing a haven for bugs or mosquitoes and all sorts of fleas. Not that the management were not aware of the extremely unhygienic and unsatisfactory accommodation which was in store for these students, but simply there has been no conscious effort made by these managements to overcome, or to find the alternative solution to this appalling condition merely because the students were needy and that they had no other place to go. This is a matter which is extremely serious and is nothing short of a scandal if voluntary agencies no less than Government is really earnest that these students who are to be groomed to compete with their co-students from other communities on an equal footing have to be helped, nourished and nurtured in an atmosphere which is conducive to an integrated development of personality.

Prevailing conditions of Hostel building

6. It would not be out of place to mention here that it is not only the hostels run by voluntary agencies which suffer from this abysmal inadequacy of decent buildings, but also some of the Government hostels in Marathwada. It is a matter of satisfaction however, that Government is seized of the problem and is making adequate provisions during the Third Five Year Plan to remedy this deficiency as speedily as possible. The Committee would like to record here that a decent, well-ventilated and spacious accommodation with appropriate nooks and corners for meditative and silent application of mind to studies was the *sine qua non* of educational facilities for any group of students, and much more so for a group of students coming from the under-privileged communities. The Committee would strongly urge that this deficiency should be set right immediately by Government, local bodies, and voluntary agencies putting their minds together and pooling their resources in order to ensure that appropriate congenial setting is provided to students. It would not be out of place if the Committee also recorded the view point that any student brought up or educated under uncongenial conditions would not only half-baked graduates but also uninformed citizens, a risk which no progressive State could afford to take.

7. In vain did the Committee try to find out if there was at least one voluntary agency which had provided a regular

system of periodical physical check-up of its students. There were of course, some voluntary hostels which had on their staff part-time medical officers who occasionally visited the hostels and inquired about the health of boys. Even so, such hostels were in a microscopic minority, the majority being without any semblance or modicum of medical service by way of a medical chest or first aid box. It is impossible for any one to comprehend that a students' hostel could exist without even a bare facility for treating cases of accident or sudden illness. The Committee would, therefore, strongly feel that a voluntary agency running a students' hostel should make it a point to provide for physical check-up of students at the time they are first admitted, for their periodical check-up six months or so thereafter and to provide for medical chest or first aid box, in the use of which the students themselves should be trained. This must be insisted upon in every institution, and the Committee feels that some of the minor complaints which become manifest in lethargy and idleness of students could be checked in time and prevented from developing into serious ailments like Jaundice, T. B. and deficiency diseases. The Committee would also strongly urge that in cases of epidemics like influenza, mums, and measles there should be an arrangement to segregate them away from the rest of the students and to provide them the necessary care and special diet during the period of illness and during the period of convalescence.

A creation of the right atmosphere

8. In regard to this ingredient, there has been wide variations both in regard to the content, quality and tempo of activity meant to create an elevating atmosphere for the cultural development of students' personality. The Committee, however, noted with satisfaction that most of the agencies were conscious of the need to have relaxed and elevating atmosphere and they have been introducing certain activities calculated to promote such an atmosphere. However, on closer examination the Committee found that these activities lacked a sense of direction and purpose mainly because the Superintendent and/or the management had not the perspective to provide the desired leadership and lend it a certain tone which could sustain and build up enthusiasm among the students on certain sound principles or to energize them to take dynamic and intelligent interest in the development of corporate life. With a view fo

remedying this deficiency, the Committee has emphasized the fact that the key-man of any hostel e. g. Superintendent should be a person of certain qualities of head and heart, a maturity of understanding, and of an emotional and mental equipment capable of guiding students in the multifarious problems confronting them during the formative years of their life, and particularly during their adolescence. The Committee would also record here the utmost desirability of the managements to absorb the realization that it was not the job of the management merely to provide the students with shelter or two square meals a day but consciously develop outlook aimed at providing an atmosphere and an environment in which the facilities of the individual students could burst into flower.

Discipline : Its causation

9. That takes us to the analysis of the questions in relation to the items of discipline and the way of maintaining discipline. Most of the replies indicated, or gave expression to, a kind of grievance that students have been misbehaving or they have been indifferent to, or have not been as helpful or co-operative with the managements and particularly the Superintendent as much as they expected them to do. It would be of interest to mention here some of the factors underlying this indiscipline as have become evident from the replies to the questionnaire:—

(1) Incompetence or indifference on the part of the managements;

(2) Involvement of the students in controversial topics of the day;

(3) Lack of sense of belonging to the institution;

(4) Utter neglect by the Superintendent and/or management to meet the work—a day problems confronting students;

(5) The management's indifference and incapacity to meet even the minimum needs of students such as lights for night study, growing inadequacy of sanitary facilities, etc.;

(6) Excessive mental strain weighing on the students' minds on account of financial worries and worries about the family back in their homes;

(7) Lack of understanding between the Superintendent and students, and

(8) The repercussions of the general student unrest among the Backward Class students.

Need for Constructive Guidance

10. Some of the replies to questionnaires have also reflected a tendency among students to become overtly defiant of authority, sometimes leading them to take law into their own hands. These incidents were no doubt, rare, but a tendency was clearly discernible that these tendencies needed to be reckoned with and adequately answered. The Committee has carefully scrutinized the replies pertaining to this item because it is felt that the trends had an important bearing on the social and cultural development of the students. The Committee would feel that it would not be wholly correct to blame these 'waves' of unrest on the students alone. Such a blaming would be justified if the students had in the first instance, been given a security of amenity and facility needed to keep them in mental equilibrium and help them to conform to the rules and regulations in force in a particular hostel or in a given educational institutions. Analyzing the replies on this item, the Committee would feel that behind the hard winter, frost of defiance of authority, mental and physical indiscipline, aggressiveness and unrest lie innumerable seeds of good-will co-operativeness friendliness and a willingness to cultivate good manners and to acquire skills and knowledge. Given appropriate atmosphere and an appropriate nature, these seeds will grow into sapplings to grow late into full blooded healthy traditions. The problem is indeed one of bringing about an adjustment—emotional, physical, moral and intellectual—between the student body on the one hand and the Superintendent and the Managing Committee on the other. The Committee would feel that, by and large, the Backward Class students were a sensible lot of students, and were no better and no worse than other students and their pranks or mischiefs which sometime took the form of a group indiscipline could be held in check if they were to be provided with their minimum requirements and a constructive guidance which they surely needed.

5. CONCLUSIONS AND RECOMMENDATIONS

FROM the observations that we have made above it could be clearly discerned that the present management of hostels, by and large, happens to be tarnished by too many points of weakness. To us the conclusion is irresistible that the Backward Class hostels if allowed to continue in their present state of affairs may exercise an influence on the minds of a majority of Backward Class students which might leave them embittered, grudging and uninformed at the end of their career. We feel that the purpose of education is not only to impart instruction in subjects of different disciplines but also to inform the student so that he becomes true citizen in the civic, moral and intellectual sense. It is hoped that the schools or colleges in the process of the improvement of their own standards of teaching, discipline and liberal education will take care of Backward Class students advisedly with a special concern. But it is absolutely necessary that in his substitute home—the hostel—he not only maintains the standards that are impressed upon him within the walls of the educational institutions but enhances and refines the traits in his personal character and weeds out the unessentials in him by conscious and studious training of his faculties. Even as education is not an end in itself, management of hostels is not an end in itself. In the dispensation of the various ameliorative measures for the welfare of Backward Classes, the State Government has been inspired by the anxiety that the Backward Classes must equal the standards reached by others. The State, therefore, would expect that in their educational, cultural, and personality development the Backward Classes do not strike a mediocre average to be fit only for inconsequential portions or stations in their lives. The State, on the contrary, would expect that as a result of concentrated attention being paid to their interests, the Backward Classes should turn out to be worthy citizens and become available for its various needs as trusted and loyal and patriotic servants. We are of the firm belief that a very huge responsibility rests on the managements of the hostels in shaping the personal character and conduct of the pupils in their charge.

Facets of Responsibilities of Voluntary Agencies

2. We shall now proceed to pinpoint some of the most important facts of responsibilities that voluntary agencies must

discharge in fulfilment of the objectives with specific relation to the terms of reference of our enquiry.

(a) We have been asked, in the first place, to study the present qualifications of the Superintendents and to suggest ways and means, to improve their quality. In our opinion, it was most appropriate that we should have been called to exercise our mind in regard to the role that the Superintendents must play in the management of hostels. If the objectives spelt out above were to be fulfilled with any measure of success, we shall have to look upon the Superintendent of the hostel as the chief custodian of the interests of the boys or girls, their friend, philosopher and guide in its truest and most comprehensive connotation. The Superintendent, therefore, must be a person of unquestionable integrity and somewhat in the nature of a wise head of household who plans out the welfare of the family members with affection and determination and always within the orbit of disciplinary measures.

(b) Given these qualities, the Superintendent is bound to maintain the physical environments in a proper condition, ensure proper cooking arrangements, wholesome supply of food, and proper maintenance of the sanitary arrangements. He is also bound to give the boys a proper exercise and develop sporting and other extra-curricular activities. In our opinion, it will be greatly advantageous if he happens to be in possession of certain finer tests or in pursuit of wholesome recreational hobbies. With these acquisitions, at his disposal, he could organise suitable programmes for the cultural development of the inmates. He must also be conversant with many matters, so that he could organize study classes in the hostel to impart general knowledge to the students. He must have a quality of leadership and ability to get teamwork done so that he can organize debates, symposia and arrange talks or lectures of eminent writers, scholars and men of science. But the major responsibility we would, in particular, like him to undertake is in the matter of coaching up boys in subjects in which they are found to be deficient.

(c) Judging from this point of view, we are inclined to feel that the qualifications laid down for the Superintendents by the State Government in their resolution No. 8550, dated 1st June 1950 in order to enable the voluntary agencies to earn 50 per cent grant on their emoluments do not call for any change.

Qualifications and attributes of Superintendent

The present qualifications of the Superintendent are as follows:—

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|---|--|
| (i) Superintendent of a hostel catering for primary school children. | Second year primary training certificate holder. |
| (ii) Superintendents of hostels catering for Secondary school children. | Holder of the matric or S. S. C. or equivalent certificate plus S. T. C. or T. D. certificate. |
| (iii) Superintendents of hostels for college students. | Trained graduates. |

It will be seen from these qualifications that great importance came to be attached to the Superintendent being required to possess the teacher's qualifications. As we have already seen, a Superintendent is expected to conduct the management of the hostel in the manner of the same technique which a teacher is required to employ in the management of his class.

Recommendation No. 1.—We, therefore, recommend that the qualifications of the Superintendents should be the same as have been laid down by Government.

3. We have noticed, however, that the appointment of a qualified Superintendent is not an essential prerequisite for hostel management to earn recognition and grant-in-aid from Government. As it is, a hostel can get recognition from the department after fulfilling certain other conditions and after appointing any person called a Superintendent. Qualifications laid down by Government are insisted upon only for the purpose of giving grant to the extent of 50 per cent of the different scales of pay that go with the different qualifications. The present position, therefore, is that the voluntary agencies have almost come to have a licence to appoint any kind of a Superintendent. be he an unlettered person, a previously dismissed employee or even a man of unscrupulous ways. The voluntary agency forgoes a grant that would have been otherwise admissible, had it appointed a properly trained and qualified person.

4. We have also before us the other view-points on this question. Some of the voluntary agencies have brought it to

our notice that pay scales laid down for different qualified Superintendents are not adequate and that emoluments and service conditions should be as may be fixed by that Government from time to time and brought in line with the scales of pay etc. of teachers revised under Government orders issued in Government Resolution No. INS-1059-I, dated 1st December, 1959. We agree that this is a very reasonable suggestion and recommend that this should be accepted by Government.

5. While unifying the scheme of grants to hostel managements, the State Government has already liberalized the amount of the grant on the emoluments of the Superintendents by providing for grant to the extent of 50 per cent of the pay admissible in the time scale or Rs. 100, whichever is less. In our opinion, if the voluntary agencies raise necessary funds, (and it is their obligation to supplement the Government aid by raising donations, etc.), they can be in a position to appoint qualified Superintendents.

Recommendation No. 2.—We, therefore, recommend that the State Government should make a rule that no Backward Class hostel shall be eligible for recognition and grant-in-aid from the State Government unless it has from the inception of the institution a qualified person for its Superintendent.

Training the untrained Superintendents

6. This would now raise a question whether the State Government should ask the voluntary agencies to replace their present unqualified superintendents by the qualified ones so as to continue to get recognition and grant-in-aid from Government. We have examined the question at a considerable length, and have come to the decision that although many of the superintendents may not have the required academic qualifications, some of them have the ability to hold the post on account of their long experience, sincerity and genuine interest in the cause of the progress of the Backward Class students. What they essentially lack is proper training in the management of hostels. We have felt that if such persons are given appropriate training, they can be rendered fit to take the posts in the desired manner.

Recommendation No. 3.—We, therefore, recommend that the present unqualified Superintendents may be continued in their present posts provided that they are prepared to undergo a prescribed training within a specific time. We further

recommend that such of the qualified superintendents who are found in the opinion of the head of the training institute to be incorrigible misfits should be removed from their posts by voluntary agencies, failing which the State should withdraw recognition given to such agencies.

Duties of Superintendents and their service conditions

Apart from some of our notions of what an ideal superintendent should be like, we feel it necessary to lay down the duties of the superintendents in clear terms. In doing this we were compelled by the consideration that it was necessary to acquaint the superintendent with the details of his duties, so that attention to these details as a routine would keep the management of the hostel always at a reasonable stage of efficiency. Another major consideration which weighed with us was that in order to function effectively, the superintendent must have some independent powers, apart from his obligations, so that he could enjoy a better status in the eyes of the managing committee. The present position is that the superintendent discharges his functions at the behest of the chairman of the managing committee or other members thereof, and in the circumstances is apt to do even wrong or unscrupulous things if tacitly or openly desired by the chairman or the members of the committee. We have mentioned the duties, functions and powers of the superintendent in Appendix "B".

It will be seen from the list that a fairly high degree of responsibility is sought to be cast on the superintendent. It would, therefore, be equally necessary to make provision for security of tenure for his sake.

Recommendation No. 4.—We, therefore, recommend that the State Government may lay down suitable service conditions for superintendents. Among other things, it should be specifically provided that no superintendent shall be removeable from service without the former approval of the Director of Social Welfare and without giving him a show-cause notice on the basis of a resolution of the whole managing committee.

Training Programme

Recommendation No. 5.—To revert to the question of training of superintendents, we have to say that the above duties and responsibilities of the superintendent have been specified only to determine the nature of the training that should be impart-

ed to the superintendents of the Backward Class hostels. The nature of duties and functions expected from the superintendents will indicate that the superintendent has to have knowledge of.....

(i) institutional management including supervision over kitchen, supply of meals and provision of sanitary arrangements;

(ii) development of curricular and extra-curricular activities;

(iii) maintenance of accounts and other registers.

We felt that the training curriculum should be arranged to train superintendents in these respects. We, therefore, suggest that the training should be organised on the following lines and details of course and curriculum should be worked out by the department.

(i) The training should be for a period of six weeks and should provide for the instructions of at least 30 to 50 superintendents of the hostels.

(ii) The curriculum of the training should broadly consist of physical training such as conducting of mass drill, flag salutation, organisation of sports, and outdoor and indoor games, organization of excursions, etc. We are told that this training could be organized on the premises of the Yeravda Industrial School where there are already trained organizers conducting all such activities.

(iii) During the period of their training, the superintendent should devote at least a couple of hours to acquire skills in the matter of physical education as well as organization of physical activities.

(iv) Next, the curriculum should provide for instructions to the trainees in the matter of institutional management. Lectures of experienced managers of well-established institutions should be arranged, followed by practical training of institutional management for at least a week in different institutions situated in Poona. It would also be necessary to acquaint the trainees with problems of child welfare, youth welfare, child psychology, juvenile delinquency and the methods of case work that are followed in correctional institutions. They would also have to be instructed in

the matter of personal hygiene and environmental hygiene Officers of the Social Welfare Department working in the field of child welfare can be entrusted with the job of giving such instructions. For enabling the superintendents to organise cultural and extra-curricular activities, visits could be arranged to different art centres and lectures could also be arranged for the purpose of instructions in the art of development of various hobbies. Similarly, with a view to inculcating in the minds of the superintendents the habits of acquiring general knowledge, talks on various topics of eminent persons should be arranged for the purpose. What appears to be most important is that the superintendent should be given a course of civics during their training period.

(v) The last and equally important item in the curriculum relates to training in accounts keeping and maintenance of registers. The Chief Audit and Accounts Officer of the Directorate of Social Welfare can be entrusted with the job of training superintendents in these matters.

(vi) At the end of the course there should be a written oral and practical test of the superintendents by a panel of examiners headed by the Deputy Director (R. P. S.). Except those that are adjudged to be total misfits, the failed trainees should be given a second chance to undergo training at the State cost. Failure for the second time should automatically entail removal of the superintendent from service of the voluntary agency concerned.

(vii) The State Government may set up such institutes at appropriate places and in such number as would be with the number of superintendents requiring training. It should be open to voluntary agencies to come forward to set up such institutes provided they satisfy the prescribed requirements of training. Such voluntary agencies may be awarded recognition by the State Government for this purpose.

We have now to consider such other ways and means to improve the tone of the administration of the hostels, keeping in view the short-comings already noted above, as also some of the difficulties under which voluntary agencies have to labour in the conduct of the institutions.

Duties, functions and powers of the Managing Committee

First of all, the role of the managing committee in the matter of administration of the hostel managements will have to be clearly defined and understood by the managing committees. We have already observed that the present managing committees, by and large, are composed of members not interested and the managing committee has rested in the hands of a single individual who happened to take the lead in setting up the hostel. For obvious reasons, there is an absolute need to make the entire managing committee responsible for efficient management of the hostel. This will suggest that the managing committee should be made to work on properly defined lines. We have prepared a detailed outline of the functions, duties and powers of the managing committee, as will be seen from the Appendix "C".

Recommendation No. 6.—Apart from specifying these duties and functions, we would like to make a recommendation that in the grant-in-aid rules framed by the Government, there should be a provision for nomination of a Government local representative from either the officials or non-officials to serve on the managing committee for the purpose of guiding the affairs of the managing committee and keeping Government informed of the difficulties and deficiencies of the hostels.

Recommendation No. 7.—We have seen to our great dismay that managing committees in some cases have been riven on account of internal friction. In the result two adversary managing committees are formed, each contending to hold the management of the hostel to the utter neglect of the welfare of the inmates. There have been a few cases which have even gone to court for the settlement of the dispute. The state of affairs is most distressing, because ultimately the hostel inmates are put to great hardships because the department refuses to pay grant-in-aid on account of occurrence of the friction and the deterioration in the management. We feel that there is a need to provide for rules to meet such a contingency. We recommend that wherever the department finds that the managing committee ceases to function on account of tussles, or internal quarrels or mal-administration, the department should have a right to step in and set up an ad hoc nominated body to run the hostel.

Antecedents of the members of the Managing Committees

It was brought to our notice that some of the hostels have been fostering the interest of the local politics, with the result that students are seen divided among themselves and losing the sense of corporate life. We are glad to note that the State Government has already issued orders that hostels managed by political organisations should not be accorded any recognition, and that antecedents of members of the managing committee should be verified before the question of granting recognition is taken up. We would like to emphasize that Government should not show any relaxation in this policy in any manner.

Fraternity among the hostels

Recommendation No. 8.—We are of the opinion that in order to ensure fraternity among the hostels, allotment of rooms to inmates should be made in such a manner that there is mixing up of inmates from different sections of the Backward Classes and other communities and from different places.

Recommendation No. 9.—In order to prevent mushroom growth of hostels, the State Government had laid it down recently that hostels seeking recognition from Government should make an application at least seven months before the commencement of the month in which the hostel is decided to be started. This was necessary, because on an application being made in this manner the department would have sufficient time to decide whether there is need for the opening of the hostel in a particular locality, whether the voluntary agency has made proper preparations for the opening of the hostel and whether members of the managing committee are free from unquestionable antecedents. On the other hand, voluntary agencies would know where they stand in the matter of earning recognition and would have no necessity to confront Government with the sudden request for recognising their hostels. *We recommend that Government should strictly follow this rule.*

Recommendation No. 10.—We have also seen that there is an unhealthy tendency on the part of the managements to maintain hostels for a particular section of the Scheduled Castes. Such a tendency is surely not going to be conducive to the formation of good will amongst the different sections of the Scheduled Castes. In fact, it would militate against the de-

sired goal of doing away with prejudices that mar the relationship among the different sections of the Harijans. We, therefore, feel that there should be a rule that a Backward Class Hostel could admit students of a particular caste only up to a limit of 60 per cent of the sanctioned strength, while there should be a minimum of 30 per cent from amongst other sections of recognised Backward Classes. The rest should necessarily be from amongst the Savarnas belonging to the Economically Backward Classes. We are aware of the fact that in some parts of the State, other sections of the Backward Classes cannot be admitted in sizeable numbers, because their population is very scant. It is our recommendation that such cases can be treated as exceptions, provided voluntary agencies recorded the fact in writing and inform the concerned officers of the Social Welfare Department, about their inability to secure the required percentage of Backward Classes from the other sections.

Backard Class Girls' hostel

In recent years, great stress has been laid on the need for the promotion of education of girls in general. We have noticed that during the last five years a number of Backward Class girls' hostels sprang up, but under the self-same sporadic efforts that we have already noticed. We felt that since the parents of Backward Classes girls have now appreciated the sense of educating their girls and sending them to hostels, a great responsibility devolves on the managements to maintain proper conditions for the safety and integrity of the girl inmates.

Visits to the Girls' hostels by members of the Managing Committee

Recommendation No. 11.—While all our recommendations recorded above would be equally applicable to the girls' hostels with all the emphasis that has been indicated, we feel that there is need for some change in the constitution of the managing committees of the girls' hostels and in the rules enforcing discipline in the institution. Our Committee was of the opinion that on no account should girls' hostels have a male person for its superintendent. We are glad to note that Government have already issued orders making it incumbent on the voluntary agencies to appoint ladies for the superintendents of the girls' hostels. *We would further recommend that the order to ensure safety of the girls, a rule should be*

made prohibiting persons including members of the managing committee to enter the premises of the girls' hostels after 7 p. m. If any emergency demands such an entrance, a member of the managing committee should invariably be accompanied by a lady member.

Construction of the Managing Committee of the Girls' hostel

Recommendation No. 12.—We have also come to a finding that it is not very prudent to have a managing committee for the girls' hostels composed of male members only. We were guided by the consideration that it was necessary to have lady workers to take greater interest in the promotion of the education of their own sex. We would, therefore, recommend that the constitution of the managing committee of girls hostels should provide that at least 50 per cent of the members thereof should be from amongst ladies, and the Chairman should also necessarily be a lady.

One of the points which was referred to us for consideration related to the question of the rate at which voluntary donations should be received from the inmates, by voluntary agencies. We felt that the present rule permitting managements to receive voluntary donation upto Rs. 5/- was fair enough to augment resources of the Voluntary Agency. While we appreciate the fact that this donation should be truly voluntary and not obtained under duress of any sort, it would behave the parents to share the responsibility of maintenance of their children at least to the extent of Rs. 5/- p.m. The voluntary agencies, we recommend, instead of seeming to exert any kind of pressure on the students must make it a point to appeal to the parents of the children so as to obviate any criticism or harrassment from either the public or the students themselves.

Appointment of Assistant Superintendents and their eligibility for grant.

The second question referred to the Committee pertains to the need of certain hostels having a sanctioned strength of more than 50, for the appointment of Assistant Superintendent and for the payment of grant on their account.

Recommendation No. 13.—We appreciate that it is not possible for a single Superintendent to keep supervision over more than 50 inmates. With all the expectations of good management from the voluntary agencies and the superintendents, it would be rather difficult for the management to fulfil them with the

help of a single individual. *We, therefore, recommend that hostels should be held eligible for assistant superintendent if their strength of inmates exceeds 50 but is not less than 75 : We should also make a recommendation in passing that the Superintendent and the Assistant Superintendent when allowed to function on grant-in-aid basis, should undertake responsibilities of supervising the studies of the inmates classwise.*

Recommendation No. 14.—It appears necessary in our opinion to have State Level Hostel Committee to advise Government on the various problems, pertaining to the different kinds of Hostels. We, therefore, recommend that Government should appoint a Small Committee for this purpose.

We might recall here that we began on a note of great confidence inspired by efforts of some of the human beings seeking communion with the sublime. We have referred to the wider gates of knowledge opening in succession one after the other. Perhaps, in the limited objective of finding out means to better the conditions of our hostels the mention of the highest ideals may appear to be out of context. It is, however, in our judgment, better to keep the ideals in our view. It is on the strength of idealism alone that we will be able to produce better men and better citizens.

Voluntary agencies can work to that end. We have made certain suggestions for their benefit and guidance. But mostly they will serve as aids and guiding posts. Ultimately the success of the whole programme and fulfilment of the objective can be ensured by the measure of unflinching devotion and sincerity which the voluntary agencies can bring to bear in the matter of this significant social work.

APPENDIX A

समाज कल्याण खाते, महाराष्ट्र राज्य, पुणे

मागासलेल्या वर्गातील विद्यार्थ्यांसाठी असलेल्या वसतिगृहासंबंधी प्रश्नावली

भाग १ ला

१. वसतिगृहाचे व संस्थेचे नांव ...
२. वसतिगृहाची व संस्थेची स्थापना ...
३. संस्था रजिस्टर झालेली आहे काय ? ...
४. वसतिगृहास या खात्याची मान्यता केव्हांपासून आहे ?
 - (अ) सध्याची मान्यताप्राप्त संस्था ...
 - (ब) हल्ली दाखल झालेल्या विद्यार्थ्यांची/विद्यार्थिनींची एकूण संख्या.
६. गृहाला स्वतःच्या मालकीची इमारत आहे किंवा भाड्याची.
७. मागील वर्षी खालील बाबींवर मिळालेल्या अनुदानाची रक्कम:—
 - (अ) आवर्ति सत्रावर ...
 - (ब) इमारतीच्या भाड्यावर ...
 - (क) सुपरिटेण्डंटच्या पगारावर ...
 - (द) अनावर्ति अनुदान (साहित्य खरेदीकरिता) ...
 - (इ) इमारत बांधण्यासाठी ...
८. संस्थेने वसतिगृहासाठी मागील वर्षी जमविलेला निधी ...
९. वसतिगृहावर मागील वर्षी खालील बाबींवर झालेला खर्च:—
 - (अ) भोजनावर ...
 - (ब) नोकरांच्या पगारावर ...
 - (क) खात्याने निर्धारित केलेल्या आवश्यक बाबींवर ...

१०. बसतिगृहाच्या व्यवस्थापकांचें (सुपरिन्टेंडेंट्‌चे) नांव ...

शैक्षणिक पात्रता व अनुभव ...

नियुक्ति दिनांक ...

वेतनश्रेणी व सभ्याचा पगार ...

(इतर नोंदरबर्ग असल्यास त्याचीही माहिती घावी.)

११. विद्यार्थ्यांचो/विद्यार्थिनींची वर्गवार व जातवार आंकडेवारी.

१२. बसतिगृहात हिशोबाकरिता व इतर बायींकरितां कोणती रजिस्टरें टबली आहेत ? (नपशीलवार माहिती देणे)

भाग २ रा

१. (अ) व्यवस्थापक बसतिगृहाच्या आबारांत रहातात काय ?

(ब) व्यवस्थापकाच्या कामाशिवाय त्यांचा इतर काहीं व्यवसाय आहे काय ?

(क) त्यांच्या सभ्यांच्या कामाच्या दर्जाबद्दल आपणांस काय वाटते ?

(द) त्यांच्या नियुक्तिनंतर, बसतिगृहाच्या सुधारणेसंबंधी त्यांनीं कोणत्या विशिष्ट गोष्टी केल्या ?

(इ) त्यांच्या कामांत अधिक सुधारणा होण्याकरितां त्यांना कोणत्या प्रशिक्षणाची अगर इतर सवलतीची जरूरी आहे ?

२. (अ) बसतिगृहानें, विद्यार्थ्यांच्या खालील सुस्तसोईसाठी काय व्यवस्था केली आहे :—

स्वच्छता

आरोग्य

प्रथमोपचार

- (ब) विद्यार्थ्यांस/विद्यार्थिनीस राहण्यास व झोपण्यास पुरेशी जागा आहे काय ? (तपशील द्यावा)
- (क) अभ्यासासाठी स्वतंत्र जागा व वाचनालय आहे काय ?
- (ख) वसतिगृहाच्या आवारांत खेळांची सोय आहे काय?
- (इ) बरील चार बाबींबाबत: व्यवस्थापकाचा दैनंदिन कार्यक्रम काय ?
३. (अ) विद्यार्थी/विद्यार्थिनींना रोजच्या आहारांत साधारणपणे काय व किती दिले जाते ?
- (ब) याला समतोल आहार म्हणता येईल काय ?
- (क) व्यवस्थापक स्वयंपाकघरांत जाऊन रोज अन्नाची चव घेतात काय ?
- (ख) विद्यार्थी/विद्यार्थिनींच्या बजनाचा व आरोग्याचा तपशीलवार तक्का ठेवण्यांत आला आहे काय ?
४. (अ) व्यवस्थापक वसतिगृहांत विद्यार्थी/विद्यार्थिनींकडून अभ्यास करवून घेतात काय? विशेषतः कोणत्या विषयांचा ?
- (ब) व्यवस्थापकांनी विद्यार्थी/विद्यार्थिनींना सामान्यज्ञानाची माहिती देण्याच्या दृष्टीने स्थानिक, ऐतिहासिक स्थळांना प्रनिष्ठाप्राप्त संस्थांना किंवा विकास कार्याला घेऊन जातात काय ?
- (क) व्यवस्थापकांनी विद्यार्थी/विद्यार्थिनींकरिता दैनंदिन कार्यक्रम आखला आहे काय? असल्यास प्रत जोडणें.
- (ख) मुलांच्या शैक्षणिक प्रगतीचा तक्का ठेवण्यांत आला आहे काय ?
- (इ) वसतिगृहांतील पाम झालेल्या एम. एम. सी. व पदवीधर विद्यार्थी/विद्यार्थिनींची संख्या किती ? त्यांतोळ पहिल्या वर्गात किती आले ?

५. धर्मदानाचे तसेच आपणाम मान्य आहे काय ? त्यासाठी वसतिगृहांत नित्याचा काही उपक्रम आहे काय ? कोणता ?

भाग ३ रा

१. (अ) विद्यार्थी/विद्यार्थिनींच्या शैक्षणिक, मानसिक व सांस्कृतिक विकासासाठी व्यवस्थापकाने नित्याचा व प्रासंगिक कोणता कार्यक्रम आम्हाला याबाबत आपल्या सूचना कोणत्या ?
- (ब) यांकरिता व्यवस्थापकांस कोणत्या प्रशिक्षणाची गरज आहे असे आपणांस वाटते ?
२. (अ) वसतिगृहांतील विद्यार्थी/विद्यार्थिनींमध्ये शिस्तबाध बर्तन करण्याची मनोगति आढळते काय ? असल्यास कारणे कोणती ?
- (ब) ही परिस्थिती सुधारण्यासाठी आपल्या काही सूचना आहेत काय ?
३. (अ) व्यवस्थापक मंडळान्या मागील तीन वर्षांत किती सभा झाल्या ?
- (ब) त्या सभांत साधारणतः कोणती चर्चा होते ? ...
- (क) वसतिगृह सुधारणेच्या दृष्टीने यांत काही निर्णय घेतले आहेत काय ?
- (द) मागील वर्षांत वसतिगृहांस भेट दिलेल्या सभासदांची संख्या काय ?
सदर भेटीचा वसतिगृह सुधारण्यावर काय परिणाम झाला ?
४. इतर सर्वसाधारण विद्याध्ययपिका वसतिगृहांत राहणारा विद्यार्थी जास्त शीलवान, शिस्तप्रिय, राष्ट्रप्रेमी व कर्तव्यगार बनत आहे असे आपणांस वाटते का ? नसल्यास कारणे कोणती ? असा तो बनण्यास काय काय करावयास पाहिजे ?

APPENDIX 'B'

Duties, functions and powers of Superintendent

(1) The Superintendent shall invariably reside on the premises of the hostel and for this purpose the managing committee or the voluntary agency may provide rent-free accommodation to the Superintendent on the premises of the hostel;

(2) The Superintendent shall draw up and enforce a regular time schedule for the hostel inmates. The schedule should show, fix time, for getting up, for their meals their leisure time activities, their study hours and the retiring time. The schedule may also provide for special extra-curricular activities on holidays.

(3) He shall cause the rooms, verandha, dining halls and other places including bath-rooms and lavatories being kept cleaned;

(4) He shall remain present at the prayer time, at meal time, physical, cultural activities and games, and supervise the work of the staff;

(5) He shall take round the visiting members and other visitors to the hostel and explain to them the working and furnish information about the inmates of the hostel. He shall be personally responsible to maintain a private property register of the inmates which he should keep in safe custody and should return to the inmates at the time of their discharge from the hostel or as and when the inmates go on vacation;

(6) He shall prepare a diet-chart and a menu and have it prominently displayed in his office and in the dining hall. He shall see to it that the inmates' ration is issued strictly in accordance with the diet-scale and the menu is followed. The menu should allow a variety of dishes within the ceiling cost as may be prescribed by the Director of Social Welfare.

(7) He shall see that members of the staff and inmates of the hostel behave with patience and good temper towards each other and that he or she uses no profane or abusable language against any inmate even if he is found to be mis-behaving. It will be the Superintendent and Superintendent alone who will be responsible for awarding punishable to any infractory inmate.

(8) The Superintendent shall award the following punishment to infractory inmate:—

(a) Temporary withdrawal of special facilities such as going on excursions, refusing him permission to go to a cinema or any place of entertainment, to give him such manual work as white-washing, or trimming the garden or giving him a writing assignment or debarring him from any monitorship, debarring him from any elective office in the students' committees.

(b) In case of serious infraction the Superintendent may recommend the inmate's name to the managing committee for rustication. He shall report the reasons to the committee in writing.

(c) The Superintendent shall award punishment taking into account the nature of infraction as also the frequency of infraction;

(d) He shall report to the Secretary of the Managing Committee.

(i) every occurrence of important happening in the hostel,

(ii) any serious breach on the part of an inmate of the rules of the hostel,

(iii) the extent of the seriousness of illness of an inmate;

(iv) death of an inmate;

(v) out break of an epidemic and measures taken to prevent its spread;

(vi) in the event of serious accident involving an inmate or in the event of serious illness; or in the event of death, either on the premises, or in the hospital or outside, he shall immediately report the matter to the parents or nearest relatives or guardian;

(9) He shall arrange to maintain individual progress reports of the inmates and the following registers:—

(1) Admission register

(2) Register for applications for admissions.

- (3) Dead Stock register.
- (4) Raw material and ration register.
- (5) Maintenance of accounts registers.
- (6) Subscription register and donations or gifts collection register.
- (7) (a) Medical treatment register.
(b) Medicine register.
- (8) Clothing and bedding register.
- (9) Private property of students register.

(10) He shall be responsible for the maintenance of accounts of the hostel in such forms as may be prescribed, in accordance with the directions given by the Director of Social Welfare and by the managing committee from time to time.

(11) He shall further satisfy himself with the funds earmarked for individual items such as purchase of food, cloth, and other amenities and that the same are utilized properly;

(12) He shall prepare and submit such statistical and other information as may be required by the Director of Social Welfare or any other officer of the State Government.

(13) He shall devote his whole time and attention to the duties of his office;

(14) He shall have custody of all papers and documents relating to the hostel and hostel management, other than those which relate to the property in possession of the managing committee or the voluntary agency appertaining to such activities;

(15) He shall prepare the annual report of the working of the hostel and submit it to the managing committee;

(16) He shall organize and conduct all activities as may be necessary for the education, health and welfare of the inmates subject to the general control and directives of the managing committee;

(17) He shall, with the approval of the managing committee, incur expenditure on food and other items of the hostel and shall submit bills for expenses incurred in connection with the

hostel to the Secretary of the managing committee regularly every month;

(18) He shall keep constant watch over the expenditure of the hostel and shall see that the account books are written up-to-date, and that the cash on hand correspond with the closing balance shown in the day book. It shall be the responsibility of the Superintendent to produce all the Account books and other documents to the Inspecting Officer as and when required or demanded.

(19) He shall be responsible for overseeing the work of all members of the staff, including financial transactions if any entrusted to them, and shall be responsible for any defalcation or misuse of the hostel funds on the part of the staff if such defalcation or misuse is rendered possible on account of negligence on his part;

(20) He shall not permit any guest or a stranger or any unauthorized person being allowed by the inmates of the hostel to stay on the premises of the hostel except with the previous permission of the Superintendent, which shall be given by him in writing stating the specific reasons for giving such permission;

(21) He may appoint a few monitors or prefects from the inmates of the hostel to help him in the management of the hostel. He shall also form such committees as mess committee, recreation committee, etc., as he may deem necessary in order to ensure participation of the inmates in the hostel activities and to ensure proper functioning of the hostel;

(22) He shall see that the working day of the hostel begins at 6 a. m. and shall ordinarily cease by 9-30 p. m. on working days and 10 p. m. on Saturdays and holidays. In the case of students who desire to do serious reading after 9-30 the Superintendent shall make separate arrangements for them and provide lighting arrangement for another two hours in any case not beyond 12 mid-night. This would be necessary in order not to disturb other inmates who might wish to retire by 9-30 p. m. or 10 p. m. as the case may be;

(23) The Superintendent shall hold a regular health parade once in every week and preferably on a Sunday morning and inquire about their health and educational problems and listen to their grievances if any;

(24) Apart from this above (23), the Superintendent shall ordinarily move about freely among the inmates, hear and redress their complaints, freely acquaint himself with the conduct, progress and behaviour and the problems of each inmate and see that, that as far as the resources of the hostel permit, the inmates' grievances or difficulties are removed.

(25) He shall always take two rounds in the boys' dormitories and the entire premises of the hostel once during the course of the day and the other during the night.

(26) He shall be given an imprest of Rs. 25, the accounting of which should be recorded by him in an imprest book and the imprest shall be recouped from the Treasurer of the managing committee after submitting to him the necessary vouchers;

(27) He shall call for tenders for food grains and other requirements of the hostel and shall prepare a statement of rates for approval of the managing committee;

(28) He shall inspect all food grains and other commodities received from the approved contractors personally and see to it that the quality and quantity is supplied by the contractor as per samples specified.

(29) He shall effect economy in the expenditure by avoiding waste either by the staff or by the inmates;

(30) He shall see that the kitchen utensils used in cooking are properly cleaned and tinned and that each inmate provides himself with a set, consisting of one Thali, standard size to be specified by the Superintendent, two Vatis and a Tumbler or a glass. It shall be the duty of the Superintendent to provide from the hostel funds some money in order to ensure that these Thalies etc. (unless they are made of stainless steel) are properly tinned;

(31) He shall provide good reading material and shall maintain a library of standard books which should be provided by the hostel at its own cost;

(32) The Superintendent shall be a member of the admission committee to be appointed by the managing body, and ensure that proper representation in matters of admission given to various sections of the Scheduled Castes as prescribed, and bring any deficiency in this behalf to the notice of the Managing Committee.

APPENDIX 'C'

Powers, functions, duties and responsibilities of the Managing Committee of a Backward Class Hostel.

It shall be the responsibility of the Managing Committee

(a) to ensure proper maintenance, up-keep and conduct and general tone of the hostel,

(b) to ensure that the general living conditions therein and particularly facilities and amenities for health, education and welfare of the hostel inmates are adequate and satisfactory;

(c) to nominate a panel of members from amongst the members who shall act as visiting members by turn and shall inspect the working of the hostel and shall hear and inquire into any complaints there may be and shall enter any remarks they may wish to make in the book called the 'visiting committee's book.'

(d) to cause all accounts of the hostel to be kept regularly and audited by the Chartered Accountants as may be required by the Director of Social Welfare;

(e) to receive funds and make proper arrangements for receipt and to cause accounts being properly maintained;

(f) to cause budget estimates of the hostel to be framed;

(g) to cause the annual report of the hostel and audited statements of accounts to be prepared for adoption of the Annual General Meeting of the Voluntary Agency.

(h) to make rules to regulate the proceedings of its meetings;

(i) to appoint such sub-committee as admission sub-committee for the proper selection of students for admission to the hostel and see that the hostel is not maintained for a particular section of the Schedule Castes. The Committee shall see that the following minimum percentage are maintained:

60 per cent of the particular community,

30 per cent of the rest of other castes of Scheduled Castes,

10 per cent of Savarn Hindus.

(j) to determine the number of staff members required for the efficient working of the hostel and to appoint suitable candidates to the post strictly in accordance with the qualifications laid down for each of the posts.

POWERS

(1) The managing committee have full executive power for carrying out day-to-day activities of the hostel;

(2) Shall appoint Superintendent and all staff and fix their salaries, allowances conditions of service and their duties and functions in accordance with the prescribed rules approved by the Director of Social Welfare;

(3) Shall decide which of the servants of the hostel shall furnish security and the amount of security in each case with or without securities;

(4) To organise and conduct or supervise the activities of the hostel in so far as they relate to the directives of the Director of Social Welfare and are likely to promote health, education and welfare of the inmates;

(5) To look after the investment of and proper utilization of funds earmarked by the voluntary agency concerned or of grant and other assistance received from Government for the maintenance of the hostel;

(6) To purchase, hire or sell or dispose of any moveable or immoveable property essential for the proper functioning of the hostel and the comforts and welfare of its inmates provided always that such a property is not acquired or sold or disposed off without the approval of the Director of Social Welfare or of Government if the same has been acquired wholly or mainly from Government grant.

N. B.—The provisions regarding the frequency of meetings of the Managing Committee, details regarding the proceedings of the meetings, quorum, etc. are really matters pertaining to the Constitution of the Managing Committee. Invariably a hostel is run by a voluntary organisation which is a registered body the constitution of which has been approved under the Societies Registration Act of 1860 and

the Bombay Public Trust Act 1953. In view of this, it may not be quite advisable to propose a model Constitution for the managing committees. However, it may be proposed to the managing committees to amend their constitution to accommodate the following suggestions:

(1) The managing committee shall meet as frequently as possible provided always that there shall be at least 6 meetings during the course of a year and further that the interval between any two meetings shall not be greater than three months.

(2) Minutes of the proceedings of each meeting of the managing committee shall be kept in a separate book called the *Minute Book* which shall be signed as soon as possible by the presiding officer and shall at all reasonable times be opened to inspection by any member of the managing committee or by any officers of the Social Welfare Department or Education Department or any other officer connected with the welfare of the Backward Classes.
