

## CHAPTER



## ACCELERATING THE PACE OF EXPANSION AND IMPROVEMENT OF SECONDARY EDUCATION FOR GIRLS IN GUJARAT : SOME SUGGESTIONS

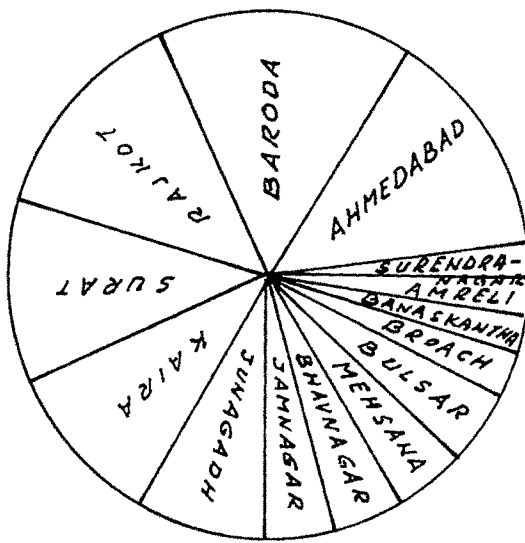
---

### 9.1 FIRM STATE POLICY ON THE EXPANSION OF GIRLS' SECONDARY EDUCATION

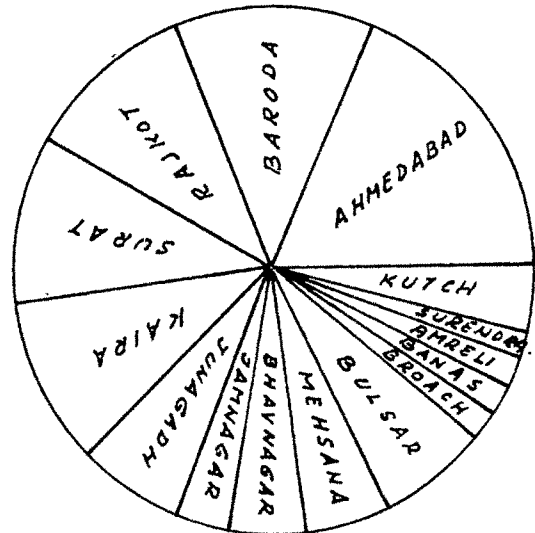
One of our findings of the historical survey as well as of the field-study discussed in Chapters III to VIII is that there has persisted over a long period of time a wide gap between the expansion of the educational facilities for boys and girls in the Gujarat State. Among the nineteen districts of the State also, great imbalance in this respect has long persisted. In order that girls in Gujarat get equality of educational opportunity to the extent to which boys do, the Gujarat State should adopt a firm policy of expanding education of girls in the age-group 11-14 and 14-17. The position in 1969 was the enrolment of 28 per cent of girls as against 49 per cent of boys in the age-group 11-14 and 17 per cent of

## CHART-

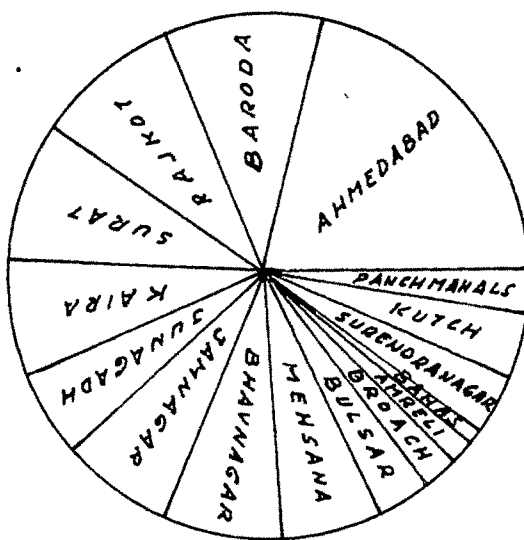
DISTRICTWISE PROPORTION OF GIRLS' HIGH SCHOOLS  
IN THE GUJARAT STATE AT DIFFERENT TIMES



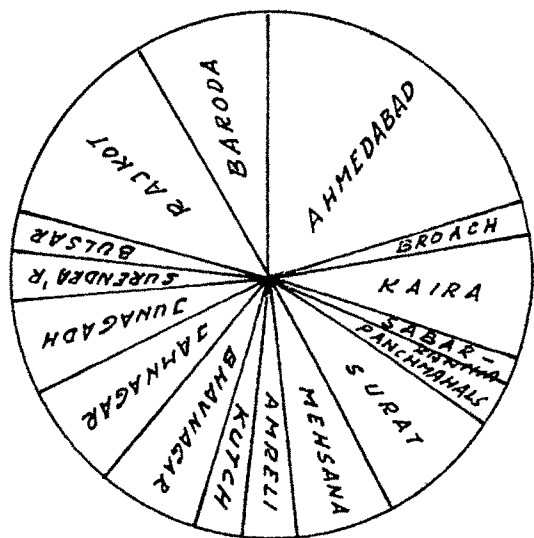
1946-47



1955-56



1965-66



1971-72

girls as against 32 per cent of boys in the age-group 14-17. (1) Thus, the growth of girls' middle school and high school education lags far behind that of the boys in the Gujarat State. Expansion of educational opportunity for girls in these two age-groups will be, in the ultimate analysis, beneficial to the State, as it would constitute one of the main instruments of social change and progress operating in the Gujarati society. The imbalance between the enrolment of boys and girls is also there in the age-group 6-11. But girls would soon catch up boys in primary education with the enforcement of primary education made vigorous in backward areas and among the backward classes. Girls' primary education had not been suffering a set back because of insufficient provision of schools and teachers. In the Gujarat State, according to the Second All-India Educational Survey (1965-66), 91.8 per cent of the total population have facilities for primary education in their own habitations and 97.7 per cent either in their own habitations or within one mile walking distance from their habitations (2). Thus, so far as univers<sup>al</sup>ity of school provision at the lower primary stage is concerned, the Gujarat State has made commendable progress. What is now required is to tighten the machinery of enforcement of compulsory primary education for girls in backward areas and backward classes. The State Government should now declare its commitment to the spread of girls' education in the age-group 11-14 and 14-17. This is the next vital step it should take. Public opinion for the education of girls in these two age-groups has become quite favourable and the State Government should capitalise on it.

In India, unfortunately, after the attainment of Independence, the policy to treat the education of women as a special problem has been abandoned, and a policy to treat the education of women as a part of the general problem of spreading education has been adopted. This shift in the policy has thrown the cause of women's increased access to education at all stages into <sup>background</sup> ~~background~~, and the national efforts in this field have lost both their focus and intensity. We strongly feel that there should be reconsideration of this policy. The Gujarat State should make the expansion of education of girls in the age-groups 11-14 and 14-17 as a part of its firm ~~and~~ policy and declare its commitment to its implementation. This it should do at least for the next 15 to 20 years, during which the gap between the education of boys and girls at the middle school (i.e. upper primary) stage and the high school stage is bridged. A similar recommendation was made by the National Committee on Women's Education in 1959. Unfortunately, it has not been acted upon by State Governments including that of Gujarat. We would reiterate the recommendation of the Committee :

"We strongly recommend that the education of women should be regarded as a major and a special problem in education for a good many years to come and that a bold and determined effort be made to face its difficulties and magnitude and to close the existing gap between the education of men and women in as short time as possible, that highest priority should be given to schemes prepared from this point of view, and that the funds required for the purpose should be considered to be the first charge on the sums set aside for the development of education."(3)

It must be noted that this recommendation of the National Committee on Women's Education was also endorsed by the Kothari Education Commission (4). The Report of the Parliamentary Committee on 'National Policy on Education' (1967) had also supported this view-point. It had said, "The education of girls should, therefore receive special emphasis and the funds required for its advancement should be provided on priority basis." (5)

It must be said to the credit of the State Government that it has taken certain special steps to promote secondary education of girls. It has made secondary education for girls progressively free beginning from 1969 in Stds. VIII and IX, and extended it to Std. X in 1970 and in Std. XI in 1971. Today, in 1972, secondary education for girls is free in all the secondary classes, i.e. from Std. VIII to Std. XI. This indeed is a welcome development, and the Government of Gujarat deserves praise from one and all. It would certainly have wholesome impact on correcting the imbalance between the secondary education of boys and girls. But the same policy ought to have been applied to the middle school or upper primary education of girls (age-group 11-14)<sup>also.</sup> The State Government should add one further dimension to this policy - it should undertake the direct responsibility of establishing and running high schools for girls in those rural areas where private enterprise is not, even after the changed liberal grant-in-aid rules and other incentives, forthcoming. This should be the

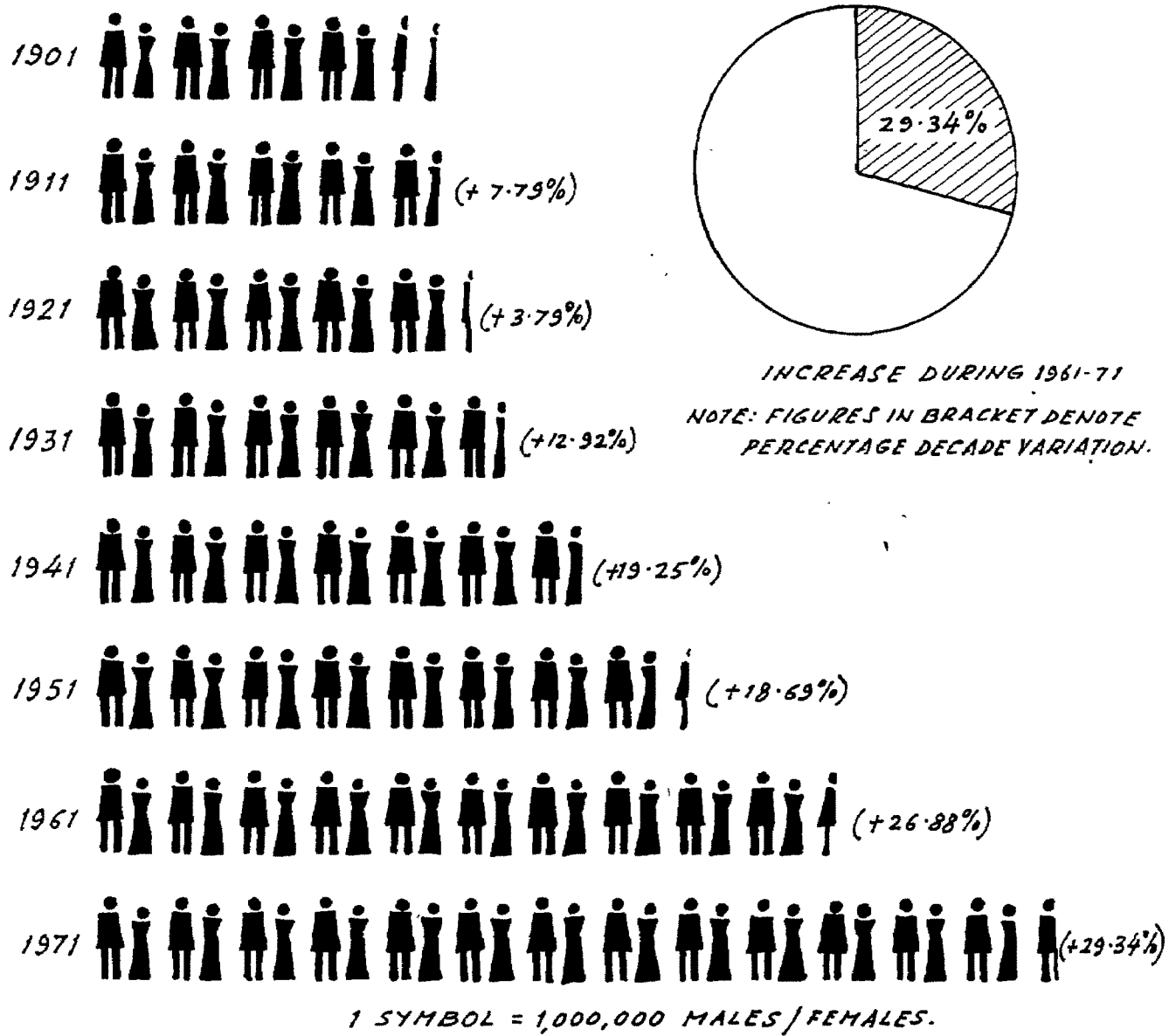
declared policy of the State Government. If this is followed, it would change the complexion of the problem of development of secondary education for girls, and the enrolment of girls in high schools would come very close to that of boys. If this is done, the State should feel satisfied about having done its duty to its people.

#### 9.2 SOME FOCAL POINTS FOR DEVELOPING THE PERSPECTIVE PLAN FOR ACCELERATING THE EXPANSION OF SECONDARY EDUCATION FOR GIRLS IN THE GUJARAT STATE

It may not be possible for us to prepare a perspective plan for the development of secondary education for girls for the Gujarat State. This is because we are not armed with all the basic data necessary for preparing such a plan. This should be left to the trained persons. But we might suggest some major points that should receive careful consideration while preparing such a plan.

- (1) In 1970-71, out of the total 7,47,025 secondary school students in the Gujarat State 68 per cent were boys and 32 per cent were girls. Thus, the expansion of girls' education at the secondary stage in the Gujarat State had accelerated so that the proportion of girls to boys had reached 1:2.1. This came very close to the proportion of 1 girl to 2 boys recommended by the Kothari Commission (6). A similar proportion has also been recommended by the Planning Commission (7). In 1971, in the Gujarat State

CHART-



GUJARAT  
GROWTH OF POPULATION  
1901 - 1971

(SOURCE: CENSUS OF INDIA-1971, PROVISIONAL POPULATION TOTALS)

the recommended proportion of 1 (girl) : 2 (boys) was almost reached.

- (2) By 1981, the disparity between the enrolment of boys and girls in the age-group 13-14 to 16-17 should be so narrowed down that the proportion of girls to boys would reach at least 40 : 60. The further bridging of the gap should be left to the period 1984-85 or to even further up i.e. 1984-89.
- (3) In 1971, the population of Gujarat was 26,660,929 (13,771,613 males and 12,889,315 females). The decennial population growth rate (1961-1971) was 29.21 per cent. Assuming that the annual rate of growth is cut down to 2.5 per cent, in 1981, there will be an increase of 25 per cent in the population of the Gujarat State. That is to say, in 1981, the population of the Gujarat State would be 27,729,366 (14,322,477 males and 13,404,889 females). In 1986, following the same annual rate of growth of 2.5 per cent in the population, there will be 15,081,514 females.

The Educational Survey of the Bombay State, 1957, had suggested a percentage of 7.05 of the population to yield the age-group of children entering the middle or upper primary schools (8) and a percentage of 6.27 of the population to yield the age-group of pupils to fill high schools (9). Using these criteria, we can estimate that in 1981, 2,031,557 boys and



1,907,076 girls will be there for being enrolled in the upper primary schools and 2,284,287 boys and 2,138,419 girls for being enrolled in the high schools in Gujarat.

(4) The Kothari Commission has suggested 74 per cent of enrolment of girls by 1981. (The corresponding enrolment for boys is 90 per cent). If we accept this target, it would mean that the Gujarat Government will have to provide for <sup>the</sup> enrolment of 1,411,236 girls by 1981. In 1986, the suggested target of enrolment of girls by the Kothari Commission is 90 per cent. Therefore, the State will have to provide for 1,925,299 girls' enrolment in upper primary schools.

(5) We can broadly work out the cost per girl-student in the upper primary classes in 1981 and 1986 on the following basis suggested by Shri J.P. Naik in his Study entitled "Financing of Education in India 1981".(10)

- Salary of the teacher ...	Rs. 2700
- Provision for old-age benefits at 10 per cent of the average salary	Rs. 270
- Non-teacher cost at Rs. 30 per pupil	Rs. 900
Total for 30 pupils	Rs. 3,870

The cost per pupil would, therefore, be Rs. 129 per year or Rs. 130 in round figures.\*

\* This does not include social expenditure at Rs. 80 per student that would be needed at the senior primary stage to provide for the health services, free meals and free uniforms, and the free supply of books and writing materials at the rate of Rs. 30 per pupil.

Therefore, in 1981, the Gujarat Government will have to provide for Rs. 14,11,236 X 130 = Rs. 1,83,460,680 for educating 74 per cent of girls in the upper primary classes and Rs. 1,88,794,850 in 1986 (assuming that the per pupil cost will rise higher than Rs. 150 by 1986).

- (6) At the high school stage too, we can prepare the estimate of cost for educating 1,769,082 (i.e. 40 per cent of the total estimated population of 4,422,706 of high school children) as per our earlier suggestion.

The per student cost can be calculated at the high school stage for 1981 on the following basis suggested by Shri J.P. Naik (11) :

- Teachers will at least be trained graduates who will draw an average salary of Rs. 300 p.m. In addition, there will be some senior teachers with an average salary of Rs. 400 p.m., and the headmasters will have an average salary of Rs. 500 p.m.
- A typical high school will have 6 teachers - 4 assistant teachers on Rs. 300 p.m., 1 teacher on Rs. 400 p.m. and 1 head master on Rs. 500 p.m., and the average annual salary of a teacher will be Rs. 4200.
- 9 per cent on teacher cost for non-teaching staff.
- The pupil-teacher ratio will be 25 : 1.

- The minimum non-teacher cost per student would be on the following lines :

	Cost per Student
Free supply of books and writing materials ...	...Rs. 30
Equipment (at Rs. 200 per student with an average life of 10 years)	Rs. 20
Contingencies ...	...Rs. 20
Scholarships (5 per cent of pupils to get Rs. 50 per month) ...	...Rs. 30
	-----
Total	Rs. 100
	-----

On the above assumptions, the recurring cost per pupil in a high school will be :

(1) Average annual salary of teacher ...	Rs. 4,200
(2) Old-age benefits, etc. at 10 per cent of the salary ...	... Rs. 420
(3) Non-teaching staff at 9 per cent of teachers' salaries ...	Rs. 380
(4) Contingent expenditure at Rs. 100 per student per year for a class of 25..	Rs. 2,500
	-----
Total	Rs. 7,500
	-----

For a class of 25, the cost per pupil per year would be Rs. 300. The total recurring expenditure on full-time general high school education for 1,769,082 girls in 1981 will be Rs. 5,30,724,600. The Kothari Commission has estimated per student cost in lower secondary schools in 1975-76 at Rs. 203 and in 1985-86 at Rs. 268. If we take the mean of these two estimates for 1981, the average annual cost per student will be Rs. 235.

In that case the estimated expenditure for educating 1,769,082 girls in 1981 will be Rs. 4,15,733,970.

The Kothari Education Commission has also recommended provision of part-time education for 20 per cent of total enrolment at lower secondary stage and vocational education for 20 per cent of total enrolment at this stage (12). We feel that this is very desirable and it should be done for girls. Miss S. Panandikar has also recommended part-time education for girls as a measure to reduce the imbalance between the education of boys and girls. She has suggested that 1/6th of the full-time enrolment of girls should be in part-time courses, and the cost of it should be about 50 per cent of the cost on the regular full-time education of girls (13). If it is decided by the Gujarat Government to adopt the policy of part-time education of 16 per cent of the total girls to be enrolled in 1981, it should provide for its cost in perspective planning on lines suggested above.

(7) In order that the planning on the above lines for the development of girls' secondary education succeeds, the following further points should also be taken into consideration :

- \* The district should serve as a basic unit for educational planning.
- \* A uniform approach in all districts is not likely to yield the best result. A blanket formula for all districts is likely to be wasteful of State resources and not conducive to optimum results. (14)

- \* In the Gujarat State, <sup>the</sup> districts of Sabarkantha, Banaskantha, Broach, Panchmahals, Amreli, Dangs, Kutch, Surendranagar and Bulsar are backward in regard to the development of girls' secondary education. They should receive more attention in district-level planning for the expansion of girls' education than the districts like Ahmedabad, Kairam, Surat, Mehsana, Baroda, Bhavnagar, Rajkot and Junagadh which are comparatively advanced in this respect.
- \* In rural areas, public opinion is not in favour of mixed high schools for boys and girls. Therefore, at least one separate girls' high school should be located in each district at a central place. At present, the following talukas do not have separate girls' high schools. This position should be corrected by perspective planning :

Ahmedabad District : Daskoi Taluka, Sanand Taluka needs more mixed high schools.

Banaskantha District : Danta, Vadgam, Dhanera, Kankrej, Vav, Tharad, Diyodar, Radhanpur and Santalpur Talukas. Excepting Palanpur and Vadgam Talukas, the other talukas are deficient in mixed high schools also.

Sabarkantha District : Idar, Khed Brahma, Vijaynagar, Bhiloda, Prantij, Meghraj, Malpur, and Bayad Talukas. The talukas of Vijaynagar, Meghraj and Malpur have very few mixed high schools.

Panchmahals District : Halol, Jambughoda, Shahera, Santrampur, Jhalod, Limkheda and Devgadhi Baria Talukas. The Talukas of Halol, Jambughoda, Dhod, Limkheda and Devgadhi Baria are backward in respect of mixed high schools even.

Kaira District : Kapadvanj, Mehmabad, Matar, Thasra, and Cambay. The Matar Taluka also does not have an adequate number of mixed high schools.

Broach District : Girls high schools are only in the Vaghara, Jambusar, Amod, Hansot, Jhagadia, Valia, Dediapada and Sagbara Talukas. The Talukas of Vaghara, Amod, Hansot, Dediapada and Sagbara have very few mixed high schools.

Mehsana District : The Talukas of Patan, Chanasma, Mehsana, Sidhpur, Visnagar, Vijapur, Kadi and Kalol have separate girls high schools. Samni, Harij and Patan Talukas do not have even a sufficient number of mixed schools to satisfy the needs of their population.

Surat District : In this district, girls' high schools could be so far set up only in the Surat City and Olpad, Kamrej, Chorasi, Vyara and Bardoli Talukas. In the district, the backward talukas in respect of even mixed schools are Palsana, Mangrol, Uchchhal, Mahuva and Nizar.

Baroda District : The Baroda City and Baroda, Savli, Padra, Dabhoi and Chhota Udepur Talukas have separate girls' high schools. The backward talukas from the

point of inadequate mixed secondary schools are Sinor, Jambugam, Tilakwada and Karjan.

Bulsar District : There are separate girls' schools only in 4 talukas - Bulsar, Navsari, Gandevi and Pardi. Bansda is deficient even in mixed high schools.

Kutch District : It has been able to set up separate girls' high schools in the Bhuj, Mandvi, Mundra and Anjar Talukas. Almost all talukas have <sup>a</sup>small number of mixed high schools.

Amreli District : Only three talukas - Amreli, Rajula and Kodinar have girls' high schools. Excepting the Amreli taluka, the other talukas are backward in mixed high schools.

Surendranagar District : It has girls' high schools in Wadhwan, Limbadi, Dhangadhra, Halvad and Surendranagar talukas. The talukas of Wadhwan, Muli, Chotila, Lakhtar, Sayla, Havlad and Dashada have <sup>a</sup>very inadequate number of mixed high schools.

Jamnagar District : The talukas of Jamnagar, Jodiya, Lalpur, Jam Jodhpur, Okha Mandal, Khambhalia and Bhanwad have girls' high schools. Excepting the Jamnagar taluka, all other talukas have <sup>an</sup>inadequate development of mixed high schools.

Junagadh District : The talukas of the district having separate girls' high schools are Junagadh, Visavadar, Mangrol, Patan Veraval and Malia. Excepting the talukas of Junagadh, Mangrol, Porbunder and Keshod, the other

talukas are yet to be developed in respect of a sufficient number of mixed high schools.

Bhavnagar District : The talukas having at least one girls' high school are Bhavnagar, Gadhada, Sihor and Mahuva. Excepting Sihor, the other talukas of the district have only a small number of mixed high schools.

Rajkot District : Here the talukas having at least one girls' high school are : Rajkot, Jasdan, Gondal, Morvi, Wankaner, Jetpur, Dhoraji and Upleta. The weak talukas in respect of facilities of mixed high schools are Lodhika, Kotda, Wankaner and Jam Kandorna.

These inadequacies should be corrected through perspective planning. The girls' high schools should be run by Government at places where the private enterprise is not forthcoming. Normally, all urban areas could be expected to have girls' high school facilities. Mixed high schools in urban areas can be expected to serve the rural areas within a radius of about 5 miles from them in the case of boys and about 1 to 2 miles in the case of girls. It should be borne in mind that parents, by and large, do not like to send their adolescent girls to walk down to high schools situated outside the local town or village. But we cannot provide all girls' high schools or mixed high schools within the place of residence of parents. A distance of 1 to 2 miles will have to be tolerated by parents. They should be educated to adjust themselves to this inevitable fact caused by financial difficulties. The 1957 Bombay State



Educational Survey had suggested a ratio of 5 primary schools for a middle school (15) and 3.3 or 4 middle schools for a high school (16). <sup>This</sup> should also be borne in mind while providing for the expansion of mixed middle schools and mixed and separate high schools for girls.

On such bases the perspective plan for the increased expansion of secondary education for girls should be prepared.

### 9.3 CONTROVERSY REGARDING CO-EDUCATION

In the Gujarat State, in 1970-71, of the total 2,38,595 girls enrolled at the high school stage, 1,43,070 girls or about 60 per cent were in mixed schools. This percentage for co-education was 53.9 in 1960 when the Gujarat State was formed. This would suggest that co-education at the high school stage has been quite popular in the Gujarat State. But during the course of our study, our finding is that co-education is quite popular in urban areas but it is not the case in rural areas. Even in urban areas, parents send their daughters to boys' schools not because they believe strongly that boys and girls should be educated together in conformity with the spirit of the modern times, but they do so because either there is no girls' school in the locality or even if there is one, it is not so good as the local boys' school. There is marked reluctance on the part of the Gujarati Community to send the girls to such schools that are outside the local place and to reach there the girls

have to walk a distance of more than a mile. Therefore, if parents' wishes are to be accommodated, not only there should be more girls' high schools but they should be as close to the residence of girls as possible.

But this is not a realistic proposition. We could only say that in every taluka at least one or two girls' high schools should be established by private enterprise or failing it by the State Government, and the percentage of women teachers should be increased in mixed schools. It would be necessary to institute separate divisions for girls for each standard, provided sufficient number of girls to form a full division is enrolled.

The following recommendations of the Committee for the Differentiation of Curricula for Boys and Girls settle the controversy and delimit the use of co-education at school level (17) :

- Co-education should be adopted as the general pattern at the elementary stage;
- Vigorous educative propaganda may be organised to overcome resistance wherever they exist to co-education at this stage; but as a transitional measure, separate primary or middle schools for girls may be provided where a demand for them is put forward with a view to increasing the enrolment of girls;
- At the secondary and collegiate stages, there should be full freedom to the management and parents either to

evolve common institutions or to establish separate ones for girls;

- Steps should be taken to appoint women teachers in all educational institutions at the secondary and university stages which are ordinarily meant for boys. Such appointments should be made obligatory if girls are actually attending. Similarly, some men teachers should also be appointed in separate secondary schools for girls and the ban which now exists in some parts of the country on such appointments (~~for~~ or to confirmation of teachers already appointed) should be removed.)

We would end the present section with the following quotation from Smt. Hansaben Mehta, which reflects our view also and which is supported by the findings of our field-study:

"Unless society changes and it is changing to some extent in urban areas, where woman is not regarded as an inferior being and where sex ceases to be the only basis of relationship between man and woman, co-education will not be looked upon with favour by the parents. Till such changes come about separate institutions for girls at the secondary or even the collegiate stage will have to be provided for if necessary, in order to increase the enrolment of girls and thus spread education among them." (18)

#### 9.4 DIFFERENTIATION OF COURSES OF STUDIES FOR GIRLS

One of our findings from the historical and field study was that parents, by and large, prefer some differentiation in the courses of studies provided for girls. Their rationale

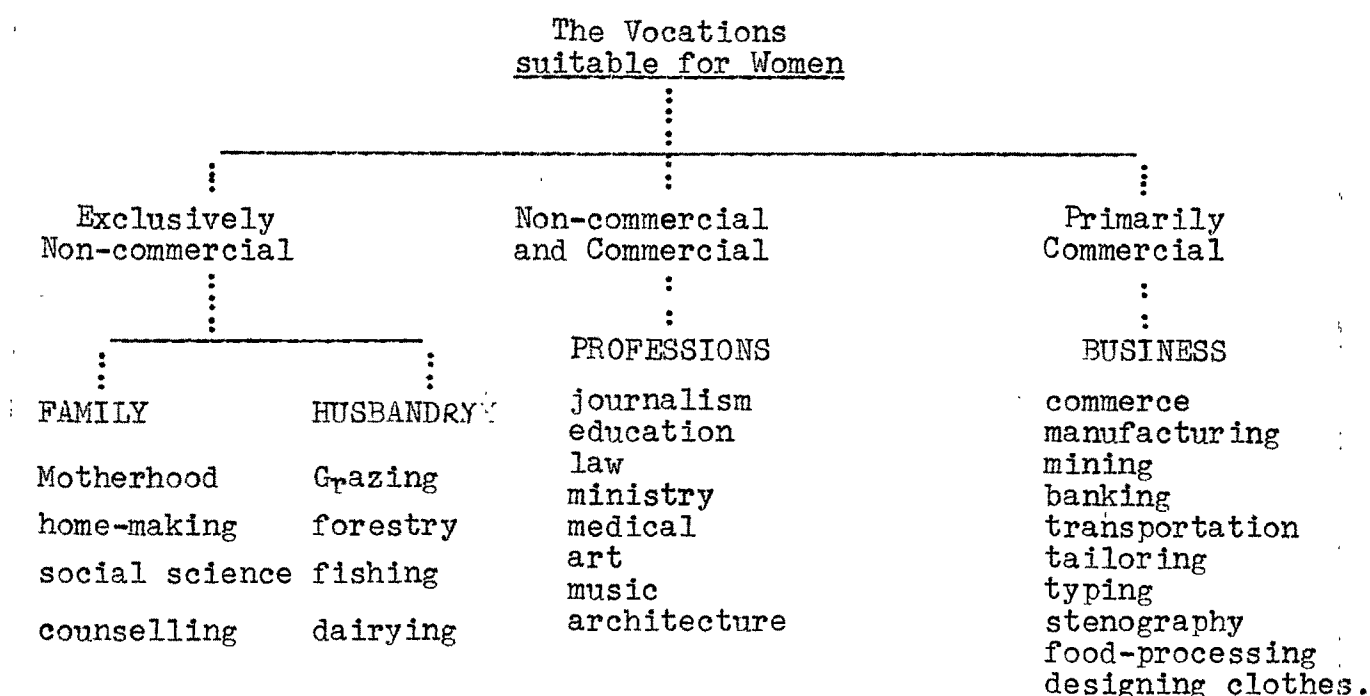
for holding such a view was something like this. Such subjects should be taught to girls which are more useful to girls in their later life. Girls have to play in a married life a distinct role as a home-administrator, an understanding and intelligent wife, a good cook well equipped with the knowledge of food and nutrition, a mother sufficiently armed with the knowledge and skill of child-upbringing and child development, a house-wife possessing taste, attitude and skill for keeping her house neat, well decorated and attractive and ensuring and preserving health promoting conditions. The happiness of the family would depend upon certain understanding, knowledge, aptitude, skills, interests, habits and attitude of the woman as the daughter, wife and the mother. The girl should be equipped at school to play such a gracious and stimulating role in the society. The courses of studies to be provided to girls at the secondary schools should primarily provide for such training. After this is taken care of adequately, some further vocational skills and competence be developed in her so that she can supplement the husband's or father's income if such an exigency arises or if the needs of trained and skilled manpower of the nation so demand.

Secondary education for girls has been largely a stage of general education. The State Education Department has laid down definite subjects to be learnt at the high school stage as a part of the general education programme. Therefore, when girls are provided courses in such subjects as needle-work,

embroidery, tailoring, home craft (that is child-care, cooking, nursing, etc.) and fine arts like music or painting, certain subjects like physical education, advanced arithmetic, physics and chemistry, etc. are usually omitted to make room for these additional subjects in mixed secondary schools. It is crystal clear that if specific courses more suited to the future role of the girls pertaining to home are to be provided in mixed secondary schools, they will be in option to certain subjects. Care should, however, be taken that they are not alternatives to physical education, because Gujarati girls need perhaps more physical education than that of boys because of their delicate physical health. We do want our girls in Gujarat to be physically vigorous and active. They would certainly study some basic courses in the Mother-tongue, Hindi, English, Elementary (or higher) Mathematics, and Physical Education. But in lieu of physics-chemistry they can take up a broad based course of home science, in the place of history and geography they can take a short integrated course in social studies, and in nursing or child development and for drawing they can have a better developed course in music or fine arts or needle-work and embroidery or tailoring. Some scheme will have to be carefully worked out which would enable the girls studying in mixed secondary schools to receive basic general education as well as specialised training for playing the future role of home management.

In separate girls' schools, difficulties for providing differentiated curriculum for girls will be less from the point

of organisation. A wide variety of courses specially suited to girls can be provided. Douglas has suggested the following courses as appropriate to women : (19)



For some of these vocations, girls can be prepared by providing suitable courses of studies and training at the high school stage.

At a Seminar organised by the All-India Women's Conference on 'Careers for Women', it was observed that the following careers are open to women, and therefore, females should be trained for them at the high school stage or at the post-high school stage : (20)

- " 1. Small scale industries such as khadi spinning and weaving, soap-making, gur (molasses), toy-making and making earthen pots.
2. Part-time employment such as food preservation, wrapping art silk, providing meals at lunch time, running a circulating library, doing insurance work, conducting cretches.
3. Handicrafts such as -
  - (a) batik work on silk and cotton fabrics for dress and furnishing;
  - (b) batik on leather for useful requisites like handbags, purses, etc;
  - (c) pottery painting for interior decoration;
  - (d) textile printing with linoleum block.
4. Social work careers :
  - (a) child welfare
  - (b) family welfare
  - (c) psychiatric social work
  - (d) medical social work
  - (e) labour welfare and personnel management
  - (f) probation, after-care and delinquency work.
5. Public health occupations such as -
  - (a) nursing
  - (b) auxiliary nurse midwives
  - (c) health visitors
  - (d) vaccinators
  - (e) compounder

- (f) village level workers
- (g) pharmacists
- 6. Other jobs :
  - (a) teaching
  - (b) music
  - (c) dance
  - (d) photography
  - (e) commercial art
  - (f) advertising
  - (g) copy-writing
  - (h) display
  - (i) films
  - (j) pharmaceutical work
  - (k) journalism
  - (l) catering
  - (m) beautician, undertaking archives, science, radio, linguistics
  - (n) professional work
  - (o) law
  - (p) civil engineering
  - (q) engineering
  - (r) dietetics
  - (s) medicine and teaching in educational institutions
  - (t) librarian."

Training for these careers will have to be spread over the high school and college stages. Training in some of the above fields can be organised at the secondary level.



The National Committee on Women's Education has made two important recommendations regarding curriculum improvement and re-development for girls at the secondary stage, viz.

- (1) simplification and modification of course, and
- (2) usefulness of the subjects and courses taught. (21)

The following observations of the National Committee on Women's Education should also guide the redevelopment of curriculum for girls at the secondary stage :

"Though a vast majority of girls undergoing secondary education will be home-makers, many of them are likely to take to some vocation or other in addition to home-making, either because they will have to contribute to the family income or because they will want to put the education they have received to wider social use. A few, who may not marry, will need to take up a vocation as a means of livelihood. For these reasons, the diversified courses for girls should also be pre-vocational." (22)

We endorse the point of view expressed by the National Committee for Women's Education, and suggest that the purely academic character of secondary education that most of the girls (about 98 per cent) in Gujarat get should be changed. It will be necessary to do so in the interest of the needs of the State in respect of trained and semi-skilled and skilled manpower. This would, of course, raise financial problem, because most of the girls' high schools and mixed high schools in the Gujarat State are private, and it is the meagre financial resources of the private enterprise in the State that have come into the way of its making further efforts to expand secondary education for girls in rural areas. Of course, the

present grant-in-aid rules of the Gujarat Government are liberal, as they provide for all the teacher cost and most of the non-teacher cost. But the Government should provide for additional grants, on liberal and realistic basis, to private school management to feel encouraged to come forward to provide for a rich variety of differentiated, pre-vocational courses for girls. Without government specially geared financial assistance to such programme, the plans for developing differentiated curricula of practical usefulness to girls as home-makers and also to enable them to pursue remunerative careers and serve the expanding manpower needs of the developing society as ours will not materialise.

#### 9.5 RECRUITMENT OF QUALIFIED AND TRAINED WOMEN TEACHERS

We had observed earlier in the course of our study that the rural areas of the Gujarat are considerably handicapped by the unavailability of graduate, trained women teachers. The expansion that took place in higher education of women and in the intake of women trainees for B.Ed. programme of teacher education colleges of the Gujarat State in the last decade of sixties was of such magnitude that urban mixed schools and girls' schools do not face the problem of the shortage of graduate trained women teachers. Actually, in cities like Ahmedabad, Surat, Baroda, Broach and Nadiad, a good number of graduate women holding B.Ed. degrees are found to have been

unemployed. The output of women graduates in Arts, Science, Fine Arts, Commerce and even in Home Science in the Gujarat State and the yearly output of trained women teachers of the Colleges of Education in the State are, by and large, sufficient to meet the needs of expanding secondary education in the State. If there be some deficit of women teachers it will be corrected in the course of a few years. This we say on the basis of the high rate at which trained women teachers are coming out of the State's 35 Colleges of Education every year. Karnik's study shows that between 1971 and 1981 every year 15,000 graduates would go out from the Universities of Gujarat of which 25 to 30 per cent would be women. His further conclusion is that more than 3,450 of the output of graduates of the Gujarat Universities would be seeking admission to Colleges of Education, and of these 45 to 50 per cent will be women (23). The following observation made by Parikh also would support the assumption that the State of Gujarat would not suffer from the shortage of trained graduate teachers including women :

"During the last decade, there has been tremendous expansion in the field of teacher education. The number of colleges has been four times more and the trained teachers seven times more than what was in 1961-62. While the number of secondary schools has risen to nearly 2,200 and teachers to nearly 30,000, There is a yearly growth of 100 high schools which, on an average, require 500 teachers. The percentage of retirement is 3 which comes to 900 teachers. As such, the yearly demand of trained teachers cannot be more than 1,500 against a yearly supply of more than 3,500 trained teachers." (24)

Our own estimate of the manpower needs in respect of trained graduate male and female teachers in Gujarat supports the conclusions arrived at by Karnik and Parikh. There will not be any shortage of graduate trained male and female teachers for secondary schools of Gujarat in the seventies or even later than that. We would only like to point out to the fact of poor social mobility of our men and women teachers. Most of them prefer working in high schools in urban areas for obvious reasons of many advantages to them and to their family, of social, economic and cultural nature. Unless forced by the prospect of unemployment, male and female teachers having the responsibility of supporting a family, will not opt for employment in rural schools. Trained graduate girls prefer to remain unemployed to going to villages to serve in high schools there, because most of them have protection from their parents, and their parents also are not willing to allow their unmarried daughters to go to villages for service, because that would mean their living alone in villages and in that case they would be more susceptible to social gossips; their prospect of getting a good match in marriage would jeopardise on account of likely rumours spread about the moral character of girls living all alone in villages. This is indeed a difficult and a very challenging situation. We do not know how it can be effectively met with. We only suggest a few ways which would improve this tight situation to some extent :

- Provide for hostels for girls having some staff quarters for unmarried women teachers;

- Offer some increment in the regular salary of trained graduate teachers in those rural areas where women teachers are not available, and this increase salary given to recruited women teachers be considered by Education Department as approved admissible items for grant. The present grant-in-aid rules permit such additional increment to teachers, but this additional expenditure is required to be met by the School Managements from their own resources.\* This puts a load on the School Managements which, most of them, are not able to bear, and the cause of girls' secondary education suffers.

Women should be considered <sup>the</sup> weaker section of the society, as recommended by the Kothari Education Commission and in rural areas whenever and wherever the recruitment of trained women teachers pose unsoluble problems, management should be permitted to offer extra allowances to such women teachers who could be recruited and the additional expenditure thus incurred should be admissible for teacher grant. The National Committee on Women's Education (1959) had also recommended that "some sort of a village allowance be given to such women as inducement". This would be the way to tackle the problem of difficulty in recruiting trained graduate women teachers for rural mixed and girls' high schools in Gujarat and other parts of India.

\* The rule is as follows :

"If the managements have a difficulty in getting the teachers, it should be open to the managements to pay separate special allowances in rural areas. Such expenses incurred by the managements should not be counted for the calculation of grants and may be paid by the managements from their own funds or from expenditure for educational purposes." (25)

## 9.6 THE PROBLEM OF STAGNATION AND WASTAGE

The problem of stagnation and wastage is a real heart-breaking problem at all stages in Indian education. The causes are very complex and challenging. In respect of secondary education for girls in Gujarat, the main causes are social and educational. The economic causes no longer operate or if they operate, they pertain mostly to cost on books, equipments, school uniforms. In the Gujarat State, the secondary education for girls has become free progressively from 1969 so that by 1971 it had become free in all the standards from VIII to XI. This is having stimulating effect on the promotion of girls. In one study of the impact of the scheme of free secondary education of girls on the expansion of girls' high school education in the Dehgam Taluka (a rural area), it was found that the proportion of girls per every 100 boys which was 25.6 in 1966-67 had improved to 39.94 in 1970-71. (27) Similar developments were noticed in other talukas of the Ahmedabad District. But the study unfortunately does not throw any light on the impact of this reform on the reduction of wastage. However, it can safely be inferred that wherever girls were withdrawn from schools because of the inability of parents to pay tuition and other fees of their daughters, the reform of free secondary education for girls must have considerably eased the situation and wastage must have been prevented.

But a large part of wastage among girls at the secondary stage is due to social causes. Shri K.C. Bhatt's Study on

Girls' Schools in the Baroda City showed that most of the girls who drop out at the high school stage do it in Stds. IX and X; if they survive withdrawal till they enter the S.S.C. Class, they are more likely to continue education in that class and appear at the S.S.C. Examination. A failure of 2 or 3 years continuously in the S.S.C. Examinations makes them give up the studies altogether (28). The real social reason is the marriage. In urban areas, girls continue their studies even after their <sup>re</sup>engagement takes place, and some even after their actual marriage, but in rural areas girls are engaged and married about the age of 14 or 15, and thereafter they are withdrawn by their parents. Such cases can be dealt with by the **personal** visit of the school principal to the parents of such girls and persuade them to continue their studies till they complete matriculation examination. Such persuasion does succeed in 3 out of 5 cases except where the in-laws of the girls living in other cities or villages insist upon the discontinuation of the studies of their daughters-in-law. The help of social workers and women workers should also be enlisted to control wastage. To our mind, the key to success in such cases lies with school principals and senior teachers who can reduce wastage by adopting personal approach, home visits of such parents, social pressure of the leadership in the local community. The large-size family, heavy house-hold work, the death of the father or mother, the harassment of girls by the unsocial element in the school and in the local community, the conservative attitude of the local community, etc. are other

social causes which force some girls out of school prematurely. Some of these handicaps can be combated by securing the help of the local community leadership. Factors concerned with the family are difficult to deal with. But social workers can help in these to some extent.

The educational causes include such deficiencies as non-existence of separate girls' high school locally, unavailability of trained graduate women teachers, low quality of instruction, strict examination results, unsympathetic attitude of teachers. The enlightened and firm leadership of the school principal can improve teachers' attitude to girls. If Government takes steps to open one or more girls' schools in each taluka, or it gives cycle allowance to girls to go to neighbouring girls' schools situated within a radius of not more than 3 miles, the situation would improve considerably. We have already made recommendation about giving allowances to women teachers to attract them to work in rural high schools. If these suggestions are adopted by the Gujarat Government, the situation regarding the drop out of girls at the secondary stage would also improve.

Stagnation is a problem connected with the improvement of quality of teaching and learning in schools. We would also like to suggest that girls should be helped to continue their studies in higher classes by diagnosing their weakness in achievement and adopting remedial measures to improve teaching and learning. The broad policy of the school should be not to fail



a girl-pupil in classes V to X, unless she is extremely poor. The school should provide individual guidance to weak students and help them to come up to the normal standard. Such a policy is adopted by schools in the U.S.A. and U.K. for both boys and girls. This is viewed as giving a social chance to boys and girls to achieve minimum possible educational advancement. It would be worthwhile to adopt similar policy at least for girls in Std. I to Std. IX. This would prevent wastage resulting from stagnation.

#### 9.7 CONCLUSION

These are broadly our suggestions for dealing effectively with the problems that impede the speedy growth of secondary education for girls in the Gujarat State. It must be noted that in 1971, Gujarat was better placed in the enrolment of girls as against that of boys - the enrolment of girls was 32 per cent as against 68 for boys. It came, in 1971, very close to the proportion of 1 (girl) : 2 (boys) suggested by the Kothari Education Commission to be reached by 1986. But this was due to the fact that in urban areas the expansion of girls' secondary education was much faster and of greater size than in rural areas. What is, therefore, necessary to provide more girls' schools and mixed schools in rural areas. We have earlier pointed out certain specific talukas in each district of the State where girls' secondary education has been advancing at an extremely slow rate. It is in these talukas that the

efforts for accelerating the expansion of girls' secondary education be intensified. In the Fourth Plan of the Nation provision of increased enrolment of girls is made, but it is a part of general provision in the Central and State sectors.

"During this period, about 53.8 per cent of the additional enrolment will be that of girls and the provision in the general plan of the sector would include the outlay required for girls' education on this basis. Furthermore, certain schemes in the general education programme which would have direct bearing on girls' education will need be strongly emphasised. They are : (1) opening new schools in educationally backward areas; (2) opening girls' schools and classes for girls where schools already exist in rural areas at all stages, and (3) the appointment and training of women teachers. Such were the comments of the National Council for Women's Education made in its Sixth Annual Report on the Fourth Plan on Education (29).

In the Gujarat State 19 talukas are economically backward. Their list is given in the Appendix II. These talukas are very backward in the development of girls' education. It is heartening to note that in the Fourth Plan an amount equal to 15 per cent of the outlay for District Plan was proposed to be distributed among different districts on the basis of backwardness of the district. This should help the cause of development of women in these backward talukas.

Unfortunately, in the Fourth Plan, the Government of Gujarat has not made direct provision for the expansion of girls' secondary education (30). To the expansion of general secondary and higher education, it has given last priority. Its top priorities are for universal provision of primary education and for professional, technical and vocational education. The State Government's preference for these two sectors is understandable and we have no quarrels with the Government to continue to emphasise them. But of similar importance is the secondary education of girls. Without this, the social change that is to be accelerated through education and the modernisation of society that is to be achieved through it will be delayed. To educate girls is to educate mothers and to educate mothers is to educate the society. This was said by the Hartog Committee in 1927-29. This is true even now, with this difference that mere primary education for girls will not be sufficient. Education of women has to be extended at least upto secondary stage, if not further for all women.

It is somewhat comforting that the Fourth Plan of the Gujarat <sup>State</sup> includes such programmes as training of teachers and upgrading of curricula (31). This would help the development of girls' secondary education in certain aspects. It is, therefore, a welcome provision. Otherwise, the Gujarat's Fourth Plan is disappointing from the point of the help it can give for the accelerated secondary education of girls.

The Gujarat State Institute had organised Seminars on Development of Girls' Education in the State in 1971 and 1972. At both these Seminars, the speedy expansion of girls' education ~~was~~ emphasised, and several ways to achieve rapid expansion <sup>were</sup> suggested. These were on the lines suggested by us earlier. The Second Seminar emphasised a drive to be organised to expand girls' access to primary and secondary education. The recommendations of these Seminars which included among their participants some top rank government officials and prominent educationists should have persuaded the Government to go in more concretely for the expansion of girls' education. But Government seems to be satisfied by pushing compulsory education at lower primary stage and making secondary education for girls free. But this is not enough. Government should see that girls' high schools are set up at least in all taluka head-quarters and at other suitable places where it can draw 160 to 200 girls from the neighbouring villages, and more mixed schools in economically backward talukas in every district.

The future success of the development of girls' secondary education lies in adopting such a measure. We hope and pray that the new Gujarat Government which will be formed after 1972 election will take more far-sighted, realistic and active steps to accelerate the pace of expansion of secondary education of girls and provide for differentiated curricula for them which would open up more employment opportunities to women of this State !

## REFERENCES

1. Raksh Sharan : The Voluntary Organizations and Women's Education, op.cit., p.29.
2. The Second Educational Survey of Gujarat State : State Tables 1965-66, op.cit., para 6.56, p.241.
3. Report of the National Committee on Women's Education, 1959, op.cit., p.38.
4. Report of the Kothari Education Commission (1964-66), 1970, Reprint.
5. Government of India : Report of the Committee of Members of Parliament on Education : National Policy on Education, Delhi, 1967, p.10.
6. The Report of the Kothari Education Commission, 1970 Reprint, p.313.
7. D.R. Gadgil : "Fourth Five Year Plan : Some Priorities", New Delhi, Education Quarterly, XX:1: April 68 : 2.
8. The Educational Survey of the Bombay State, 1957, op.cit., p.508.
9. Ibid, p.527.
10. J.P. Naik : Financing of Education in India 1981, Task Force on Educational Finance, Monograph II, Education Commission, New Delhi, 1965.
11. Ibid, p.13.

12. Report of the Kothari Education Commission, op.cit.,p.317.
13. Sulabha Panandikar : "Imbalances in the Education of Girls'  
Education", Education Quarterly, XXI:1::April 69:21.
14. B.D. Nag Chaudhuri : "New Demands in Educational Planning",  
Education Quarterly, XX:1::April 68 : 6.
15. The Educational Survey of the Bombay State, 1957, p.508.
16. Ibid, p.527.
17. Report of the Committee for Differentiation of Curricula  
for Boys and Girls, op.cit.,
18. Hansaben Mehta : "Co-education at What Stages and Why ?"  
Education Quarterly, XXI:1:: April 69 : 24.
19. Harl R. Douglas : Education for Life Adjustment, New York,  
Ronald Press Co., 1950, p.297.
20. All India Women's Conference : Seminar on Careers for  
Women, New Delhi, 1956.
21. Report of the National Committee on Women's Education,  
1959, pp.89-90.
22. Ibid, pp.91-92.
23. M.B. Karnik : Planning for Human Power for Training  
Institutions in Gujarat, op.cit., p.6.
24. G.B. Parikh : Manpower Planning in Secondary Education in  
Gujarat, A Paper presented by the author at the  
Conference of Indian Association of Teacher Educators  
held at Allahabad, 11 to 14 October 1971, p.4.
25. N.G. Shah : Impact of the Implementation of the Recommenda-  
tion of the Ishwarbhai Committee on School Grants and  
Finances in the District of Baroda, Supra, p.79.

26. Report of the National Committee on Women's Education,  
op.cit., p.108.
27. K.J. Valand : An Investigation into the effect on Girls' Education in the District of Ahmedabad by the Action of the Gujarat Government to make Education Free,  
Gujarat University M.Ed. Dissertation, 1971, p.16.
28. K.C. Bhatt : A Study of the Problems of Girls' High Schools in the City of Baroda, Baroda, Department of Extension Services, 1972.
29. The National Council for Women's Education : Sixth Annual Report, Delhi, 1966, p.5.
30. Government of Gujarat : Fourth Five Year Plan (1969-74) : Draft, Ahmedabad, 1969, p.140.
31. Ibid, p.131.