

## CHAPTER II

### SECONDARY EDUCATION IN GUJARAT STATE

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References

In the present chapter, the investigator proposes to discuss the present position of secondary education in the Gujarat State. It includes the present area of the Gujarat State and the pattern of educational administration in the State. On the basis of these points, an attempt is made to discuss the effects of growth of secondary schools on the system of inspection and the qualitative improvement of secondary schools. Along with this, it is stressed here, how the present study would help towards the solution of the problem. At the end of the chapter, certain basic assumptions as laid down by the Grant-in-Aid Code are given as they are taken as the basis of the present study.

## I. THE GUJARAT STATE

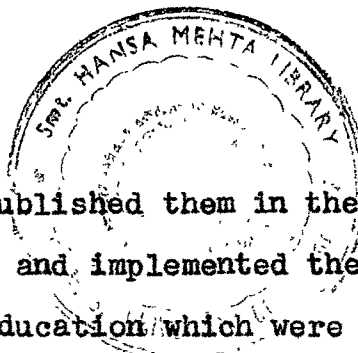
The State of Gujarat was formed on the first of May 1960, as a result of the Bombay Reorganization Act, 1960, and became one of the fifteen major states of India. A few small areas are administered centrally by the Union Government. Formerly, Gujarat was a part of the greater bilingual Bombay State, from which it has inherited the present administration in education. Gujarat has three

components - the old British territory of the former Bombay State consisting chiefly of the five districts of Ahmedabad, Broach, Kaira, Panchmahals and Surat, the princely states among which Baroda was the biggest and educationally well advanced and Kutch. There is much in common in the administrative set-up of the three components.

The State of Gujarat covers an area of 72,137 square miles and has a population which is 4.5 per cent of the total population of the Indian Union. This population lives in 243 towns and 18,729 villages spread over 183 talukas of the State. The density of population is 225 per square mile. At present, the main land of Gujarat consists of 10 districts, the Saurashtra consists of 6 districts, and Kutch forms a district by itself. Totally, there are 17 districts in the present State of Gujarat.

## II. PATTERN OF EDUCATIONAL ADMINISTRATION AT THE STATE LEVEL

The pattern for education in Gujarat does not differ much from that in other Indian States. Until 1921, the Government of India formulated the educational



policies for the entire country, published them in the form of resolutions and circulars, and implemented them through the State Departments of Education which were established throughout India on the same pattern. At present, the Minister of Education is in charge of education portfolio and is a member of the State Cabinet. In Gujarat, he is assisted by a Secretary, a Deputy Secretary and three Under-Secretaries whose offices are situated in the State Secretariat at Ahmedabad.

Under the Minister of Education, there is the Director of Education, who is the head of the vast set-up of the administrative machinery of the Education Department. He is assisted by four Deputy Directors. His headquarters are at Ahmedabad. Among the other State level officers who work for the Director of Education, there are State Inspectors of various branches of education, such as physical education, visual education, drawing, craft and commerce. An Inspectress of girls' schools who looks after the girls' education at secondary level also works directly under the Director of Education. There is a Bureau of Vocational Guidance at the State level. An Accounts Officer is in charge of budget and accounts. There is a separate Directorate for Technical Education under the

Minister of Education.

At the Secretariat level, educational policies are outlined, grants for old and new schemes of development including those of the Five Year Plans are sanctioned, and the appointments and transfers of Gazetted Educational Service Class I and II Officers are made. At the Directorate level, the policies laid down in the Secretariat are implemented, grants for the various schemes are distributed and general supervision over the district officers is carried out. Moreover, the Director of Education submits proposals to the Government for initiating new policies, new schemes and for paying grants to the various institutions and organizations. The Director of Education prepares and submits to the Government, the annual budget of the Department. At the Secretariat level, the budget is carefully scrutinized and the final estimates are placed before the State Legislature for voting and are passed in the form of budget grants.

The State Department of Education appoints various advisory committees which help the Department in formulating policies, prescribing the syllabi, organizing certain reforms at various levels, etc. Such committees are represented by educational experts in various fields.

### III. PATTERN OF EDUCATIONAL ADMINISTRATION AT THE DISTRICT LEVEL

Under the Directorate of Education, there are Educational Inspectors in all the districts of Gujarat. The Educational Inspector is the head of the educational administration of the district. He exercises general supervision over primary education and social education, and is directly responsible for the inspection of secondary schools and special institutions like training colleges, schools for defectives and agricultural institutions. He grants recognition to those institutions and assesses grant-in-aid to be paid to them. As a member of the District Development Board, he participates in its deliberations so far as education is concerned. Being a member of the Staff Selection Committee of the district, he is connected with the selection of primary teachers. Moreover, he is also a member of the Appellate Tribunal of the district which attends to the appeals from the primary teachers. In all the districts except three small ones, the Educational Inspectors belong to Gazetted Educational Service Class I.

The Educational Inspector is assisted by Deputy Educational Inspectors and Assistant Deputy Educational

Inspectors in the old districts of the ex-Bombay State. In the districts of Saurashtra region, there is no post of Deputy Educational Inspector and the Assistant Deputy Educational Inspectors are attached to the office of the Administrative Officer. The Deputy Educational Inspector supervises primary education of the entire district through the Assistant Deputy Educational Inspectors. He arranges for the inspection of all primary schools in the district including the approved schools. He submits to the school boards his recommendations regarding the recognition or withdrawal of recognition of private primary schools. He recommends the grant-in-aid to be paid by the school board to approved private schools. He belongs to Gazetted Educational Service Class II Cadre.

The Assistant Deputy Educational Inspectors are mainly responsible for the inspection of primary schools and social education classes. An Assistant Deputy Educational Inspector is in charge of a beat, which usually has 40 to 50 schools. He inspects each school once a year and is expected to be on tour for 250 days in a year. They come to the district headquarters once a month to attend a meeting held by the Educational Inspector to discuss various problems and to devise ways and means of spreading

education. Though, the posts of Assistant Deputy Educational Inspectors are filled by trained graduates, 35 per cent of them are reserved for capable and senior and trained primary teachers of the district. In order to pay special attention to physical education and girls' schools, each district has a special post of the Assistant Deputy Educational Inspector for physical education for boys, Assistant Deputy Educational Inspector for physical education for girls and Assistant Deputy Educational Inspector for girls' schools.

In addition to the above mentioned officers in the district, there is another officer of Gazetted Educational Service Class II Cadre in each district except Kutch. He is styled as the Administrative Officer. He deals with the administration of the primary education in the district and is expected to perform: (1) duties in relation to primary schools, (2) duties with regard to schemes of expansion in primary education, (3) duties with regard to financial matters, (4) duties with regard to general administrative matters, (5) duties in relation to the meetings of the School Board,, and (6) duties connected with the District Building Committee, (7) duties in relation to the educational matters and (8) duties as the Secretary and member of the Staff Selection Committee.



The Administrative Officer is assisted in his work by the Assistant Administrative Officer and Supervisors. In all the districts, the Administrative Officer is subordinate to the Educational Inspectors and works under his guidance. There are also Class III Administrative Officers for school boards of authorized municipalities in the State.

#### IV. THE ORGANIZATION AND PROGRESS OF SECONDARY EDUCATION

##### (a) The Organization

The secondary education in India ranges over a period of seven years from the age group 11 plus to 17 plus. It includes seven standards namely, from standards V to XI. At present, there are two channels for the pupils. A pupil joins a primary school from standard I, and then still continues in the same school till he reaches standard VII. After the completion of standard VII, he joins a secondary school from standards VIII to XI. But there is other way also. So many pupils leave primary schools from standard IV and join secondary schools from standard V. If the standards V to VII are taught in secondary schools, they are called 'middle schools', for standards V to VII. As educational facilities are provided

in a much better way in these middle schools, the middle class and rich people send their children to middle schools. There are three types of secondary schools, in this way:

- (i) Those schools having only standards V to VII.
- (ii) Those schools having only standards VIII to XI.
- (iii) Those schools having standards V to VII and VIII to XI.

There are chiefly three agencies through which secondary schools are managed - Government, private agencies and Local Bodies. By and large, secondary education is managed by private agencies. A large number of Government schools is found in Saurashtra where till recently, private agencies were reluctant to undertake the work. But the State Government is encouraging private agencies to open new secondary schools. In order to achieve this aim, it is proposed that those who undertake the opening of new secondary schools, be paid liberal grant-in-aid in the

beginning, starting with 90 per cent in the first year and sliding down at the rate of 10 per cent each year, till it reaches the normal rate of grant-in-aid.

In respect of control of secondary education, State Government exercises all the necessary powers, through the Director of Education. The Director of Education exercises the powers conferred on him by the Grant-in-Aid Code. He approves the granting or withdrawal of recognition to secondary schools. In this, he is aided by Educational Inspectors of various districts and the Inspectress of girls' schools, Gujarat State, Ahmedabad. Moreover, he lays down certain rules for the recognition of secondary schools. The qualifications of headmasters and teachers of various types of secondary schools are fixed by the Director of Education. Moreover, the scales of pay for the headmasters and teachers in secondary schools are fixed by him. He is an appellate authority in respect of termination of services of secondary school teachers.

Another way of controlling secondary education is through the apportioning of grants to various secondary schools. The Director of Education sanctions grants for payment to different secondary schools through the -

Educational Inspector of each district, who inspects or visits each secondary school at least once a year and forwards his proposal for awards of grant to the Director of Education.

All grants i.e. maintenance grant, equipment grant, building grant, and other special grants are sanctioned by the Director of Education. The maintenance grant is paid at the rate of 45 per cent and 50 per cent of the admissible expenditure for urban and rural areas respectively, which was till recently 30 and 33 per cent respectively. The equipment grant is generally paid at the rate of 35 per cent, the building grant is also paid at the same rate, provided the necessary funds are available. In 1959-60, the Government paid to some schools, to the extent of 50 per cent of grant for non-recurring expenditure on equipment and building. In Saurashtra, the equipment and building grants are paid to the school authorities at the rate of 50 per cent of the expenditure. All these grants are sanctioned by the Director of Education and are paid through and by the Educational Inspector of the district concerned.

The other source of income for the secondary schools is the tuition fees. Here also, the Department of

Education has standardized rates of fees to be charged according to certain categories of areas. The managements have to seek the departmental permission, if they want to raise fees above the prescribed rates. From the year 1962, the Government of Gujarat has undertaken to provide free education for the children of those parents who earn less than Rs.1,200/- annually. Raising money through donations is another source of income for the secondary schools.

Certain schools such as multipurpose high schools receive grants to the tune of 60 per cent of the expenditure from the Central Government and the State Government and the managing body bears the remaining 40 per cent of expenditure. Secondary education is further controlled by the State Government through the prescription of curricula for various types of secondary schools.

A Statutory Board, known as the Gujarat Secondary School Certificate Examination Board is an examining body holding S.S.C. examination at the end of std. XI for the entire State. It consists of representatives of universities, nominated members from amongst headmasters, headmistresses and secondary teachers of recognized high schools, principals of secondary teachers' <sup>training</sup> colleges, persons

who have had experience of matters connected with higher or secondary education, and ex-officio members. The Board has its headquarters at Baroda. The entire syllabus of S.S.C. examination is divided into 6 groups, covering 93 subjects. A candidate appearing for S.S.C. examination is expected to take 7 or 8 subjects. Under the recent S.S.C. examination scheme, at least four compulsory subjects and three optional ones from the various groups of subjects have to be offered by the candidate for S.S.C. examination.

The management of secondary schools by private bodies raises many problems. Service conditions, salary scales, promotions, retirement benefits differ from school to school. The strained relations between the management and the staff often have adverse effect on teaching. The problem of salarys scales is solved by the introduction of Integration Committee suggestions according to which, the pay scales for various categories of teachers, are standardized and the Education Department has accepted them both for the secondary schools managed by Private Agencies and the Government. According to the Secondary/Integration Committee's recommendations ~~of~~ the scale of pay, for a trained graduate is Rs.120-300 exclusive of dearness allowance and other benefits, if any. Moreover, the pay

scales are recently revised. In this revision, the Government merge a part of the dearness allowance in the basic salary and increased the rate of increments.

With a view to providing ample facilities for special talents, multipurpose schools are started and aided by the Department. These schools are specially aided both for recurring and non-recurring expenditure by the Government of India as well as the State Government.

It would be proper to point out here that there are going to be far reaching changes in the present set-up of the administration of education in the State. The Government of Gujarat had set-up a Committee to go into the subject of decentralization of powers. The Committee has already prepared its report and submitted its proposals to the Government, which are under the consideration of a Cabinet Committee set-up for scrutinizing the proposals. According to the proposals of the Committee, there will be decentralization of authority, and greater powers will be delegated to Taluka Panchayats and Village Panchayats. Education is one of the spheres which will be greatly affected by the changes. Consequently, there will be a new pattern of educational administration in the State.

It will be observed from what has been stated so far, that the problem of integration is not so acute in the State of Gujarat as it was in the bilingual Bombay State. However, it may be pointed out that an Integration Committee for primary education and an Integration Committee for secondary education were appointed in 1957 by the former State of Bombay and were entrusted with the task of evolving a uniform but flexible pattern of primary education and secondary education throughout the territories of the bigger bilingual Bombay State. The recommendations of these Integration Committees which inter alia contain suggestions for further delegation of executive authority to the local bodies at the district, taluka and village levels are under scrutiny and consideration of the State Government.

(b) The Progress

(i) Number of Schools and Pupils in Gujarat

In Gujarat State, in the year 1959, there were <sup>secondary</sup> totally 978/schools. While in the year, 1954, there were only 572 schools. It shows, therefore, that in five years (from 1954 to 1959) about 408 schools were opened. This is clearly due to the impact of Five Year Plans. The



total population is 5,67,606, while the school-going population is 2,82,889 which is the half of the total population. The schools in each district vary very much. While Dang district has only one school and Surat district has 150 schools.

TABLE II-1

Showing the Secondary Schools in Gujarat  
from the year 1854 to 1959\*

	Number of schools	Number of pupils
1854 - 1880	44	3,527
1910 - 1911	151	25,812
1921	274	40,801
1947	438	1,33,321
1954	572	1,59,753
1959	984	(figures not available)

\* Note: The data that is given, was available till the year 1959 only, because after this year, the data was not ready with the State Department of Education.

It can be seen from the above table:

- that the number of schools rose by approximately 25 per cent in five years.

- that the number of school-going pupils rose by 25 per cent.
- that the rate of increase shows quite a considerable quantitative impact of Five Year Plans.

If we compare the figure of total number of schools during these years, it will suggest a steep rise.

The total strength of the pupils in these schools also rose correspondingly.

#### V. THE PRESENT POSITION OF SECONDARY EDUCATION IN GUJARAT STATE

In the present discussion, a brief review is given about the present position of secondary education in Gujarat State. The present position includes the following points:

- (a) Classification and distribution of schools.
- (b) The institutions by types and managements.
- (c) The educational finance.
- (d) The school-going children in Gujarat.
- (e) Areas with and without schools.
- (f) Teacher-training.

(a) Classification of Schools

The secondary schools are classified into various categories: High schools and middle schools; for boys and for girls; Government schools, municipal schools, proprietary schools, and schools managed by Educational Associations, Government and private schools; unipurpose and multipurpose schools; ordinary schools and vocational schools. Vocational schools are sub-divided into commercial, agricultural and technical schools. The following is the region-wise distribution of schools.

TABLE II-2

Showing Region-wise Distribution of  
Schools and Pupils

Region	Boys	Girls	Total
Gujarat	1,89,227	59,940	2,49,167
Saurashtra	53,673	16,415	70,088
Kutch	5,787	2,243	8,030

TABLE II-3

Showing Secondary Schools in Rural Areas

Region	Number of schools		Pupils	
	Urban	Rural	Urban	Rural
Gujarat	308	500	1,703	97,464
Saurashtra	130	83	60,241	9,847
Kutch	17	18	6,057	1,973

In Gujarat, there are as many as 500 schools in rural areas as compared to 308 schools in urban areas, while in Saurashtra, there are as many as 130 schools in urban areas as compared to 83 schools in rural areas. While in Kutch, a balance is maintained between the total number of schools in urban and rural areas. As regards the school-going children in Gujarat, the following table indicates the data.

TABLE II-4

Showing School-going Children in the Age Groups  
6-11, 11-14, 14-17

Age groups	Boys	Girls	Total	Percentage of population
6 - 11	1427133	1330628	2757761	13.88
11 - 14	702256	654768	1357024	6.85
14 - 17	644677	601083	1245760	6.27
Total	2774066	2586479	5360545	27.00

The table gives an indication in the rise of number of school-going pupils in the age-group of 11-14 and 14-17. With the policy of providing free and compulsory primary education, this growth will accentuate in the coming years. And the secondary schools will have to be prepared for this.

(b) Educational Institutions by Types and Managements in the Year 1961-62

TABLE II-5

Showing Educational Institutions by Types and Managements

	Central Govt.	State Govt.	District Local Boards	Municipal Boards	Private Aid Un-aided	Total
Number of secondary schools	5	121	7	40	783 203	1159

There are as many as 783 private aided schools in comparison with the total 1159 schools. The State Government schools are 121. There is a tendency on the part of the Government to disown the schools and to give it to the managing bodies. The unaided schools, which do not accept

the grant by the Government are 30 in number. The number of middle schools is very less. It is noteworthy that there are no separate middle schools for girls in the State. The total number of schools in urban areas is greater than those in rural areas. The number of girls' schools is greater in urban areas than in rural areas.

TABLE II-6

Showing Educational Institutions by Type  
in the Year 1959-60

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Urban areas			
	Boys	Girls	Total
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Secondary Schools:			
High schools	893	85	978
Middle schools	8	-	8
In Rural areas			
Secondary Schools:			
High schools	484	13	497
Middle schools	4	-	4
=====			

It can be seen that there are very few separate middle schools. That the 'high schools' include high schools with standards VIII to XI and the schools with

standards V to XI.

It can be seen that there is a considerable number of unaided schools.

It can be seen that the most of the schools are owned by the private bodies.

TABLE II-7  
Showing Secondary Schools by Management  
in Gujarat

Management	Boys	Girls	Total
Central Government	1	-	1
State Government	105	16	121
District Local Boards	7	-	7
Municipal Boards	39	5	44
Private aided	721	62	783
Private unaided	28	2	30

(c) The Educational Finance

By 1956, private schools got grant equal to 30 per cent of their total approved expenditure. On dearness allowance, 50 per cent of grant is allowed. In rural area, 33.1/4 per cent grant is given. Expenditure on

physical education is admissible for grant. The school receives large sum of money by way of fees. The rate of fees in Bombay State is Rs. 3-6, 4-7 and 5-8 for different areas. Over and above this, term fee is charged twice a year. Donation by public for secondary school is also one source of income.

TABLE II-8

Showing Direct Expenditure on Education  
by Source

Source	Amount	Percentage
Central Government Funds	82,27,255	6.0
State Government Funds	768,96,127	56.9
Educational Board Funds	127,63,934	9.5

The figures reveal that out of the total expenditure on education, as much as 56.9 per cent falls on the State Government. And that here too, the Central Government contributes to the extent of 6 per cent. The word 'Board funds' here indicate the funds reserved by Educational Boards for the purposes of expenditure on education.



TABLE II-9  
Showing the Expenditure on Secondary Education

Source	Expenditure	Approximate percentage to total expendi- ture in educa- tion
Central Government Funds	1,39,105	0.50
State Government Funds	154,58,992	46.00
Board Funds	9,37,003	3.00
Municipal Funds	1,40,391	4.00
Fees	126,82,459	38.00
Other sources including endowment	26,89,790	8.50
Total	320,47,740	100.00

TABLE II-10

Showing the Direct Expenditure in Secondary  
Education by Regions

Regions	Central Govt.	State Funds	Local Board	Fees	Other sources	Total
Gujarat	26873	10816743	2248049	11340337	2172826	26604828
Saurashtra	112232	4242551	90345	1179164	4699787	6094166
Kutch	-	398898	-	162958	46990	607746
Total	139105	15458192	2338394	12682459	6919603	33306740

Looking to the tables II-9 and II-10, it seems that as much as 38 per cent of the burden of expenditure falls only on term fees, while 46 per cent is the contribution of the State Government. Therefore, over and above other indirect and direct taxes, the burden of educating their children incurred by the parents, is to a considerable extent.

TABLE II-11

Showing the Average Fee Per Pupil in Secondary Schools - 1959-60

	State Government	Other Agencies	All Agencies
Old Bombay State			
Gujarat	28.85	46.24	45.5
Saurashtra	4.02	39.16	16.8
Kutch	-	31.82	20.7

The table suggests that average fee is much less in Saurashtra than in Gujarat districts. The State Government contributes to the extent of about 25 to 30 per cent. The contribution of other agencies is more than the contribution of the State Government.

The Expenditure on Education: Total expenditure

is 12,20,25,200, while expenditure on education is 2,31,32,400 which is roughly fifth part of the total expenditure. Expenditure on secondary education in different items falls as shown in table:

TABLE II-12

Showing the Expenditure on Education

Secondary	Expenditure	
	1960-61	1961-62
A. Government secondary schools	65,90,000	75,37,600
B. Direct grants to non-government secondary schools:		
1. Anglo Indian and European Communities	-	-
2. Other Communities	60,09,000	72,60,500
3. Schemes in the Second Five Year Plans	32,66,000	15,49,000
4. Grants to Local Bodies for secondary education	4,02,000	4,60,000
Total	1,62,67,000	1,68,07,100

It can be seen that the expenditure is slowly increasing. The expenditure for two years is comparatively increasing. And again, to meet with the demands of

free, compulsory primary education, more money will have to be spent for the increasing number in secondary education.

(d) The School-going Children in Gujarat (Age Group 11-14)

- Out of the total school-going population, totally 44.6 per cent of students are going to primary, secondary schools and colleges.
- Out of the total 44.6 per cent pupils of school-going age, the percentage of boys is 59.4 while the percentage of girls going to school is 28.6.
- If we compare the figures of school-going pupils in schools below std. VI, the total number is 1,56,111 while total number of school-going pupils in stds. IX-XI, is 1,787 these figures suggest the wastage in education. That out of 1,56,111 children in std. VI, only 1,787 are there in stds. IX-XI.

The school-going children in Gujarat (Age group 14-17):

- Out of total school and college going population, only 24.7 per cent receive education. The percentage is not quite encouraging.

- Out of total school and college going population, the percentage of girls receiving education is only 12.5; which is very low.
- Looking to the total school-going population of 2,07,953, only 2,596 pupils join colleges, which suggests the wastage in education.

The State Government runs as many as 121 schools in Gujarat. Previously, there was a move to hand over these schools to efficient managing bodies. But, after that the State has to run 121 schools out of 986 schools in the year 1959-60. A majority of schools - as many as 783 are private schools which are aided by the Government through grants etc. But, here too, as many as 40 schools stand on their own, without Government grants.

TABLE II-13

Showing the Number of Pupils in Secondary Schools  
in Gujarat (1956)

Management	Boys	Girls	Total
Central Government	172	-	172
State Government	48775	9155	57940
District Boards	2271	-	2271
Municipal Boards	12209	2063	14072
Private aided	223150	26714	249864
Private unaided	2534	432	3966
Total	289111	38364	328285

Correspondingly, therefore, the ratio of the pupils correspond the number of pupils according to the number of schools in the management. Out of the total 3,28,185 pupils, the private aided schools cover as many as 2,49,864 of pupils in their schools. Looking to the private unaided 30 schools, their strength of pupils is 3,966, which means generally each school has average pupil population of 132; which<sup>is</sup> very much less, as compared to the pupils in private aided schools.

(e) Areas with and without Schools

TABLE II-14

Showing Areas with and without Schools

Region	Total No. of place	Total No. of places with schools	No. of villages having No. of schools or hav- ing schooling faciliti- es	No. of places having no schooling faciliti- es
	Town/Village	Town/Villa- ge		
Gujarat	148/13658	148/ 9894	3136	625
Saurashtra	85/ 4107	85/ 3651	36	420
Kutch	10/ 964	10/ 460	-	505
Total	243/18729	243/14005	3172	1550

Even in the year 1960, (after Two Five Year Plans), there are 1,550 places having no schooling facilities at all! In 3,172 villages, there is no school, but there are schooling facilities, which means <sup>that</sup> there are schools in the nearby areas. All the towns have the schools. But there are no schools in the interior region villages. This suggests that the facilities of secondary education must be available to every village in Gujarat.



It is clear from the above figures that the children going to school in age-group 6-11 is totally 13.88 per cent of the total population. School-going children under age-group 11-14 and 14-17 are of the same ratio. It can be interpreted that under the effect of the Five Year Plans the impact of secondary education will be very great and that the school-going population is 27 per cent of the total population.

(6) Teacher Training

TABLE II-15

Showing Trained Teachers in Gujarat State in  
the Year 1956

Management	Trained teachers			Untrained teachers			Average No. of pupils per teacher
	Men	Women	Total	Men	Women	Total	
Government schools	1924	337	2261	865	139	1004	57
Local Boards	68	2	70	39	1	40	56
Municipal Boards	410	62	472	228	31	259	54
Aided	8147	1428	9575	5150	826	5976	41
Unaided	167	53	230	52	17	69	42
Total	10716	1882	12608	6334	1014	7348	51

The table reveals the following facts:

That the untrained teachers in Gujarat State are 7348, while as many as 12,608 teachers are trained. According to the data provided by the Directorate of Gujarat State, every year about 50 new schools are opened in Gujarat. If we calculate the average of 7 teachers for every newly opened school, the total number of yearly increase of untrained teachers will be 350 teachers for Gujarat. At present, we have 15 post-graduate training colleges in Gujarat.

The total capacity for teacher-training in Gujarat is 880 for B.Ed. classes and 150 for T.D. classes.

It is evident from this, that the teacher-training facilities are increasing every year in Gujarat. And that the influx of untrained teachers is also increasing every year in Gujarat.

TABLE II-16

Showing the Regionwise Trained and Untrained  
men and women Teachers

Region	Total train- ed		Total untrain- ed		Total No. of teacher	
	M	W	M	W	M	W
Gujarat	5327	830	2261	530	7988	1360
Saurashtra	941	170	1547	289	2488	459
Kutch	66	14	174	59	240	73
Total	6334	1014	3982	878	10716	1892

The following data reveals these facts. That out of total number of male teachers, the ratio of trained and untrained teachers is 5:2. While in Saurashtra, quite reverse is the case. In Saurashtra, out of total 2,288 male teachers, only 941 are trained while, 1,547 are untrained.

Same is the case, in the case of women teachers also. In Kutch, out of 240 male teachers, only 66 are trained teachers. Majority of the teachers are untrained. Teacher training in Saurashtra and Kutch is very slow.

## VI. THE SCHOOL INSPECTION OF SECONDARY SCHOOLS IN GUJARAT STATE

The system of inspection is such that it does not fulfil its objectives. The Inspectors of Gujarat have to inspect quite a large number of schools. Over and above the inspection work, the Educational Inspector is busy with so many other duties such as: managing the office work, supervision of Government schools, helping the Administrative Officer who is in charge of primary schools, granting leave to the Government employees, and deciding their transfers etc. Moreover, the Educational Inspector is busy with other duties assigned by the State Department. These duties are: (i) guiding the programmes of Headmasters' Associations and Teachers' Associations, (ii) attending the seminars organized by the State Department of Education, (iii) organizing the Science Fairs and the Science Talents' Search Programme; etc. This means that the Inspector hardly gets a day or a day and a half, to inspect a school. And so many Inspectors (during the interview with the present investigator) suggested that they were overworked, and they had abundance of responsibilities and duties that they could hardly give justice, to any of them.

This result is the haphazard inspection of schools. The system of inspection was also such that they could hardly give real guidance to schools. The Inspectors who used to come hurriedly to schools, with previous intimation, could hardly visit some classes and finally were busy during their stay in drafting the report of inspection. This 'report' of inspection seemed to be their chief purpose. The goal was lost and the means (the report) was taken as a goal. In such a process, inspite of the long reports of the Inspectors, the schools could hardly progress or could hardly get guidance. The Inspectors during the interview suggested that there was no definite procedure for their system of inspection. The procedure was not given by the Department and was not evolved by them. They did not find time to evolve such a procedure. The staff at their disposal was hardly able to meet the demands of routine work.

#### VII. THE EVOLVING PICTURE

The foregoing review of the development and present position of secondary education in the state throws light on several interesting features. The secondary schools of today were self-contained and parallel institutions till 1865. Gradually, they came to occupy a

middle place between the primary school on one hand and the colleges on the other. The initiative in the matter of organizing secondary education was first taken by Government and before long, the whole field was almost completely monopolised by private enterprise. The large expansion that has occurred in this field during the last few years is obvious.

It is, however, very fortunate that the importance of secondary education is being increasingly realized at present. In the past, the expression 'secondary' was generally interpreted to mean 'of secondary significance' and the usual tendency was to accord secondary schools a low priority in schemes of reform. This trend began to diminish when the top most ministry came to the office and especially after the attainment of independence, and now secondary education is generally regarded as the nation building education.<sup>1</sup>

On the basis of the above discussion, it may be said that the progress of education presents an encouraging picture. The opportunities for progress in various aspects of education are manifold. The following observations may be made to summarise the foregoing discussion:

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1 A Review of Education in Bombay State - 1855-1955, (Poona: Department of Education, Government of India, 1958), p. 234.

- (1) The pattern of educational administration in the State of Gujarat has the tone of decentralization.
- (2) The progress of education in Gujarat in the last century suggests that in the year 1854, there were only 44 schools, but in the year 1954, there were 572 schools. And in the year 1962, there are 1,000 schools. This indicates the tremendous acceleration in the pace of progress.
- (3) The number of private aided schools is 783 out of 986, and there is a tendency on the part of the Government not to manage schools in urban areas in particular.
- (4) The development of education is very rapid during the post-independence period.
- (5) Some of the recent trends, e.g. multipurpose schools, higher secondary schools, extension services programme, etc. are gathering momentum in recent years.
- (6) The schemes of Five Year Plans have proved

to be very useful for the progress of education in Gujarat.

- (7) The State of Gujarat is considered to be quite progressive in education, in comparison with the other States of India.
- (8) Out of the total population of school-age children, only 27 per cent go to secondary schools.
- (9) In Gujarat districts, there are more schools in rural areas in comparison with the urban areas, while in Saurashtra, the number of schools in urban areas is greater than those in rural areas.
- (10) The total number of untrained teachers is 7,348. Every year about 500 teachers are newly recruited. The facilities for teacher training need expansion.
- (11) The total expenditure on education is met with by the State Government to the extent of 33 per cent.



(12) Many new steps are taken by the Directorate of Education, Gujarat State to improve education and to enhance its progress:

- (a) A 'Bureau of Research' has been started in the Directorate, which does the work of compiling data regarding various aspects of education.
- (b) An Evaluation Officer is appointed in order to study the advancement of the system of evaluation and examination in secondary schools.
- (c) "State Institute of Education" has been started by the Department, with a view to upgrade the quality of primary and secondary education.
- (d) New Grant-in-Aid Code has been prepared with a view to helping schools more and more in the field of secondary education.

It remains to be seen in the present study how the quality or standard of education of schools, one of

facilities is maintained in the sweep of the quantitative expansion.

Commission's Report enumerated the defects in secondary schools. And without completing the list of defects, one could go on adding to this list of defects enumerated by the witnesses. The Report was submitted in the year 1953. More than a decade has passed since then. The secondary education got its shape according to the recommendations of that Report, in the subsequent years. The new schools are opened up, secondary education is gathering momentum, new State of Gujarat is formed, but a precise and concise view of the present picture of secondary schools in the State is not available.

Even now, twelve years after the Report, the secondary schools in Gujarat are rated by the Inspectors as 'good', 'average' or 'bad' only on the basis of S.S.C. examination results. The schools do not seek opportunity to start new experiments in education; even the methods taught in the training colleges are not found to be practicable in schools; much of the grants for new schemes, experiments, projects, examination reform lapse due to ignorance and lukewarm attitude of schools; the schools are rated in esteem by their mere strength of

number of pupils and by management; the teachers are not so much ready to attend seminars and workshops conducted by Extension Departments of Training Colleges; the results of success in S.S.C. examination is round about 50 per cent; out of 94 courses offered by the S.S.C. Examination Board, the schools provide for about 10 courses only.

In the light of what has been discussed above it can be suggested that evaluation of secondary schools should be made from time to time. This could probably be done on the basis of the agreed-upon objectives keeping in view the practical difficulties. During the last four decades, there has been a serious rethinking of the objectives of secondary education, its curricula, the teaching practices etc. Any attempt to improve the present lot needs to be justified on the basis of dependable evaluation of what exists to-day.

#### VIII. THE NEW GRANT-IN-AID CODE<sup>3</sup> AND CERTAIN BASIC DEFINITIONS AND REGULATIONS

(1) "A Secondary School is an institution which follows syllabus approved by Government for secondary

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<sup>3</sup> Grant-in-aid Code - Secondary Schools, Part I, (Ahmedabad: Directorate of Education, 1964), pp. 1-2.

schools and leads to S.S.C. examination. Such schools may start from standard V or from standard VIII".

(2) "The Educational Inspector" means the Officer-in-charge of administration, inspection and/or supervision of primary and/or secondary and/or special schools and/or Primary Teachers' Training Institutions".

(3) "The Inspecting Officer means any officer of the Department to whom the duty of inspection of schools and/or other institution has been entrusted by the Department".

(4) "The Management means an Association or a Body or a Board or a Committee or in case of Government Institutions, the Government Department concerned or in the case of Institution managed by Local Bodies, District Panchayat or a Municipality and which has general and/or financial control over the Institutions".

(5) "A Boys' Secondary School is a school in which boys form not less than 70 per cent of the number of pupils".

(6) "A Girls' Secondary School is a school in which girls form not less than 70 per cent of the pupils

and in which due provision is made for instruction in special subjects suitable for the needs of girls."

(7) "A Co-educational School is an institution admitting boys as well as girls."

(8) "A High School is a secondary school which imparts education upto and inclusive of Std. XI and sends up candidates for appearing at the S.S.C. examination".

(9) "A Multipurpose High School is a high school which provides for education in at least two diversified courses".

(10) "A Vocational High School is a high school which provides for education in one or more vocational courses".

(11) "A Post-Basic School is a school which imparts secondary education in accordance with the syllabus laid down by Government for such schools and follows the methods of basic education".

(12) "The Head of a School means a person appointed by the management to be in charge of and be responsible

for the day-to-day administration of the school".

(13) "A Trained Teacher is a teacher who has secured a professional Degree, a Diploma or a Certificate recognized by the Department as qualifying for a teaching post in any recognized Educational Institution".

Some Basic Regulations

Some basic regulations for the working of the secondary school are as follows. The regulations are applied to the schools which receive government grants.

(1) "The maximum number of pupils allowed to be admitted in each class is:

Standards V to VII - 40

Standards VIII to XI - 44."

(2) "The room in which class is held, shall provide the requisite accommodation for the number of pupils actually admitted at the rate of not less than 10 square feet per pupil exclusive of the space utilized for the teacher's table, black board, etc.".

(3) "The school follows the curriculum approved by the Department and uses text-books sanctioned or approved by the Department".

(4) "Promotions are made at the end of academic year after examination, according to rules approved by the Educational Inspector".

(5) "The fee rates, the pay scales, allowances and other amenities are in accordance with the instructions issued by the Department from time to time".

(6) Every school shall make proper and satisfactory provision for the attainments of pupils from time to time in various school subjects and should keep a proper record of the results of the same in respect of all pupils in the form of a register. The record should be available for inspection by the inspecting officers..... The year's record of work, both curricular and co-curricular should be taken into account alongwith the results of the annual examination for the purpose of promoting a pupil to the next higher standard.....schools should frame and follow their own rules for promotion and get them approved by the Educational Inspector."

(7) "The Department will from time to time, prepare and publish suitable curricula and syllabuses for the use of various types of secondary schools, which every school shall be required to follow. No school shall teach

during school hours any subject/subjects, which is/are not prescribed by the Department. The management of schools, may, with the previous permission of the Director of Education, adopt variations, within the framework of the Departmental curricula to suit the local conditions".

(8) "The maximum number of holidays including vacations should in no case exceed 85. This number does not include half-holidays and Sundays in the school term. Night schools have 60 holidays including vacation".

(9) "Schools will not have less than 27 hours per week for imparting instruction. This should be done by meeting six hours and imparting instruction for five hours per day for five days in the week with due provision for long and short recess. On one day, schools may meet between two to three hours with due provision for recess. If schools so desire, they may spread these teaching hours over six days a week."

(10) "The teaching staff of the school should be adequate and well qualified having regard to the size of the school, the alternate courses provided and the optional subjects taught therein. The ratio between the number of teachers to the classes will vary from 1-4 to 1-6. At



least, 50 per cent of the staff should be trained or qualified".

These regulations are based on the Grant-in-Aid Code for secondary schools (1963-64). The schools follow the rules and conditions of this code.

These assumptions form the basis of the evaluation of schools.

In the present chapter, a review of education in Gujarat was given. At the same time, a question arises as to whether previous works are done on the problem. The next chapter gives a brief review of the previous works on the problem.

## REFERENCES

A Review of Education in Bombay State - 1855-1955, Poona, 1958, Department of Education, Government of India.

The Grant-in-Aid Code for Secondary Schools, Ahmedabad, Department of Education, 1964.