

CHAPTER - I

THE PRESENT INQUIRY

- 1.1 The Problem
  - 1.2 Purpose and specific objectives of the study
  - 1.3 Limitations
  - 1.4 Concepts, Terms and Symbols explained
-

## CHAPTER - I

### THE PRESENT ENQUIRY

#### 1.1 The Problem

The territory of Goa, Daman and Diu, which was formerly under the yoke of foreign rule for over four hundred years, was liberated on December 19, 1961 and subsequently amalgamated with the Union of India as the "Union Territory of Goa, Daman and Diu".

As a direct result of this significant political change from a Colonial rule to Democracy, a popular Government elected by the people of the Union Territory of Goa, Daman and Diu, was firmly established and with it, the responsibility for the entire socio-economic development as well as for the education of the masses, was, for the first time, transferred into the hands of the indigenous people, making education for every child a constitutional obligation guaranteed under Article 45 of the Constitution of India which specifies boldly that the "State shall endeavour to provide, within a period of ten years, from the commencement of this constitution,

free and compulsory education to all children until they complete the age of 14 years".

This constitutional document, which is the fundamental source of authority for the law of the land and the administration of the country, guarantees every individual member of the society, equal chances of upliftment, development and progress, for in the eyes of the law every member has equal status, fundamental right for Justice, Liberty of thought, expression and practice of Faith and Belief as well as assurance of individual dignity.

Hence, in accordance with the guiding principles stated in the Preamble to the Constitution of India, the Educators and the Administrators of the country, have two fundamental duties to perform, which are: (i) to impart education to the people so that they fully understand and meaningfully apply in actual life situations the principles and ideals laid down in the Constitution of India; and (ii) to provide all citizens adequate educational facilities and equal opportunities for their social upliftment, development and progress.

Therefore, as a prelude to the liberation of the land, the elected Government of the Union Territory of Goa, Daman

and Diu, took the responsibility of providing free education to all children within the age-group 6-11 years and in fact directed its policy "to open a Primary School in every village where the total number of pupils is at least 20"<sup>1</sup>. This unprecedented policy decision in the history of the Union Territory of Goa, Daman and Diu, naturally led to a rapid growth of school facilities throughout the territory, so much so that the 1971 Census of India reported that out of the total number of 409 revenue villages in the Union Territory of Goa, Daman and Diu, only 65 were left without a primary school facility in them.

Undoubtedly, it was a great achievement for the Government of the Union Territory of Goa, Daman and Diu and perhaps, to some extent, it did fulfil the needs of the quantitative aspect of school educational development in general. However, a mere increase in school facilities in the land does not necessarily solve the fundamental problems of educational growth and development; in fact it creates many more, specially when the growth is not adequately controlled through proper coordination and planning of the resources available.

---

1 S.K.Gandhe, Director of Census Operations, Census 1971 District Census Handbook, Goa, Daman and Diu, Part XA & XB (Panjim : The Government Printing Press, 1972) p.13

The numerical expansion of school facilities satisfies the needs of only one segment of the many that constitute the quantitative aspect of school development programme and apparently most of them have been overlooked e.g. (1) Planning the Location and Size of the Schools: - Proper location helps to avoid waste and duplication, and appropriate size helps to keep the cost down and achieve better efficiency. Hence, there is a need to adopt a more rational policy in determining the location and size of each category of educational institutions.

(2) Drawing up a Perspective Plan for the Development of Primary Education: - Since each State is required to fulfil the constitutional directive of providing free and compulsory education for every child upto the age of 14 years, as early as possible, the preparation of a perspective plan for the development of primary education would help to check the extent of the progress made and enhance, if necessary, the rate of its growth.

(3) Universal Provision of School Facilities: - Since a lower primary school is to be made available within a distance of about two kilometers from the home of every child, and a higher primary school within two to five kilometers from the home of every child, it becomes necessary

to devise a suitable plan for the expansion of primary schools in the area.

(4) Universal Enrolment of Pupils: - Since universal provision of schools implies universal enrolment of pupils, there is a need to check the initial cohort in class I and limit the enrolment to the age-group 5-6 or 6-7 years through a system of pre-registration in order to make the initial cohort more homogeneous.

(5) Universal Retention: - Since universal enrolment implies universal retention in school until the completion of the prescribed school period, it is important to reduce stagnation and wastage to the minimum or work towards its complete elimination.

(6) Education of the weaker sections of the community: - Since education of the weaker sections of the community requires special attention at the primary level, it becomes necessary to maintain a check on the progress made in fulfilling the constitutional directive concerning the education of the girls, the scheduled tribes and the scheduled castes.

(7) Equalization of Educational Opportunities at Primary level: - Since inequalities develop between children

from the rich and those from the poor families, it becomes necessary to even out the opportunities for primary education between villages and towns, and between families in each town and village.

(8) Establishment of Secondary Schools: - Since much emphasis in the expansion of secondary education, is placed in the establishment of institutions of optimum size which tend to be economical and efficient, each district is required to prepare a development plan for secondary education indicating the measures required to be taken, for raising each secondary school to an optimum level of efficiency, the places where new schools are needed and the manner in which the location of existing schools can be rationalized by a process of consolidation in areas where schools have already proliferated and are creating problems of overlap, duplication or unhealthy educational competition.

(9) Vocationalization of Secondary Schools: - Since there is a need to vocationalize the secondary education in a large measure, it is necessary to find out the existing position in order to increase the enrolment in vocational courses.

(10) Education of Girls at Secondary Stage: - Since special efforts are to be made to accelerate the expansion of girls' education so that the proportion of girls to boys reaches a ratio of 1 : 2 at the lower secondary stage and 1 : 3 at the higher secondary stage, with an emphasis on establishing separate schools for girls with hostel provision and scholarship grants, part-time and vocational courses, it becomes necessary to know the situation as it stands at present.

Besides ignoring various facets mentioned above concerning the quantitative aspect of school development programme in the Union Territory of Goa, Daman and Diu, the over-emphasis of the expansion needs and the mushroom growth of primary schools all over the territory, also led to the neglect of the more important aspect of the quality in education indicating once again that a mere numerical increase of schools does not by itself solve the fundamental needs and problems of educational development. On the contrary, it helps to deepen the roots and increase the intensity of the existing problems such as the inadequacy of physical amenities, lack of textbooks, inadequate provision of trained teachers, decrease in the efficiency of inspection and supervision of schools, and so on,



specially when this numerical expansion is not properly harnessed and adequately planned to promote coordination and simultaneous development of the quantitative as well as the qualitative aspect of school educational programme.

Besides the introduction of the new 10+2+3 pattern in the territory and the recent establishment of State Institute of Education as well as the S.S.C.E. Board to conduct Public examination which was formerly carried out by the Maharashtra Board of Secondary Education, there is hardly any positive evidence in support of any major scheme being executed or planned to improve the qualitative aspect of school education in the territory in areas such as (i) curriculum development and planning, (ii) writing of text books and teacher's guides, (iii) planning for pre-service and in-service education of teachers, (iv) improving methods of teaching and evaluation, (v) providing for guidance and counselling, (vi) improving the efficiency and effectiveness of inspection and supervision, (vii) providing better physical amenities, and (viii) planning for school health and nutrition services, and such other areas referred to as essential inputs for the qualitative improvement of school education.

The Government of the Union Territory of Goa, Daman and Diu, realizing the intensity and gravity of the situation, has of late acknowledged that the "tremendous quantitative expansion in the field of education... had undermined efforts to improve quality of education"<sup>2</sup> in the Union Territory of Goa, Daman and Diu.

The Government of the Union Territory of Goa, Daman and Diu has also admitted that "despite the recommendations of Planning Commission, Ministry of Education, Education Commission (1964-66) and several others, no sincere efforts have been made in the past to improve the machinery for Educational Planning and implementation"<sup>3</sup>. However, the Government, has since decided to rectify the situation by developing "an integrated and comprehensive programme of Educational Development"<sup>4</sup> during the Fifth Five Year Plan.

Taking into consideration these circumstances and many others that are presently confronting the growth and development of school education in the territory, it is clear that there is a crying need for an intensive study

---

2 Government of Goa, Daman and Diu, Fifth Five Year Plan, 1974-79, (Panjim: The Government Printing Press, 1974); p.214

3 Ibid, 233

4 Ibid, 215

of the school facilities provided in the territory, with special reference to their location and size, physical amenities and maintenance, enrolment and staff, school inspection and supervision, etc. with a view to improving the quality as well as the quantitative aspect of school education in the Union Territory of Goa, Daman and Diu. The present study, which has been taken up to serve this very purpose is entitled "PLANNING SCHOOL EDUCATION IN GOA."

#### 1.2 Purpose and Specific Objectives of the Study

The general purpose of this study is to make a synoptic appraisal of the school facilities presently made available in Goa, with a view to improving the quality as well as the quantitative aspect of school education in Goa, based on the recommendations of the Education Commission of 1964-66 and the Directive Principles of the State Policy on Education.

The specific objectives, which are undoubtedly geared to facilitate the general purpose of the study, are as follows:

- i) To make a talukawise survey of all the school facilities presently made available in Goa.
- ii) To consider the suitability of the location and size of the existing schools, in compliance with the recommendations of the Education Commission of 1964-66.
- iii) To devise a consolidated plan for the entire district of Goa, indicating therein, the expansion needs of school education for each taluka, in accordance with the established criteria.
- iv) To locate the needs of professional training of teachers and to prepare a perspective plan to cater for the pre-service training needs of new teachers and also for the clearance of the backlog of untrained teachers under each category of school education in Goa, by the end of the Fifth Five Year Plan of 1974-79.
- v) To identify the needs and problems related to the in-service education of teachers under each category of school education in Goa, with a view to preparing a tentative schedule ensuring the participation of every teacher in the in-service educational programme, at least once in a period of five years.
- vi) To identify the needs and problems of school inspection and supervision in Goa, so as to prepare a perspective plan to improve the quality and effectiveness of school supervision and to ensure that every school in Goa, is thoroughly inspected once a year.

### 1.3 Limitations

- 1 The present study does not cover all the aspects of quantitative and qualitative improvement of school education in Goa but, its scope is limited to the three major areas, namely, the location and size of

schools, teacher education needs and the inspection and supervision of schools.

- 2 The geographical area of the study is confined to the district of Goa which is in fact the largest of the three districts of the Union Territory of Goa, Daman and Diu. It covers almost 98% of the total land area of the territory and according to the 1971 Census of India, its population accounted for 93% of the total population of the Union Territory of Goa, Daman and Diu. The three districts being three distinct land blocks situated far away from each other, have peculiar characteristics and cultural differences. The people of Goa speak a different mother-tongue from that spoken in Daman and Diu. The schools in Goa follow the syllabus of Maharashtra State whereas those in Daman and Diu follow that of Gujarat State. For these reasons it was felt necessary to confine the study to the district of Goa only.

#### 1.4 Concepts, Terms and Symbols explained.

Important concepts, terms and symbols used in the study are explained below:

- 1 "Planning School Education" - implies planning the location of schools for different stages of school education within a habitation, a panchayat village or a taluka in a district.
- 2 "Habitation" - is a distinct cluster of houses or a residential centre of population, with a distinct local name, within a taluka. A habitation in rural area of a taluka is called a rural habitation. In the same way a habitation in Urban area of a taluka is called an urban habitation. Hence a town may consist of one or more urban habitations. Therefore within a taluka, there may be many rural and urban habitations.
- 3 "A panchayat village" - is a parcel of land with settled and defined boundaries in rural area of a taluka. Its boundaries are fixed on the basis of habitations or population, centres unlike the revenue villages whose boundaries are fixed for the collection of revenue. Hence there could be an "uninhabited" revenue village but not a panchayat village. A panchayat village may therefore consist of one or more revenue villages.

- 4 "School Education" - refers to primary and secondary education only.
- 5 "Primary Stage" - implies lower primary classes and upper primary classes.
- 6 "Secondary Stage" - implies lower secondary classes and higher secondary classes.
- 7 "Lower Primary Level" - includes primary school classes from I-IV. It is sometimes referred to as "primary level" because formerly classes I-IV were associated with that name.
- 8 "Upper Primary Level" - refers to primary school classes from V-VII. Sometimes reference is also made to it as "Middle school level" because of the association of classes V-VII with that name in the past.
- 9 "Lower Secondary Level" - is associated with classes VIII-X. It is also referred to as a "High school" because of the past association with that name.
- 10 "Higher Secondary Level" - refers to classes XI-XII sometimes it is also referred to as "Pre-college level".

- 11 "Lower Primary School" - is an institution which conducts classes from I to IV and is also known as a "Primary school" because of its past association with that name.
- 12 "Upper Primary School" - is an institution which conducts classes from V-VII only or from I-VII. It is also known as a "Middle school" because of its past association with that name.
- 13 "Lower Secondary School" - is an institution which conducts classes from VIII-X only or from V-X and I-X as well. It is also known as a "High school" because of its past association with that name.
- 14 "Higher Secondary School" - is an institution which conducts classes from XI-XII only or from VIII-XII, V-XII and I-XII as well. They are also known as junior colleges because the two classes (XI-XII) in some cases are held in the college premises.
- 15 "Recognised School" - is an institution in which the course(s) of study followed is one that is prescribed or recognised by Central or State Government or a university or a Board constituted by law or by any other agency authorised in this behalf by Central



or State Government and that it satisfies one or more of these authorities that it attains a reasonable standard of efficiency.

- 16 "Government School" - is an institution that is managed either by the Central Government or the State Government.
- 17 "Private School" - is an institution managed by a private agency or an organisation. It may be aided or un-aided.
- 18 "Aided School" - is an institution managed by a private agency but receives maintenance grant or aid from the State or Central Government. A private school managed by a private agency without government grant is called "Un-aided school".
- 19 "Trained Teacher " - is a teacher who has successfully undergone a course of training through a teacher training institution or who has been awarded a certificate by the Department of Education to that effect because of his long experience and or age.
- 20 "Un-trained Teacher" - is one who functions as a teacher in a school without being professionally qualified for the job.

21    Abbreviations and Symbols used

## i)    Educational Zones

- (a)   NEZ - North Educational Zone
- (b)   CEZ - Central Educational Zone
- (c)   SEZ - South Educational Zone

## ii)   Schools

- (a)   LP - Lower Primary school
- (b)   UP - Upper Primary school
- (c)   LS - Lower Secondary school
- (d)   HS - Higher Secondary school
- (e)   LP + UP - Lower and Upper Primary School
- (f)   LP + UP +  $\frac{LS}{I}$  - Lower and Upper Primary  
with lower Secondary  
School
- (g)   LP + UP + LS + HS - Lower and Upper  
Primary with Lower and  
Higher Secondary School
- (h)   UP + LS - Upper Primary with Lower  
Secondary School
- (i)   UP + LS + HS - Upper Primary with Lower  
and Higher Secondary  
School
- (j)   LS + HS - Lower and Higher Secondary  
School

## iii)   Teachers

- (a)   T/T - Trained Teacher

- (b) UN/T - Untrained Teacher
  - (c) M/T - Male Teacher
  - (d) F/T - Female Teacher
  
  - iv) Inspectors
    - (a) DIOS - Deputy Inspector of Schools
    - (b) ADIOS - Assistant District Inspector of Schools
  
  - v) Govt - Government
  - vi) Acad - Academic
  - vii) Admin - Administration
  - viii) Pop - Population
  - ix) Hab - Habitation
  - x) ES - Existing Situation
  - xi) PN - Perspective Needs
  - xii) CD - Consolidated demand
  - xiii) GT - Grand Total
  - xiv) T - Total
  - xv) R - Rural
  - xvi) U - Urban
-