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DEVELOPMENT OF SECONDARY EDUCATION  
FOR GIRLS IN THE STATE OF GUJARAT  
( 1961 - 1971 )

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7.1 THE CREATION OF THE NEW  
STATE OF GUJARAT

On 1st May 1960, the new linguistic State of Gujarat was born among tumultuous rejoicing of the people of Gujarat. ~~With the~~ old 10 districts of the Gujarat Region, ~~and~~ the 6 districts of the Saurashtra-Kutch Region and with the addition of the Dang District, the new Gujarat State was carved out of the former bilingual Bombay State by the Indian Parliament. Thus, the dreams and aspirations of the people of Gujarat for the realization of Greater Gujarat - Bruhad Gujarat - were fulfilled except one fact that the City of Bombay, which for many years was intellectual, cultural and economic capital of Gujarat people, went to the sister State of Maharashtra.

The total area of the new State, according to the Census of India, 1961, was 1,87,091 square kilometers. It represented 5.7 per cent of the total area of the Indian Union. The population was 2.06 crores, which represented 4.7 per cent of the population of the nation. In the size of population, the Gujarat State ranked 9th in India (1). Gujarat maintained the same rank in the Census of India in 1961 and 1971. The decennial growth rate percentage in population in the Gujarat State was + 26.88 in 1961-1961 and in 1961-1971 + 29.21 (2).

The Table LXIX below gives the percentage distribution of population of the new Gujarat State in 1960 according to livelihood classes.

Table LXIX

Percentage Distribution of Population of the Gujarat State  
in Comparison to the Bilingual Bombay State and Indian Union  
( 1960 )

Category	Percentage Distribution of Population		
	Gujarat	Bilingual Bombay	Indian Union
I Cultivators of land wholly or mainly owned and their dependents	39.3	39.5	46.9
II Cultivators of land wholly or mainly unowned and their dependents	9.6	8.2	8.9
III Cultivating labourers and their dependents	7.0	12.2	12.5
IV Non-cultivating owners	2.0	2.0	1.5
	----	----	----
<del>None</del> Total Agricultural Classes	57.9	61.9	69.8
	----	----	----
V Production (other than agriculture)	15.0	13.8	10.6
VI Commerce	8.4	7.5	6.0
VII Transport	1.9	2.1	1.6
VIII Other Services	16.8	14.7	12.0
	----	----	----
Total Non-agricultural classes	42.1	38.1	30.2
	----	----	----
Grand Total	100.0	100.0	100.0

Source : Handbook of Basic Statistics of the Gujarat State,  
1960, p.1.

It will be seen that more than half the population in Gujarat consisted of agricultural classes. Gujarat's percentage in this respect was smaller than that of the bilingual Bombay State and of the Indian Union. The proportion of the non-agricultural classes was also more in the Gujarat State than in the bilingual Bombay State and in the Indian Nation.

In 1961, the income per head of population in the Gujarat State was Rs. 393.4. Only the States of Maharashtra (Rs. 468.5), Punjab (Rs. 451.3) and West Bengal (Rs. 464.6) had higher per capita income than the Gujarat State. The Gujarat State's per capita income was higher than India (Rs. 334.5). (3)

According to the Census of India 1961, the sex ratio in the Gujarat State was 939 per 1000 males; the sex ratio as per 1971 Census was 936 females per 1000 males. The rate of literacy in 1961 was total 30.3 per cent (males 41.3 per cent, females 19.10 per cent) and in 1971 total 35.70 per cent (males 46.10 per cent, females 24.59 per cent).

The other aspects of Gujarat - the demographic, social and economic will be described in relevant contexts in sections that would follow.

## 7.2 SOME SIGNIFICANT DEVELOPMENTS IN THE GUJARAT STATE ( 1961 - 1970 )

Before we begin our discussion on the development of secondary education for girls, we will briefly note some of

the important events that took place in India and in Gujarat, that had significance for the development of education in general and secondary education for girls in particular.

The first great event was the new Census of India in 1961. It is this Census which provides detailed district-wise data for the State of Gujarat. The second great event was the launching of the Third Five-Year Plan (1961-62 to 1965-66) in 1961. Thereafter there were yearly developmental plans between 1967 and 1969 which were operated. The Fourth Five Year Plan (1969-1974) has begun from 1969.

The third event was the Chinese aggression on India in October 1962, which added considerably political and economic tension in the country. It indirectly affected educational development because it strained nation's finances. More money had begun to be directed towards strengthening our north-eastern borders.

The fourth event - the Indo-Pakistan Conflict that broke out in 1965. It boosted up considerably India's morale and prestige. The national integration that resulted at the time of the outbreak of this Conflict could have helped national development in different fields had it not been allowed to dis-integrate by communal, linguistic and political groups after its conclusion.

The fifth great event was the publication of Report of the Kothari Commission (1964-66). The recommendations of the

Report raised great hopes in the country for gearing education to national development. It put <sup>the</sup> question of development of women's education in the right perspective of social justice, modernisation of the society, man-power planning, and national development. The Commission affirmed that "the education of women should be regarded as a major programme in education for some years to come and a bold and determined effort should be made to face the difficulties involved and to close the existing gap between the education of men and women <sup>in</sup> as short a time as possible." (4)

The sixth significant event was the emergence of a strong and determined leadership of Smt. Indira Gandhi as Prime Minister of India and Shasak Congress leader wedded to the ideals and programme of social and economic justice and social reconstruction.

The seventh was the added focus and emphasis laid on programmes of family planning. The Third Plan that began in 1961 gave a clear and emphatic recognition to programmes of family planning all over the country. "The programme aims at a substantial levelling down the population growth rate as soon as possible and for that purpose to reduce the annual birth-rate from 40 to 25 per thousand of population within the next decade." (5)

The eighth important event was the appointment of a Committee by the Government of India under the Chairmanship

of Shri L. Elyaperumal, M.P., in April 1965 to examine the question of untouchability and the problems relating to education and economic uplift of the scheduled Castes. The Committee submitted its final report in January 1969. It laid great emphasis on economic and educational development of the Scheduled Castes. (6)

The improvement of economic structure was the ninth important development during the sixties. The G.N.P. at 1960-61 prices rose from Rs. 13,294 in 1960-61 to Rs. 16,942 in 1968-69. The per capita net product at 1960-61 prices improved from Rs. 306.4 in 1960-61 to Rs. 321.4 in 1968-69.

During the sixties, the programme of community development blocks expanded considerably. By 1969, the entire country came to be covered by 5,025 community development blocks. In 1969, the Gujarat State had 224 delimited blocks. They covered 194 lakhs population or 1860 villages. (7)

Such were the major important events that took place at the national level. Some similar important events took place also at the State level which directly or indirectly affected the progress of secondary education for girls in Gujarat. They are treated below.

The Gujarat Panchayats Act was enacted in 1961 and it was brought into force from 1st January 1963; all villages in the State have <sup>been</sup> by now covered by Village Panchayats.

The State Government adopted a policy to bring education within the easy reach of the economically backward persons. As a result of this policy, the first step taken was to provide free education at the primary, secondary and university stages to children of persons having a monthly income of Rs. 75. Similarly, children of persons with a monthly income upto Rs. 100 began to be provided with free education upto the S.S.C. stage; and children of parents having a monthly income upto Rs. 150 began to be provided with certain concessions for secondary and higher education subsequently. It was further provided that all the backward class children whose parents'/guardians' annual income does not exceed Rs. 6000 and who have secured 40 per cent of marks in last annual examination are to be awarded scholarships at the prescribed rates.

There was no compulsory primary education in the former districts of Saurashtra-Kutch region. Compulsion was made applicable to these districts in 1962 to children of the age-group 7-8 and was progressively extended within next four years in the age-group 7-11. This resulted in the increased enrolment of both boys and girls at the secondary stage.

The provision of multi-purpose courses began to be expanded during the sixties. In 1960-61, 13 such courses (agriculture 2, home science 3, fine arts 4, and commerce 4) were started.

The State Government extended liberalised rates of grants to newly started secondary schools in Saurashtra. It began to aid the private enterprise to the extent of 80 per cent <sup>and</sup> 90 per cent in urban and rural areas respectively in the first year. In the subsequent years, the rate of grant-in-aid was stepped down by 10 per cent each year bringing the grant-in-aid to the normal stage.

In 1965, the Backward Class Welfare Section from the Directorate of Social Welfare was separated and it was constituted into an independent Directorate of Backward Class Welfare. This helped in ameliorating the conditions of the backward class people and in bringing them on par with other Sections of the society in all respects, i.e. educationally, socially, economically and culturally within the shortest possible time. In the Third Plan, Rs. 279 lakhs and Rs. 272.57 lakhs were provided for the backward class welfare programmes of the State and Central sectors respectively. (8)

The State nationalised bus routes. The road facilities considerably improved which resulted in social mobility and greater movement of boys and girls to neighbouring towns and cities for secondary and higher education. In 1960-61, the State buses operated on 1774 routes; by 1964-65, the number of routes increased to 2752. It increased to 3,140 routes in 1966 and to 4,651 in 1969-70.

Another significant event was the splitting up of the Surat District into two districts of Surat and Bulsar. A new district of Gandhigram was also set up during the period under review.

From 1965-66, the State Government declared its policy to treat Stds. V to VII as part of primary education, and amended grant-in-aid conditions on approved expenditure on these three classes.

In 1967, the Ishwarbhai Patel Committee came out with recommendations for modernising Grant-in-aid Code Rules for secondary schools on the basis of the recommendations of the Kothari Education Commission.

In 1969, the State Government took a historical decision to make secondary education for girls free progressively by 1971 beginning from Std. VIII-IX in 1969.

Such were the major events that took place in the Gujarat State and which affected the future course of development of education in the State.

### 7.3 SOME DEMOGRAPHIC DATA OF THE GUJARAT STATE

According to the Census of India, 1971, the Gujarat State has the total population of 456,955,945. The density of population per square kilometer is 136. In the density, the population of Gujarat State is much below in the ladder of

the States of India - it is below all the States excepting Himachal Pradesh, Madhya Pradesh, Nagaland, and Rajasthan.

The following Table gives some demographic data of the Gujarat State district-wise according to the 1961 and 1971 Censuses.

The Table LXX gives some useful census data of 1971 for each of the 19 districts of the Gujarat State. These data would help us in interpreting broadly the major natural advantages and handicaps faced by districts which might have affected in sixties, and would also perhaps affect in the seventies, the development of secondary education for girls.

#### Population

Columns 2 and 3 in the Table show that in all the districts of the Gujarat except Kaira, there has been marked decennial growth in population. This would mean more girls in the age-group 11-14 and 14-17, and would consequently mean the need for opening more mixed or separate middle schools and high schools for girls in the districts.

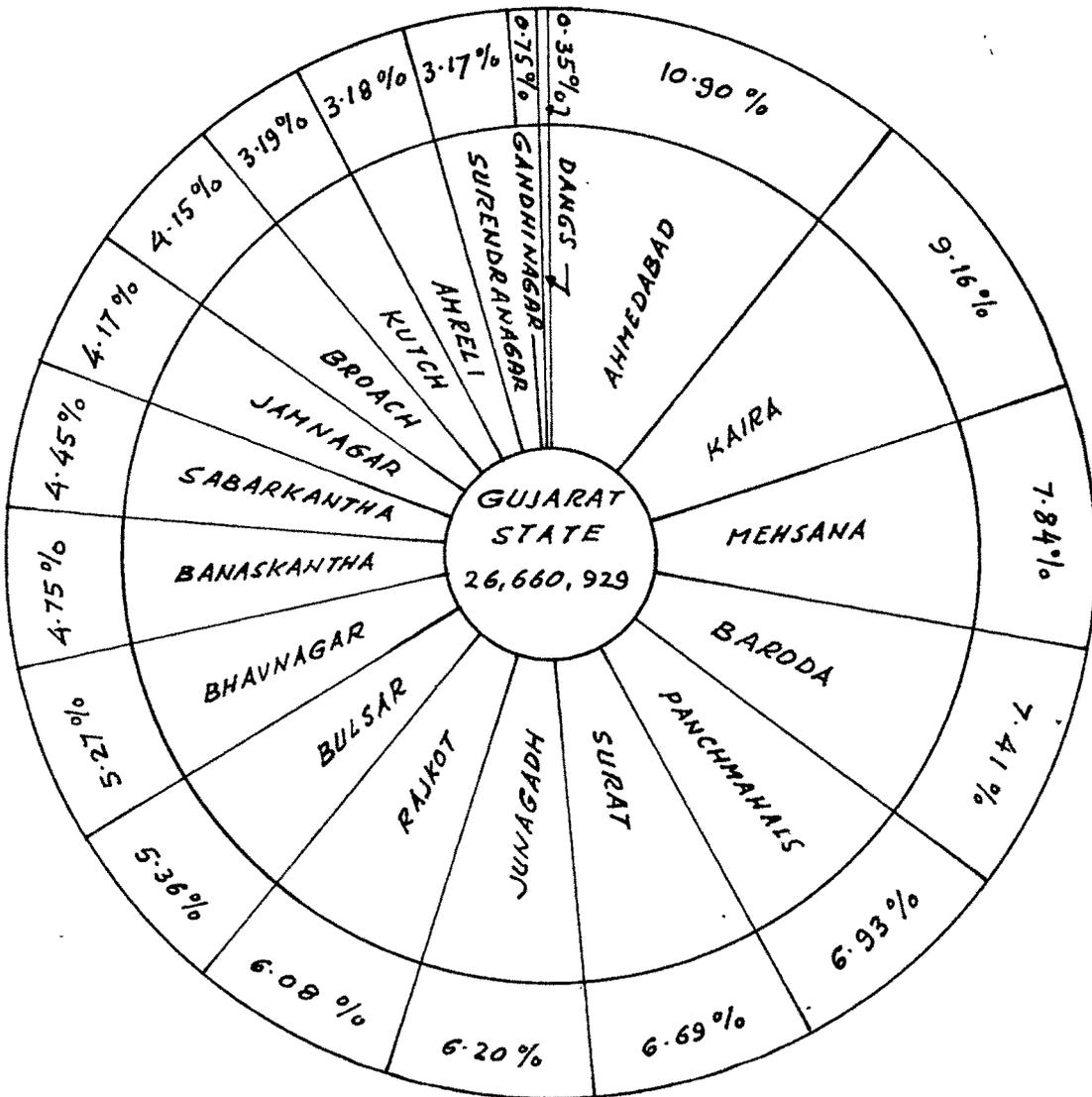
#### Density of Population

Usually, when the density of population in a given area or a territory is large and there are more people in it, it is possible to organise bigger economic and efficient schools with comparative ease. On the other hand, where the density of population is low and the people live in small and scattered

CHART-

CHART SHOWING THE COMPARATIVE  
POPULATION SIZE OF THE DISTRICTS  
GUJARAT

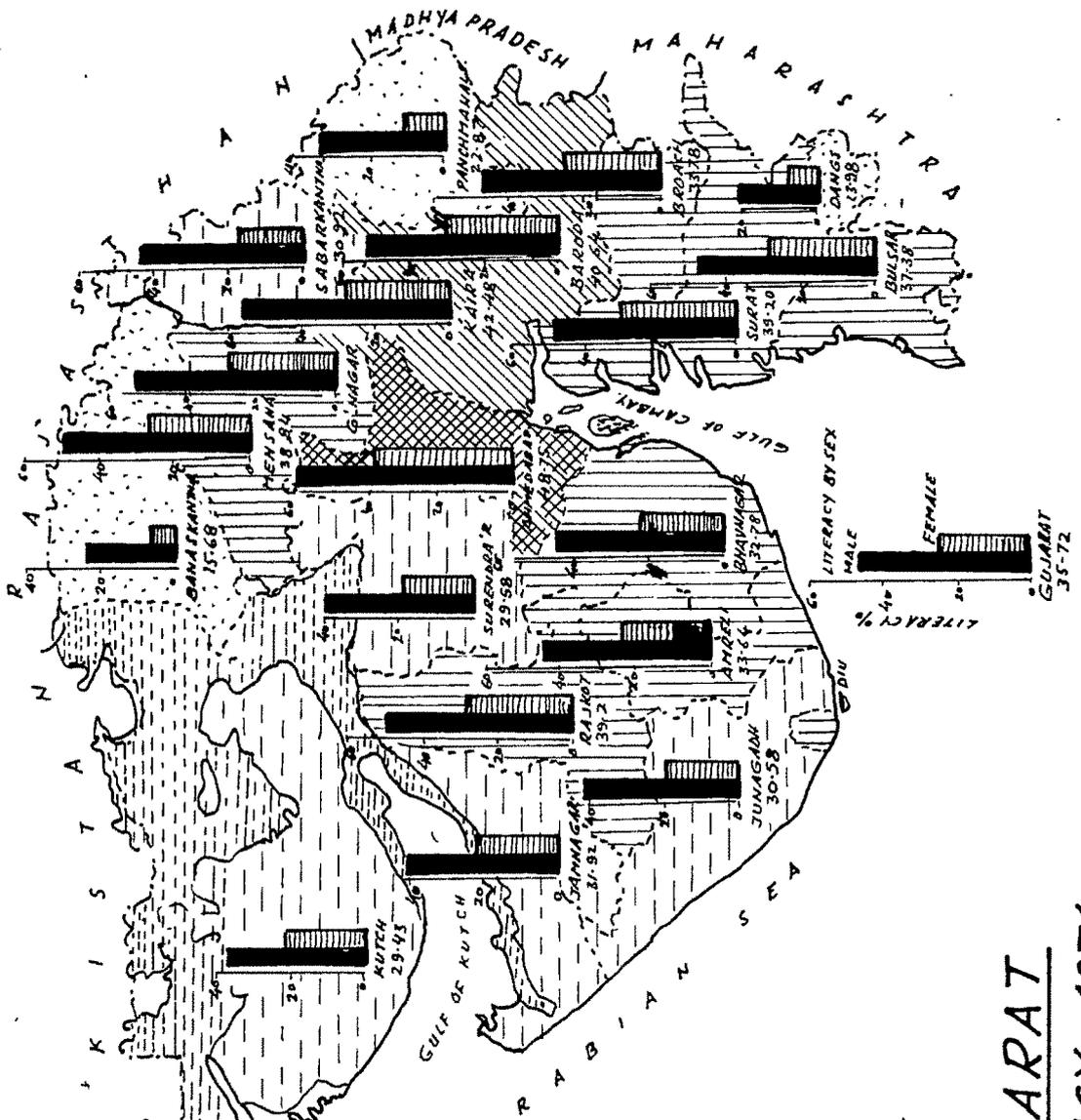
(1971 - CENSUS PROVISIONAL)



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

CHART-

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



PERCENTAGE OF LITERATES TO TOTAL POPULATION

24.0 AND BELOW	24.01 - 32.00	STATE AVE. 35.72	32.01 - 40.00	40.01 - 48.00	ABOVE 48.00
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GUJARAT  
LITERACY - 1971

Table LXX

District	Population in lakhs		Density of Population		Percentage of Urban Popu.		Decennial Growth rate		Percentage of Total Female Literates		Increase of literates	
	1961	1971	1961	1971	1961	1971	1961-1971		1961		1971	
							Rural	Urban	1961	1961	1961	1971
Jamnagar	8.25	11.11	59	70	35.45	36.08	32.84	36.55	16.24	22.00	26.55	31.92
Rajkot	12.09	16.23	108	145	36.41	38.43	30.05	41.81	20.51	23.55	31.74	39.23
Surendranagar	6.62	8.46	63	81	25.83	26.98	25.25	34.29	14.66	18.79	24.32	29.60
Bhavnagar	11.15	14.23	100	126	31.48	31.60	23.91	27.50	15.80	20.93	27.43	32.49
Amreli	6.67	8.48	99	125	19.57	19.88	26.47	28.90	13.62	23.48	28.91	33.95
Junagadh	12.54	16.56	117	156	23.24	29.44	30.63	38.59	12.83	19.43	24.42	30.60
Kutch	6.96	8.49	15	19	9.39	25.35	12.92	59.44	16.90	21.91	25.00	20.47
Banaskantha	9.96	12.65	78	100	7.09	9.90	23.15	77.23	4.56	6.39	12.93	15.68
Sabarkantha	9.18	11.87	124	161	6.66	8.63	25.40	63.38	11.26	17.31	24.03	30.92
Mehsana	16.85	20.92	181	232	17.91	13.93	25.50	35.45	21.90	27.27	33.33	38.37
Gandhinagar	-	2.01	211	309	-	11.99	28.80	-	20.96	23.86	34.24	41.87
Kaira	19.74	19.59	275	340	18.61	19.86	21.71	31.90	22.74	23.20	36.26	42.01
Ahmedabad	22.31	29.05	245	334	63.07	67.21	21.08	45.33	29.71	37.50	42.22	49.75
Panchmahals	14.67	18.46	166	208	10.54	11.19	24.79	33.41	8.80	11.52	19.23	22.89
Baroda	15.27	19.79	196	254	26.03	30.44	21.82	51.56	23.43	29.36	35.21	40.67
Broach	8.92	11.06	99	122	15.00	17.43	20.39	44.50	21.44	24.54	34.26	35.82
Surat	24.39	17.82	170	230	27.44	33.82	23.75	67.19	25.29	30.03	35.46	39.23
Bulsar	-	14.28	217	273	15.97	16.39	24.17	32.83	23.09	23.32	33.08	37.47
Dangs	0.71	0.94	43	56	-	-	31.68	-	3.78	7.74	9.26	14.38

Source : Census of India : Gujarat, Series 5, Paper I, 1971, Provisional Population Total

hamlets and in inaccessible areas, the organisation of educational facilities becomes difficult and costly. (9) Columns 4 and 5 show that in the matter of density of population, there has been improvement in all the districts during the decennial 1961-1971. Some districts like Mehsana, Gandhinagar, Kaira, Ahmedabad, Baroda, Surat and Bulsar are more favourably developed than the other districts, and therefore, it would be possible to set up secondary schools for girls in these districts with comparative ease. In this respect, the districts of Jamnagar, Surendranagar, Amreli, Kutch, Banaskantha and Dangs would create real difficulties. They had, in 1961 and have in 1971, lower density of population per square kilometers than the all Gujarat average of 105 and 136 respectively. They would need more direct and concentrated efforts on the part of Government and the private enterprise to set up girls' middle schools and high schools.

#### Urbanisation

The extent to which a district is urbanised has also an important bearing on educational development. In districts where the rate of urbanisation is higher, it is easier and more economic to provide educational facilities at all levels, especially at the secondary and higher education and particularly for secondary education of girls. Columns 6 to 9 give percentage of urban population in districts in 1961 and 1971 and indicate the decennial growth of rural and urban population.

In 1961, for the whole Gujarat, the urban population constituted 25.38 per cent. The districts Amreli, Kutch, Banaskantha, Sabarkantha, Mehsana, Kaira, Panch Mahals, Broach and Bulsar had urban population less than the Gujarat average. In 1971, the decennial growth in urbanisation has taken place in all the districts of the Gujarat State. That means that conditions are gradually improving in all the districts for organising girls' secondary schools. However, districts like Surendranagar, Amreli, Kutch, Banaskantha, Sabarkantha, Mehsana, Kaira, Panch Mahals, Broach, Bulsar and Dangs continue to be more rural and therefore they would need more special efforts and assistance for organising girls' secondary schools.

#### Population of Backward Classes

The backward classes present difficult problems for the development of education in their midst. A large proportion of scheduled castes and scheduled tribes is a handicap, while comparatively small proportion of such population may be regarded as an advantage. The growth of primary education and literacy among them has been slow and low in such backward classes, and more so among the females. And as the rate of growth of primary education has been slow and unsatisfactory for girls (boys as well) in backward classes, the growth of secondary education for girls consequently has been equally slow and unsatisfactory. The backward class population, especially the scheduled tribes are more concentrated in the districts of Dang (92.55 p.c.), Surat-Bulsar (50 p.c.),

Broach (41.59 p.c.), Panch Mahals (34.26 p.c.), Sabarkantha (13.94 p.c.), Banaskantha (5.29 p.c.), Junagadh and Kutch (4.66 p.c.). Thus, these districts will pose more problems for development of education of men and women at all levels among tribal people.

#### Traditional Opposition to Education of Girls

In certain areas, there has been traditional opposition to the education of the girls due partly to historical circumstances and prevalence of systems like the purdah or child-marriages and partly to a comparatively lower status accorded to women in society. Districts like Kutch, Junagadh, Sabarkantha, Banaskantha, Panch Mahals, Broach and Dangs would fall under this category. In respect of social tradition and historical background, districts like Surat, Bulsar, Ahmedabad, Bhavnagar, Jamnagar, Surendranagar, etc. are better placed and they possess more favourable conditions for the development of secondary education for girls.

#### The Number of Small Villages

A village with 1,500 or more population is generally considered suitable for establishing a middle school and with 5,000 or more population for establishing a high school. (10) Habitations with different population slabs in the Gujarat State identified in the Second All-India Educational Survey were as under, in Table LXXI.

Table LXXI

Habitations with Different Population Slabs in the Gujarat State (1966)

Population Slab	Number of Habitations	Total Population ( in lakhs )	Percentage of population to total population in the Slab
Above 5,000	151	9.99	100.00
2,000 to 4,999	1,273	36.60	97.8
1,000 to 1,999	2,923	40.45	82.2
500 to 999	2,401	18.10	42.1
Below 500	787	2.79	8.8

Source : Second All-India Survey : Gujarat, p.30.

The Table LXXI shows that 3,188 habitations in Gujarat with 50.9 per cent of population residing in them will have difficulty in organising middle schools and 7,484 habitations with 97.8 per cent of population residing in them will have difficulty in setting up high schools for girls.

The Kothari Commission has suggested the proportion of educable children to the total labour force as another determinant of educational opportunity in an area. It says :

"Another aspect in which the different States of the Union could be compared by way of determining the extent of natural advantage/handicap to which these are subjected is the proportion

of children in the age-group 6-13 (which represents the educational load on the State) to the total working labour force (age-group 15-59) which represents the adult working population. If this proportion is large and increasing, it is a handicap because a given number of persons in the labour force will have to maintain and educate a proportionately larger number of children. On the other hand, a small percentage of these children may be regarded as an advantage."(11)

We do not have data about district-wise break-up of the proportion of educable children to total labour force for the Gujarat State. However, inter-State data on this question are available.(12) According to 1961 Census, in the Gujarat State, the percentage of children in the age-group 6-13 to total labour force age-group 15-59 was 39.6. It was more than the corresponding percentage in Andhra Pradesh (33.8), Bihar (38.6), Jammu and Kashmir (35.4), Kerala (37.5), Madhya Pradesh (33.9), Madras (31.2), Maharashtra (36.1), Mysore (35.8), Orissa (35.2), Rajasthan (39.2), Uttar Pradesh (35.2) and West Bengal (36.2), The national average was 36.2 per cent. Only two States Assam (41.8) and Panjab (41.9) had higher percentage than that of Gujarat. Thus, the Gujarat State faces a more difficult task than most other States in educating school children. This would apply to educating girls at the secondary stage too.

Such are the specific demographic aspects in different districts of Gujarat or the Gujarat State as a whole which are either favourable or <sup>are</sup> handicaps to the growth of secondary education of girls during the period under review.

### Age of Marriage

The age of marriage has all throughout the history of the women's education has played an important part. Higher the age of marriage for women, the greater is women's access to secondary and higher education. The Census 1961 shows that in the Gujarat State early marriages have almost disappeared among boys as well as girls in the age-group 0-9. In the next age-group of 10-14 years, out of the total 26,274 males 1,734 males (7.5 per cent) and out of the total 23,032 females 4,426 females (19.1 per cent) were reported as married. The 19.1 per cent of married girls in the age-group 10-14 shows an improvement in girls' access to middle school education. In the further up next group of 15-19, out of the total 18,599 males 4,384 (23.5 per cent) and out of total 17,284 females 14,026 (81.1 per cent) were married. It is in the age-group of 15-19 that out of every 10 females 8 were found married. Thus, social conditions in respect of age of marriage in 1961 were somewhat less favourable to the development of secondary education for girls in the Gujarat State. But between 1961 and 1971, the percentage of married females in the age-group 15-19 must have substantially gone down, at least in cities and taluka towns.

#### 7.4 EXPANSION OF SECONDARY EDUCATION FOR GIRLS IN THE GUJARAT STATE ( 1961 - 1971 )

With this preliminary demographic background, we will now take up our study of the development of secondary education for

girls in the Gujarat State during the decade following its creation in 1960. In this Section, we will discuss the expansion from various angles, Co-education, problem of the shortage of well qualified and trained women teachers, wastage and stagnation, the role of the private enterprise, expenditure, grant-in-aid, etc.

Our plan is to discuss the expansion of secondary education for girls district-wise. But the district-wise detailed data ~~are~~ available only upto 1965. Only a limited type of data for 1970-71 is available. The Second All-India Educational Survey of the Gujarat State provides district-wise data, but they cover only some major aspects. The State Education Department's Annual Reports on progress of education are published only upto 1965-66. However, we have made attempts to collect general data about the expansion of secondary education for girls for the period 1966 to 1971 through several official and non-official sources. But this ~~data~~ <sup>are</sup> ~~is~~ for the State as a whole. Their district-wise break-up was not available to us.\* Unfortunately, the State Department of Education has adopted a policy, since 1961, to publish short and consolidated Annual Reports on the progress of public instruction. This makes the task of researchers extremely difficult. The official sources are also very reluctant to supply detailed statistical data as they are very often not in the finalised form, and they feel that the information is confidential.

\* The S.S.C. Examination Board's List of High Schools eligible to send their pupils to Board's Examination is made use of to develop table.

Keeping these limitations in mind, we will begin our discussion.

The Table LXXII gives a variety of data regarding the different districts in relation to the provision of secondary education in them.

Table LXXII

Number of Talukas, Towns and Villages of the different Districts of the Gujarat State having Secondary Schools ( 1965 )

Districts	Number of			No. & %age of Talukas having secondary schools		No. & %age of Towns having secondary schools		No. & %age of villages having secondary schools	
	Talu- kas	Towns	Villa- ges	No.	%age	No.	%age	No.	%age
1. Ahmedabad	7	14	749	6	85.71	6	42.85	-	-
2. Kaira	10	17	973	4	40.00	7	41.17	1	0.10
3. Baroda	12	9	1703	3	25.00	3	33.33	1	0.17
4. Broach	11	4	1308	2	18.18	2	50.00	-	-
5. Surat	13	7	1557	4	30.76	4	40.00	3	0.19
6. Bulsar	8	10	635	4	50.00	4	57.14	-	-
7. Banaskantha	11	4	1359	1	9.09	1	25.00	-	-
8. Sabarkantha	10	5	1537	1	50.00	1	20.00	-	-
9. Mehsana	11	14	1119	7	63.63	7	50.00	-	-
10. Panchmahals	11	8	1947	4	36.36	5	50.00	-	-
11. Kutch	11	6	937	4	36.36	4	66.66	-	-
12. Amreli	10	13	596	2	20.00	2	15.38	-	-
13. Jamnagar	10	15	720	7	70.00	7	46.66	1	0.13
14. Rajkot	13	14	864	7	53.84	7	50.00	-	-
15. Dangs	1	-	312	-	-	-	-	-	-
16. Bhavnagar	12	13	894	6	50.00	6	46.16	-	-
17. Surendranagar	9	11	671	4	44.44	4	36.36	-	-
18. Junagadh	15	17	1126	6	40.60	6	35.29	-	-
Total	185	181	19007	72	38.91	75	41.43	6	0.03

Source: The Census of Gujarat 1961 and Government List of Secondary Schools, 1966.

The above table records 185 Talukas for the whole Gujarat State. Out of these 185 Talukas, only 72 Talukas or 38.91 per cent had secondary schools for girls, in other words 113 Talukas or 61.09 per cent of Talukas were without secondary schools for girls upto 1965. The Table records 181 Towns and out of these 181 towns, 75 towns or 41.43 per cent had secondary schools for girls. Only 6 villages or 0.03 per cent of villages had secondary schools in them. From this, it can be observed that upto 1965 there was not favourable climate for establishing separate secondary schools for girls in the rural areas of almost all the districts of the Gujarat State.

The above Table can be used to examine the position of each district in respect of development of girls' secondary schools. In the Ahmedabad district, rural areas had not a single secondary school for girls upto 1965. All the secondary schools for girls were established in urban and semi-urban areas. Same was the case with other districts except Kaira, Baroda, Surat and Jamnagar. ~~Distric~~

Dangs, Banaskantha, Sabarkantha, Amreli and Broach districts do not present a satisfactory picture about the provision of separate girls' secondary schools in them. Almost all the talukas of the Ahmedabad district, (except the Daskroi taluka) of Mehsana, Jamnagar, Rajkot and Bhavnagar districts had secondary schools for girls. But only one village each of Kaira, Baroda, Jamnagar districts and three villages of the Surat district had secondary schools for girls in them upto 1965.

Table LXXIII

Number of Secondary Schools for Girls in position in Towns and Villages of the Different Districts of the Gujarat State (1965)

District	Number of Secondary Schools for Girls			Total :Secondary :Schools :including :girls' :Schools	: %age of :Secondary :Schools :for Girls :to total :Secondary :Schools
	in Towns	in Villages	Total		
Ahmedabad	32	-	32	216	14.81
Kaira	10	1	11	207	5.31
Baroda	14	1	15	131	11.45
Broach	3	-	3	82	3.65
Surat	11	3	14	92	15.21
Bulsar	5	-	5	89	5.61
Banaskantha	1	-	1	37	2.70
Sabarkantha	1	-	1	83	1.20
Mehsana	9	-	9	166	5.42
Dangs	-	-	-	1	-
Panch Mahals	4	-	4	91	4.39
Kutch	6	-	6	38	15.78
Rajkot	14	-	14	88	15.90
Amreli	2	-	2	34	05.88
Jamnagar	9	1	10	56	17.85
Bhavnagar	11	-	11	73	15.06
Surendranagar	5	-	5	43	11.62
Junagadh	8	-	8	70	11.42
<b>Total</b>	<b>145</b>	<b>6</b>	<b>151</b>	<b>1597</b>	<b>9.57</b>

It would be seen from the Table that out of 151 total secondary schools for girls, 145 secondary schools or 96.2 per cent were situated in towns and only 6 schools, that is, 3.8 per cent of the secondary schools for girls were located in the villages. The total secondary schools in the Gujarat State were 1,597 and out of these 1,597 schools, only 151 or 9.5 per cent were exclusively for girls. This means that very few secondary schools exclusively for girls could be opened upto 1965 in the Gujarat State.

The Dangs District had not a single girls' secondary school upto 1965, while Banaskantha, Sabarkantha Districts each had only one girls' school. Amreli had two, Broach three, Panch Mahals four, Bulsar and Surendranagar districts each had five girls' secondary schools upto 1965. One general conclusion that can be drawn from these data is that there was no appropriate environment for establishing girls' secondary schools in the above mentioned districts. Most of the villages of the Gujarat State were without the facility of a separate girls' school; and so naturally the girls of rural areas were either denied the opportunity of receiving secondary education or they had to study in mixed schools.

It has been already mentioned that in all the districts of the Gujarat State the girls' schools were far<sup>and</sup>/few between as compared with the number of mixed schools. It would be important to know which district had very few secondary schools, as that would give one idea as to where future development of girls' secondary schools should be concentrated. The following

Table presents these data.

Table LXXIV

Percentage of Girls' Schools as well as Schools for Boys or Mixed Schools in the Gujarat State in position in 1965

District	Percentage of Girls' Schools to total Secondary Schools in Gujarat	Percentage of Other Schools to total secondary schools in Gujarat	Percentage of Total Secondary Schools in District to total Schools in Gujarat
Ahmedabad	2.00	11.50	13.50
Kaira	0.68	12.28	12.96
Baroda	0.94	7.26	8.20
Broach	0.28	4.75	5.03
Surat	0.87	4.89	5.76
Bulsar	0.31	5.26	5.57
Banaskantha	0.06	2.25	2.31
Sabarkantha	0.06	5.13	5.19
Dangs	-	0.1	0.1
Panch Mahals	0.25	5.44	5.69
Mehsana	0.56	9.95	10.51
Kutch	0.25	2.13	2.38
Rajkot	0.87	4.64	5.51
Amreli	0.22	1.80	2.02
Jamnagar	0.62	2.88	3.50
Junagadh	0.50	3.95	4.45
Bhavnagar	0.68	3.95	4.63
Surendranagar	0.31	2.38	2.63
Total	9.46	90.54	100.00

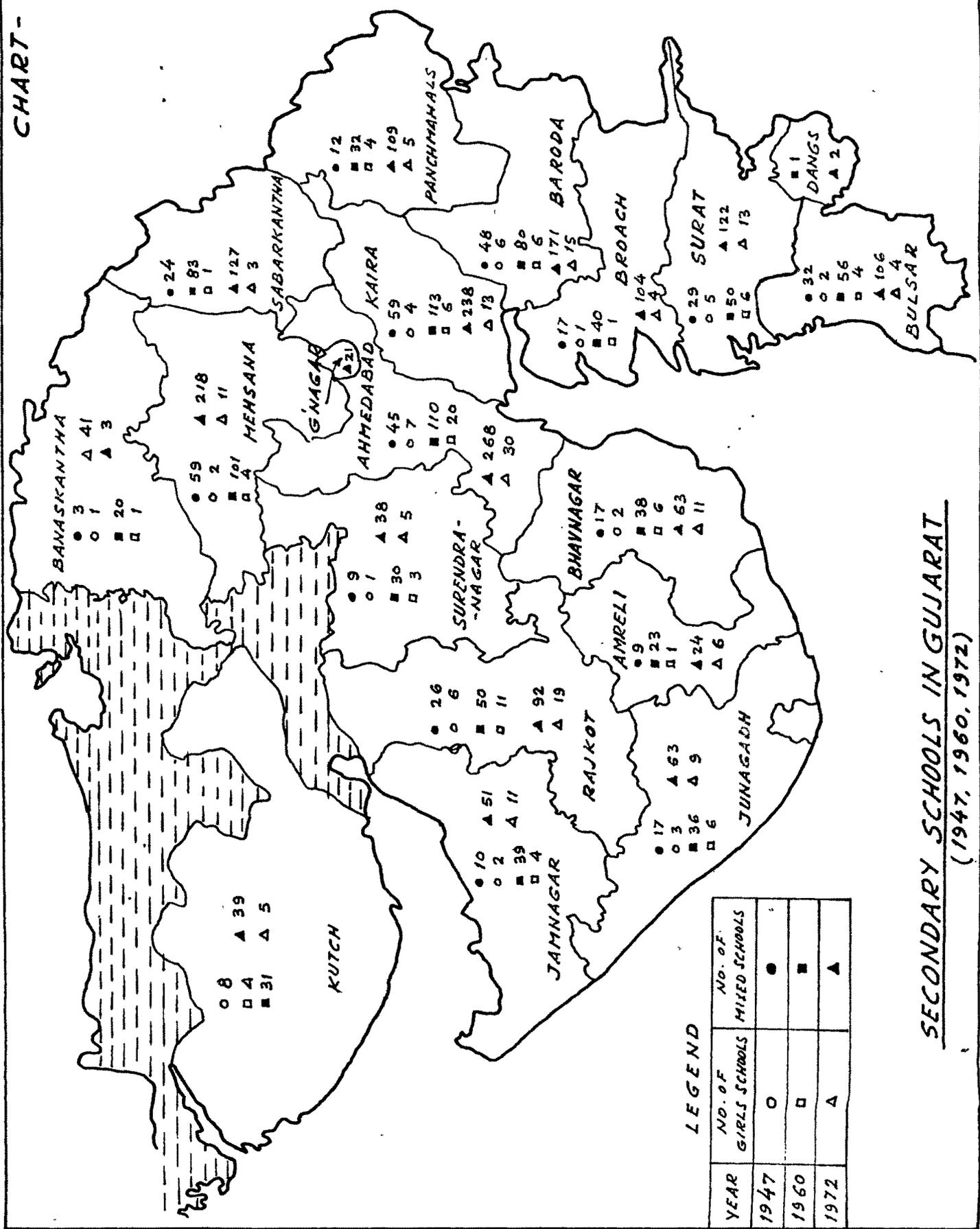
The above Table is revealing the fact that only 9.4 per cent of secondary schools were exclusively for girls in the State in 1965. In respect of girls' secondary schools the Ahmedabad district stood first. The Banaskantha and Sabarkantha district presented a very sad picture in this respect. The Dangs District went without a girls' secondary school.

The above table further reveals that almost all the districts of Saurashtra were educationally backward. This could be seen from the low percentages of secondary schools established in them. Kutch had 2.38 per cent, Amreli 2.02 per cent, Surendranagar 2.69 per cent, Jamnagar 3.50 per cent, Junagadh 4.45 per cent, Bhavnagar 4.63 per cent and Rajkot 5.51 per cent of the total secondary schools in the State. Broach, Dangs, Sabarkantha, Banaskantha districts were also educationally backward. In other words, secondary education had not fully developed in the above mentioned districts. Most of the secondary schools were founded in cities and most of smaller towns and villages were without the facility of secondary schools for girls.

The Table shows the increase in the number of secondary schools in the various districts of Gujarat after independence.

The following Table gives a comparative picture of the number of secondary schools for girls in various districts of Gujarat in the years 1947 and 1965.

CHART-



LEGEND

YEAR	NO. OF	
	GIRLS SCHOOLS	MIXED SCHOOLS
1947	○	●
1960	□	■
1972	△	▲

SECONDARY SCHOOLS IN GUJARAT  
(1947, 1960, 1972)

Table LXXV

## A Comparative Picture of the Number of Secondary Schools for Girls in Various Districts of Gujarat in 1947 and 1965

District	1947		1965		Increase in		1965		Increase in					
	Secondary Schools for		Secondary Schools for		Number of		Secondary Schools for		Number of					
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls				
Ahmedabad	45	7	75	11	30	4	62.22	57.74	184	32	109	21	145.33	190.90
Kaira	59	4	82	6	23	2	38.98	50.0	196	11	114	5	138.99	83.33
Baroda	48	7	60	7	12	-	25.00	-	116	15	56	8	93.33	114.28
Broach	17	1	24	1	7	-	41.17	-	79	3	55	2	229.17	200.00
Bulsar	32	2	36	4	4	2	12.50	100.0	84	5	43	1	133.33	25.00
Surat	29	5	38	6	9	1	31.03	20.0	78	14	40	8	105.26	133.33
Dangs	-	-	1	-	1	-	100.00	-	1	-	-	-	-	-
Panchmahals	12	-	18	-	6	-	50.00	-	87	4	69	4	383.33	400.00
Banaskantha	3	1	7	1	4	-	133.33	-	36	1	29	-	414.23	-
Sabarkantha	28	3	24	3	16	-	200.00	-	82	1	53	1	241.66	100.00
Rajkot	26	6	28	6	2	-	7.69	-	74	14	46	8	146.23	133.33
Kutch	8	-	15	3	7	3	85.50	300.00	32	6	17	3	213.33	100.00
Amreli	9	1	15	1	6	-	66.66	-	32	2	17	1	213.33	100.00
Bhavnagar	17	2	23	3	6	1	35.29	50.00	62	11	39	3	169.56	266.66
Jamnagar	10	2	17	2	7	-	70.00	-	46	10	29	3	170.55	400.00
Junagadh	17	3	23	4	6	1	35.29	33.33	62	08	39	4	169.59	100.00
Surendranagar	9	1	12	1	3	-	33.33	-	38	5	26	4	216.66	400.00
Mehsana	52	2	71	3	19	1	36.53	50.00	157	9	85	6	121.22	200.00
Total	401	44	569	59	168	15	41.39	34.09	1,446	151	877	92	153.77	155.93

The Table shows that there were 445 secondary schools in Gujarat in 1947. Out of these 445 secondary schools, 44 were girls' schools. In 1955, the number of secondary schools rose by 183, i.e. from 445 to 628. The girls' schools increased by 15 in 1955 or schools for girls increased by 34.09 per cent during the eight years from 1947 to 1955. In 1947, there was not a single school for girls in Kutch district, but in 1955 the number of schools for girls trebled.

In the Bulsar district, secondary schools for girls increased by 100 per cent. The Ahmedabad district showed an increase of 57.14 per cent; Kaira, Bhavnagar and Mehsana districts each showed an increase of 50.0 per cent, while the Junagadh district showed an increase of 33.3 per cent and the Surat district showed an increase of 20 per cent in the number of secondary schools for girls. Other districts did not show any progress. As far as secondary schools for boys or mixed schools were concerned, each district showed some progress. The secondary schools (not girls' schools) had increased by 100 per cent, ~~133.33 per cent~~, 133.33 per cent and 200 per cent in the Dangs, Banaskantha and Sabarkantha districts respectively, but did not show any increase in girls' schools upto 1955; while in Bulsar, Kutch, Bhavnagar, Kaira, Mehsana districts the percentage of increase in the number of secondary schools for girls was more than that of boys' schools or mixed schools.

In 1965, that is during ten years (from 1956 to 1965) the position was changed. Except Dangs and Banaskantha districts

every district showed an increase in the number of girls' secondary schools. In Kaira, and Bular districts alone the increase in the percentages of secondary schools for girls ~~wax~~ were 83.33 per cent and 25 per cent respectively. In Ahmedabad, Baroda, Surat, Panch Mahals, Bhavnagar, Jamnagar, Surendranagar, and Mehsana districts the percentage of increase in the number of secondary schools for boys or mixed schools was substantial.

From these facts, it can be concluded that the Dangs, Banaskantha and Sabarkantha districts were educationally backward upto 1965. From 1955 to 1965 Amreli, Kutch and Junagadh districts made very slow progress. The Panch Mahals, Jamnagar and Surendranagar districts also made progress, yet the secondary schools for girls were fewer than either boys' schools or mixed schools.

Table below shows the increase in the enrolment of students (boys and girls) in the secondary schools from 1960-61 to 1966-67.

Table LXXVI

Enrolment of Students (Boys and Girls) in the Secondary Schools (1960-61 to 1965-66)

	No. of Students in		Increase	
	1960-61	1965-66	Number	Percentage
Boys	2,72,545	4,25,425	1,52,880	56.09
Girls	92,358	1,77,303	84,945	91.97
Total	3,64,903	6,02,728	2,37,825	65.17

The Table shows an increase in the number of boy students and girl-pupils between 1961 and 1966. The increase in the number of boy students was 56.09 per cent while that in girl students was 91.97. But the number of girl students was less than that of boy students. The girl-students increased very fast as compared to the increase among boys.

It is necessary to know how many girls were studying in mixed schools because secondary schools for girls were far and few between. So where there were no separate girls' secondary schools, girls had to study in the mixed schools. The Table below shows the number of girls studying in mixed schools.

Table LXXVII

## Number of Girl Students Studying in Mixed Schools

Year	Number of Girl Pupils in Mixed Schools	Total Number of Girl Pupils in Secondary Schools	Percentage of Girl Pupils in Mixed Schools
1960-61	48,000	92,358	51.9
1965-66	1,00,434	1,77,303	56.58

It is seen from the Table that more girls were studying in mixed schools. In 1960-61, 51.9 per cent of girls were studying in mixed secondary schools. In 1965-66, 56.5 per cent of girls were studying in mixed schools. From these facts,

it can be concluded that, firstly, the number of girls studying in mixed schools was increasing; secondly, most of the girls schools were only recently established; thirdly, parents desired to send their daughters to the mixed schools which were of long standing; fourthly, most of the girls' schools were located in towns so girls of rural areas where there was no separate school for girls had to go to mixed schools.

The Table below shows the number of girls of rural areas that were fortunate enough to be able to join secondary schools.

Table LXXVIII

Number of Girl Pupils of the Rural Areas Studying in Secondary Schools (1961-62 to 1965-66)

Year	Total Number of Girl Pupils from Rural Areas enrolled in Secondary Schools	Total Number of Girl Pupils in Secondary Schools	Percentage of Girl Pupils from Rural Areas enrolled in Secondary Schools
1961-62	26,428	1,06,574	24.79
1965-66	39,098	1,77,303	22.05
Increase	12,670	70,729	19.04
Percent	47.9	66.3	0.07

It would be seen that in 1961-62, only 24.29 per cent of girls from rural areas were enrolled in secondary schools.

This means 75.2 per cent of girls from urban areas were

studying in secondary schools. In 1965-66, only 22.05 per cent of girls of rural areas could enrol themselves in secondary schools.

Between 1961-62 and 1965-66, the percentage of girls from rural areas enrolled in secondary schools increased by 47.9 per cent. This shows that the many girls of rural areas were not fortunate enough to continue their studies at the secondary stage. If there were local secondary schools, progressive minded parents would perhaps allow their daughters to prosecute their studies further at the high school stage. But some parents are not willing to send their daughters to a mixed school; and in that case girls had to leave their education prematurely.

The Third Five Year Plan of Educational Development in the Gujarat State had begun in 1960-61, i.e. at the time when the State was born. During the Plan period, i.e. between 1961-62 and 1965-66, considerable expansion of secondary education took place. The number of secondary schools rose from 1099 to 1590, registering thereby an increase of 491 or an average annual increase of 94 schools. The enrolment in classes VIII to XI rose from 2.66 lakhs in 1961-62 to 4.78 lakhs in 1965-66. The increase was of 2.12 lakhs pupils. The annual average increase was 42,400 pupils. This was, indeed, a creditable achievement for a new State.

In the next six years, the secondary education for girls continued to make rapid strides. The expansion achieved in it is quantified in Table LXXIX.

Table LXXIX

Expansion of Secondary Education for Girls in the Gujarat State  
( 1965-66 to 1970-71)

	<u>1965-66</u>	<u>1968-69</u>	<u>1970-71</u>
Number of Secondary Schools in Rural Areas for			
(a) Boys	823	1,096	N.A.
(b) Girls	29	25	N.A.
Total	852	1,121	N.A.
Number of Secondary Schools for			
(a) Boys	1,443	1,755	1,890
(b) Girls	147	188	202
Total	1,590	1,943	2,092
Enrolment of Boys (in lakhs)	4.25	20.60	5.08
Enrolment of Girls (in lakhs)	1.77	12.02	2.39
Total	6.02	32.62	7.47

It will be seen that in the quinquennial 1965-66 to 1970-71, the number of secondary schools increased by 502 from 1590 in 1965-66 to 2092 in 1970-71. The average annual rate of growth of secondary schools during this period was around 100. The girls' high schools rose by 55 from 147 in 1965-66 to 202 in 1970-71. The average annual rate of growth

of girls' high schools was 11. The pace of expansion was higher than in the earlier quinquennium. However, the imbalance between the rate and extent of growth in boys' high schools and girls' high schools continued to be wide in this period. In 1960-61, the percentage of girls' high schools to the total number of high schools in the State was 9.1 against the corresponding figure of 90.9 per cent of boys' schools. In 1965, girls' high schools constituted 9.2 per cent as against boys' high schools which constituted 90.8 per cent of the total high schools in the State. This proportion between boys' and girls' high schools slightly improved in 1970-71 - there were 9.6 per cent of girls' high schools as against 90.4 per cent boys' high schools. But the disparity between the high school facilities for boys and girls continued in the State.

In 1960, there were 3.27 lakhs secondary school children under instruction in the Gujarat State. Girls constituted 24.1 per cent of the total pupils at the secondary stage. In 1965-66, there were 6.02 lakhs children under instruction at this stage, of which girls constituted 29.3 per cent. Thus, there was substantial increase in the percentage of girls' enrolment in the total enrolment at the secondary stage at the end of the Third Plan period. After another quinquennial in 1970-71, girls under instruction in secondary schools constituted 32 per cent. That means, the proportion of enrolment between boys and girls which was 75.9 : 24.1 in 1960-61 improved and became 68 : 32 in 1970-71. Thus, in the first

decade of the functioning of the Gujarat State, girls' secondary education expanded remarkably.

The reasons for this rapid expansion of girls secondary education were mainly four : (1) Greater financial provision made by the Gujarat Government for female education, (2) the continuously rising age of marriage for boys and girls both in urban and rural areas due to increased social awakening, growth in literacy and wider spread of education among all classes of people, (3) availability of greater number of women teachers for high schools owing to increased spread of higher education among women and the economic pressures generated by the rising index of the living cost on families to send their educated daughters to join schools as teachers. (The teaching profession became very popular among educated girls); and (4) greater pace of expansion of education at all stages in rural areas. Sending their daughters to a high school, and where possible to a college for study had become a common habit of parents in the Gujarati Society

#### 7.5 EXPANSION OF SECONDARY EDUCATION FOR GIRLS IN RURAL AREAS

After the creation of the separate State of Gujarat, the action of the Government was marked by the provision of higher incentives for opening secondary schools in rural areas. These incentives were in the form of higher rate of maintenance grants and loans for school buildings. Every year more high schools began to spring up in the country-side thus bringing

this facility within the reach of a greater number of villages than before. Increase of high schools in urban areas became gradually restricted because of the rapid rise of urban population and the limitations imposed by restricted accommodation and building sites in urban areas. But high schools began to increase in rural areas.

In 1960, there were 485 secondary schools in rural areas out of total 986 secondary schools in the State. The enrolment in these rural high schools constituted 33.4 per cent of the total enrolment at the secondary stage. In 1965-66, 852 or 53.6 per cent of the total secondary schools were in rural areas. The girls' secondary schools in rural areas numbered 29 which constituted roughly 20 per cent of the total girls' secondary schools in the State. This shows that by the end of the Third Plan period, the provision of secondary school facilities had considerably expanded in rural areas. However, the separate facilities for girls' high schools continued to be on a low scale. Only 1 out of every 5 girls' high schools could be provided in rural areas. The expansion of high school facilities for girls in rural habitation posed a difficult and urgent problem for the State Government.

In 1969, the number of girls' high schools decreased by 4 than what was its number in 1965-66. This was rather a disturbing feature. We have no separate data regarding the provision of girls' high schools or mixed high schools in 1970-71.

However, from the S.S.C. Board's List of High Schools eligible to send their students to the S.S.C. Examinations, we find that there were girls' high schools in 1971-72.

We have already seen that when the State of Gujarat was created 33.4 per cent of the total enrolment at the secondary stage was in rural areas. In 1965-66, 0.39 lakhs of girls out of the total enrolment of 1.83 lakhs were enrolled in rural areas. In other words, of the total enrolment of 1.77 lakh girls at the secondary stage in 1965-66, about 22 per cent were studying in rural secondary schools. This means that 88 per cent of girls were enrolled in high schools in urban areas. In 1968-69, 0.62 lakh girls out of the total 2.23 lakhs girls under instruction in secondary schools (27.8 per cent) were studying in high schools of rural areas. This shows that more girls from rural areas were given facilities (and they were availing them) for secondary education in the next three years. In 1970-71, this percentage must have increased and become around 30.0.

But much is yet left to be done. The need of the day is to expand both the size and rate of expansion of high school facilities for girls in the rural areas. In Gujarat, only 9.99 lakhs population lives in habitations having population of 5,000 or more. It would be easy to provide high school facilities for these habitation-slabs. But more efforts will have to be directed for providing high school facilities in the following population slabs.

Table LXXX

Rural Population Slabs in the Gujarat State for whom Provision of High Schools are needed

Population Slab	Total Population (lakhs)
2000 to 4999	37.42
1000 to 1999	49.23
500 to 999	131.25
400 to 499	9.25
300 to 399	8.65
200 to 299	4.14
100 to 199	4.47
Below 100	2.53

Source : Report of the Second All-India Educational Survey, Table 4, p.109.

It is true that it will not be possible to establish high schools in these population slabs locally. But planning will have to be done in such a way that every boy and girl residing in these population slabs - habitations will have a high school within a distance of five miles radius from his/her residence. This is an uphill task. But it will have to be attempted.

## 7.6 PROGRESS OF CO-EDUCATION AT THE SECONDARY STAGE

We have seen ~~in~~ in the preceding Chapters that there had been a clear and marked trend in favour of co-education at the secondary stage in Gujarat. At the time of the birth of the Gujarat State, i.e. in 1960, out of the total 78,598 girls receiving instruction in secondary schools, as many as 40,375 girls or 53.9 per cent of the total girls under instruction were enrolled in boys' schools. (13) We do not have separate data of these girls urban or rural area-wise to enable us to provide conclusive evidence about popularity of the mixed schools in rural areas. But it was the fact that co-education was more popular in urban areas than ~~that of~~ in rural areas.

The trend in favour of co-education has continued during the period under review. In 1965-66, there were 76,689 girls enrolled in high schools for girls as against total 1,77,303 girls reported to have been under instruction in high schools. This means that 99,434 girls were studying in boys' high schools as against 78,898 girls studying in secondary schools exclusively for girls. In 1965-66, the percentage of co-education was 56.5 per cent. Thus, the percentage marks an increase in 2.6 per cent in the course of five years. This progress in co-education at the high school stage could be described as very heartening.

In 1968-69, co-education was further strengthened. As many as 93,617 girls were enrolled in high schools for girls,

but there were additional 129,102 girls enrolled in boys' schools. Thus, in 1968-69, the percentage of girls enrolled in boys'/mixed secondary schools to the total girls enrolled at this stage was 57.5. In 1970-71, the percentage of girls studying in mixed schools to the total enrolment of girls was about 60. Thus, there has been a progressively increasing trend in favour of co-educational secondary schools in the Gujarat State.

The reasons are all apparent. Firstly, the social prejudice to boys and girls studying together in high schools which was very conspicuous in the nineteenth century had almost disappeared by 1971 especially in urban areas. This might be due to the modernisation of the society, wider spread of education among men and women, higher percentage of literacy among mothers and the economic pressure favouring high school and college education of girls. Secondly, the rate of growth of separate girls' high schools had not been in keeping with the rate of growth of boys' high schools, and at many places separate high schools for girls were not in existence. The second Educational Survey for the Gujarat State (1965-66) showed that 63.08 per cent of the population was served by middle schools existing in the habitations and 91.90 per cent of population by middle schools in the habitations or within 3 miles walking distance. But the case of high schools was different. Only 16.83 per cent of habitations had local high schools and most of them were boys' high schools. (14) So, the

parents had no other alternative but to send their girls to local boys' schools. Thirdly, more parents were found to favour sending their daughters to the local boys' schools rather than to a neighbouring girls' high school outside their habitation. Fourthly, the burden of providing high school education facilities for girls had largely been on the private enterprise which found establishing a mixed high school economically a more viable proposition than establishing a high school exclusively for girls. Fifthly, mixed high schools had better educational facilities and they could maintain higher standards of efficiency and effective instruction than that of separate girls' high schools, and therefore, socially and academically enlightened parents<sup>were</sup> prepared to send their daughters to mixed high schools even when separate girls' high schools were locally accessible. Sixthly, Government had made it obligatory for the management of mixed high schools to engage a lady teacher for every 40 girls enrolled, provide separate girls' room, urinal, latrine, indoor games facilities, etc. in the schools building which took away the edge of some of the antagonism of parents to mixed schools. Lastly, Government had made, since 1969, high school education free for girls progressively beginning with Std. VIII and extending it every year to one higher standard. This made the parents enrol their daughters wherever they could secure admission for them. With mounting pressure of number on high schools, parents had often no choice but to get their daughters admitted wherever seats were available for them.

Thus, co-education at the secondary stage had come to be firmly rooted in the Gujarat State by 1971. But this does not imply that there was no need of setting up separate girls' high schools in the Gujarat State. This type of schools will have a place, at least for some years to come, especially in rural areas to attract and motivate orthodox and conservative parents to send their adolescent girls to secondary schools.

In 1965, we find from "Education in India", Vol.I, Table 4.35 (p.132) that 56.8 per cent of girls were studying in boys' high schools. In this respect, among States the Gujarat State ranked fourth. The Kerala State with 70.2 percent girls in boys' high schools, Maharashtra with 58.1 per cent and Nagaland with 100.0 per cent were above Gujarat. The other States which were below Gujarat were : Andhra Pradesh (49.3), Assam (53.6), Bihar (30.0), Jammu and Kashmir (9.7), Madhya Pradesh (16.5), Madras (42.6), Mysore (41.9), Orissa (47.3), Punjab (22.8), Rajasthan (15.5), Uttar Pradesh (11.6), and West Bengal (22.0). This shows that in the Gujarat State, Co-education has succeeded more than most other States.

#### 7.7 DIFFERENTIATION OF CURRICULA FOR GIRLS

Attempts were made, in the early years, to provide differentiated curricula for girls at the secondary stage. The public demand was also for differentiated instructional and training programme for girls that would suit their role as a home-maker and home-director and different social,

economic, cultural functions that they could be called upon to play. However, owing to the domination of the Matriculation or S.S.C. Examination over the work of high schools, these attempts did not succeed. Then a substantial change in thinking on differentiated curricula for girls took place.

As the Hansa Mehta Committee on the subject observes :

"The problem has now taken a different aspect and the provision of special courses suited to the needs of girls is being viewed only as a part of the broader problem of providing a diversified system of secondary education which would cater to the infinity of interests, aptitudes and capacities of all adolescents."(15)

In the Gujarat State some attempts have been made to provide multi-purpose courses in secondary schools so that both boys and girls could select courses that would suit their intellectual capacity, aptitude, interest, personality-make up and specific needs. For instance, the Gujarat S.S.C. Examination Board has provided examinations in as many as 100 subjects. Subjects like Short-hand, Typing, Home Science, Drawing, Music, Dancing, Wood-work Technology, Furniture Design and Estimating, Radio Engineering, Hand-spinning and Weaving, Tailoring and Cutting, Embroidery and Fancy Work, Hand-made Paper Making, and Social Reconstruction are particularly more suitable to girls. Some secondary schools provide facilities for teaching some of these subjects because they are among the subjects in which the S.S.C. Board sets examinations. Despite this provision of examination facilities more than 98 to 99 per cent of girls select the common general courses and only a small proportion of girls go in for

differentiated school subjects, especially Home Science, Art, Music, Short-hand and Typing. The probable reasons for this are : (1) Deep-rooted long tradition of academic subjects at the high school stage in the State; (2) the traditional social view favouring learning of academic subjects by girls; (3) selection of academic subjects improving women's access to higher education; (4) very few high schools in the State providing facilities of teaching differentiated curricula provided by the S.S.C. Examination Board; (5) lack of guidance and counselling facilities in high schools; (6) shortage of women graduate teachers in specialised non-academic subjects; (7) the expensive character of vocational type of courses for girls and the limited resources of private enterprise to provide costly non-academic courses for girls; (8) though gradually expanding, but still limited economic openings for girls; (9) mistaken belief in sex-differences regarding the learning of certain subjects with the result that some subjects are considered beyond the capacity of girls; and (10) the indifferent role played by the State Government in making differentiated curricula popular among girls.

#### 7.8 WASTAGE AND STAGNATION

Wastage and stagnation have remained the two major problems of education at all the stages of instruction. In fact, our educational system is so much wasteful that fullest benefit of education does not go to the society and to the State.

This wastage is there in the case of both boys and girls, but its extent is much more alarming in the case of girls than in the case of boys.

The Table LXXXI gives the enrolment of girls in urban-rural areas and in rural areas in classes I to XI. In an ideal situation, the enrolment in different classes should not materially change. If it does, then it is probably due to the early drop-out of girls from school. The figures are for the year 1965-66.

Table LXXXI

## Standard-wise Enrolment of Girls in the Gujarat State (1965-66)

Standard	Enrolment in Areas (in lakhs)	
	Urban-Rural	Rural
I	4.08	2.98
II	1.87	1.18
III	1.48	0.86
IV	1.29	0.71
V	0.98	0.48
VI	0.72	0.32
VIII	0.59	0.24
VIII	0.46	0.14
IX	0.36	0.10
X	0.28	0.07
XI	0.19	0.05

Source: Report of Second All-India Educational Survey, Vide pp. 191, 279 and 301.

The Table shows that both in urban-rural areas as well as in rural areas the enrolment of girls went on decreasing progressively from lower to higher standards. The decrease is very steep in Class II. It decreases much faster at the primary stage than at the secondary stage. The progressive decrease is there from lower to higher classes at the middle school as well as at the high school stages but the decrease is steady. It is very distressing to find that, whereas 4.08 lakh girls in all habitations and 2.98 lakh girls in rural habitations were enrolled in Class I, only 0.19 lakh in rural-urban and 0.05 lakh girls in rural habitations were found in the S.S.C. Classes. This progressive diminishing of the enrolment of girls from lower to higher standards at the primary, middle school and high school stages should be effectively combated and stopped or reduced. This diminishing in the size of enrolment is due to both wastage and stagnation.

The Table LXXXII gives the S.S.C. results of girls district-wise, which also gives an idea of stagnation at the S.S.C. Examination level.

Table LXXXIII

District-wise Distribution of Girls who Appeared at the S.S.C. Examination and Their Results (1963-1970)

District	Number of girls			District	Number of girls						
	1963	1965	1967		1963	1965	1967				
1. Ahmedabad	Appeared	4,295	5,540	5,016	10. Cutch	Appeared	329	407	627		
	Passed	2,166	2,314	2,530		Passed	205	243	307		
	Percentage	50.42	40.2	50.4		Percentage	62.2	59.7	52.7		
2. Kaira	Appeared	2,848	3,322	4,297	11. Amreli	Appeared	204	259	313		
	Passed	1,099	1,474	1,912		Passed	107	112	127		
	Percentage	38.1	44.3	45.3		Percentage	52.4	43.2	40.5		
3. Baroda	Appeared	1,760	2,358	3,170	12. Jamnagar	Appeared	579	705	1,142		
	Passed	925	1,163	1,449		Passed	403	442	541		
	Percentage	52.5	49.7	45.7		Percentage	40.9	43.1	40.7		
4. Broach	Appeared	549	819	1,281	13. Junagadh	Appeared	695	980	1,279		
	Passed	426	759	500		Passed	403	442	541		
	Percentage	77.7	92.4	39.0		Percentage	73.7	45.1	42.3		
5. Surat	Appeared	1,322	1,755	2,674	14. Bhavnagar	Appeared	1,008	1,292	1,612		
	Passed	172	948	2,000		Passed	375	537	681		
	Percentage	13.0	54.0	74.7		Percentage	37.2	41.5	42.1		
6. Bulsar	Appeared	1,599	2,026	1,641	15. Surendra-nagar	Appeared	609	535	704		
	Passed	782	1,014	1,195		Passed	299	267	378		
	Percentage	48.9	50.4	72.8		Percentage	47.4	49.9	53.6		
7. Mehsana	Appeared	836	1,182	1,619	16. Panchmahals	Appeared	501	815	1,278		
	Passed	400	559	789		Passed	283	324	607		
	Percentage	47.0	47.2	48.7		Percentage	55.4	39.6	47.4		
8. Banaskantha	Appeared	104	91	113	17. Rajkot	Appeared	1,149	1,766	2,095		
	Passed	62	43	77		Passed	634	803	1,508		
	Percentage	59.6	47.2	68.1		Percentage	55.0	45.4	71.9		
9. Sabarkantha	Appeared	210	362	512	18. Dangs	Appeared	-	-	-		
	Passed	98	162	305		Passed	-	-	-		
	Percentage	43.4	44.7	49.8		Percentage	-	-	-		
Total				Total				Total			
				Appeared	18,830	24,214	29,747	Appeared	18,830	24,214	29,747
				Passed	8,573	11,983	15,395	Passed	8,573	11,983	15,395
				Percentage	45.4	49.5	52.0	Percentage	45.4	49.5	52.0

The Table LXXXII leads to the following conclusions :

- More girls appear at the S.S.C. Examination from certain districts like Ahmedabad, Kaira, Baroda, Surat, Bulsar, Bhavnagar and Rajkot than the other districts;
- In all the districts the number of girls appearing at the S.S.C. Examination has been increasing;
- The percentage of girls passing the S.S.C. Examination is higher than the average for the State as a whole in the certain districts like Ahmedabad, Baroda, Broach, Surat, Bulsar, Surendranagar and Rajkot than <sup>in</sup> other districts;
- The extent of failures is quite high. In 1963, it ranged from 21.3 per cent in the Junagadh District to 86.9 per cent in the Surat District; in 1965, it ranged from 7.6 per cent in the Broach District to 60.4 per cent in the Panch Mahals District; in 1967, it ranged from 25.3 per cent in the Surat District to 61.0 per cent in the Baroda District.

What are the causes of such wastage and stagnation ?

They are of the following nature. These causes operate not only in the Gujarat State but also in most other States.

- Lack of interest in academic studies;
- Inadequate competence in certain subjects like English and Mathematics;

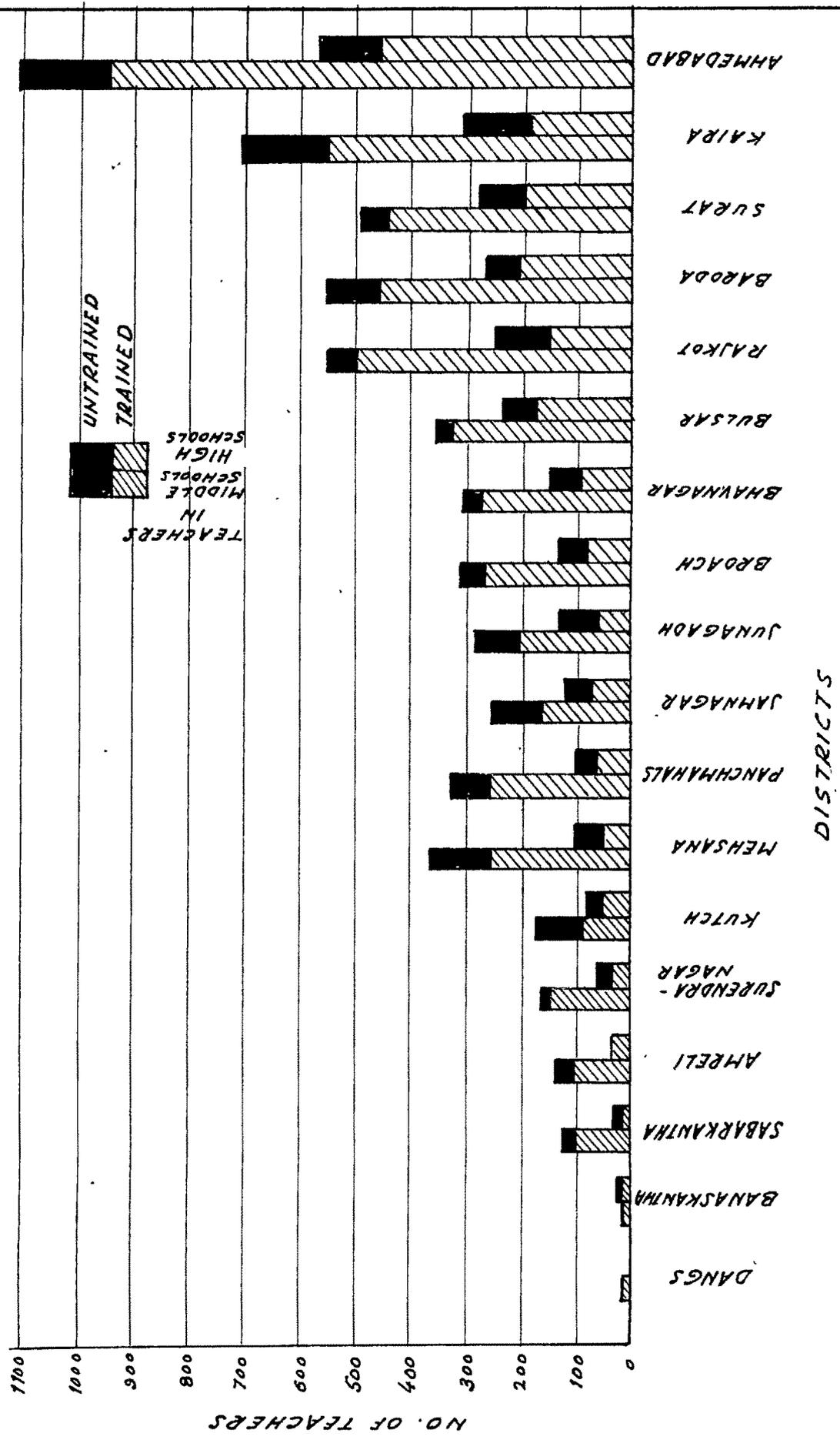
- Absence of differentiated curricula;
- Early marriage or even betrothal;
- Incomplete social and/or economic conditions in the family;
- Delinquency;
- Lack of or inadequate motivation, intrinsic as well as extrinsic;
- Unsatisfactory educational climate in the caste;
- Irregular attendance;
- Heavy and uninteresting syllabus;
- Indifference of parents to the education of their daughters;
- Non-availability of separate girls' secondary schools locally or in neighbourhood.

"Stagnation and wastage are not independent evils by themselves. They are really symptoms of a number of other evils among which the most important are four : (1) Lack of adjustment between the school system and the social and economic environments of the community for whom they are intended; (2) poor standards of the average school which lacks buildings, equipments and above all good teachers; (3) absence of adequate economic assistance to children of poor parents to enable them to continue their studies further; and (4) absence of facilities for part-time education."(16)

#### 7.9 AVAILABILITY OF TRAINED AND WELL-QUALIFIED WOMEN TEACHERS

Availability in sufficient number of trained and well-qualified women teachers is one of the vital factors that determine the success of secondary education programme for girls.

**CHART-**  
**DISTRIBUTION OF WOMEN TEACHERS IN MIDDLE SCHOOL AND HIGH-SCHOOL**  
**SECTIONS IN THE DIFFERENT DISTRICTS OF THE GUJARAT STATE (1965-66)**



Though in the Gujarat State, 6 out of every 10 girls receiving secondary education is enrolled in a mixed secondary school, women teachers are needed even for mixed schools, as the State Department of Education requires 1 woman teacher for every 40 girls enrolled in mixed high schools. Teaching is a profession efficiently handled by women (17). It is now an admitted educational truism that women make better teachers at the pre-primary, primary and even at the middle school stage. The recent trend in advanced countries like U.S.A., U.K. and Japan is to employ more women teachers than that of male teachers even at the secondary school stage. The care of the young and the adolescent children is one of the tasks for which women are biologically better fitted than that of males and in teaching they are able to transfer their maternal instincts, even if in a diluted form to a wider field.

But Gujarat had all along suffered from the shortage of women teachers at the high school stage.

When the Gujarat State was formed there were in position 12,608 secondary school teachers, out of which 1,892 or 15.5 per cent were women. Of the total 1,892 women teachers in 1960, 1,014 or 53.4 per cent women teachers were trained. The percentage of all trained teachers, men and women, in 1960 was 58.3. The percentage of trained teachers to the total number of secondary school teachers was 65.9 for the 10 districts of the Gujarat Region, 37.7 per cent for Saurashtra and 25.3 per cent for Kutch.

By 1965-66, the total number of secondary school teachers in the State increased by 9,580 and became 22,188. Of this, women teachers were 4,454 in number. They constituted about 20.0 per cent of the total secondary school teachers in position in 1965-66. Thus, there were 20 women teachers as against every 80 male teachers at the secondary stage. The percentage of male trained teachers was 70.7 and of female trained teachers was 70.1. Thus, there was not much disparity in the percentages of male and female teachers of secondary schools in 1965-66.

The Second Educational Survey for the Gujarat State (1965-66) has presented some useful and enlightening details about the qualifications of women teachers in position in secondary schools. The Table below presents this data.

**CHART-**  
DISTRIBUTION OF TEACHERS IN SECONDARY SCHOOLS IN URBAN AREAS ACCORDING TO THEIR QUALIFICATIONS AND TRAINING IN 1965-66

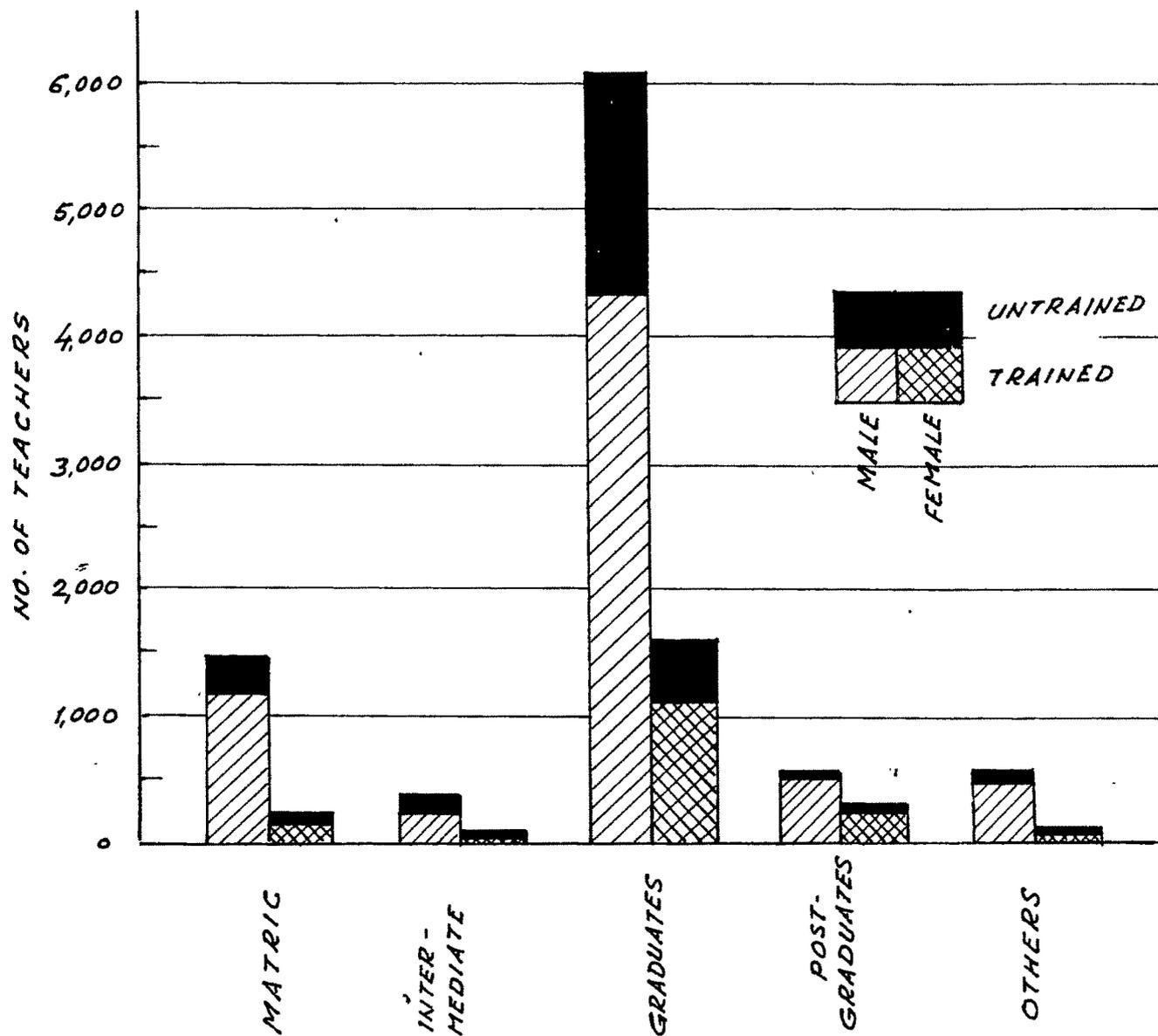


Table LXXXIII

District-wise Distribution of Women Teachers in the Gujarat State  
( 1965-1966 )

District	Matriculate		Intermediate		Graduate		Post-Graduate		Others		All Categories		
	Trained	Un- trained	Trd.	Un- Trd.	Trd.	Un- Trd.	Trd.	Un- Trd.	Trd.	Un- Trd.	Trained	Un- trained	Total
1. Ahmedabad	52	5	11	6	326	88	45	7	20	6	454	112	566
2. Anreli	2	4	-	-	5	13	-	-	-	-	7	22	29
3. Botch	5	1	4	4	34	19	6	2	01	-	50	26	76
4. Kaira	35	11	5	5	118	99	5	6	11	1	177	122	299
5. Jannagar	10	2	1	2	48	26	9	9	8	3	76	42	118
6. Junagadh	5	15	1	3	43	43	6	6	4	2	59	74	133
7. Dangs	-	-	-	-	3	-	-	-	-	-	3	-	3
8. Panch Mahals	14	15	1	1	38	21	4	2	6	-	63	39	102
9. Banaskantha	-	-	-	2	10	2	1	-	1	1	12	5	17
10. Broach	17	6	4	4	45	45	7	2	2	1	76	58	134
11. Bhavnagar	5	11	2	5	66	39	11	2	3	-	87	57	144
12. Mehsana	6	5	4	11	32	27	3	1	5	-	50	44	94
13. Rajkot	13	17	5	3	99	58	25	3	5	3	147	94	241
14. Baroda	32	8	1	2	131	34	30	8	12	2	206	54	260
15. Bilsar	31	3	3	2	116	43	8	7	13	2	171	653	229
16. Sabarkantha	-	2	1	3	11	6	-	-	1	-	13	11	24
17. Surat	31	7	2	1	108	59	46	9	7	-	194	76	270
18. Surendranagar	3	1	1	4	20	22	1	-	2	-	27	27	54
<b>Total</b>	<b>261</b>	<b>113</b>	<b>46</b>	<b>68</b>	<b>1,253</b>	<b>649</b>	<b>210</b>	<b>69</b>	<b>102</b>	<b>22</b>	<b>1,372</b>	<b>921</b>	<b>2,793</b>

Source : Second Educational Survey of the Gujarat State, 1965-66, p.32

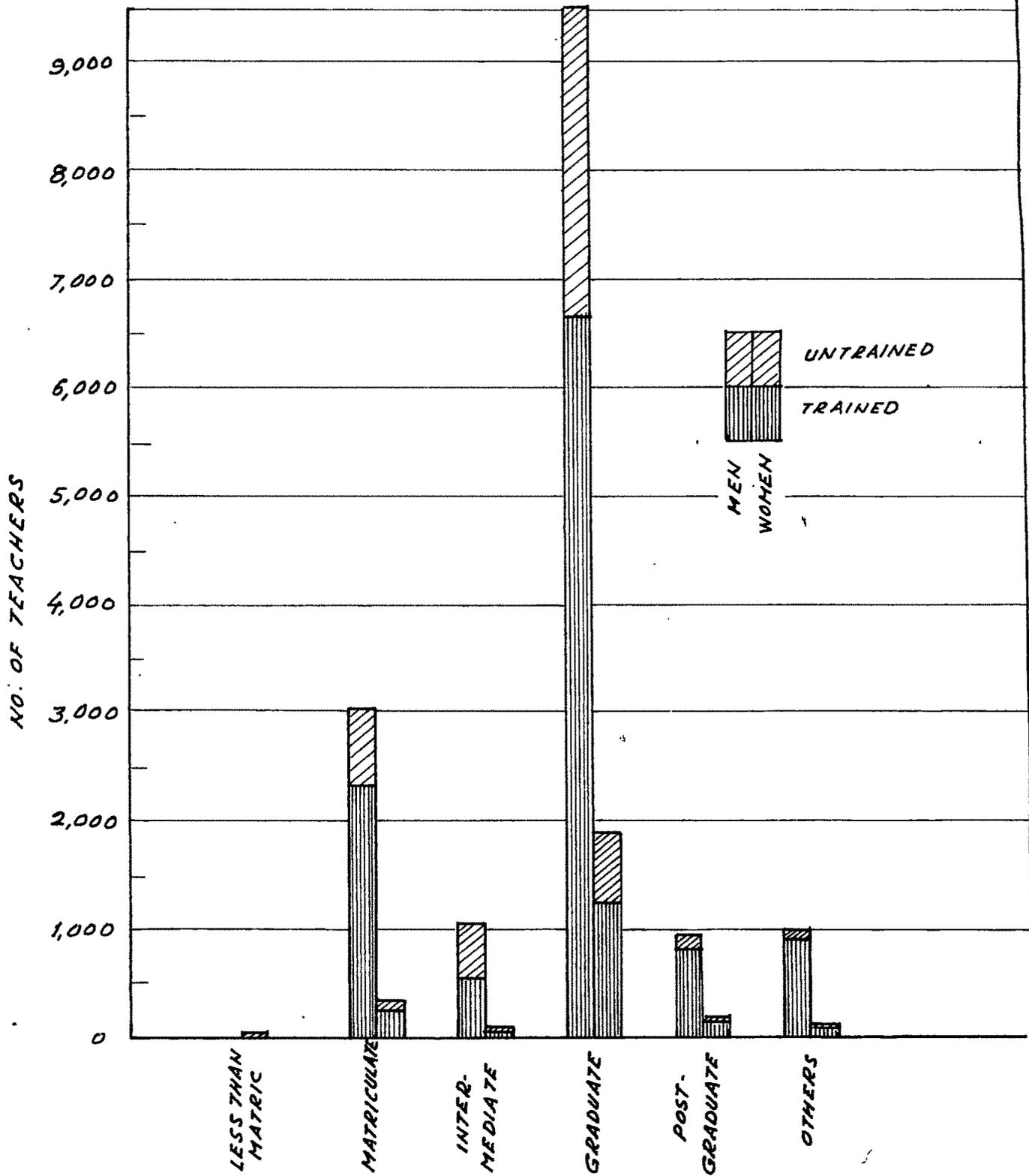
The findings of the Second Educational Survey of the Gujarat State for the year 1965-66, in respect of women teachers as summarised in the above Table were as follows :

- The trained and untrained women teachers in the Gujarat State were in proportion of 2:1;
- The percentage of women teachers holding graduate qualifications was 68.1 and post-graduate qualifications was 9.9;
- 15.3 per cent of women teachers had under-graduate qualifications, and of them 57.7 per cent were trained;
- There were more untrained women teachers than that of trained ones in Amreli and Junagadh districts; in the Surendranagar District the proportion of trained and untrained women teachers was same; and in Kaira, Broach, Bhavnagar, Mehsana and Sabarkantha, the gap between the two was small.

With the expansion of secondary schools in the State, the number of women teachers went on increasing. In 1968-69, the number of secondary school teachers rose to 26,310 of which 4,738 or about 18.0 per cent were women. In 1968-69, the percentage of trained secondary teachers was 73.4. Of the total trained secondary school teachers, the trained women teachers were 3,321 or about 1/5th of the total trained male teachers.

By 1970-71, the number of women teachers had increased to 5,110 in the total strength of 27,436 secondary teachers.

**CHART-**  
**TEACHERS IN SECONDARY SCHOOLS IN THE GUJARAT STATE**  
**ACCORDING TO QUALIFICATIONS (1965-66)**



The percentage of women teachers in 1970-71 worked out at 18.6. Of the total 22,326 male teachers 77.9 per cent were trained and of the total 5,110 women teachers, 75.3 per cent were trained. In 1970-71, there was one woman teacher per every 46.7 (i.e. 48) girls studying at the secondary stage in the Gujarat State. The average number of students per teacher in the secondary schools was 27.

The training facilities for secondary teachers in the Gujarat State has expanded remarkably after the creation of the Gujarat State. This would be seen from the following figures.

Table LXXXIV

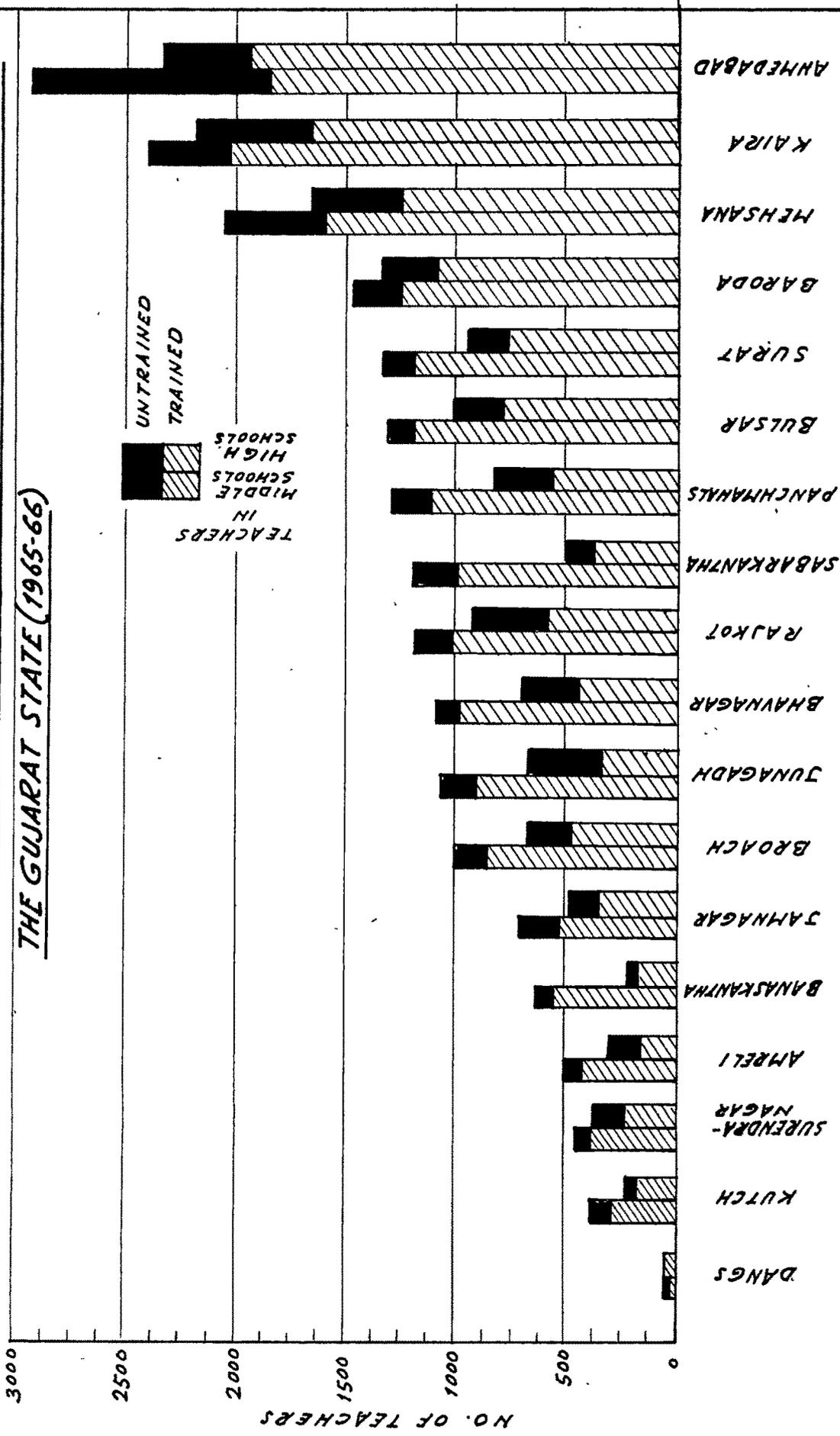
Expansion of Training Facilities for Secondary School Teachers in the Gujarat State (1960 - 1972)

	1960	1966	1969	1972
Number of Colleges of Education	3	14	20	35
Total Teachers under Training	533	1,636	2,498	3,250
(a) Male	396	1,237	1,799	1,783
(b) Female	137	399	699	1,467
(c) Percentage of Female Student Teachers to Total Student Teachers	25.6	24.3	28.1	45.0

Source : Annual Reports on Progress of Education in the Gujarat State. Figures for 1972 are from Dr. M.B. Karnik's Paper on 'Planning of Human Power for Training Institutes. (18)

**CHART -  
DISTRIBUTION OF TRAINED AND UNTRAINED MEN TEACHERS  
IN MIDDLE SCHOOL AND HIGH-SCHOOL SECTIONS IN THE DIFFERENT DISTRICTS OF**

**THE GUJARAT STATE (1965-66)**



DISTRICTS

NO. OF TEACHERS

It will be seen from the above Table that in the course of last 6 years, i.e. from 1966 to 1972, the training facilities for secondary teachers in the Gujarat State had tremendously increased, and with that the intake of women student teachers in the colleges of education has also shown unprecedented and tremendous increase. Thus, graduate women in the Gujarat State seem to have improved access to teaching career on account of their increased intake in colleges of education. It is true that more women graduates go to seek admission in colleges of education because most of them do not get employment after graduation, and the B.Ed. training in colleges of education open for them a possibility of getting a job in a secondary school. It is also true that more women B.Ed. degree holders remain unemployed because they are largely concentrated in cities like Ahmedabad, Surat and Baroda, and most of the parents of these B.Ed. degree holder girls do not favour permitting their daughters to go to rural habitations to serve in rural high schools. The mounting economic pressure has begun to change, to some extent, this social attitude, and about 10 to 15 per cent of city-dweller women B.Ed. degree holders have gone out to neighbouring rural habitations to work as secondary school teachers. If this social change persists and expands its dimension, secondary schools, even in rural areas, would begin to get trained women teachers which is the crying need of the day in the State.

## 7.10 MANAGEMENT OF SECONDARY SCHOOLS FOR GIRLS

Secondary schools in the Gujarat State are managed by four agencies : Government, District Local Boards, Municipal Boards, and private agency. In 1960, out of the total 936 secondary schools 122 or 12.3 per cent were managed by government, 7 or 0.7 per cent by District Local Boards, 44 or 4.5 per cent by Municipalities and 813 or 82.5 per cent by private agency. Of the total 185 girls' high schools, 16 or 17.5 per cent were conducted by State Government and 82.5 per cent by private agency. In 1960, there were even 2 private unaided girls' high schools.

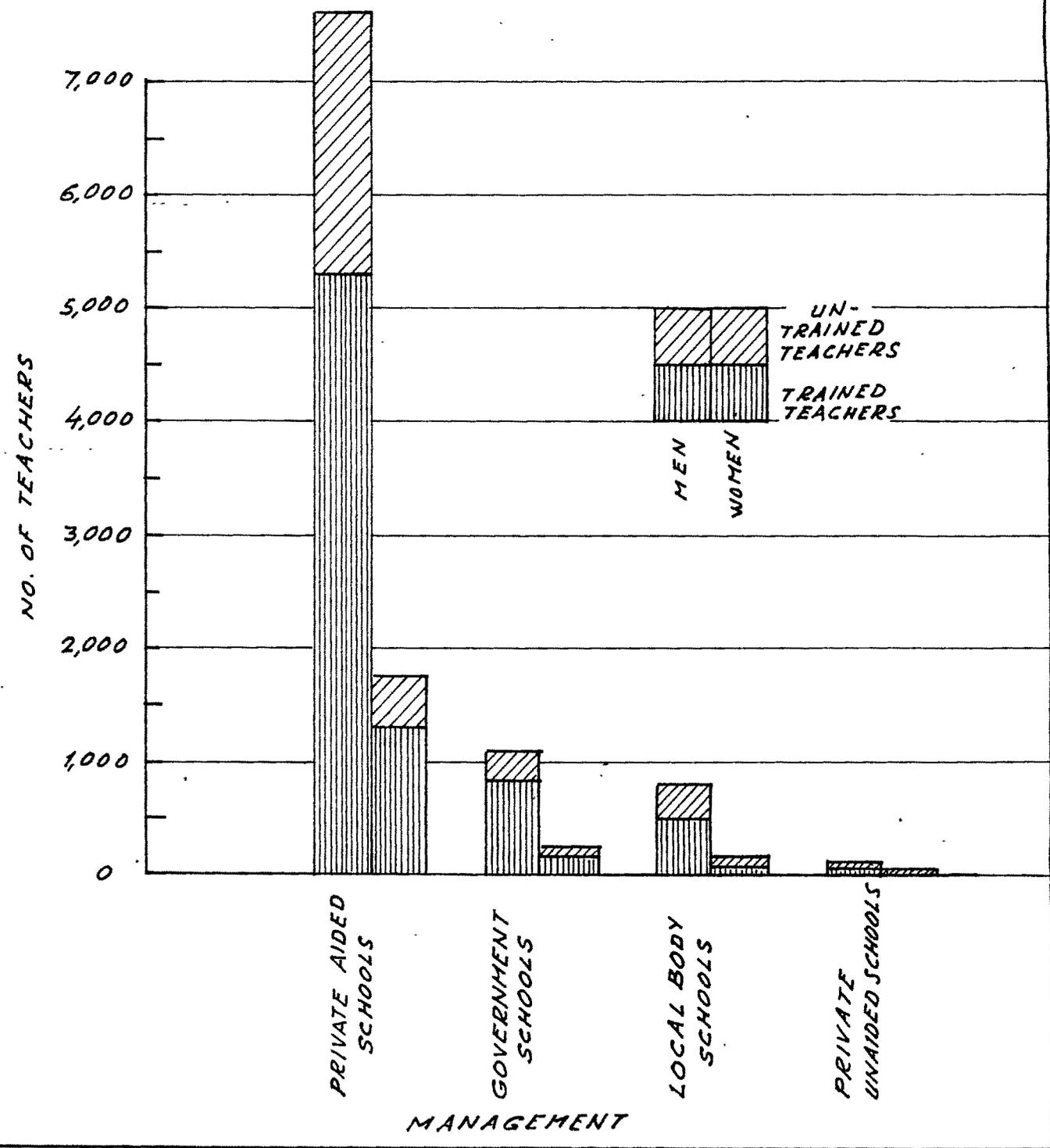
The Table below shows the nature and size of management of girls' schools in 1965-66 and 1968-69.

Table LXXXV  
Distribution of Girls' High Schools According  
to Management  
( 1960 - 1969 )

Girls' Schools under the Management of	Percentage of Girls' Schools in the year		
	1960	1966	1969
State Government	12.3	8.1	5.9
District Local Board	0.7	11.5	10.6
Municipalities	4.5		
Private Agency	82.5	80.4	83.5
Total	100.0	100.0	100.0

CHART-

DISTRIBUTION OF TEACHERS IN SECONDARY -  
SCHOOLS IN URBAN AREAS IN 1965-66



It would thus be seen that the State Government conducts only a small percentage of girls' secondary schools in the Gujarat State. The participation of State Government in the Management of girls' secondary schools has been on a diminishing scale because of the declared policy of the State Government to hand over the Government High Schools to private managements or to local bodies (19). The Local Bodies in urban and rural areas do manage some girls' schools, but their participation in the management has varied from 5.2 per cent in 1960 to 10.6 per cent in 1969. The lion's share in the management of girls' high school has come from the aided private agencies. There have been some unaided private girls' secondary schools too. Their number was 2 in 1960, 6 in 1965-66 and 6 in 1968-69.

We can examine the issue of the management of girls' secondary schools from another point - from the point of enrolment of girls. The following Table presents the number of enrolment of girls in secondary schools and their percentage during the period 1960 to 1966.

Table LXXXVI

Enrolment of Girls in Secondary Schools by Management  
(1960 and 1966)

(Figures of enrolment in thousand)

Schools Managed by	Enrolment of Girls					
	1960		1966		1969	
	No.	%age	No.	%age	No.	%age
State Government	9.2	23.9	8.9	11.9	8.0	8.5
Local Bodies	2.1	5.9	5.8	7.9	8.7	9.5
Private Agency	27.2	70.2	60.1	80.2	76.9	82.0
Total	38.5	100.0	74.8	100.0	93.6	100.0

The Table above is illuminating. It shows that 7 to 8 girls out of every 10 girls enrolled in secondary schools have been studying in private girls' or boys' schools. Thus, it is the private enterprise that has been shouldering the main burden of expanding secondary education for girls and government and semi-government bodies like local bodies are playing a subordinate role. This is one major reason why secondary education has not been able to make rapid strides in the State of Gujarat. In 1969, 1,632 girls were studying in private schools that were not receiving any aid. We have no data on the quality of these unaided private schools. But the guess is that they must be better type of secondary schools charging high rates of fees, having better qualified staff. When a private secondary school decides to go without government grants, it has to maintain a high standard of instruction

in order that it survives in competition with other private schools charging fees at the rate sanctioned by the State Government.

Such was the picture of management of girls' secondary schools during 1960-1970.

#### 7.11 FINANCIAL ASPECT OF SECONDARY EDUCATION FOR GIRLS

We will now examine the financial aspect of secondary education for girls in the Gujarat State during the period under review. Our treatment of the issue will be limited to the extent of the nature and the details of data available from official quarters in this respect.

In 1960-61, the expenditure of the Gujarat State on education was Rs. 13,74.85 lakhs. This constituted 21.4 per cent of the total budgeted expenditure. The money expended on secondary education was Rs. 353.15 lakhs or 19.6 per cent of the total educational expenditure incurred during the year. The amount spent on girls' secondary school education was Rs. 46.90 lakhs (20). Thus, the expenditure on girls' secondary education constituted 13.2 per cent of the total expenditure on (girls' and boys') secondary education. The sources of income for expenditure on girls' secondary education for 1960-61 are not available. But the expenditure on secondary as a whole in the State was met to the extent of 38.4 per cent from government funds, 0.4 per cent from

district boards' funds, 0.8 per cent from municipal funds, 50.1 per cent from income from fees, 1.3 per cent from endowments and 9.0 per cent from other sources (21). The average annual cost per pupil in a high school in the State was Rs. 96.8. In 1960-61, there were 92,358 girls under instruction at the secondary stage in the Gujarat State and the total expenditure incurred on them was Rs. 46,90,125. Therefore, the per girl-student cost in 1960-61 was Rs.50.2.

At the end of the Third Five Year Plan period, i.e. in 1965-66, the total expenditure of the State on education rose to Rs. 19,73.50 lakhs. This amount constituted 20.4 per cent of total budgeted expenditure in 1965-66. The actual expenditure on secondary education was Rs. 809.90 lakhs. The percentage of expenditure to the total educational expenditure was 14.2. Thus, in terms of percentage of expenditure, there was a fall in expenditure on secondary education at the end of the Third Plan. The fall was by 5.4 per cent. This was rather unfortunate, because it had adverse effect on the expansion of secondary education for girls. The expenditure on girls' secondary schools in 1965-66 was Rs. 94.98 lakhs or 11.7 per cent of the total expenditure on secondary education. Thus, there was a fall by 1.5 per cent in the total percentage of expenditure on secondary schools.

It is not possible to work out the exact per girl-student cost, because the expenditure incurred on boys' schools also include expenditure on girls' studying in mixed high schools.

If we consider only girls studying in girls' high schools and the expenditure incurred only on girls' high school, the per girl-student cost will be about Rs. 185, in 1965-66. In this year, the distribution of expenditure on all secondary education, including girls' secondary education by sources of income was : government fund 49.2 per cent, local bodies funds 2.0 per cent, income from fees 32.4 per cent, and other sources including endowments, donations, etc. 16.4 per cent.

The latest figures available on expenditure on secondary education in the Gujarat State are for the year 1968-69. In this year, secondary education accounted for an expenditure of Rs. 12,18.67 lakhs. Girls' separate secondary schools had a share of Rs. 149.20 lakhs or 12.2 per cent in this expenditure. The per girls' school average annual expenditure would work out at Rs. 7934.7 lakhs in 1968-69. The per student annual cost in the girls' separate high school was Rs. 158.7. This would mean that per student cost in girls' high schools declined during the period 1965-66 and 1968-69 by Rs. 26.3

Such was the cost aspect of secondary education for girls in the Gujarat State during the period 1960-1971.

We had already discovered, in the preceding section, that girls' secondary schools were run by the private enterprise to the extent of 80 to 83 per cent. The major sources of

income were State grant-in-aid and tuition fees. We will examine both these aspects briefly and then will conclude our review of development of secondary education for girls in the Gujarat State.

Private aided secondary schools are given grant-in-aid by the State on the basis of conditions laid down from time to time in the State Grant-in-aid Code. The grant-in-aid is given to recognised private schools only. There are three types of grant-in-aid given to recognised private high schools: Maintenance Grant, Building Grant, and *Equipment Grant*.

When the Gujarat State was created from the old Bombay State in 1960, it followed the Bombay Grant-in-aid Code of 1957. According to this Code, high schools recognised in the previous official year were eligible to receive maintenance grant on their total admitted expenditure at the following percentages :

- (i) Secondary Schools in rural areas (non-municipal)  
33.1/3 per cent;
- (ii) Schools in other areas including cantonments  
30 per cent.

The Rule 93 of the Code, permitted the school managements to keep with them a surplus of 10 per cent of the total expenditure of their schools as a reserve fund and utilise this money for recurring as well as non-recurring expenditure which they regarded as essential.

This Code continued to be followed by the Gujarat State till 1962. However, in August 1962 when the rule for surplus was amended as under : "No surplus grants over the approved expenditure should be given to non-government secondary schools (21). This amendment affected the financial position of private high schools, and of private girls' high schools all the more.

The Gujarat Government published its revised Grant-in-aid Code on 1st April 1964. According to this revision, the rate of maintenance grants was changed as under :

"Subject to funds being available, all secondary schools and night secondary schools recognised in the previous year will be eligible for maintenance grant limited to deficit at the following percentage of their total approved admitted expenditure :

- |                                        |     |                                           |
|----------------------------------------|-----|-------------------------------------------|
| 1. Schools in urban areas              | ... | 45 per cent of the admissible expenditure |
| 2. Schools in rural and backward areas | ... | 50 per cent of the admissible expenditure |
| 3. Girls' schools in rural areas       | ... | 55 per cent of the admissible expenditure |

N.B.: Towns with a population of 50,000 and above according to the 1961 Census will be considered for this purpose." (22)

According to the revised Code, the maintenance grant would be calculated at 45 per cent (or 50 per cent or 55 per cent) of the admissible expenditure and the deficit would be calculated by deducting the income from the admissible expenditure (or approved expenditure) and the amount which was less would be paid as the grant. From 1964, it was

prescribed that no grants would be paid on the expenditure from term fees. This Revised Code improved the financial support for the secondary schools. It gave impetus to the development of girls' schools in rural areas. Thus, it constituted a step of advancement for secondary schools for girls.

The Revised Code provided for Building Grant at the rate not exceeding 1/4th of the total expenditure. It also provided loans to managements for buildings at moderate rate of interest and payable in easy instalments. This provision in the Grant-in-aid Code helped the private managements of girls' high schools further and an impetus was given to promote the cause of girls' secondary education.

The Revised Code provided for equipment grant. This led to the improvement of school equipment, furniture, library, laboratory, workshop, audio-visual teaching aids, etc. of girls' high schools. The equipment grant was a step in the direction of improvement of quality of instruction in girls' high schools. The Hostel Grants also provided an incentive to private managements to the spread of secondary education in sparse populated and backward rural areas. Thus, the Revised Code improved considerably the financial conditions of the private managements of mixed and separate girls' high schools.

In 1967, a further advanced step was taken by the State Government to improve financial support to private managements

of secondary schools. It appointed a Committee under the Chairmanship of Shri Ishvarbhai Patel, the then Vice-Chancellor of the Sardar Patel University, Vallabh Vidyanagar. The Kothari Education Commission had introduced a new element in the thinking on grant-in-aid to private schools. As the expenditure on teachers' salaries constituted a major item of school expenditure, the Commission focussed its recommendations on teacher-costs and non-teacher cost. Its recommendation was that a secondary school should be paid grant-in-aid (a) equal to the teacher-costs, (b) plus the actual non-teacher costs incurred (or the upper limit prescribed, whichever is less), (c) minus income from fees at standard rates after allowing for the prescribed percentages of free-studentship, and (d) minus the prescribed contribution to the total recurring expenditure which the management would be required to make from its own funds and not from fees. (23)

The Ishvarbhai Patel Committee made recommendations for the revision of the Grant-in-aid Code based on the Education Commission's recommendations. In some respect, it is claimed that this Committee's recommendations go a little longer in improving financial conditions of secondary schools including girls' secondary schools. The recommendations of the Ishvarbhai Committee were as under :

- (a) The grants should be related to the salary bill of the school in respect of the teaching and non-teaching staff at the approved rates and according to the approved norms;

- (b) Payment of advance increments to teachers employed in rural high schools as a part of their pay should not be permitted hereafter but in the case of those who were already receiving such increments and hence increased pay, their salary might be taken as part of their pay for the purpose of calculation of grants, but these should be separately shown;
- (c) If the managements have a difficulty in getting the teachers, it should be open to them 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 them from their own funds or from expenditure for educational purposes (i.e. 30 per cent of the 20 per cent);
- (d) In view of the difficulties in getting qualified and experienced teachers in tribal areas, the teacher in the area should be entitled to receive a special allowance on the same lines as being paid to government servants in these areas and this allowance should be considered as part of the employments of teachers of the purpose of calculation of grants.

There were other minor recommendations also. We have considered here those recommendations which were likely to help or hinder the development of secondary education for girls. It must be conceded that the recommendations of the Committee are very progressive and modern, and they would go a long way in easing the financial load of private management to foot the bill of teachers' salaries. The Committee also improved rules for giving building grants. For instance, it enjoined that in case of schools located in the rented buildings, actual rent including taxes directly paid by the management be admitted for grants on the non-teacher costs. In the case of buildings owned by the management, rent not exceeding 6 per cent of the cost of the building was permitted. This condition also left enough incentive to the management of secondary schools to go in for their own school building. The Committee recommended that the other educational expenditure be restricted to 20 per cent of the salary bill on teaching and non-teaching staff.

Thus, by and large, the Ishvarbhai Committee's recommendations for grant-in-aid to private secondary schools were favourable to the spread of all secondary education including secondary education for girls. There were two recommendations which were likely to prove as obstacles to the development of girls' secondary education, e.g. the compulsory contribution laid down for the private management to be paid from their own funds to meet the expenditure on account of secondary education.

for girls, and requiring the management to pay from their own funds additional increment they are required to pay to teachers in rural areas who are not available on standard rate of salary scales. The financial resources of private managements of girls' high schools are so limited that to load them with these two responsibilities would amount to taking away advantages given to them by the Committee's recommendations on grant-in-aid to be based on teacher-cost and non-teacher cost.

Apart from the liberal conditions for grant-in-aid created by the recommendations of the Ishvrabhai Committee and their acceptance by the State Government which marked an advance step in promoting the cause of secondary education for girls, there took place another epoch-making development in the State which constituted a landmark in the history of secondary education for girls in the State. This refers to the decision of the Gujarat Government to make secondary education for girls free beginning from Std. VIII-IX in 1969 and progressively year by year extending it to higher classes so that by 1971, it becomes free in all classes from Std. VIII to XI. This was a very progressive measure and it was calculated to go a long way in removing the economic obstacle to the rapid expansion of secondary education for girls especially in the case of poor parents in rural and urban areas of the State.

Thus ends our critical survey of the development of secondary education for girls in the Gujarat State from 1818 to 1971.

#### 7.12 CONCLUSION

During the decade 1960-1970, the Gujarat State made rapid progress in the development of secondary education for girls. By the end of 1970-71, the secondary schools had increased to 2,092 and separate secondary schools for girls to 202. Of course, the percentage of girls' secondary schools to the total secondary schools remained as small as 9.6, many secondary schools had become mixed schools and had been admitting a fairly good number of girls in them. There were 7,47,025 pupils under instruction in the secondary schools, of which 2,38,595 or 32 per cent were girls. This means that the imbalance between the educational opportunity for boys and girls at the secondary stage could be made considerably small. However, there still prevails considerable gap between the development of girls' secondary education among the 19 districts of the State. The districts fall into three district groups in this respect. The first group of districts where secondary education for girls had been able to make significant headway are : Ahmedabad, Kaira, Baroda, Surat and Rajkot; the second group of districts where conditions for girls' secondary education have been improving include Mehsana, Jamnagar, Bhavnagar and Junagadh; and the third group which includes

areas ~~are~~ very backward in educational provision for girls; they are Broach, Banaskantha, Sabarkantha, Panch Mahals, Amreli, Kutch, Dangs and Surendranagar.

The State Government largely depended upon private enterprise to develop secondary education for girls. That has been the policy of the Government. This, it has inherited from the former Bombay State of which it was an integral part. Despite the fact that girls' secondary education in the State progressed very slowly and in a small way the State has not thought it fit to change this policy and take direct responsibility for advancing the cause of women's education. That is why, more than 80 per cent of girls' secondary schools in the State are private. This should be said to the credit of Gujarat Government. It has made secondary education for girls free progressively from 1969. By now, it has been made free in all classes VIII to X. This is a great step. This measure would help the cause of women's secondary education in rural areas and backward districts like Banaskantha, Sabarkantha, Panch Mahals, Amreli, Kutch, Dangs and Surendranagar. This has increased State's participation in the financial support of female secondary education very significantly. Perhaps, the effect of this measure would be seen in the progress of female's secondary and higher education in the next decade. At present the enrolment of girls in Classes IX and X only as percentage of the population in the age-group 14 + and 15 + is only 12.32 per cent as against 30.35 per cent in the case

of boys. (24) This measure should result in raising this small percentage of girls' enrolment in the age-group 14-17.

There are some States where this percentage is high. For instance, it is 39.62 in Kerala, 16.89 in Maharashtra, Orissa 12.84, and Union Territories of Delhi 41.38, Manipur 20.36, and Pondichery 17.97. In Gujarat, the enrolment of girls in classes IX and X per 10,000 population is 26.90 while it is 86.55 in Kerala, 81.95 in Delhi, 38.67 in Div, Daman and Goa, 45.06 in Manipur and 32.52 in Pondichery. Gujarat would be enabled to move closer to these States and Union Territories by its measure of free secondary education for girls.

The State of Gujarat will have to expand its facilities for secondary education. Only a small percentage of its population has secondary schooling facilities. This will be seen from the following Table.

Table LXXXVII.

Habitations With and Without Secondary Schools in Rural Areas of the Gujarat State - District-wise Distribution ( 1965-66)

District	Secondary School at a distance upto							Grand Total
	Within Habitation	1 mile	1-2 miles	2-3 miles	3-4 miles	4-5 miles	More than 5 miles	
Ahmedabad	6.67	8.53	5.88	5.67	5.23	6.43	4.21	5.72
Amreli	1.84	9.65	1.91	3.30	6.10	4.35	4.86	3.40
Kutch	1.88	0.66	0.62	1.20	2.30	2.83	8.60	3.67
Kaira	19.43	22.10	15.62	10.02	5.71	5.01	3.40	10.13
Jamnagar	12.94	1.04	1.85	2.12	3.16	3.84	6.36	3.64
Junagadh	4.48	2.88	2.68	4.48	4.25	4.97	11.33	6.26
Dangs	0.14	-	0.01	0.01	-	0.11	1.41	0.47
Panch Mahals	4.43	11.58	9.08	10.05	10.04	10.28	7.69	8.41
Banaskantha	3.29	2.22	3.53	3.10	4.15	5.36	11.45	5.96
Broach	6.26	3.24	4.46	7.52	4.06	5.30	3.73	4.80
Bhavnagar	3.77	1.55	3.65	4.21	7.44	7.74	7.13	5.22
Mehsana	15.77	9.99	13.95	10.90	6.01	6.87	3.79	9.27
Rajkot	5.57	0.74	1.69	3.72	6.16	7.10	7.05	4.91
Baroda	7.40	8.47	9.31	8.67	9.83	6.44	4.45	7.19
Bulsar	3.65	12.58	8.59	7.96	5.36	4.67	3.54	5.96
Sabarkantha	5.35	5.60	6.86	7.94	6.35	6.15	3.36	6.50
Surat	4.50	7.10	9.19	7.20	7.71	7.64	3.94	6.71
Surendranagar	3.63	0.50	1.22	1.63	4.75	3.99	5.71	3.32

N.B.:— Figures show percentage of population served by secondary schools to the total population in the district

Source : Second Educational Survey of the Gujarat State, 1965-66, Table 41, pp.49-51.

The Table LXXXVII shows that there is considerable disparity in the provision of secondary schools among the districts locally, within 1 mile distance, 2 miles distance, 3 miles distance, 4 miles distance, 5 miles and more distance. The population served by each district also ranges from 0.47 per cent in Dangs to 10.13 per cent in the Kaira District. Thus, considerable proportion of the population in each district has no facilities for secondary schooling. This picture of inadequacy needs to be corrected as early as possible if equality of opportunity for secondary education is to be provided in the State in all districts, in urban and rural areas and for boys and girls.

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PART - III  
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FIELD-STUDY OF PROBLEMS