

CHALLENGE OF EDUCATION

—REAPPRAISAL AND REFORMULATION

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DEPARTMENT OF EDUCATION
GOVERNMENT OF GUJARAT,
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CHALLENGE OF EDUCATION

REAPPRAISAL AND REFORMULATION

CHAPTER I

INTRODUCTION

1.1 With the announcement of a Policy Perspective for a New Education Policy, Gujarat Government constituted a State Level Central Coordination Committee to advise the Government on the various issues involved in the context of the situation prevailing within the State. This Committee was constituted vide Government Resolution No.MIS.1385|3062|V2 dated 27.9.1985 and the Committee consisted of the following members :

- 1, Secretary, Education Department
2. Shri R.S. Trivedi, Chairman, Higher Secondary Education Board
3. Shri Daudbhai Ghanchi, Member, Primary Education Commission & Principal, Modasa B.Ed. College.
4. Shri Natwarsinh Parmar, Surat.
5. Shri Sudhirbhai Pandya, Director, Physical Research Laboratory, Ahmedabad
6. Shri R.V. Pandya, Vice Chancellor, Bhavnagar University, Bhavnagar
7. Prof. J.B. Sandil, Chairman, University Book Production Board, Ahmedabad.
8. Shri H.A. Mistry, Member, Gujarat Service Tribunal
9. Director of Higher Education, Gujarat State
10. Director of Primary & Adult Education
11. Director of Technical Education
12. Shri Rajanikant Jani, Shreyas Vidyalaya, Vadodara

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13. Shri Sahdev Chaudhary, President, District Panchayat, Surat
14. Shri Harshkant Vora, Gandhi Vidyapith, Vedchhi.
15. All Deputy Secretaries, Education Department

Invited Members

16. Smt. Kumud Bansal, Director, Government of India, Ministry of Education, New Delhi.
17. Dr. P.N. Dave, NCERT, New Delhi.
18. Dr. N M. Bhagia, NIEPA, New Delhi.
19. Dr. Giridhar, Indian Institute of Management, Ahmedabad
20. Dr. T.V. Rao, Indian Institute of Management, Ahmedabad.

1.2 The Committee met for a total number of seven times and had detailed discussions on all the facts of education. Prof. Hasmukh Patel, State Minister for Education also gave the Committee benefit of his advice during a couple of meetings with the Committee.

1.3 Because of the time constraint, the Committee could not undertake any detailed academic studies. However, the committee had the benefit of recommendations from different forums. The recommendations contained in the following pages reflect the considered opinion of the committee on administrative action which can be taken by the State Government to achieve optimum results, and the directions for new policy formulation. Again because of the time constraint and lack of academic studies, the Committee has not suggested specific recommendations on the subject of examination reforms though it agrees that the system does need reformation.

CHAPTER II

POLICY PERSPECTIVE, PRIORITIES AND STRATEGY

- 2.1 The Committee agrees with the view expressed in the Policy Perspective that education will have to be the basis for development of human society since through development of attitudes, values, capabilities both of knowledge and skills, education provides strength and resilience to people to respond to changing situations. This Committee also shares the view that the school curriculum should strengthen the unity within diversity and also instil in the students the need for promoting both a democratic and a just society. We also heartily reiterate the objective stated in the Kothari Commission Report that education should be the instrument for peaceful social change.
- 2.2 As regards priorities, this Committee agrees that elementary education and its need should be fully met before further investments are made in other sectors. While the need for pre-primary education or the role of Angan-Wadis is not to be belittled, the idea of diverting scarce resources for pre-primary education has to be relegated to a second place till sufficient funds for elementary education are made available. It also endorses the view that the further school education both at the secondary and higher secondary levels should provide the necessary vocational dimension for education. In the field of adult education, it is agreed that the problem basically is to find out as to who will be the catalyst of adult education. In the opinion of this Committee, the schools should be centre for carrying all activities in this field whether it be by employers or by any other voluntary agencies. This Committee feels that a major break through is possible now in this field specially with the development of mass-media of T.V. and by computer-aided education specially for language

teaching. As regards higher education, the Committee feels that it should be within a system where equal opportunity is provided and it should be a system which produces a higher proportion of competent professional manpower, which is of assistance in increasing productivity and promoting economic growth.

- 2.3 So far as voluntary agencies in the field of education are concerned, the State Government has been operating through voluntary agencies. It is, however, a fact that the contribution of the voluntary agencies in terms of additional resources for the sector has been negligible. In fact, even when the institutions are being funded cent per cent by the Government, it has been found difficult to even enforce the minimum reservation percentage for Scheduled Castes and Scheduled Tribes and in some private institutions. We have had to take necessary action to ensure that employees who are paid from State Government funds are not subjected to whims and fancies of such voluntary agencies. As regards the role of voluntary agencies, looking to the total cost involved, their contribution can only be marginal and limited to specific functions within the system.

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CHAPTER III

ELEMENTARY EDUCATION

3.1 The State Government has been paying constant attention in this regard. In terms of outlay of funds both Plan and Non-Plan and gross enrolment figures, the results are given below:

TABLE I

Sr.	Year	<u>Expenditure</u>		Total enrolment (in lakhs)	Enrolment as percentage
		Plan	Non-Plan (Rs. in lakhs)		
1	1981-82	454.10	9673.35	55.94	86%
2	1982-83	652.74	11526.12	58.70	88%
3	1983-84	772.51	14614.74	60.45	90%
4	1984-85	854.37	20870.00	62.80	93%
5	1985-86 (Provl.)	599.38	22314.29	66.80	94%

As of today there are 1.57 lakhs teachers working in the field of elementary education. It is true that in the early years, the Plan could not provide for as many teachers as were required as per demographic projections. However, over the last 5 years, by paying constant attention the gap between the requirement of teacher as per demographic projection and the actual sanction has been shortened. However, the present policy of treating for primary education the parameter of number of students instead of class requires change. The parameter should be class and not number of students, and there should be one teacher per class. This is an essential structural change which is required. It will not involve any large additions wince in the developed areas either of the parameter of number of classes or number of students will not make much of a difference. However, for the less developed areas with lower enrolment, the load

on the teachers becomes greater and the quality of education suffers. In a State like Gujarat where it is possible to get fully trained primary teachers, not to speak of B.Ed. teachers also being available for teaching in the primary sections, the filling in the post of primary teachers will not become a problem. Instances may, however, be cited, of remote areas of Kutch or interior tribal areas, where there is a high turn-over of teachers; but such instances are very few in the overall context and such individual area problems can be met with by an integrated approach for that particular school or area. This need not be allowed to distort the total picture.

- 3.2 As regards location of these primary schools, there are only 1326 hamlets remaining which are without a school within the walking distance. This accounts for a total population of 2.00 lakhs. The Committee feels that each one of the areas should be provided with a school.
- 3.3 The infrastructure facilities in this State are not inadequate. We have 103,304 pucca class rooms; 100% provision for black-boards and drinking water is available in about 51% schools. 3000 schools are now single teacher schools. It is true that the budgetary allocations from Plan expenditure have not kept pace with the growth of investments and rising prices but with the investment profile as mentioned earlier, it would be a short-sighted policy to grudge the marginal additional investments required to make it into a properly constituted system. For instance, when a large investment by Government is going into brick and mortar, to insist that primary schools along should have public contribution is unjust specially when the deprived areas are necessarily the more backward and less affording communities. While

attempts at use of cheaper building materials can, of course, be adopted, the reduction in cost cannot account for more than 15% by such methods. In this State we have already accepted as a policy, that for school building any material may be utilised so long as minimum floor area and ventilation is ensured. However, school buildings being also important community assets, villages have not been prepared to accept less than pucca buildings as schools. It is the firm opinion of this Group that the State Government should not grudge the marginal additions in this field now, when a large infrastructure has already been created. What should be attempted at, is a policy whereby school buildings become a multi-purpose building with other activities of the village also taking place in the same building at different hours. An imaginative policy for giving the names or acknowledgements could help in flow of donations for construction of school buildings. While sanctioning colony type of structures, the authorities of local bodies may insist on a school plot also being provided to cater the needs of elementary education of housing colony within the complex itself. The building bye-laws can be suitably amended to provide for the school plot on the lines of existing provision for common plots. Industrial houses can similarly provide for an open plot in their workers' housing colonies also.

- 3.4 The Committee views with concern about the emphasis being offered regarding new initiatives through the Non-Formal education replacing the Formal school system, as an alternate system. This Committee is of the strong opinion that for the new growing minds, the school environment is a very necessary environment and while a supplementary system could be envisaged for meeting the needs of those who are not able to avail of the system for one reason or the other, the essential responsibility of the State to provide the infrastructure should not in any way be abdicated. A non-formal system

should be basically to bring the children into the fold of the formal system by lateral entry. Even this non-formal system should be manned by properly qualified teachers specially when such teachers are available within the State. It is significant to note that the quality of students seeking admission to PTCs are all First Class students and this applies to candidates from Scheduled Castes and Scheduled Tribes also (during the year 1985, the percentage of marks obtained by the last candidate was 60.56% and 56% respective for S.C. and S.T. candidates). The Committee also feels that if a no-detention policy is adopted in the elementary school system, the problem of stagnation and retention may also become less in course of time. The Gujarat State has already a system of un-graded system for Classes I and II.

- 3.5 Related issues relate to total period for the primary school system. The elementary school system in Gujarat is a 7 year school system and the Committee does not see any reason to increase it. A 7 year school system can be provided almost at the door steps of the community at large.
- 3.6 The Committee was also concerned with the component of Science Education within the school system and is convinced that the Science and Mathematics should form an integral part of the 10 years school system which can be properly distributed at elementary and post-elementary levels of education.
- 3.7 As regards teaching in languages other than the mother tongue, the Committee is of the opinion that for Gujarat one cycle of learning of 3 years in Hindi and two cycles of 3 year learning in English should be introduced within the 10 year school system. For Gujarati knowing students, it is felt that one three year cycle of Hindi learning

should be adequate because of the language affinity and also because of the general environment outside which can sustain the knowledge acquired in one cycle within the school system.

3.8 The Committee is also concerned with the problem of stagnation and retention. While it has some relation to the issue of economic status of the students, the Committee feels that a dent can be made in this problem by taking the following measures:

- (1) Provision of adequate number of teachers so that each standard has one teacher;
- (2) Qualitative and more attractive production of school textbooks including Teachers' hand-books and Students' work-books;
- (3) Intelligent use of mass-media including T.V. aided teaching programmes;
- (4) Adequate remedial coaching for weaker sections;
- (5) Mid-day meal programme (Besides providing economic support, provision of mid-day meal has proved to be successful in combating the retention problem. Apart from contribution of nutrition, it has been discovered that mid-day meal has also added to up-holding of certain values of community living).

3.9 Within the elementary school system certain variants in the form of curriculum can also be provided. There are a number of Ashram Schools which provide boarding facilities. A different curriculum is regulated in the post-basic schools with specific accent on agricultural and rural industries. In remote areas, hostel arrangement can be attached to individual formal primary schools also to specially cater to the needs of deprived sections.

3.10 Nevertheless, the system of supervision and administration through the School Board system as at present needs a second look. The State Government has set up a Committee for the purpose. Since a comprehensive study has been undertaken, the Committee is not offering

any comments on the administrative system as prevailing under the Primary Education Act.

- 3.11 However, there are two aspects of the problem on which the committee wants to express itself clearly.

Popular contribution for schools buildings or for financing of elementary education can at best be only marginal. Setting up of local committees can therefore only be for looking after the immediate needs by way of facilities for the school. As regards academic direction and advice, this will have to be provided by a peer group and the question of attaching primary schools to a lead secondary school within the area for academic guidance and supervision could be followed up. This idea has already been incorporated in the Kothari Commission report.

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CHAPTER IV

ADULT EDUCATION

- 4.1 With 43% literacy it is true that a massive programme will have to be launched for removing illiteracy from the State. The State has been pursuing the national adult education programme alongwith the other programmes like Rural Functional Literacy Programme. Nevertheless, in the field of adult education, it is felt that there is a need for a new technology.
- 4.2 With the video education and widespread of television particularly with the setting up of Community T.V. sets, an entirely new technology is available. In the field of adult education unlike elementary education, the function is specific viz. promotion of literacy. The adult in this case has already attained a certain level of development but without the literacy in-put. Computer assisted language learning is a new methodology available and in the field of adult education a break through may now be possible with both T.V. and computer coming to the aid of the instructor. As cited earlier the problem in the field of adult education is to find out the medium which can work as catalyst. The educational institutions in the area can become the centres within which such a catalyst can become operative in the best possible manner.

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CHAPTER V

SECONDARY EDUCATION

- 5.1 In the field of secondary education, in the State of Gujarat, a comprehensive Secondary Education Act has been enacted which clearly distinguishes academic and administrative functions. The Secondary Education Board is the fountain head for all academic direction, supervision and innovation. Even the District Education Officers' inspection reports are submitted to the Secondary Education Board and in this function they act as officers of the board. Thus, the Board in Gujarat is not merely an examining body.
- 5.2 In the State of Gujarat, the majority of the Secondary Educational institutions are run by private societies from funds fully made available by the Government. In that sense, the contribution expected by the State Government from the voluntary agencies in the field of direction and supervision. To ensure teachers' rights, measures like direct payment of salaries, creation of separate Tribunal to look into the grievances have been created. The system has led to a large expansion of facilities. However, working of the system to promote standards and whether the provision made within the system itself is adequate etc. have been again gone into by a separate Commission and the State Government will be bringing refinements in the system as per recommendations of the Commission.
- 5.3 The State Government, therefore, is not in favour of suggesting any major changes in the administrative system excepting for carrying out the changes after the study by the judicial Commission. However, in the field of secondary education, the Committee would like to recommend to the State Government that the following points should be noted:

The Committee feels that school system should be a 10 year system. The Committee also strongly feels that within this system Science and Mathematics component should be an essential ingredient if the student is to be trained to meet

the challenges of the 21st century. In addition, the Committee is not in favour of any change in the system, and the system should be as recommended in the Kothari Commission report. It is reiterated that any streaming would have to be only after ten year school system. The number of drop-outs at the elementary stage should not lead to the wrong decision to deprive the continuing students from being imparted necessary modicum of knowledge about Science and Mathematics. The policy aim should be to ensure a 10 year school system for all and this should be introduced all over the country.

- (2) While a core curriculum is a desirable thing, the individual States should be allowed to devise their syllabi and curriculum to reflect the state of development which in turn is a factor of history, ethos and economic developments within the area. The mobility at the school stage in the overall context is not of such large magnitude as to jeopardise the convenience and requirement of the much large majority of the students. In any case, the Central School system and the system provided by the All India School Certificate Examination already exist to cater to the needs of such migrant but mini-scale population at the school stage.
- (3) The Committee feels that while the 10 year school system is necessary, variants in the form of post-basic schools (Uttar Puniyadi) or in the form of technical schools (under the Sarjeant Committee Report) which substitute technical and rural subjects in place of social science subjects should be allowed to be continued. In fact, in the contest of rural India, the system of post-basic schools and other schools communicating education as per the basic education programme of Gandhiji has a relevant role to play even today. This system should also be strengthened after suitable survey and study so that the needs of the rural masses could be well met. A system of pre-vocational schools to cater to the needs of drop-outs after seven class could also be considered to meet the needs of children who will not be able to go through a 10 year school system; but care will have to be taken to see that these institutions are limited to meet the needs for such students and not as substitute arrangements for the 10 year school system.

- (4) The Committee feels that in the schools system there should be a specific injection of a value of system to be imparted to the students. In addition, a grounding in Fine Arts by way of music| crafts should be an essential part of the curriculum. An important function of the school system should also be work experience. The scope of work experience should be properly refined and incorporated within the institutional frame-work by provision of suitable teachers and funds.
- (5) Vocationalisation at 10+ stage should be encouraged and the provision of number of students in the vocational institutions should be equivalent to the number provided for in the academic system but the Committee strongly feels that vocational education calls for a different pedagogy and therefore instruction should be imparted in vocational institutions with vocation as the aim, with additional academic knowledge in the related subjects. The Report of Kulandaivelu Committee has accepted this in Engineering related vocational trades. The logic should equally apply to non-Engineering Vocational trades. In the State of Gujarat, a conscious policy has been adopted to increase the vocational seats in vocational institutions and the following table shows increase in the number of vocational slots available for the 10+ students:
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|--|----|-------|
| 1. Engineering Degree | :: | 9940 |
| 2. Diploma Holders | :: | 15224 |
| 3. TEB Certificates | :: | 54322 |
| 4. ITI Trainees and
Apprenticeship Trainees | :: | 46000 |
- (6) The Committee also feels that Sports and Physical activities have not received due attention. Therefore, every school must have a well developed play-field and for schools which do not have any play-field, Government should evolve a scheme whereby surplus land could be allotted to them or play-field at least could be shared.
- (7) As regards the working conditions of the teachers and Principals and the terms of grant-in-aid, since a National Commission is looking into this matter, no specific recommendations are offered. The Committee feels that there should be regular Commission to review the emoluments and service and conditions of teachers.

- (8) Similarly, vocational guidance and career management should also become an essential part of the school system and training in vocational guidance should be given to every secondary school teacher.
- (9) As regards the concept of model schools, the Committee feels that excellence should be promoted every secondary schools. As the Policy Report rightly says, institutions in urban and rural areas should not have varying facilities. In Gujarat, since the private managed institutions are run from funds made completely by the State, the difference in the facilities is not much. Nevertheless, qualitative difference in schools do exist. The Government of Gujarat is already implementing a scholarship scheme (and there is also a Central Scheme) by which students seeking admission in these schools are allowed scholarships to cover hostel facilities. Over 2000 students are already availing of such facilities. The Government is also thinking in terms of presidential schools and by specifically providing hostels in selected secondary schools so that the students can have a proper atmosphere to devote themselves to studies completely. Any additional facilities to individual schools should be on the basis of actual results shown by these schools after an objective study of all the parameters involved.
- (10) The Committee also supports the idea of setting up of community science laboratories in larger numbers to supplement the school teaching in Science and to awaken the students interest in such matters.
- (11) The Committee feels that special attention needs to be paid to monitor girls education and recommends the creation of a separate post of School Inspector for girls' education.
- (12) The Committee feels that 10+2 system should be introduced in all the States. The Committee also feels that +2 system will have to be within the school system and routing of the 12th standard into the school structure necessarily is done with a view to fit the children in the pedagogical school system. Therefore, attaching this class to Colleges will be against this rational.

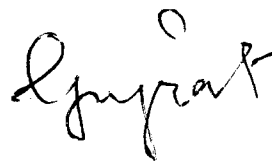
CHAPTER VI

HIGHER EDUCATION

- 6.1 When the Report itself has come to the conclusion that only 4.8% of the relevant group are being catered by the higher education institutions (and so far as Gujarat is concerned the present facilities cater to 4.23% of the related age group), the general impression that there has been an unnecessary proilifiration is not based on facts. It is true that the facilities in the college may vary but to that extent the first effort of any Government should be to bring the facilities to a certain minimum standard. So far as Gujarat is concerned, the institutions without these minimum standards are very few in number. The Committee also feels that the present status and amelioration in the conditions of service of teachers owe a great deal to the fact of collective bargaining and organisation of the teachers associations. In this light therefore the statement that "Universities and Colleges are becoming notorious for rampant casteism, regionalism and inbreeding" is an over-statement so far as institutions in this State are concerned.
- 6.2 Similarly, to state that "there is a widespread feeling that the present state of higher education is largely the result of the overt and covert interference by external agencies" is also wide off of the mark. This is not to say that all is well with the higher education. The chief problem with the higher education is non-availability of resources. As the Report has correctly stated that "resources available for higher education have been extremely adequate. The needs are immense, for expansion as well as for qualitative improvement." Reference was made to the National Commission reviewing the problem. It is suggested that this National Commission may periodically review the requirements and lay down norms for minimum level of expenditure per student basis in every elementary, secondary, higher secondary and higher education institutions.

- 6.3 In addition to the formal University system there is need to have an apex body to monitor and guide the rural University system, which is already under operation in Gujarat. There are eight Gram Vidyapiths and they provide higher education for the products of the Post-Basic schools (Uttar Buniyadi Schools). [as already referred in para 5.3(3)].
- 6.4 The Committee also feels that all University level institutions should be vested with autonomy both financial and administrative on the basis of per student cost as mentioned in a later chapter.
- 6.5 The Committee also feels that there is need for an external inspection machinery for our Colleges similar to the machinery available for elementary and secondary schools. This machinery will also ensure that the College teachers receive adequate and periodical in-service training together with training for improvement of qualifications. As regards funding procedures, these have to be stream-lined. In this connection, the State has appointed a Special Committee.
- 6.6 The Committee also agrees that a moratorium should be placed on further expansion of Colleges and though the question of a ban of new Universities cannot work against breaking up of unwielded University institutions.
- 6.7 In the case of higher education, this Committee does not feel that the problem is not of access and equity but not preventing waste of scarce resources in producing a large number of unemployables. The problem is not as simple. For the first generation learners getting a degree is a question of equity also and mere delinking degrees from jobs is not going to ease the problem.

Even as it is, the jobs available are so few that till a job is available, the student has to be doing something. However, suggestion that at the post-graduate level only those students should be admitted as have academic records, is valid. However, distance learning system should be suitably strengthened. The Committee agrees that the emergence of Capitation Colleges should be put down. In the field of teachers training, it is not true to say that the candidates seeking training are with low academic standards. In fact, with teachers job having certain guarantee of emoluments, the student seeking admission to such Colleges are persons with high degree of academic achievement.

TECHNICAL EDUCATION

- 7.1 In the field of technical education, the infrastructural set up is properly conceived; but however it is necessary to see that the flow of funds to these institutions is not restricted when the number of technical institutions increase as they are bound to do with greater stress on technical education. The Committee endorses the view that the linkage of technical education with manpower planning should be strengthened. The inability of technical institutions to attract good teachers is also a problem which should be kept constantly under review by the National Commission.
- 7.2 One of the serious problems in the field of technical education has been the problem of finding funds to modernise the equipments so that absolute machinery and procedures could be dispensed with. For this as well as for training needs, there is need to effectively bring about interaction between the industries and technical institutions. To bring about this interaction, Sandwich-based courses must be progressively encouraged on a large scale. The Committee also felt that linkages should be established between Certificate, Diploma and Degree Level education so that bright, aspiring students have opportunity to improve their qualifications. Due importance should be given to part-time education which only costs 20 to 25% of regular full time courses.
- 7.3 Distance learning, establishment of NODAL Centre for continuing education, special facilities for technical education of women, training of teachers in micro-processors, development of educational technology need urgent attention for strengthening and diversifying technical education system.

CHAPTER VIII

TEACHER AND TEACHER EDUCATION

- 8.1 This is one of the fields where considerable attention will have to be paid. A co-ordinated effort in training is necessary so that the existing B.Ed. institutions can undertake re-training and orientation training at regular intervals for all teachers.
- 8.2 The Committee feels that in the present context the two-year system after 10 year school system for training of elementary teachers is sufficient keeping into account the economic ability to bear the costs particularly in terms of awaiting period for a job.
- 8.3 The present B.Ed. institutions can also turn out B.Ed. in primary education who can be made suitable for taking the higher classes in the elementary school system. However, there is need to avoid different scales of remuneration for the teachers teaching in the same classes.

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CHAPTER IX

RESOURCES

- 9.1 As a policy, successive Governments have agreed that education should be made available at no cost or at minimal cost. In fact, any attempt at increasing fees has always been a sensitive issue from the early days of National Government. In pure economic terms also, looking to the cost involved the idea of fees covering any large percentage of cost is out of question. In fact, even as per present fee structure the less well to do necessarily pay a larger percentage of the education cost than the others. The percentage that fee forms as a part of the total expenditure in Engineering, Medical, IIT or IIMs is awfully poor percentage and much lower than the percentage cost born in the other institutions. What is necessary is a proper structure of flow of funds. To ensure proper flow of funds there should be regular National Commissions on the lines of Finance Commission to periodically review the cost per student at all stages of education - elementary, secondary, higher or technical so that the institutions concerned can be provided with funds on the basis of the unit cost. Such a funding procedure will ensure that autonomy is exercised by the educational institutions within the overall financial limits laid down. While this can give a micro-dimension, the macro-dimension will have to be provided by deciding on a certain percentage of the Gross National Product. It is also necessary to see that State and Central responsibilities should be specifically spelt out. The High Power Joint Commission proposed in para 4.70 in the Perspective Paper can perform this function.
- 9.2 As regards additional resources, it is the opinion of this Committee that any levy to be taken for imparting of education should be (1) by way of a general levy as a part of tax structure and not related to individual students, (2) by way of cess on employers organisation specially

to cost of technical education The Committee is aware that fees as a historical legacy of raising resources need not be entirely dispensed with. It has however to be recognised that fees will necessarily remain only a very small percentage of the total cost

9 3 The Committee would like to stress the point that if a Joint Commission could settle on per unit cost in the field of education, the concept of autonomy can have a greater meaning

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