

CHAPTER I

INTRODUCTION

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I. THE PRESENT POSITION OF SECONDARY EDUCATION

(1) Situation of Secondary Education in Post Independence Period upto 1953*

After India got independence, the situation in education changed considerably because India adopted democratic system of Government. But in order to imbibe democracy in the very life of the nation, it required to gear its education on the same basis. Moreover, the goals of education changed considerably with India as a free nation. Now, India wanted an able citizen, a true citizen who must be able, not only to live but live with others, and live for others. From the year 1951, India adopted a planned economy. Five Year Plans of India gave education a different shape. Larger number of personnel were required in the field of science and technology. This necessitated the institutions like multipurpose schools and polytechniques. In other words, it can be said that independence led India to change the aims and ideals,

* This is a period before the publication of the Report of the Secondary Education Commission.

values and goals, form and shape and organization and administration of the system of education.

When India adopted its own Constitution in 1951, it adopted the principle of giving free, compulsory primary education to all. It required to provide for various courses and channels in the curriculum to be revitalized to take up the challenge of educating the society through adult and social education classes. In fact, the entire system got a conceptual rethinking between the period 1947 to 1951. ?

In the year 1952^a Commission under the Chairmanship of Dr. Mudaliar was appointed which gave its report in the year 1953. At the time this Report was published, it was accepted and welcomed by the educationists from all corners of the country. The Journal of Education and Psychology commented through its editorial in the following words:

We share the view that the Report compares favourably with some of the outstanding reports published in the West like the Spens or Hadow Report in England or the Harvard Report on Liberal Education. The Mudaliar Report will go down in the educational history of our country as one of the most businesslike reports on education, a report noted for its practical wisdom, realistic

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approach and functional outlook. If historians of education were justified in calling Jonh Locke, the eminent English educationist the 'Apostle of common sense in education'. They would be more than justified in endorsing this Report as, 'The Report of common sense in secondary education'.¹

(2) Observations of the Commission

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As already stated, the Constitution of India laid down that universal, compulsory and free education must be provided for children upto the age of fourteen within ten years of its promulgation. This directive was recognized as revolutionary. As a result of this directive, the quantitative expansion in the field of secondary education since 1947 has at times been described, not without justification, as explosion. Eighteen years of freedom have thus been, eighteen years of endeavour and expansion in Indian education. This leads one to the necessity of keeping some attainable goals in the direction in which the process and the progress of education should move. The Secondary Education Commission's Report gave a clear direction in these words:

¹ Journal of Education and Psychology, Baroda, 1953, Vol. XI, No. 3 (Editorial), p. 133.

The aim of secondary education is to train the youth of the country to be good citizens, who will be competent to play their part effectively in the social reconstruction and economic development of their country.²

Moreover, the Commission gave pertinent observations of the problems in secondary education in India, in the following words:

During our tour, many witnesses expressed disappointment with the present set-up of secondary education and referred to various defects which in their opinion, made it wasteful and ineffective and hindered the realization of its tone, aims and objectives..that this education was too bookish and mechanical, stereotyped and rigidly uniform, and did not cater to the different aptitudes of the pupils. The stress on examinations, the overcrowded syllabus, the methods of teaching and lack of proper material amenities tended to make education a burden rather than a joyous experience to the youthful mind.³

The Secondary Education Commission's Report enumerated many causes for weakness in education. Firstly, the type of education given in our schools is isolated from life; secondly, it is narrow and one-sided and fails

² Report of the Secondary Education Commission, (New Delhi, Ministry of Education, Government of India, 1954), p. 5.

³ Ibid, pp. 20-21.

to train the whole personality of the student; thirdly, until recently, English was both the medium of instruction and a compulsory subject for study; fourthly, the method of teaching practised, generally, failed to develop in the students either independence of thought or initiative in action; fifthly, the increase in the size of the classes has considerably reduced personal contact between teachers and pupils; finally, the dead weight of examinations has tended to curb the teacher's initiative, to stereotype the curriculum, and to promote mechanical and lifeless methods of teaching, to discourage all spirit of experimentation and to place the stress on wrong or unimportant things in education.

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The importance of secondary schools in the Indian set-up of education, need not be over-emphasized, because, teachers, for primary and secondary education are provided mainly by the secondary schools. Again, it is secondary schools which prepare students who wish to go up for higher studies. Secondary education has thus a vital role to play in the programme of education of the community. It is, however, common knowledge that secondary education has till now been the weakest link in the Indian educational chain. Quantitatively, it provided

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facilities for barely two per cent of the young persons in the age group of eleven to seventeen. This number is inadequate to satisfy the needs of large and growing democracy. Besides, even this meagre number was selected, not on the basis of ability, but on the basis of the capacity of the family to pay the necessary schooling expenses. Qualitatively, it had no specific character of its own nor it could be regarded as a definite stage marking the end of a specified standard. Treated as merely a step to higher education, almost all who pursued it, drifted into the stream of university education. Again, it was far too general and did not cater to the wide variety of needs of pupils with different aptitudes. The reconstruction of secondary education both quantitative and qualitative was, therefore, an urgent necessity. On one hand, facilities had to be extended to provide schooling to far large numbers, on the other hand, it was necessary to provide a wider variety of subjects for children with different aptitudes.

(3) Recommendations of the Secondary Education Commission

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The Secondary Education Commission studied all these questions and gave suggestions. The following

Why is a brief summary of the suggestions extracted from the Report with adequate comments by the investigator:

(1) Secondary education, as distinct from primary or higher education has been correctly defined in the Report as 'a self-sufficient course preparing students to enter life after completing the course' (p.10), for, in our country it has long been considered as just a preparation for the university, which has, therefore, dominated the school more than in any other country. The fact that for most pupils formal education ends (or should end) with the high school, emphasizes its responsibility for developing in its pupils 'the capacity for clear thinking and a receptivity to new ideas' (p.24). This latter phrase means, in a heterogeneous democracy like ours, not only tolerance of ideas and ways different from one's own but even 'the welcoming of differences which make for the enrichment of life' (p.25).

(2) Education, it is refreshing to hear from the Commission, must 'unlock the latent

energies' of children; and since many of these energies correspond to practical needs, practical training in the use of eye and hand is no less necessary than theoretical.

- (3) Technical education is, therefore, recommended in the Report as compulsory in the high school, not to such a degree or with such an orientation as to produce artisans but to complete and practicalize an otherwise one-sided and excessively bookish education.
- (4) The Commission rightly insists on the handicraft being treated as an important subject and on a really qualified teacher being in charge of it, for, competence creates interest.
- (5) Another important feature of the proposed curriculum in Section E, where 'a general course in social studies and general science should be provided at the high school stage for those who do not take up these (or allied) subjects among their

optionals' (p.89).

- (6) Chapter VII of the Report deals with methods of teaching, which are more important than curricula. Perhaps our preoccupation with passing examinations has led to that childish competition among schools for percentages of passes which in turn accounts for wrong ways of teaching, study and examining.
- (7) The Report says (p.107) that 'the teacher must concentrate on two things; quickening of interest and training in efficient techniques of learning and study.' Here it puts its finger on the fundamental psychology of study.
- (8) What the Report says about the library, the museum, and audio-visual education will be generally approved. The Commission rightly insists that the library should be the best and most attractive room in the whole building, spacious, well-ventilated, with books accessible and usefully catalogued, and (since men are more important than machines)

that the librarian should be himself a man of books and not (as too often he has been) 'a clerk or an indifferent teacher' who cannot give others a love of books which he himself does not possess.

- (9) Since secondary education is intended to be a complete preparation for life, it must, above all else, develop the moral side of the child's personality - his sense of right and wrong, his admiration for whatever is noble and unselfish, his horror of whatever is low, mean, and dirty.

The Report rightly allots Chapter VIII to this important subject and admits that it has been comparatively neglected so far.

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(10) Chapter IX deals with a subject which is still practically unknown in India. The Report recommends the guidance and counselling of pupils by their teachers and by professional guides at various stages of their education and before they choose a career; and since this is a need for the

whole of India, it advises the Central Government to train Guidance Officers and Career Masters for the various States.

- (11) The terminal health-report of each student should go hand in hand with his academic report and both be sent to his parents three times a year. In this, too, as in other aspects of school organization, the teacher should be trusted and consulted by the parent more than before.
- (12) The Report does not recommend the abolition of examinations, but to make the whole success or failure of a student depend on one examination at the very end of his long course seems unreasonable. More credit should be given for the day-to-day work in class and to the opinion of the class-teacher and the headmaster who know him perhaps for years and may be trusted to know the standard expected of him. Perhaps the best sentence in the whole Report is written in this subject: 'The only way to make the teachers' judgements reliable is to rely on

them' (p.152). There is an interesting recommendation on the method of marking and evaluating on p. 153 of the Report: instead of numerical marks, it advocates symbols like A, B, C, D and E for class records and examinations which are less rigid than percentile marks.

- (13) Every stage of education, like every school, is made or marred by its teachers. The Commission, therefore, devotes twentytwo pages of its Report to the improvement of this profession, by recruiting a better type of person, by training him for a longer time and through better teachers and methods, by offering him better conditions of service after his training, and by allowing him to teach till sixty if he is otherwise fit.
- (14) Chapters XIII and XIV deal with the details of organization necessary to carry out the recommendations of the previous chapters. The same practical common sense is seen in this part of the Report. It is not necessary to go into the various ways of increasing

the income of a school, of managing its finances, and of maintaining satisfactory relations between the school and the Department of Education. A separate board for vocational and technical education and an overall Board of Secondary Education to coordinate all aspects of the entire school are among the means suggested.

- (15) The Report ends with a picture of the ideal school of the future according to its recommendations: a school, integrated with the environment for which it caters, completing and not contradicting the home and the community, a little world by itself composed of teachers and students in close co-operation in a common enterprise, sharing the responsibilities of study, discipline and games and thus preparing for an active share in the larger field outside school.

The Report combines idealism with realism, that while it imagines a bright future for secondary education, it does not ignore the difficulties in the way of any reform in a

system which has so many roots and branches. Quality, says the Report on p.226, should not be sacrificed for quantity. What then shall be done with the growing quantity? Is there any other avenue into which it can be diverted? The ultimate solution of all our problems must come from society as a whole. But this presupposes that society is convinced of their existence, their urgency, and the need for their remedy.

(4) Situation in the Post 1953 Period

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The Commission reviewed the situation upto the year 1953. The situation changed in the last decade as a result of the Report and its impact, and also that of the Five Year Plans. The rapid industrialization, the changing social pattern, the urbanization of rural population and the technological and scientific advances of the country also lead to the necessity of change in the pattern of secondary education. The secondary schools now can never go on with the same content of courses and with the age-old techniques of teaching. It definitely needs well modified curricula and dynamic methods of teaching. In fine, the social change has its impact on

secondary schools, which if met with, can produce able citizens worthy to meet with the sociological advances in future.

The chief movements in the changes are as follows:

- (1) As a result of the Five Year Plans, electricity has been provided to quite a number of villages. As a result, the modern communications like radio, film and news bulletins which were a distant possibility in the pre-independence period, became realities of life. This provided indirect education to the community.
- (2) Secondly, rapid urbanization is taking place in the country. Even the distant villages have been linked up with chief towns and cities through rails and roads. This led to a direct impact on education. New schools were required to be opened in even the distant villages because the transportation and communication system made it possible for the students to go to the schools.

(3) Thirdly, scientific achievement of the leading countries of the world and the progress of India to a small extent in the direction and the establishment of steel plants, atomic energy plants, and other industrial plants required highly trained technical personnel. This diverted the students towards taking up courses on science and technology. Opening of 1200 multipurpose schools, is a result of this change.

(4) With the adoption of democratic system of the society, of living and of Government, there came the need of educating the masses. Social education and adult education classes are a direct result of this need.

As a result of this, more schools were required to be opened, more and more teachers were required to be trained and changes in the curriculum, text-books, and teaching procedures were necessary. In other words, the role of secondary education became the most dynamic one. It had a twofold role to play: (1) To provide intelligent students to the colleges who could show their merits for higher studies. (2) To provide worthy and enlightened

citizens who would be able to earn their bread and live for others in the society.

(5) The Present Position of Secondary Education

Is our secondary education system doing the work expected of it today? It is, generally, observed that the students who come out of our secondary schools are so ill-equipped that the whole society is dissatisfied with our high school graduates. The colleges complain that they are ill-equipped to receive higher education. The employer complains that they are unable to cope with the work assigned to them. The industrial and commercial concerns as well as the Central and State Governments openly criticise the standards attained by the end of secondary education. This is a vicious circle.

Despite the fact that a number of new ventures have been introduced in the secondary school programme, the "yield value" is not yet seen and consequently the skeptical cry of falling standards has become the burden of the song.

The new experiments in the form of few projects, examination reforms, tapping structure of the examination papers, introducing a few 'technical hows' into the

classroom situations, instituting science clubs are being introduced. The Editor (Mr. T.K.N.Menon) of The Journal of Education and Psychology, rightly commented on the situation in these words:

The question here arises - why all these new movements and for what: Is this progress a mere mobility? The 'educational chorus' in the form of new techniques and new projects is being heard from a distance and like that poet, one would naturally raise a question, 'Will no one tell me what she sings?,'... or is it some familiar matter of today'?⁴

The new changes thus introduced, devoid of recent social, political and economic changes, are bound to create educational paradoxes. It is needless to stress that the educational programme cannot work in a vacuum. It works and grows into the social milieu. The problems that we are confronted with are umpteen and they need solution and the solution could only be secured through correct educational programme.

Because of this, the Education Minister Mr. Chagla, has appointed a Commission very recently to review all the stages of education and all the aspects therein. Dr. Kothari leads this Commission. The

⁴ "Editorial", Journal of Education and Psychology, Vallabh Vidyanagar, Vol. XXI, (July, 1963), pp.1-2.

appointment of the Kothari Commission by the Government of India in July, 1964 on the National System of Education for the country has aroused nation-wide interest, and has given rise to many speculations about the directions, shape and dimension of educational changes, imminent in India. Deep interest and concern are being voiced forth in knowledgeable circles about the solutions that the Commission would suggest to tackle the obnoxious problems of colossal wastage and high stagnation in elementary and secondary education, universalising elementary education among girls and the children of hill tribes, making nation literate, diversifying the secondary curriculum in the real sense of the term,.... raising the standards of achievement at all stages... It is expected that report of the Commission would be intensive and a turning point in strengthening Indian education.

(6) Need to Take Stock of the Situation

The report of Kothari Commission is yet to come. What is required at present is, the clear and precise picture of secondary schools in each state of India. This is because, after the Report of Secondary Education Commission not a single attempt is made to study or to take stock of the situation. The study should be made in

order to find out how far the schools have tried to implement the recommendations of the Secondary Education Commission and in what ways the recommendations are implemented? This study is required to be conducted of each state separately because secondary education, in India, is a State subject. Every State enjoys autonomy to shape and organize secondary education in its own way. A study of secondary schools of Gujarat would give the picture of secondary schools that is required at present. Such data would be greatly useful before the new Commission's recommendations - when they come - are given consideration, in addition to its being an evaluation of the present position in the light of the Secondary Education Commission's Report.

Thus, with this aim in view, the question arises as to what is the role of secondary education as defined by the Secondary Education Commission?

II. THE ROLE OF SECONDARY EDUCATION AS DEFINED BY THE SECONDARY EDUCATION COMMISSION (OBJECTIVES AND PATTERN OF SECONDARY EDUCATION)

Taking into consideration the changes in the society, the target of free, compulsory primary education, the constitutional directives, and the economic basis of

India, the Secondary Education Commission laid down the objectives and pattern of secondary education as follows: *Jr.*

- (1) The Commission emphasized the need to review the aims of secondary education. It laid down the aims on the basis of the changing political, social and economic conditions. As political, social and economic conditions change, and new problems arise, it becomes necessary to re-examine carefully and restate clearly the objectives which education^{-ists,} at each definite stage, should keep in view. Moreover, this statement must take into account not only the facts of the existing situation but also the direction of its development and the nature and type of social order that we envisage for the future to which education has to be geared.
- (2) The aims laid down by the Commissions are:
 - (a) Improvement of Vocational Efficiency,
 - (b) Development of Personality,
 - (c) Training for Leadership.
- (3) The Commission gave a clear view on the

duration of secondary education.

We recommend the following new organizational structure for secondary education after the 4 or 5 years of primary or junior basic education.

- (i) A middle or junior secondary or senior basic stage which should cover a period of 3 years.
 - (ii) A higher secondary stage which should cover a period of four years.⁵
- (4) The Commission also stressed the need for diversified courses. As a result of this the S.S.C. Board offers as many as 73 subjects. This means that the schools should make provision for teaching of these subjects.

The objectives and pattern of secondary education as suggested by Secondary Education Commission, put quite heavy demands on the secondary schools of India.

These recommendations of the Commission received support from all corners of the country. The Journal of Education and Psychology commented:

5. Ibid., p. 31.

The Commission will have the support of all fair minded thinkers when they categorically declare that in the entire planning of education and in the matter of its financial responsibility, there should be the close cooperation and coordination between the Centre and the States and that the Central Government should assure greater responsibility in some field of secondary education, such as teacher education, formulation of education and vocational tests, bringing up of technicians and physical welfare of pupils... It is hoped that the Union and State Government will implement the recommendation of the Commission without undue loss of time.⁶

III. THE NEED TO REVIEW SECONDARY EDUCATION IN EACH STATE SEPARATELY

As secondary education is a state subject the conditions must be different in different states of India. A study of the secondary schools in India was out of the scope of a single doctoral thesis, and therefore, the investigator kept in view the secondary schools of the Gujarat State only.

Such a study can be made only at a state level because the different aspects such as, the rules of Grant-in-Aid Code, the syllabi, the system of examination, are

⁶ "Editorial", Journal of Education and Psychology, Baroda, Vol. XI, (July, 1953), p. 132.

different in every state in this country. Therefore, it is advisable to investigate the present position of the schools where at least the policy, the Grant-in-Aid Code, etc. are the same. Proper study could only be made in this context. Under these circumstances, the investigator undertook to study the secondary schools of the Gujarat State.

In the present work the objective of secondary education, as given by the Secondary Education Commission's Report were kept in view, throughout the conduct of the investigation. The endeavour was to ascertain the degree to which the working of the secondary schools, was in tune with the objectives laid down by the Commission. It is to be remembered here that since the appointment of the Commission, the present investigation is first of its sort, at least in the State of Gujarat. Such a study will enable the administrators and educators to appraise the situation in this state which would help them to form a more realistic base for future educational planning.

IV. INSPECTION AND SUPERVISION TO REVIEW AND EVALUATE THE IMPLEMENTATION

In fact, the State Education Departments and their inspecting officers should see their way to giving

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greater freedom to schools in the matter of organizing the syllabus, selecting text books and adopting teaching methods. But in addition to that or even before this is done - there are certain elements of school work which the teachers and headmasters are really free to effect improvements in. For example, through self-evaluation process, the staff and the principal of the school can certainly take up improvement programmes at least on small scales. They can take the help of Educational Inspector in such a process. In fact, this is the very purpose of the system of inspection. In every inspection, the Inspector must apply the criteria to schools in order to evaluate its progress every year. The Inspector must try to pay attention to these criteria which are not fulfilled by secondary schools in the district.

It is interesting to note the picture given of future schools by Secondary Education Commission.

This is the picture of a reorganized secondary school as we visualize it. We realize that all schools may not be able to work up to it immediately. But it is not an impossible or unduly idealized picture and does paint the correct direction of advance.... for, after all, what we have advocated in brief a transformation of the schools into social communities, where the healthy, normal motives and methods of group work are in operation and children have an opportunity of

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learning by doing, of gaining meaningful social experiences, and thereby being trained in the supreme 'art of living'. All the changes in the methods of teaching, in discipline and examination, all the improvements in the physical environment of the schools and its general atmosphere are meant to assist in this basic transformation. We repeat that it is a difficult but not an impossible task and if faith and enthusiasm are kindled in the teachers, they can move whole mountains of difficulties.⁷

What happens to the schools after inspection? It seems inspection, in the State of Gujarat, is a ritual, in a way. How are these schools inspected? The Inspector comes to the school for one or two days' visit. All the formalities are done during the inspection time, the welcome function and address, the meeting and formal discussion, and the final farewell function as well. And it is a custom, to observe one holiday after the inspection is over. The Inspector repeats the remarks of the previous years^{and} does not care to look into the progress made by the school in any particular field. It is more of a criticism, than of an appreciation, of the school. No attempt is generally made to lead the schools in the direction shown by the Commission.

Again, the Inspector is transferred to a

⁷ Report of Secondary Education Commission, Op.Cit., p.224.

different district after three years. Therefore, the new Inspector starts afresh with the schools. He usually is unaware of the progress of schools in the district and shows no enthusiasm to get acquainted with it. This results into a sheer wastage of experience.

How can the schools improve in such a situation? At the same time, the number of schools in each district is growing rapidly and the staff of the inspectorate remains the same. For instance, the Inspector of Kaira district has to visit and inspect as many as 200 schools during a year, which is humanly impossible. Still, however, we find every one having self-satisfaction which ultimately leads the schools to stagnation in progress, leaving besides, the self-deception with teachers, headmasters, and all concerned.

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In such a state of the system of inspection, what is needed is the total perception of the schools of Gujarat. Such an overall picture will be of immense value to the efforts to improve the secondary schools of the State. It would offer suggestions in almost all the fields of secondary education. Such a picture will also provide a sound basis for the improvement of secondary

education in the State. It is here that the present study helps. The present study places before headmasters, teachers, Educational Inspectors of the schools of Gujarat, a clear picture of the present position of schools.

Reports are published one after another, years pass by, but no special attempts have been made to carefully review the implementation of newer programmes. It seems, there is need to appoint a commission to study the old reports and their implementation only. The Secondary Education Commission's Report was published in the year 1953 and the secondary schools got a slow but a new shape in the last twelve years. This requires a review of the present position of schools in its various aspects. As times change, the problems take the new dimensions and newer shapes. There are four factors which affected the concepts in various aspects of secondary schools.

(1) The growing number of pupils in schools and the growing number of schools in each state affects the qualitative factor in education.

(2) The spirit of democratic decentralization now appears in schools too. As the institutions grow big,

they need a newer shape in terms of administration.

(3) There is a growth in the number of teacher training institutions. The teacher training institutions and the extension centres have positively affected the schools in the implementation of newer techniques of teaching, etc.

(4) The Five Year Plans in the country as a whole, and in education in particular have the direct impact on the secondary education.

A survey of schools in the light of the new changes as a result of these factors would help much to understand them better. The present study is aimed at evaluating the secondary schools as they are with reference to the Report of the Secondary Education Commission.

V. THE PURPOSE AND SCOPE OF THE PRESENT INVESTIGATION

(1) The Problem

The title of the study is: "EVALUATION OF SECONDARY SCHOOLS OF GUJARAT, SAURASHTRA AND KUTCH".

(ii) The Objectives

The objectives of this study are as follows:

- (1) To conduct an evaluative survey of the present position of secondary schools of the Gujarat State with regard to goals and purposes, physical facilities, curricular programme, administration and organization, school-community relationship and pupil welfare.
- (2) To study the present position of schools in various aspects mentioned above in the light of the recommendations of the Secondary Education Commission.
- (3) To study some of the existing problems connected with secondary schools with a view to offering suggestions to the various agencies connected with secondary schools.

In this way, the present study is an evaluative survey of a representative sample of secondary schools of the Gujarat State.

As discussed earlier, there are many factors

which have changed the shape of secondary schools. This gives rise to many questions.

(1) Firstly, it has introduced a new era of the objective centered approach in all the activities and aspects of secondary schools. This gives rise to the questions: How many schools have formulated the purposes on the lines suggested by the Secondary Education Commission's Report? If the objectives are formulated how far do the schools follow them?

(2) Secondly, the concept of school plant and physical facilities has changed considerably in the last ten years. It is estimated that 50 new schools are coming up every year in the Gujarat State. Therefore, there is a great impact on the provision of physical facilities and the school buildings. This gives rise to the questions: What is the nature of school buildings at present? What facilities are provided therein? What facilities should be provided? What should be the type and nature of school buildings? etc.

(3) Thirdly, the system of school administration has undergone a change. The principal of the past years will not be able to work in the present set up of democratic administration. Moreover, the teachers' position,

the school staff, the organization of work programme, etc. demand a careful consideration. This gives rise to these questions: How are the schools administered in Gujarat^{State}? What are their limitations? What are their difficulties? What should be done to strengthen the administration of schools in the Gujarat State?

(4) Fourthly, the curriculum has undergone changes. The syllabi have been changed, the text books are being revised, the scope of instruction has changed, the new methods and audio-visual techniques have been introduced, the extra-curricular activities have taken shape of co-curricular activities in schools and so on. This gives rise to many questions such as: How many schools follow the newer methods? How do they follow these methods? What are the newer techniques that are followed? In how many schools such methods are followed? What are the agencies that help in the curricular programme of the schools? And finally, how are the curricular programmes evaluated?

(5) Fifthly, in the present days, the schools grow, out of community needs. The relationship of the school with the community, needs proper strengthening. Moreover, the schools should provide facilities to the

pupils also. What do the schools do to come closer to the community? What facilities are provided in terms of apparatus, libraries, freeships, etc. to the pupils?

A study based on these problems would give definite picture of the schools in terms of various aspects. The present study is designed to get answers to the questions of the above nature.

(iii) The Scope of the Present Study

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The scope of the present study can be judged from the very title.

- (1) It is a study of secondary schools.
- (2) The study refers to evaluation of secondary schools.
- (3) The evaluation is tantamount to a comprehensive survey of secondary schools.
- (4) The basis of the study is the recommendations of the Secondary Education Commission's Report.
- (5) The three geographical names Gujarat, Saurashtra and Kutch suggest only geographical boundaries. When the study was taken up Gujarat, Saurashtra and Kutch were

the parts of the Bilingual Bombay State. But in the year 1960 the separate State of Gujarat comprising Gujarat, Saurashtra and Kutch was formed. Therefore, in the present work, this geographical portion will be referred to as "Gujarat State".

(6) The study refers to a sample of secondary schools of Gujarat. This includes schools of various types such as boys', girls', mixed, rural, urban, etc.

(7) The study is based on the five major aspects of secondary schools, namely:

- (i) The purposes of secondary schools,
- (ii) The physical facilities in schools,
- (iii) The organization and administration,
- (iv) The curricular and co-curricular programme,
and
- (v) The pupil welfare and the community co-operation.

Thus, the study is about "The Evaluation of Secondary Schools of the Gujarat State".

VI. CLARIFICATION OF CERTAIN KEY CONCEPTS

The present study, as its title indicates, deals

with the evaluation of the secondary schools of the Gujarat State. Evaluation is a relatively new concept to Indian education. It would, therefore, be worthwhile to devote at the outset, some space to the clarification of the idea and the process involved in 'evaluation' and the sense in which the term is used in the present investigation. It would also help the investigator in limiting the scope of his research. For the same purpose, it would also be necessary to clarify the terms 'secondary schools' and 'evaluative criteria' etc.

(i) The School *Jrr.*

In the present study, the investigator has followed the definition of a school given by the grant-in-aid code.

A secondary school is an institution which follows syllabus approved by government for secondary schools and leads to S.S.C. examination. Such schools may start from standard V or from standard VIII.

A boys' secondary school is a school in which boys form not less than 70 per cent of the total number of pupils.

A girls' secondary school is a school in which girls form not less than 70 per

cent of the girls, and in which due provision is made for instruction in special subjects suitable for the needs of girls.⁸

(ii) The Concept of Evaluation

It is said that the concept of evaluation in the modern sense has its origin in U.S.A. The concept appears to have emerged in the thirties as a reaction to the narrow testing movement in vogue at that time. The mounting dissatisfaction against the measurement practices that focussed on the tangible and easily measurable outcomes of education developed into a strong evaluation movement in the U.S.A. thereafter. In contrast to the narrow testing practices, the emphasis in evaluation tended to be on the broad and comprehensive value judgments of the important selected attributes. Monroe in his Encyclopaedia of Educational Research gives the idea that school surveys can be included in the concept of evaluation.

As developed so far the school survey is a research procedure applied to a school or school system or to a group of either in whole or in part, the purpose of which is to evaluate the service and to propose and explain alterations or extensions by which the

⁸ Grant-in-Aid Code of the Secondary Schools, (Ahmedabad: Directorate of Education, Government Central Press, 1964), p.2.

service may be improved. At the outset emphasis was upon evaluation; this was promptly changed, however, and the survey has been developed as an instrument for improving the schools.⁹

Thus, the emphasis in evaluation is upon the broad appraisal or value-judgment of the attribute selected for evaluation. These points of value-judgment and of comprehensive appraisal are very important in evaluation. By its very nature, evaluation in education cannot be so exact and precise as measurement in education. It is more descriptive and qualitative, while the former is more quantitative. The process and results of educational measurement assist evaluation by providing useful attribute-wise data, but it is the latter that decides what data is to be selected and how it is to be organized for interpretation and value-judgments. Evaluation in education is thus both qualitative and descriptive, as well as quantitative.

Again, evaluation has been employed in estimating the degree to which a school or class is achieving the objectives which are implied in a curricular programme. Evaluation instruments have been applied to college, high

⁹ W.S.Monroe, Encyclopaedia of Educational Research, (New York: The Macmillan Company, 1950), p. 1126.

school, and elementary school practices to assess methods and materials of the curriculum.

While in the 'Dictionary of Education' the word 'Evaluation' is defined by C.V. Good as under:

Evaluation: (Institutional): The process of studying and analysing the strengths and weaknesses of an educational institution, often for the purpose of determining whether it shall be accredited.....

Evaluation is the process of ascertaining or judging the value or amount of something by careful appraisal. (ii) (Psych.) The process of determining the relative significance of phenomena of the some sort in terms of some standard.¹⁰

From the above descriptions, the following meanings can be attributed to evaluation:

- (1) Evaluation is more comprehensive than measurement.
- (2) Evaluation includes integration and interpretation.
- (3) It is an estimation of the degree to which school or schools are achieving the

¹⁰ C. V. Good, Dictionary of Education, (New York: McGraw Hill Book Company, Inc., 1945), p. 156.

objectives.

- (4) It is a process of studying and analyzing the strengths and weaknesses of educational institutions.
- (5) It is the process of judging the value or amount of something by careful appraisal, in terms of some standard.

The present study includes the following meaning of evaluation:

- (1) The evaluation of secondary schools is to be made in^a comprehensive manner. The schools are evaluated in terms of their qualitative aspect.
- (2) The present evaluation includes interpretation. The data acquired by the questionnaire is interpreted and at the same time the relationship of different data is observed. For example, the impact of presence or absence of objectives of schools has an impact on its programme. The entire school is divided into five aspects. Each aspect

is studied separately and again, as a whole. The last chapter on observations and suggestions establishes this integration.

- (3) The present evaluation is an estimation of the degree to which the schools confirm to the recommendations of the Secondary Education Commission.
- (4) The present evaluation is a process of analysing the strengths and weaknesses of schools in various aspects. The investigator has tried to divide five aspects of schools:
 - (i) the purposes and objectives of schools,
 - (ii) the physical facilities of schools,
 - (iii) the administration and organization of schools,
 - (iv) the curricular programme of the schools, and (v) the ^{pupil}welfare and community relationships. In these five aspects, the schools are evaluated. The strengths and weaknesses of the schools, in terms of these five aspects, are studied through the questionnaire.
- (5) It is the process of judging the value or

amount of something (i.e. the present position of schools) by careful appraisal in terms of a definite standard. The 'standard' here is the 'criteria' of a good school divided into separate "conditions". The questionnaire is prepared on the basis of a group of conditions which go to make a good school.

(iii) The Process of Evaluation

Basically, the process of evaluation involves three steps: Firstly, to select the attributes, secondly, to decide the procedures and aids that would be most effective in evaluating and interpreting, and thirdly, to summarise the results, interpret them in terms of valid value judgments.

The first aspect of selecting the attributes constitutes a vital essential in a complete evaluation programme. It consists of selecting and defining objectives. In the evaluation of secondary schools of the Gujarat State, which is the principal theme of the present investigation, it would mean deciding the objectives which for the secondary schools of the Gujarat State have selected/

themselves or have been selected for them by any external agency like the State Education Department. The Secondary Education Commission (1952-53) had presented objectives for secondary schools which are the national goals that the secondary schools all over the country are expected to strive to attain. It would, therefore, be necessary to examine the objectives of secondary schools set-up in the Gujarat State against the national objectives defined in the Report of the Secondary Education Commission. These statements of objectives would also reflect the philosophy of the secondary schools. They provide both the value-base and the stage for specifying the attributes to be appraised in an evaluation programme of schools.

The statements of objectives that are usually available are in general terms and are often too vague to be objectively interpreted. It is, therefore, necessary in an evaluation programme to translate each of the objectives into a number of precise specifics that could facilitate judging the evidence of the achievement of the objectives. This analysis or translation into 'specific' is often a rational process and is dependent upon pooled experiences and judgments of teachers or administrators.

The second step is to select and use the

procedures and tools that could best evaluate the achievement or otherwise of the objectives. Many types of evaluation techniques and tools have been developed which could suit a wide variety of objectives. In the present investigation, the main tools and procedure of evaluation selected are: Evaluative questionnaire, interview and school visits.

(a) The questionnaire comprises of certain definite "conditions" which constitute a good school. These "conditions" are derived from the 'criteria' which are necessary for a good school. These 'criteria' are based upon the objectives of a good school. The process of formulation of the criteria was like this: First of all, the major objectives were studied and recorded. These objectives were divided into definite "specifics" (i.e. "criteria") which would give a further concrete picture of fulfilment of objectives. These "specifics" were in turn divided into definite "conditions" of a good school. In this way, totally, 128 conditions were derived. These were assembled into a questionnaire for evaluating the schools.

(b) At the same time, supplementary questions were also prepared in order to know the "why and how" part of the present position of secondary schools.

process of
(c) In the/revision of the thesis, all the schools were visited by the investigator and the headmasters were interviewed. The questionnaires were filled in by the investigator through the direct personal interviews.

In this way, the procedure of the present investigation involves data collection through questionnaires, x interviews and school visits.

After the selection of tools and procedures of evaluation, it is necessary to get a record of the results of application of the tools. Though, a complete record of evaluation tools is an ideal; it may not be feasible. Hence, of necessity, the evaluator should restrict himself to getting the record on those aspects that are especially significant for his purpose. The important point is that the evaluator, in trying to get a record of his evaluation should try to cover up all those aspects and details thereof which will be helpful in getting a clear and comprehensive picture of the secondary school and whose analysis which would help in suggesting the directions of improving the secondary school.

The third step is the actual analysis and the summarization of the record, determining the extent to

which the objectives have been attained, classifying the data and summarizing it in such a way that it becomes possible to locate the specific shortcomings and draw inferences about the probable causes of the shortcomings so that a remedial or improvement programme can be suggested.

This is briefly the process of evaluating the educational institutions.

(iv) The Evaluative Criteria

According to Travers, the meaning of evaluative criteria is as follows:

The basic problem in the development of procedures for accrediting schools is to establish a basis on which schools are to be judged. Clearly, it is insufficient to turn loose an observer in a school.....and its programme that are considered of importance to the effectiveness of the programme. The essential characteristics observed during the accreditation procedure are referred to as the evaluative criteria.¹¹

In the present work, the criteria that are used are given in the chart on pages 142-145. Each criterion is divided in certain conditions, as already stated.

¹¹ R.M.W.Travers, An Introduction to Educational Research, (New York: The Macmillan Company, 1958), p. 261.

These clusters of conditions form the criteria, as suggested by Travers. The characteristics of a good school that are observed during the accreditation procedure are referred to as evaluative criteria.

While fixing up these criteria, it was seen that the national goals of education and the recommendations of the Secondary Education Commission were taken into consideration. Moreover, it was also thought out as to how to find out these characteristics or the conditions of a good school. Greater details of this are given in the chapter No. IV on "The Procedure of the Present Investigation".

After this introductory discussion of the purposes, scope and definition of the problem, it becomes necessary to review the background of education in the State of Gujarat. The second chapter is devoted to the background and present position of secondary education in the Gujarat State.

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