

## CHAPTER - VIII

### PRINCIPAL FINDINGS AND RECOMMENDATIONS

"So long as society is relatively stable and unchanging, the problems it presents to men tend to be routine and predictable. Organization in such an environment can be relatively permanent. But when change is accelerated more and more novel, first time problems arise and traditional form of organizations prove inadequate to new conditions.

- Alvin Toffler

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## REVIEW OF PRINCIPAL FINDINGS AND RECOMMENDATIONS

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### 8.1 Introduction

In this last and final Chapter, an attempt will be made to review and examine, in an integrated way, some of the major conclusions and findings of the Study presented in the foregoing Chapters I to VII. This will be done in the context of the role that the democratic decentralised local bodies played in the past and what they can play in future in the administration and financing of primary education so that the [Constitutional] goal of universalising primary education in Gujarat becomes a viable proposition latest by 1986, as envisaged by the Kothari Education Commission. (1) The break-up of the sections will be as under :

1. The extent of acceptance of the Concept and philosophy of democratic decentralised administration of primary education;
2. The pre-requisites for the success of a decentralised pattern of administration and Government;
3. The improvement of the Panchayat Raj Structure as it affects the administration of primary education, under the Gujarat Panchayat Act, 1961;
4. Progress achieved in Gujarat in Universal Primary Education in the age-group 6-14;
5. Progress achieved in Gujarat in adult literacy;
6. Qualitative improvement of primary education in Gujarat;
7. Improvement of administration of primary education in Gujarat; and
8. Recommendations on strengthening of finances of primary education in Gujarat.

## 8.2 The Extent of Acceptance of the Concept of Democratic Decentralised Administration

Universal, free and compulsory primary education upto 14 years is a huge and very complicated undertaking. Upon the success and speedy realisation of this programme rests the future of the nation. The progress in this vital sector of national development has been so far very slow. Even by the end of 1971-72, only 50.5 million or 80 per cent of children in the age-group 6-11 and 14.3 million or 35 percent of children in the age-group 11-14 could be enrolled.(2). According to the draft approach to the Fifth Plan discussed in the meeting of the National Development Council held in August, 1972, the likely enrolment at the end of the Fourth Plan period (1974) would be about 84 percent in the age-group of 6-11 years and 40 percent in the age-group of 11-14.(3) The Draft Fifth Plan document says that while it should be possible to cover fully the boys in the age-group of 6-11 years by 1975, the problem of full enrolment of girls would pose several difficulties. It might be possible in the case of 11-14 age-group to go just beyond the over-all coverage of 50 percent by the end of the Fifth Plan. Such a challenging task can not be undertaken by either the Centre or the State Governments, but it will have to be a responsibility at all levels of governments, from local

to Central. Even to this joint responsibility of the Centre and the States should be added the Education Committees of Gram Panchayats, Taluka Panchayats, Jilla Panchayats, thousands of guardians, hundreds of parent-teachers' associations and persons who make their living - either part-time or whole time - by their association with the administration of primary education such as builders of school buildings, writers and publishers of school textbooks, producers of makers of school furniture and equipment, social workers, philanthropists who would donate money for school purposes and the local community that can raise additional funds to supply free day meals, school uniforms, books and writing materials to poor and needy local children. This partnership in administering the programme of Universal primary education is, by and large, accepted by people at large in Gujarat. In fact, one out of every 4 persons of the population is involved, in one way or the other, in the programme of universal education. There is no other field of national activity in which the community association is of such<sup>a</sup> huge dimension and magnitude.

States in India are each like an European Country in size and population. They are not small countries where centralised administration can work. The State of Gujarat is bigger than many European Countries. The Government and people of Gujarat have realised that centralised

administration of primary education is almost unworkable.

Further, the administration of primary education is not at all a simple affair as it used to be in the past. It is becoming increasingly complex and complicated. It involves three herculean, complex tasks, viz, universality of school provision, universality of enrolment and universality of retention. Each one of these tasks is very intricate and complex.

For example, let the first task be analysed. It means locating the site of a school so that it is within a walking distance of not more than one mile from the residence of a child of the age-group 6-11, and not more than three miles in the case of a child of the age-group 11-14 then securing land for school building; finding funds for building the school building; and after the funds are found, getting the school building constructed efficiently and expeditiously; procuring land for play-ground and school garden; making arrangement for maintaining them; provision of school furniture, equipment, teaching aids and instructional material; provision of drinking water and mid-day meals at least for poor children if not for all; distribution of clothes, books, writing materials to poor and needy children; recruitment of qualified teachers; deputing them to training colleges for training;

providing for their inservice training and continuous professional growth, etc., These are some of the many facets of the task of achieving universality of school provision. Even if the State Government finds money for all these undertakings, they simply cannot be done effectively and expeditiously by Government Officers alone. Local community and local people have got to be involved in them if the task is to be well done. And this is what has been largely realised by the people of Gujarat.

A good number of executive functions that are to be decentralised do not require expert knowledge or specialized training. All that is necessary on the part of persons to whom authority is to be delegated <sup>is to have</sup> some basic human qualities such as love of children, desire to serve the local rural community and sympathy and understanding for the drab, dull, lowly motivated, superstition-ridden, narrow minded and jealousy saturated life in villages. As the Bombay Primary Education Committee (1958) had observed :

"These qualities are far more widespread than one may be inclined to believe; and what is more, they are innate in every human being and develop if a proper stimulus is provided. On the one hand, it is this very simplicity of its functions that makes it possible to decentralise the administration of primary education; and on the other, it is the capacity to stimulate the human qualities of love, sympathy and service in a large number of individuals that makes a decentralised pattern of administration more desirable than a centralised one." (4)

The overwhelming opinion in the Gram Panchayats and Jilla Panchayats covered in the Field Investigation of this Research work, favoured democratic decentralisation in the administration of primary education. Even 49 of the 73 experts whose opinions on several aspects of the functioning of Panchayat Raj were collected, 49 (20.75 per cent research workers, 11.36 percent Panchayat administrators, 16.98 percent Government officers and 33.96 percent village level workers) were in complete agreement that the decentralisation would better serve the cause of primary education. Of them 12 were research workers, 12 Panchayat administrators, 11 government officials and 14 village level workers. Forty-four of these experts agreed that such decentralisation will result in local initiative, local interest and local knowledge in bringing children of the compulsory age into schools.

Fifty-six of the experts (18.86 per cent research workers, 15.12 per cent panchayat administrators, 20.75 percent Government officers and 32.1 percent village level workers) concurred with the view that decentralised administration is a better measure to create primary school facilities within one mile walking distance from the residence of the child of the age-group 6-11. Fifty-three experts ( 16.98 percent research workers, 15.1



percent village level workers, 15.1 panchayat administrators, 15.1 government officers) also agreed with the view that decentralised administration would enable local community leaders to contact personally and persuade the defaulting guardians to enrol in school their children of the compulsory school age and cause them attend the school regularly.

The Jadavaji Mody Committee that was appointed by the Government of Gujarat in 1964 to suggest reforms in the Gujarat Panchayat Act of 1961 did point out several flaws in the enactment, but it had endorsed the idea of democratic decentralised administration in several facets of rural community development including primary education. It supported, all throughout its Report, that decentralisation of executive authority should be continued, <sup>which</sup> ~~but~~ can, however, be made more effective by adopting certain measures. The Committee had also accepted the idea of Education Committee at the Taluka as well as Jilla level, and has observed that their powers and functions are of special significance. (5)

The State Institute of Education, Ahmedabad had also supported the idea of decentralisation of power in education in its booklet "Gram Shikshan Samiti" first published in 1966

"There is an urgency of the need to change village people's attitude to school. They often say: "This is a government school. The building is of Government. Teachers are Government employees. It is not necessary to help the school." This view-point needs to be changed. Village people should be made to feel : "This school is of our village. Our own children are learning there. If teachers who teach village children are assured of a house to live in and other amenities of life, they will devote their heart to teaching without any load of worry weighing on their mind. There lies the need for association of local community with local school and this could be brought about only through decentralised administration." (6)

The Zeenabhai Darji High Level Committee on Panchayati Raj (1972) that recently submitted its voluminous report to the Government of Gujarat also has endorsed the concept of democratic decentralised administration translated in the form of executive structure of the Panchayati Raj. Shri Zeenabhai Darji, who is also the President of Gujarat Pradesh Congress Committee, the Chairman of the Committee while submitting the Report to the Minister of Panchayat and Health Department observed in his letter to him that "in the last decade the roots of decentralised administration have gone deeper in Gujarat. Its basic concept of spreading gradually the democracy from the State level to District, Taluka and village has been largely implemented. In Gujarat, the Panchayati Raj has achieved a firm footing. The conditions and climate prevailing in the country at the time of the establishment of the Panchayati Raj have undergone a revolutionary change. The focus and slant

towards the poor and the common man have become clear-cut and conspicuous. The concept of democratic decentralisation has acquired a place of importance and urgency. But in the new context, the evolution of a socialistic pattern of Society demands a greater priority. It is in the larger context of a national policy of democratic socialism, that the Panchayati Raj becomes a proper and effective tool as well as medium of social regeneration. New expectations have arisen....." (7) Thus, the latest development in the Panchayati Raj - the reporting of the Zeenabhai Darji High-Level Committee- has endorsed the concept and programmes of democratic decentralisation as an essential condition for realisation of the goal of the regeneration of the Indian Society into a socialistic-goal oriented community.

Thus, on a large scale the concept of democratic decentralised administration and government is accepted by Government and the people at large, in Gujarat. But what is accepted is decentralised executive authority to the maximum possible extent and not decentralised financial responsibility. The resources and the capacity to raise funds of local bodies are so limited that the financial responsibility has to be largely shifted from the local bodies and to be centralised in the State Government aided by the Central Government. The thinking in Gujarat is strong that the delegation of executive authority should be accompanied by the allocation of finances sufficient to

cover the expenses to be incurred in discharging the duties and responsibilities entrusted to lower levels of local bodies. This concept and principle have been largely accepted by the Government of Gujarat, and nearly 96 per cent of the total expenditure on primary education today comes from State Government Fund. But the tragedy is that the local bodies find it very difficult to raise funds for even the 4 per cent of the expenditure which it is required to meet from its own resources. This aspect will be examined in Section 8.9.

### 2.3 Pre-requisites for the Success of Decentralised Administration.

The large scale acceptance of the concept and principle of democratic decentralised administration is one thing and its successful and effective practice is another thing. There are several pre-requisites for the success of the decentralised administration.

The first requisite is the educated citizenry. In this respect though Gujarat is better placed than many other States, yet there is a large scale prevalence of adult illiteracy. Only 35.35 per cent of its people -46.10 percent men and 24.59 percent women- are literate. There is further, vast variance in the spread of literacy from district to district and within a district from taluka to

taluka and within a taluka from village to village. The literacy figures of South Gujarat districts are given taluka-wise to illustrate the point.

In the matter of literacy among men, 8 districts are below the State average - Amreli (43.96 percent), Kutch (37.16 percent), Jamnagar (41.29 percent), Junagadh (41.11 percent), Dangs (20.66 per cent), Panchamahals (33.63 percent), Banaskantha (24.04 percent), Bhavnagar (43.43 percent), Sabarkantha (44.06 percent), and Surendranagar (39.79 percent). And the States average literacy percentage also shows that more than 50 percent men are illiterates. As regards women's literacy the position is still worse. The same districts are also below the State average in women's literacy - Amreli (23.48 percent), Kutch (21.93 percent), Jamnagar (22.0 percent), Junagadh (19.43 percent), Dangs (7.74 percent), Panchamahals (11.52 percent), Banaskantha (6.79 percent), Bhavnagar (20.92 percent), Sabarkantha (17.31 percent) and Surendranagar (18.74 percent). It becomes very difficult for democratic decentralised pattern of administration to function when there is such a large scale illiteracy among the people.

The comparative study given in Chapter I of decentralised administration of school education in some important countries of the world points out that in countries like the U.S.A., U.K., Germany and others, the decentralised pattern of administration of school education through the agencies of school boards has largely succeeded because the people electing the members of school boards and the members of school boards themselves are very well

educated - they are at least high school graduates. While it will take some more years to ensure cent percent adult literacy in the Gujarat State, it would be necessary to prescribe higher educational qualifications for the members of the Panchayati Raj bodies - particularly the members of the Education Committees of the Gram Panchayats, Taluka Panchayats and Jilla Panchayats. This position has also been accepted by the latest Committee on Panchayati Raj. But it is desirable that the higher educational qualifications may not be blanket prescription for all the Gram Panchayats, Taluka Panchayats and Jilla Panchayats, of the State but the upper limit and the lower limit of educational qualifications be adjusted according to the educational level and progress of each unit. On this important aspect, the recommendations of the Jadavji Mody Committee and Zeenabhai Darji High Level Committee do not go far enough. Actually, this crucial aspect has been overlooked by them.

The second pre-requisite is educating the people out of the petty affiliation and loyalties to caste-groups. This is a very formidable sociological change-process involving task. The findings of the present study (Chapter V) and of several others on the fabric and working of rural communities show that caste-loyalties is a powerful force in the Panchayati Raj elections. Members to the Panchayati

Raj bodies are elected not on their merits and on their good past records of service as well as their abilities and leadership qualities to serve the cause of the developing rural communities, but on the basis of the fact that they belong to a particular community, religious and caste-group when a member is returned to an office on a Panchayati Raj body by a particular caste or community, he is forced to look after the interest of that community-caste-group much more than the interest and welfare of the entire community living in his constituency. The pressure-groups work that way. He feels himself much more responsible to that particular segment of the community rather than to the entire community. And it is likely that the interest of one narrow group may conflict with the interest and welfare needs of the large community. For instance, a particular caste-group may not be favourable to sending girls to school, and the gram panchayat member will oppose prosecuting the defaulting guardians who supported him in the election. The democratic decentralised government or administration here breaks down.

To bring about this kind of social change is a very long time consuming, very difficult and complex process. The change-process is always a slow process, because there is a large degree of built-in resistance. Education is the



most potent instrument of Social Change. Several devices and instruments of adult education such as radio talks, television programmes, films, folk songs, and folk plays, seminars, workshops, propaganda through village level workers and social workers, harnessing the <sup>be</sup>neficial influences of the political parties, organisations of youth clubs and Mahila Samaj, training suitable educated leadership at village level should be brought into service. Here there is some hope; no guarantee. But it is worth trying as a venture in good faith.

The third pre-requisite is improved election procedures for the leaders of the Panchayati Raj bodies - the Sarpanchs and Upa-Sarpanchs of the Gram Panchayats, the Presidents and Vice-Presidents of Taluka Panchayats, as well as the Chairmen and Vice-Chairmen of the Education Committees at all levels. These procedures should be reviewed and changed. Much of the success of the experiment of democratic decentralised administration depends upon this leadership. Much of the current failure of the Panchayati Raj bodies is also due to the wrong type of leadership getting elected at all levels particularly at the level of the Gram Panchayats.

The findings of Chapter V is that caste is at work with a greater force in the election of panchs, but in the election of the Sarpanchs and Upa-Sarpanchs inter-caste

alignments are more pronounced. This is inevitable because in a village one caste group may not be always in such a majority as to return a majority of panchs belonging to that particular caste-group. Again, in the election of the Sarpancha it is not the local caste-groups alone that get interested, but the prospective Presidents of Taluka Panchayats also get interested in their election. This is because of the duality of the office of the Sarpanch. He is both the head of the Gram Panchayat and also an Ex-officio member of the Taluka Panchayat. Therefore, very often it so happens that the prospective candidates for the office of the Taluka Panchayat begin to canvas for the support of Sarpanchs at an early date-sometimes long before their own election. Not only that, he uses his support to get that candidate who promises to support his candidature gets elected. The Panchayat elections thus assume the form of a trial of strength between rival candidates for Presidentship of the Taluka Panchayat. As a consequence of the constant lobbying and canvassing on the part of various candidates for the office of the Taluka Panchayat President, each election of a Sarpanch and the constitution of each Taluka Panchayat gets faction-ridden. The present election procedures, thus, tends to result in aggravating village factionalism.

To remedy this situation, the Jadavji Modi Committee had suggested in 1964 that the electoral college for the

Sarpanch should be made broad-based so as to cover the entire adult population of the village. "After weighing the advantages and disadvantages of direct and indirect election of the Sarpanch, we recommend that the Sarpanch should be elected by all the voters of the Village" (8)

The Zeenabhai Darji High Level Committee on the Panchayati Raj has also recommended to the same effect.

"After careful thought and consideration, the Committee suggests that the election system where village people elect the sarpanch directly should be introduced. As regards, the election of the Upa-Sarpanch, the present method of his election by the panchs be continued. Such a reform will result in establishing a beautiful and strong link between the people and their representatives at the basic democratic institution at the village level." (9).

There are certain inherent dangers in the method of direct election of Sarpanchs recommended by the Jadavaji Modi and Zeenabhai Darji Committees. The Sarpanch, when he is directly elected by all the adults of the village as a whole, tends to become more conspicuous as people's directly elected representative and more powerful than the Sarpanchs who are elected on ward-wise basis. In the study of the emerging institutional leadership given in Chapter V, the possible ill-effects of such practice were noted. Rajasthan's experience in respect of direct election of Sarpanchs is a pointer to three possibilities (10)

Firstly, the Sarpanch develops a tendency to monopolise

power in his hands. He is not inclined to share power with other elected representatives of the people. He often acts by himself, rather than with his colleagues on the Gram Panchayat. If the recommendation of the Zeenabhai Darji Committee is accepted by Government, it will adversely affect the programme of universal, compulsory primary education. What will be worse is the fact that the initiative of the Sarpanchs, which is already low and small at present, will be further sapped. Secondly, besides the pressures of certain castes and caste alignments, the extra village pressures and manipulations will come into play in the election of the Sarpanchs which will eventually harm the programme of expansion and qualitative improvement of primary education. This is because the villagers are not very much motivated in sending their daughters to school and in scheduled castes and scheduled tribes, there is reluctance and apathy to send their sons to schools because they are economic assets. In the wake of direct election of the Sarpanchas, factionalism will receive a further fillip. Thirdly, it is possible that a directly elected Sarpanch may not enjoy the confidence of the Panchs who at the best may not co-operate with him and at the worst may obstruct him in the discharge of his day-to-day responsibilities. The Darji Committee has, however, recommended that the election of the Sarpanchs should be through the general electoral college of the

Gram Sabha : The Committee's arguments are as under (11) :

- The leader will get the confidence and support of the local rural community and the pressure exercised on him by a handful of people will disappear;
- The possibilities of the rise of a courageous and strong leadership at the village level will be more;
- It would make the Gram Sabha more active and effective; the Sarpanch will be compelled to approach smaller and weaker sections of the village society and in that respect the feelings of importance among villagers will increase; all these will lead to the broad-basing of the electoral college;
- The possibility of a Sarpanch to come from a weaker section of the society, will increase where the weaker people's population is predominant;
- In a village, when there is a strong pull between the panchs belonging to two strong parties, the panchs belonging to weaker sections of the community undergo extra-ordinary pressure. With this new system, this situation will not arise;
- Today there is a scope for a leadership that can win over, persuade or intimidate, the panchs; this possibility will disappear with this reform.

The advantages pointed out above of the direct election system by the Barji Committee have no doubt some point. But

it does not fit in well with the concept of democratic sharing, consultation and decision-making. One fears that such a system will make the panchs more dependent on Sarpanch's good will and favour. There is no statutory provision, on a compulsory basis, for a Gram Panchayat to have an Education Committee. It is only a voluntary Committee. In the situation recommended by the Zeenabhai Darji Committee for reform, whether a Gram Panchayat should have an Education Committee or not would depend largely on the views, interest and the whim of the Sarpanch, and even when such a committee is constituted, it will have those members who enjoy his confidence and who will be ready to toe his line of thought and action. It is, therefore, difficult to uphold the Darji Committee's recommendations on this score and it is recommended that the indirect election of the Sarpanch by the Panchs be continued. Every Gram Panchayat should have an Education Committee. It should be chaired by one elected member of the Panchayat. Its other members should be selected on the basis of their knowledge, interest and ability to serve the cause of development of primary education in the area of the jurisdiction.

The fourth pre-requisite is that the evil effects of the participation of the State level and national level political parties in the Panchayat elections should be reduced to the minimum possible extent. It is an ideal

position that political parties do not participate in the election of the Panchayat Bodies. But it seems almost impossible to keep at distance the politicians and political parties away from the Panchayat election and the management of the Panchayat affairs. In Chapter I, one of our findings was that there are very few countries in the world where the element of politics does not enter in the election of the members of local bodies. But the electorates are so educated and so fully alive and conscious of the welfare of the community that the political parties are not allowed to vitiate the working of local bodies to further their own political ends and interests of the parties. In the U.S.A. "there is no such thing as a non-partisan election, with non-partisan candidates, but a school board election does approach that ideal..... There is only one ethical requirement for the school board member and that is a sincere and honest desire to serve the school. Motive for candidature is very important." (12) In the U.S.A., in school board elections, it has almost become a convention that the position should seek the man and the person should not seek the position. Thus, the emphasis should shift from the political party and the political interest that a candidate can serve or advance to the interests, attitude, ability and leisure he has to serve the cause of the community welfare. A few suggestions are made below to minimise the evil effects of the operation of political

parties on elections in the Panchayati Raj Bodies in perspective of decentralised administration of primary education :

- The elections of Gram Panchayats of a taluka should not be done all at a time, but in a period of five years, every year 1/5 of the Panchayats be got elected;
- In a Gram Panchayat, the election of all seats at present takes place at a time in one and the same year. This system should be changed. Excepting, the election to the office of the Sarpanch, one third of the members should be elected every two years by rotation;
- In order that at the time of election of the Panchayati Raj Bodies, the propaganda of political parties which is usually strongly let loose at the time of the election of State Legislature or Loksabha, does not vitiate the climate and affect adversely the village, taluka and jilla rural elections, these local elections should be so timed that they either take place one year before or one year after the general State and Loksabha elections. If this reform is effected, at the time of the Panchayati Raj elections, the attention of the candidates as well as of the electorates will be concentrated on local needs and issues. The term of office for all the Panchayati Raj bodies should be of 5 years as of the State Legislature and the Loksabha.
- Further, no political party should be recognised for election to the Panchayati Raj bodies and the present



method of assigning political parties the same symbol assigned to them at the time of the election to State legislature and Lok Sabha should be done away with.

Lastly, the decentralisation of executive authority should be followed by delegation of more financial resources. This point was also previously touched upon. Local bodies generally have the heaviest executive responsibility and the least financial capacity. Though it is true, that at present 96 percent of the expenditure is borne by the State Government and only 4 per cent financial responsibility falls on local bodies, even then the resources at Gram level are so scarce that the Gram Panchayats are not able to do much towards the repairs of school building, provision of teaching aids and materials, provision of school garden, provision of pure drinking water supply, provision of free mid-day meals, free school uniform, free supply of books and writing materials, etc. Recourse has, therefore, to be taken to the centralisation of financial responsibility to higher levels and provisions of grants by the higher level bodies or government to lower level bodies. It is true that the local community should not be absolved altogether from its responsibility to contribute its share to the cost of primary education. Taxation is permitted to local bodies by the State to enable the local bodies to discharge some of their

obligations. But the resources of all Gram Panchayats Taluka Panchayats and Jilla Panchayats vary. A blanket rule and uniform conditions of grant-in-aid for all will not work. The grant-in-aid from a higher level body to a lower level body should be based on the capacity of the lower level body to raise funds for primary education. There is no harm - it is perfectly legitimate - for the State to prescribe the minimum educational effort that every community should make and it is reasonable that the State lays down the minimum percentage of its income which a community should assign for the purposes of primary education. But when a community really finds it difficult to find funds for its expanding and changing programme and improving the quality of primary education, the State Government should keep an eye open to the increased needs of local rural communities, and provide more and flexible funds to meet it.

#### 8.4 Improvement of the Panchayat Raj

##### Machinery in relation to Primary Education

Some discussion and suggestions for the improvement of the role of the Panchayati Raj bodies in the administration of primary education have been already fed into the discussion presented in the previous section. A few more points relating specifically to the machinery of the Panchayati Raj will be discussed here. They will be

organised under (1) Gram Shikshan Samiti, (2) Taluka Shikshan Samiti and (3) Jilla Samiti.

(1) Gram Shikshan Samiti

One of the previous findings of this study is that few of the Gram Panchayats have Gram Shikshan Samiti. This is because the Gujarat Panchayat Act provides for the Constitution of an Education Committee on a voluntary basis. It is recommended that in the light of the magnitude, complexity and urgency of the problem of universal, compulsory and free primary education, it is essential that a Gram Panchayat should have its own Shikshan Samiti on a Compulsory basis. In our study, 97.48 percent of leadership in 82 villages favoured the constitution of Gram Shikshan Samiti. There was universal concurrence among the 73 experts whose opinion and evaluation on several aspects of the functioning of the Panchayati Raj were sought that a Gram Shikshan Samiti would be a great asset. The State institute of Education has also included in its programme a drive to be undertaken to persuade as many Gram Panchayats as possible to have their Education Committees. The Zeenabhai Samiti has suggested a Gram Panchayat for every revenue village and a federal group Gram Panchayats for villages with population below 500. (13) The constitution of such federal group gram panchayats will further facilitate the formation of Gram Shikshan Samitis. It is rather

surprising to find that the Zeenabhai Darji Committee the approach of which was on more involvement of lower communities and of weaker sections of the society in local self-government did not think it desirable to recommend a Shikshan Samiti for all the Gram Panchayats on a voluntary or obligatory basis. The work of the Gujarat State Institute of Education also points out to the conclusion that for work of rural reconstruction and development Gram Panchayat, Gram Co-operatives and Gram Shikshan Samitis are essential.

(14)

If it is conceded that a Gram Panchayat should have a Statutory committee of Gram Shikshan Samiti, the question then arises as to what should be its composition. A majority of people at the gram level, with whom the Investigator had an opportunity to discuss this question favoured a smaller committee of about four persons consisting of one member from the gram panchayat (who would be the Convener), the head master of local primary school, one knowledgeable person in primary education and one educated member of the weaker section of the Society. If there is a prominent woman worker residing in the village, she should be co-opted. The present Panchayat Act provides for the inclusion of three members of the Gram Panchayat in the Shikshan Samiti. But it is necessary that the local primary school headmaster should be a nominated member on the Samiti. Sutaria in his study on Gram Shikshan

Samiti suggests 5 to 7 members to constitute the Gram Shikshan Samiti. His suggestions are : 3 members of the Panchayat, 2 nominated members including the headmaster of the local primary school and one a representative of the Gram Cooperative. (15) In a village having a population of 1000 or more, Sutaria further suggests 2 more nominated members of whom one should be the Principal of the local neighbouring Secondary school. The present Investigator also feels that the inclusion of the headmaster of a local or neighbouring middle or high school will help in planning qualitative improvement of the local primary school and developing a school complex on the lines suggested by the Kothari Education Commission. (16)

The functions that this Gram Shikshan Samiti should perform have been already discussed in Chapter IV and VII of this study. The special concern of this Committee should be to strengthen the enforcement of the compulsory Education Act, to provide welfare services for the school children, to be in live contact with the needs and problems of the local school, to help creating a better climate for qualitative improvement of school teaching-learning process and programmes and encourage and support the celebration of festivals, social service programme, promotion of physical education, athletics and sports and to help the local school to develop into a community-oriented centre. The

Shikshan Samiti should be in live contact with the Beat Supervisors of the Education Department and should confer, consult and seek guidance from them whenever any one of them makes a visit to rural school for supervision. The Samiti should also be in good contact with the extension workers and development officers as well as the village level workers and social workers.

(2) Taluka Shikshan Samiti

The Taluka Shikshan Samiti that was originally provided in the Panchayat Act disappeared from the legislation under the 1968 Amendment of the Act. The main reason for abolishing the Taluka Samiti was that it simply did not work. It was alleged that it degenerated into a power wielding machinery and an agency to distribute favour or mete out punishment to teachers by transferring them to inconvenient places and at inconvenient time of the year.

The Jadavji Mody Committee was fully seized with the problems of evil administration created by the Taluka Shikshan Samiti, but foresightedly enough it did not recommend its abolition. It suggested measures for its improvement. One of the reforms suggested by the Committee was to bring about internal Co-ordination and integration between the Jilla Shikshan Samiti and the Taluka Shikshan Samiti. (17). The power of transfer of teachers abused by

the members of the Taluka Shikshan Samiti can be transferred to the Jilla Panchayat level. But the Taluka Shikshan Samiti can still continue to serve as an important intermediary link between the Shikshan Samiti at the gram and the Jilla levels. The advantages of having smaller units of administration of primary education have already been discussed in Chapter III (18) and a taluka is a reasonably small unit of administration of primary education. But the Zeenabhai Committee has failed to appreciate these advantages. It simply remarked that "the present powers and functions in primary education at the Taluka level be continued, but it is not necessary to constitute a separate Shikshan Samiti, for them. It will be proper for the Taluka Panchayat to entrust this work to its Executive Committee.(19) But this is not a sound stand. It is, therefore, recommended that the Taluka Shikshan Samiti should be revived and it should be entrusted with such functions as planning quantitative expansion and qualitative improvement at the taluka level, provision (construction) of school building, purchase and distribution of school furniture and equipment, consolidating reports of school inspection and supervision on village schools in the taluka, planning programmes of qualitative improvement of village school programmes, organising inservice training programme for rural school teachers, working towards evolving evaluative criteria and standards of achievement in school subjects at Taluka level, Co-ordinating the work

of school complexes, and arranging programmes of work-experiences, social service camps, athletic and sport competitions, competitive examinations, etc.

(3) The Jilla Shikshan Samiti

The Jilla Shikshan Samiti has become a crucial committee in the decentralised administration of primary education. It is necessary to see that it becomes a co-ordinating and central leadership committee catalysing the Taluka Shikshan Samitis in the district. At present, this Samiti enjoys the powers of recruitment of primary teachers and other administrative staff for the management of primary education. The powers regarding the transfer, punishment etc. are also ~~now transferred to this~~ Samiti. It is also expected to promote educational planning at grassroots and consolidate all the plans of educational development prepared at the taluka level. It should also set a pace in qualitative improvement and innovative instructional and evaluation practices in primary schools. It should hold the umbrella of an adequate programme of construction of school buildings in all the talukas, effective school inspection and supervision of primary schools by dividing the districts in suitable beats or supervision divisions and providing an adequate number of inspecting officers for the district, the programme of inservice teacher-education of primary school teachers in collaboration with the State Institute of Education, sponsor educational surveys and studies, etc. etc.



The Jilla Shikshan Samiti should have effective contact and inter-action points with the Taluka Shikshan Samiti. Without disturbing the focus of the Taluka Shikshan Samiti as one which can play a central role in creating enthusiasm in the villages comprising the taluka through the Gram Panchayats for quantitative expansion and qualitative improvement of primary education, the Jilla Samiti should keep the spirit and tempo of the Taluka Samitis high in this respect.

It should be realised that the administration by Jilla Shikshan Samiti acquires special focus and significance than the other branches of administration of the Jilla Panchayat. It is, therefore, necessary, that it should be given a status and position independent of the parent Jilla Panchayat. In fact, this was the case in the District Local Board set-up prior to the introduction of the Panchayati Raj in Gujarat where after once the Education Committee was carved out of the District Local Board, it became independent of the parent body in several vital aspects of administration of primary education. The revival of such a position would be in the best interest of the administration of primary education. It is rather unfortunate that such a suggestion made to Zeenabhai Darji Committee by several respondents was turned down by the Committee (20). The argument used by the Darji Committee in rejecting this sound proposal does not appear to have

been based on the consideration of the interest of primary education but on the plea that having such one or more autonomous samities will be fatal to stabilising and strengthening democracy. The Darji Committee has favoured the continuation of the current position of the Shikshan Samiti as an integral part of the parent Jilla Panchayat. The Investigator, however, feels, on the basis of several weighty considerations, that it should be an autonomous committee. This would prevent the politics of the Panchayati Raj getting into the affairs of the Shikshan Samiti. The infiltration of State politics at the Panchayati Raj level and the internal politics of the Panchayati Raj members themselves have largely polluted the working of the Jilla Panchayats. The administration of primary education is such a crucial undertaking that it is better that it be kept free from the turmoil and conflicts of politics. The study of democratic decentralised authority in school education given in Chapter I also supports this position. In the U.S.A., U.K. and many other countries, the Education Committees of the Local Bodies get an autonomous status and functioning barring some degree of central supervision and general control of the budget. It will be easier for the State Government to set a pace of expansion and reform through the Administrative Officer if the Shikshan Samiti is independent of the Jilla Panchayat parent body. There will be less delay and

less conflict with the Panchayats in implementing the perspective plan of Gujarat for the period 1974-1984 in primary education if the Shikshan Samitis are made independent. The attainment of Constitutional directive of universal Compulsory and free primary education in the age-group 6-14 and the realisation of cent percent literacy have to be given the topmost priority in all units of democratic decentralised administration. These goals can be better reached through autonomous Jilla Shikshan Samities than what is recommended by the Darji Committee.

Regarding the composition of the Jilla Shikshan Samiti, a few principles can be laid down. The recommendations of the present study in this respect are :

- The total membership of the Shikshan Samiti should be, by and large, one fourth of the total membership of the Jilla Panchayat. It may range from 9 to 11.
- Some reserved seats be provided for weaker sections of the society such as women, scheduled castes and scheduled tribes.
- The proportion of reserved seats to elected seats should be roughly 1:2.
- Higher educational qualifications and large teaching experience to be prescribed for elected members.

- In the election of the members of the Jilla Shikshan Samiti, all members of the Jilla Panchayat excepting the associate members will have the voting right.
- At least ~~there~~ should be one member elected or nominated from each of the Talukas comprising the District.
- The Chairman or the president of the samiti will be elected by the members of the Samiti from among themselves.
- The member from a Taluka ~~who~~ finds a place in the Jilla Shikshan Samiti will automatically become the member of the Taluka Shikshan Samiti.
- The Chairman/President of the Jilla Shikshan Samiti should get a suitable amount of monthly honorarium and house rent allowance.

The Composition of Jilla Shikshan Samiti recommended by the Zeenabhai Darji Committee (21) should be, by and large, acceptable : excepting one fact that there is over weightage given to scheduled castes and scheduled tribes which should be toned down. The representation to the weaker sections of society should not exceed 33 percent on a body like this. The over-riding considerations should be interest and ability in education of candidates and not low caste or tribal population.

TABLE- LXI

Composition of Jilla Shikshan Samiti Recommended  
by the Darji Committee (1972)

| S.No. | Type of<br>Membership | No.ofmembers                                       |   |
|-------|-----------------------|--|---|
|       |                       | In districts where<br>the number of JSS<br>will be |   |
|       |                       | 11   | 9 |

A. Elected from General Rural District

- |   |   |   |
|---|---|---|
| (a) Out of the educationists possessing teaching experience of at least 5 years at primary, secondary or vocational institution or from graduates belonging to any academic discipline. | 3 | 2 |
| (b) Out of persons interested in education who hold the minimum educational qualification upto a graduate degree in any discipline.   | 1 | 1 |
| (c) Out of persons who hold a minimum of ten years experience in education and who have aptitude for education.   | 1 | 1 |
| (d) Researved Seats :   |   |   |
| (i) Woman reserved  | 1 | 1 |
| (ii) Scheduled caste reserved.  | 1 | 1 |
| (iii) Scheduled tribes reserved.  | 1 | 1 |

(On the reserve seats, the candidates possessing a minimum educational qualification of S.S.C.pass or its equivalent certificate can be elected)

contd....

Table LXI contd....

| S.No. | Type of Membership | No. of members                               |
|-------|--------------------|--|
|       |                    | In districts where the number of JSS will be |
|       |                    | 11 9   |

B. From the elected members of the Jilla Panchayat

(e) Out of the elected members of the Jilla Panchayat.

(1) Districts in which reserved seats are kept for scheduled tribes.

(2) ~~in~~ in other districts.

|    |   |
|----|---|
| 3  | 2 |
| dy |   |
| 4  | 3 |

Total: 11 9

It is true that the majority of members of the Jilla Shikshan Samiti should not be such as have been elected by the members of the Jilla Panchayat. This is what it ought to be in a special type of Committee like the Jilla Shikshan Samiti. Here much more important than the membership of the Jilla Panchayat is the interest, aptitude and competence of members in education. In a number of countries as it was seen in the Comparative Study given in Chapter I, members of School Committee are elected directly by the people. So, the pattern suggested by the Darji Committee should be quite acceptable so far as this point is concerned.

But the Darji Committee recommends that the Chairman of the Jilla Shikshan Samiti should be responsible to members of the Jilla Panchayat. There is a danger inherent in the acceptance of this recommendation. The Panchayat will exercise power and control over the Shikshan Samiti through its Chairman. The latter shall feel less a sense of responsibility and commitment to his colleagues. The Chairman will be in a better position to exercise leadership in education in a set-up where he is responsible to the members of the samiti who are knowledgeable and well motivated persons in education rather than to the members of the Jilla Panchayat who may not understand much about the special and urgent needs of universal, compulsory and free primary education and the significance of many welfare programmes now being advocated such as free mid-day meals, free supply of school uniform, free provision of books and writing materials to children, non-graded primary schools work experiences and school complex.

#### 8.5 Progress achieved in Universal Primary Education

From the review of the development of primary education in Gujarat over a long period of time given in Chapter II, it becomes pretty clear that Gujarat has achieved significant progress in primary education. This will be seen from the following findings of the Second All-India Educational Survey 1965-66 :

- 91.8 percent of the total population in Gujarat State have facilities for primary education in their own habitations; 97.7 percent have facilities either in their own habitations or within 1 mile walking distance of the residence of the child of the age-group of 6-11;
- 63 percent of the population have middle school facilities in their own habitations. Applying the criteria of the First Educational Survey of 1957, it can be said that 91.9 percent of the population have middle school facilities either within their own habitations or within 3 miles' walking distance of a child of the age-group of 11-14;
- Girls constitute 34.6 percent of the total enrolment at the primary stage in the rural sector and 43 percent the urban sector;
- 57.7 percent of primary sections are single teacher sections in the rural areas while only 6.3 percent in the urban areas. In the aggregate 48.5 percent of primary school sections in Gujarat State are single teacher sections.
- Pupil-teacher ratio in the rural area is 44.23 percent while that in the urban area is 41.96 percent at the primary stage;
- Girls constitute 26.9 percent of the enrolment at the middle school stage in the rural area and 39 percent of the enrolment in urban areas;



- In 42.7 percent middle school sections, the number of teachers is less than the number of classes. The arrangements for multiple class teaching are necessary in 42.7 percent of middle sections. A large percentage of middle sections is small units.
- Of every 100 teachers in primary sections, 31 are women and 69 are men; of every 100 teachers in middle school sections, 23 are women and 77 are men; rural teachers constitute 53.9 percent at the primary school stage and 61.6 percent at the middle school stage.
- The percentage of trained teachers at the primary school stage is 61.8 and at the middle school stage 84.2 percent;

Such were the highlights of Gujarat's achievements discovered in the Second Educational Survey of 1966. Though the progress achieved by Gujarat in primary and middle school education left much to be still completed, the attainment was much better than what many other States of India could achieve.

- (1) In Andhra Pradesh, Bihar, Tamil Nadu, Maharashtra, West Bengal and Gujarat, more than 97 percent of the rural population are served by primary sections. In Assam, Kerala, Orissa and Uttar Pradesh, the percentages vary between 91 and 97. In the remaining States these vary between 87 and 90.

- (2) The pupil-teacher ratio in Gujarat is 44. It is higher than almost all States and Union territories except in Mysore (44) and Uttar Pradesh (52);
- (3) In Gujarat, the area of classroom per pupil is 6 sq.ft. This is the same as in Bihar, M.P., Maharashtra and West Bengal. It is smaller than in Assam (8), Kerala (7), Tamil Nadu (7), Orissa (7), Goa, Div & Daman (9), Himachal Pradesh (7), E.M. & A. Islands (11), Manipur (13), Pondichery (10) and Tripura (9).
- (4) Number of primary teachers per 10,000 of population is 23. It is smaller than in Kerala (33), Mysore (28), A.P. (24), Assam (25), Tamilnadu (34), Maharashtra (25), Orissa (26), West Bengal (28). It is higher than in Bihar (18), Punjab (22), Rajasthan (21), and U.P. (20).
- (5) Gujarat has 48.22 percent of single teachers. States that have a higher percentage of single teacher schools are Assam, Bihar, Jammu & Kashmir, Maharashtra, Mysore, Orissa and Rajasthan.
- (6) Gujarat has 410.89 enrolment of girls per 10,000 of population. The States that have lower proportion of enrolment of girls are : A.P., Assam, Bihar, Jammu & Kashmir, M.P., Orissa, Panjab, Rajasthan, U.P. and West Bengal.

In the field of higher primary education also Gujarat is much ahead of States like A.P., Assam, Bihar, Jammu & Kashmir, M.P., Orissa, U.P. and Rajasthan.

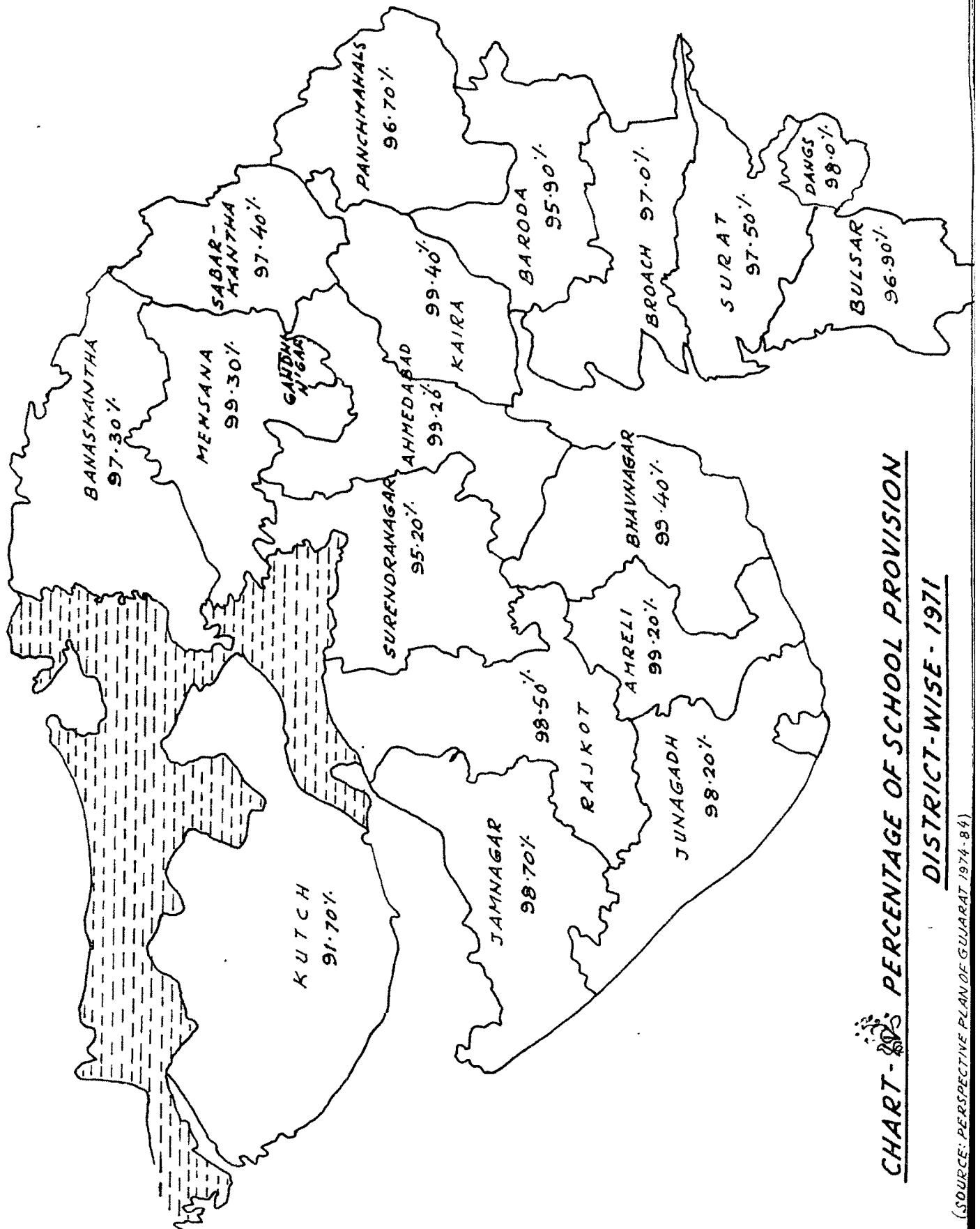
It will be seen that by 1966, Gujarat has considerably ~~more~~<sup>more</sup> forged ahead than many other sister States in respect of universal, compulsory, and free primary education.

The latest position is somewhat as under :

In 1969, the latest year for which the detailed statistics in primary education in Gujarat are available, the primary education school facilities were provided to 97.7 percent of the school going population either in their habitation or within one mile from it. (This means that the position in respect of school provision did not improve during the period 1966-1969). Thus the programme of universality of school provision at the lower primary stage is almost achieved. The district-wise picture is given in Table LXII. It will be seen from the Table that excepting the Kutch district where the universality of school provision is achieved to the extent of 91.70 percent, in all other districts it is more than 95 percent. Even in the forest district like Dangs, it is 98.0 percent and despite forest tracts or hilly tracts of the eastern parts of Bharuch, Valsad and Surat districts, the school provision in them is to the tune of 97.0, 96.90 and 97.50 percent respectively.

Even at the middle school stage, the school provision achieved was upto about 92 percent. It would, therefore, be no exaggeration to observe that Gujarat State has, by and large, completed the first most essential pre-requisite of Universal, Compulsory and Free Primary Education so far as the universality of school provision is concerned.

CHART-15



**CHART-15: PERCENTAGE OF SCHOOL PROVISION**

**DISTRICT-WISE - 1971**

(SOURCE: PERSPECTIVE PLAN OF GUJARAT 1974-84)

TABLE - LXII

Percentage of Primary School Facilities in  
their own Habitation or within one mile  
distance from Habitation

(1969)

| <u>District</u>   | <u>Percentage</u>                                |
|-------------------|--|
| 1. Ahmedabad      | 99.20  |
| 2. Amreli         | 99.20  |
| 3. Kutch          | 91.70  |
| 4. Kheda          | 99.40  |
| 5. Jamnagar       | 98.70  |
| 6. Junagadh       | 98.20  |
| 7. Dangs          | 98.00  |
| 8. Panchamahals   | 96.70  |
| 9. Banaskantha    | 97.30  |
| 10. Bharuch       | 97.00  |
| 11. Bhavnagar     | 99.40  |
| 12. Mehsana       | 99.30  |
| 13. Rajkot        | 98.50  |
| 14. Baroda        | 95.90  |
| 15. Valsad        | 96.90  |
| 16. Sabarkantha   | 97.40  |
| 17. Surat         | 97.50  |
| 18. Surendranagar | 95.20  |
| 19. Gandhinagar.  | (included in Ahmedabad and<br>Mehsana Districts) |

Sources Perspective Plan of Gujarat (1974-1984)  
p.68.

In the next three years from 1966, i.e. by 1969, the overall position in respect of the proportion of school provision did not change much, though the number of schools increased from 20287 in 1967 to 21,103 in 1969. But further expansion and improvement in school provision must have taken place between 1969 and 1972. Unfortunately, the latest statistical picture in this regard is not available from the State Education Department. The published official documents and statistics of the Department are always three or four years behind the schedule.

The second important aspect in respect of universal primary education is the universality of enrolment of children in the age-groups of 6-10 and 10-13. Here, 1971 figures are available from the States Perspective Plan 1974-1984. According to these figures, by 1971 90.8 percent of the children of the age-group 6-10 could be enrolled. In the age-group 10-13, the percentage was only 45.0 . The district wise break-up of the percentages of enrolment has already been given in Table XX on page 128. The findings of the Table XX are :

- In 4 of the total 19 districts - Ahmedabad, Dangs, Bharuch, and Valsad, - the goal of universal primary education in the age-group 6-10 has almost been achieved, in other 3 districts - Kheda, Gandhinagar and Sabarkantha it is well on the way of full achievement; but in the remaining 12 districts, especially in the districts of Kutch, Banaskantha and Panchamahals, special and intensive efforts should be directed

to step up the enrolment.

- In the enrolment of children in the age-group of 10-13, a more vigorous enrolment drive than it is done at present is necessary. The Gram Panchayats and Jilla Panchayats will have to be in vigorous action and determined in pushing ahead all upper primary education, especially girls' middle school education. Only in 3 districts - Ahmedabad (67 p.c.) Bharuch (60.3 p.c.) and Kheda (51.9 p.c.) the position is slightly better. It is dismal in the districts of Kutch (34.7 p.c.), Gandhinagar (39.8 p.c.) Dangs (14.1 p.c.), Banaskantha (22.1 p.c.), and Surendranagar (34.7 p.c.). The enrolment drives in the age-group 10-13 years should be the special charge entrusted to the Panchayati Raj Bodies of the districts of North Gujarat, Saurashtra and Kutch.

The enrolment of girls in all school classes has remained not only low as compared to the total enrolment but the percentage of enrolment for the various age-groups among the girls has also remained miserably low. The district-wise percentage of girls' enrolment is given in Table LXIII. The table shows that some districts like Banaskantha, Kutch, Panchamahals, Bhavnagar and Surendranagar are very backward in girls' enrolment in primary schools. The worst culprits are Banaskantha, Panchamahals and Kutch. These districts are socially and economically quite backward. The administration of primary education has to cut across the social and economic barriers. The South Gujarat region is comparatively better placed in respect of girls' primary education.

PERCENTAGE OF GIRLS TO THE TOTAL GIRLS' POPULATION

20 30 40 50 60 70 80 90

DISTRICTS

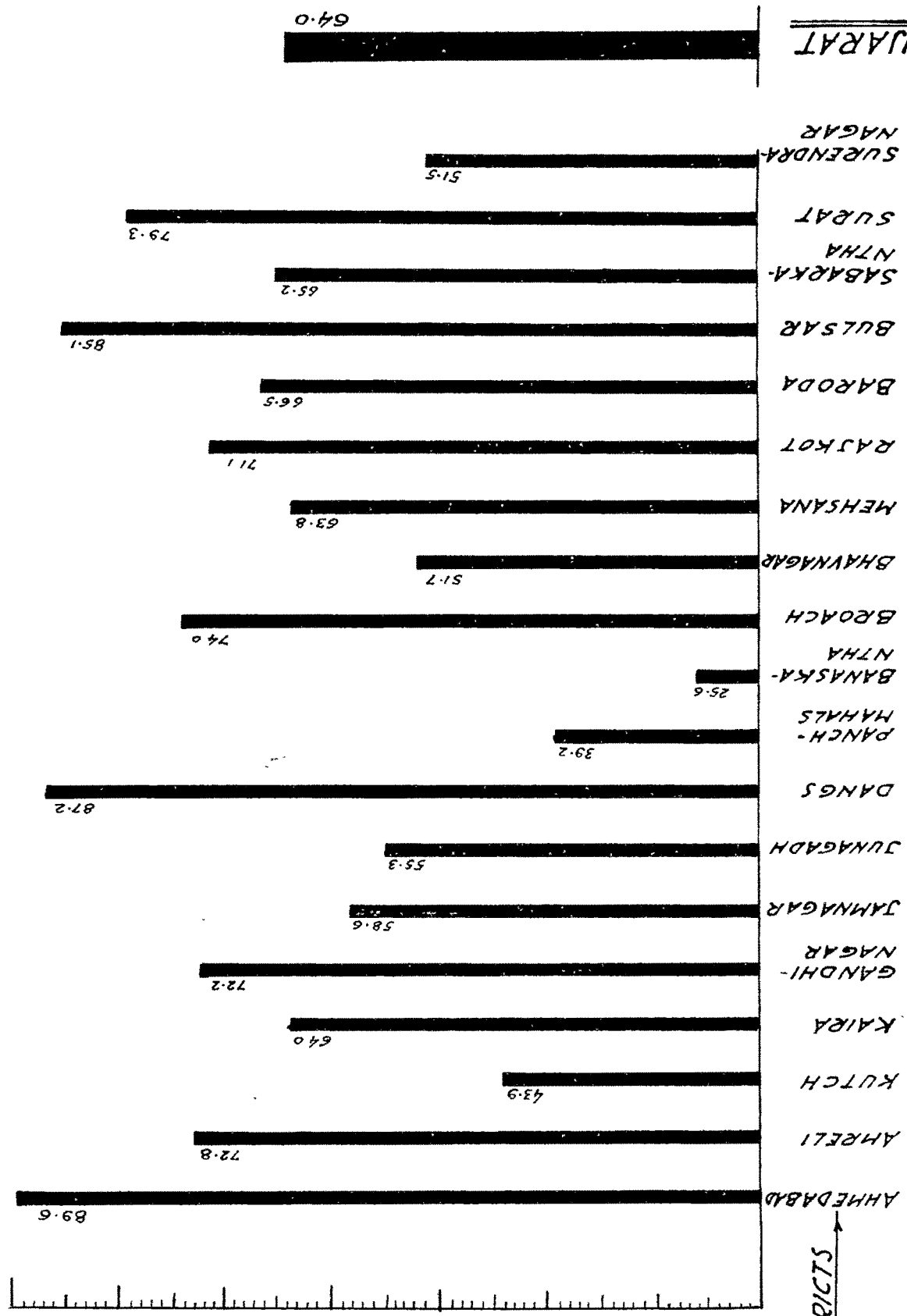


CHART SHOWING PERCENTAGE ENROLMENT OF GIRLS TO THE TOTAL GIRLS' POPULATION OF THE CORRESPONDING AGE-GROUPS IN THE DISTRICTS.

GUJARAT

(SOURCE: PERSPECTIVE PLAN OF GUJARAT - 1974-1984)



TABLE - LXIII  
Percentage of Enrolment of Girls to the Total  
Girls Population of the Corresponding Age-Groups  
 (1969)

| District  |               | Percentage: To be yet<br>enrolled |      |
|-----------|---------------|-----------------------------------|------|
| 1.        | Ahmedabad     | 89.6                              | 10.4 |
| 2.        | Amreli        | 72.8                              | 27.2 |
| 3.        | Kutch         | 43.9                              | 56.1 |
| 4.        | Kheda         | 64.1                              | 35.9 |
| 5.        | Gandhinagar   | 72.2                              | 27.8 |
| 6.        | Jamnagar      | 58.6                              | 41.4 |
| 7.        | Junagadh      | 55.3                              | 44.7 |
| 8.        | Dangs         | 87.2                              | 12.8 |
| 9.        | Panchmahals   | 39.2                              | 60.8 |
| 10.       | Banaskantha   | 25.6                              | 74.4 |
| 11.       | Bharuch       | 74.0                              | 26.0 |
| 12.       | Bhavnagar     | 51.7                              | 48.3 |
| 13.       | Mehsana       | 63.8                              | 36.2 |
| 14.       | Rajkot        | 71.1                              | 28.9 |
| 15.       | Vadodra       | 66.5                              | 33.5 |
| 16.       | Valsad        | 85.1                              | 14.9 |
| 17.       | Sabarkantha   | 65.2                              | 34.8 |
| 18.       | Surat         | 79.3                              | 20.7 |
| 19.       | Surendranagar | 51.5                              | 48.5 |
| Gujarat : |               | 64.0                              | 36.0 |

Source : Perspective Plan of Gujarat 1974-84, p.70

In the third aspect of the administration of primary education, viz., universality of retention still further - on a larger scale - progress has to be achieved. Here, the current position is very bad. Actually, the size and rate of retention are the yardsticks to measure the effectiveness and efficiency of the administration and financing of primary education in a State. The percentage of wastage in Gujarat was higher in the case of boys than in the case of girls in 1969, which was as high as 71.1. (22) This means that out of every 100 girls that enrolled in Class I in 1963-64 only 39 continued their studies further and passed Class V. The range in the rate of wastage in Sabarkantha District varies from 83.7 percent to 49.4 percent in Ahmedabad District in the case of girls. In the South Gujarat Districts the percentages of girls' wastage were Bharuch District 82.2, Valsad District , Dangs District 84.6 and Surat District 69.7.

In a recent study (1971), the State Institute of Education, Ahmedabad has found the following high rate of stagnation to the extent of 79.27 (Vide Table - LV ). In the case of boys the rate of wastage and stagnation was 73.10 percent and in the case of girls it was 78.52 percent. The percentage of students who actually withdrew themselves are shown in Table - LXV . It will be seen that the range of stagnation is from 73.71 percent in the Junagadh District to 92.29 percent in Dangs.

TABLE - LXIV

Percentage of Pupils who completed Successfully  
their Primary Education Std. I through Std.VII  
 (1963-64 - 1969-70)

| District          | : Percentage<br>of passes. | Percentage of Stagnation<br>and Wastage |       |       |
|-------------------|----------------------------|---|-------|-------|
|                   |                            | Total                                   | Boys  | Girls |
| 1. Ahmedabad      | 20.35                      | 79.65                                   | 74.80 | 84.99 |
| 2. Amreli         | 20.76                      | 79.24                                   | 74.20 | 86.28 |
| 3. Kutch          | 18.08                      | <del>81.92</del><br><del>82.51</del>    | 82.91 | 82.11 |
| 4. Kheda          | 24.78                      | <del>75.22</del><br><del>74.35</del>    | 73.14 | 75.59 |
| 5. Jamnagar       | 21.92                      | 78.08                                   | 74.92 | 82.75 |
| 6. Junagadh       | 26.29                      | 73.71                                   | 71.72 | 76.35 |
| 7. Panchmahals    | 19.02                      | 80.98                                   | 78.14 | 86.15 |
| 8. Banaskantha    | 15.96                      | 84.04                                   | 89.58 | 88.38 |
| 9. Bharuch        | 19.98                      | 80.02                                   | 77.21 | 83.80 |
| 10. Mahesana      | 19.76                      | 80.24                                   | 77.23 | 86.58 |
| 11. Bhavnagar     | 23.26                      | 76.74                                   | 74.89 | 82.34 |
| 12. Rajkot        | 22.96                      | 77.04                                   | 73.30 | 82.22 |
| 13. Vadodara      | 13.64                      | 86.36                                   | 82.52 | 90.59 |
| 14. Valasad       | 24.11                      | 75.89                                   | 74.97 | 76.66 |
| 15. Sabarkantha   | 22.27                      | <del>77.73</del><br><del>74.86</del>    | 29.26 | 48.47 |
| 16. Surat         | 23.46                      | 76.54                                   | 38.33 | 38.21 |
| 17. Surendranagar | 28.03                      | 71.97                                   | 71.70 | 71.10 |
| 18. Gandhinagar   | 21.61                      | 78.39                                   | 78.39 | 74.00 |
| 19. Dangs         | 7.71                       | 92.29                                   | 91.72 | 93.42 |
| Gujarat           | 20.73                      | 79.27                                   | 73.10 | 78.52 |

Source : Study made by State Institute of Education,  
 Ahmedabad, 1970.

TABLE - LXV

District-wise Breakup of Percentage of Boys  
and Girls who withdrew from Primary Schools (Classes  
I to VII) during the Period 1963-64 - 1969-70

| District          | Drop-outs |       |
|-------------------|-----------|-------|
|                   | Boys      | Girls |
| 1. Ahmedabad      | 47.33     | 40.12 |
| 2. Amreli         | 41.28     | 47.33 |
| 3. Kutch          | 52.46     | 73.29 |
| 4. Kheda          | 44.28     | 46.50 |
| 5. Jamnagar       | 54.50     | 56.64 |
| 6. Junagadh       | 53.59     | 58.78 |
| 7. Panchamahals   | 41.76     | 49.57 |
| 8. Banaskantha    | 30.59     | 36.36 |
| 9. Bharuch        | 50.75     | 56.68 |
| 10. Bhavnagar     | 59.49     | 58.15 |
| 11. Mahesana      | 57.50     | 53.63 |
| 12. Rajkot        | 53.23     | 52.03 |
| 13. Vadodara      | 56.29     | 56.34 |
| 14. Valsad        | 76.66     | 46.56 |
| 15. Sabarkantha   | 32.68     | 42.16 |
| 16. Surat         | 36.78     | 33.00 |
| 17. Surendranagar | 59.50     | 59.87 |
| 18. Gandhinagar   | 50.21     | 40.22 |
| 19. Dangs         | 18.06     | 11.61 |
| Gujarat           | 48.42     | 48.36 |

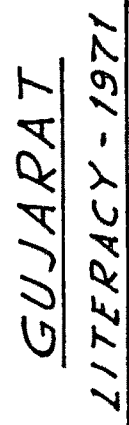
Source : A Study on the Wastage in Gujarat done by  
 State Institute of Education, Ahmedabad, 1970

There is not much difference in drop-out between boys and girls. In the case of boys the rate of drop-out is from 59.50 percent in Surendranagar to 18.06 percent in the Dangs District, and in the case of girls, it ranges from 73.29 percent in Kutch District to 11.61 percent in Dangs District.

Thus, the survey of the present position in the three-fold aspects of Universal, primary education shows that Gujarat State has completed successfully the first stage, viz., the Universal School provision in the actual place of habitation or within one to three mile walking distance from every habitation in the State. But in the second and third aspects, a lot has yet to be done. In years that follow, the administrative and planning machinery in primary education has to be strengthened in universalising enrolment in the age-group 6-14 and in universalising retention by reducing the wastage and stagnation to the minimum possible extent.

Even after reaching the goal of universal primary education in the age-group of 6-13 years, the machinery of administration will have to be directed to the improvement of the quality of education, and reduction of wastage and stagnation.

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



### 8.6 Progress achieved in Gujarat in Adult Literacy

Tied up with the problem of universalising primary education is the problem of wiping out the large scale illiteracy of adults men and women. Researches have shown high correlation between higher rate of adult literacy and greater size of enrolment and retention. (23) In this respect Gujarat's position is a little better than the national position. According to the 1971 census, against all India percentage of literacy of 33, the percentage of literacy in Gujarat is 35.70 comprising of 46.10 percent among men and 25.29 percent among women. The distribution of district-wise percentages of literacy is given on the next page.

It will be seen that the adult literacy percentage has improved from 30.5 percent in 1961 to 35.70 percent in 1971. About 5 percent rise in literacy is effected both among adult men and women. But the increase in literacy is not more than 5 to 8 percent in any district. It is particularly significant in Ahmedabad district, Junagadh, and Rajkot districts. It is quite slow in the districts of Panchmahals, Banaskantha and Bharuch. In Amreli district, the literacy percentage has even dropped down as it was 36.40 in 1961, it became 33.95 in 1971.

TABLE - LXVI

District-wise Break-up of Literacy Percentages  
in Gujarat

| District                | 1961  |       |       | 1971  |       |       |
|-------------------------|---|-------|-------|-------|-------|-------|
|                         | Men   | Women | Total | Men   | Women | Total |
| 1. Ahmedabad            | 52.7  | 29.3  | 41.9  | 58.51 | 37.50 | 48.75 |
| 2. Amreli               | 28.8  | 18.6  | 23.7  | 43.96 | 23.48 | 33.95 |
| 3. Kutch                | 33.4  | 16.9  | 25.1  | 37.16 | 21.91 | 20.47 |
| 4. Kheda                | 48.4  | 22.7  | 36.3  | 54.37 | 28.20 | 41.07 |
| 5. Gandhinagar          | included in Ahmedabad<br>Mehsana Districts. |       |       | 53.95 | 28.86 | 41.37 |
| 6. Jamnagar             | 36.4  | 16.2  | 26.6  | 41.29 | 22.00 | 31.92 |
| 7. Junagadh             | 35.4  | 12.8  | 24.4  | 41.11 | 19.43 | 30.60 |
| 8. Dangs                | 14.3  | 3.8   | 9.3   | 20.66 | 7.74  | 14.38 |
| 9. Panchmahals          | 29.00                                       | 8.8   | 19.2  | 33.63 | 11.52 | 22.89 |
| 10. Banaskantha         | 20.5  | 4.6   | 12.7  | 24.04 | 6.79  | 15.08 |
| 11. Bharuch             | 46.4  | 21.4  | 34.3  | 46.87 | 24.54 | 35.82 |
| 12. Bhavnagar           | 38.3  | 15.8  | 27.4  | 43.43 | 20.92 | 32.49 |
| 13. Mehsana             | 45.6  | 22.0  | 34.0  | 50.04 | 27.27 | 38.27 |
| 14. Rajkot              | 42.6  | 20.5  | 31.7  | 49.19 | 28.55 | 30.23 |
| 15. Vadodara            | 45.9  | 23.4  | 35.2  | 50.89 | 29.36 | 40.67 |
| 16. Valsad              | included in Surat                           |       |       | 46.59 | 28.32 | 34.47 |
| 17. Sabarkantha         | 36.2  | 11.3  | 24.0  | 44.06 | 17.31 | 30.92 |
| 18. Surat               | 44.4  | 24.3  | 34.4  | 47.95 | 30.03 | 39.28 |
| 19. Surendra-<br>nagar. | 33.8  | 14.7  | 24.5  | 39.79 | 18.79 | 29.60 |
| <del>20x</del> Gujarat: | 41.1  | 19.1  | 30.5  | 46.10 | 24.59 | 35.30 |



Women literacy is poor in all districts, but particularly in the districts of Amreli, Kutch, Jamnagar, Junagadh, Dangs, Panchamahals, Banskantha, Bhavnagar, Sabarkantha and Surendranagar.

The programme of adult literacy should form a part of the campaign of universalising primary education. With increased adult literates, the problem of enrolment and retention of school-going children will be less head-breaking. Literate women can be better persuaded to enrol their daughters in school and retain them till they complete 14 years of their age. Here the Panchayati Raj set-up should prove more useful.

#### 8.7 Qualitative Improvement of Primary Education in Gujarat

Making efforts to bring the benefits of primary education to all children in the age-group 6-14 is one thing, and raising its quality is another thing. And both the things are essential. The improvement of quality of primary education depends upon a number of factors, the most important of which are the following :

- Construction of satisfactory type of school buildings;
- the adequate supply of instructional aids and materials;
- improvement of school curriculum;

- the careful recruitment of teachers;
- the high percentage of trained teachers;
- - the effectiveness of teacher education;
- the large scale provision of inservice training of primary school teachers
- the well planned quality-oriented programme of the State-Institute of Education

An idea of the qualitative dimensions and directions of qualitative improvement of primary education will emerge from a brief discussion of these factors.

(1) School Buildings : In order that a school can function well and hope to provide effective instruction, it is necessary that it meets in a building especially constructed keeping in mind the needs and demands of primary school instruction. The pre-requisite of a qualitative primary school is that it has its own school building. Ofcourse, a school building alone can never make a school good, but it does help in creating conditions in which qualitative and effective instruction can be given. The quantitative position in respect of school buildings is summarised in Table on the next page.

TABLE - LXVII

Primary School Buildings in Gujarat

|         | Owned<br>Building.<br>P.C. | Rented<br>Buildings.<br>P.C. | Rent Free<br>Buildings.<br>P.C. | Building<br>per school. |
|---------|----------------------------|------------------------------|---------------------------------|-------------------------|
| 1959-60 | 51.4                       | 27.3                         | 21.3                            | <u>17,527</u><br>19,634 |
| 1961-62 | 54.4                       | 26.2                         | 19.4                            | <u>18,902</u><br>21,392 |
| 1962-63 | 55.7                       | 25.1                         | 19.2                            | <u>19,148</u><br>23,310 |
| 1963-64 | 56.3                       | 24.3                         | 19.4                            | <u>19,580</u><br>21,154 |

Unfortunately, the Annual Administrative Reports of the State Education Department has discontinued from 1965-66 giving statistical or otherwise information on the school buildings of primary schools in the State. One is, therefore, not in a position to draw any conclusion as regards the current position of school buildings, in Gujarat. But one can hazard a guess that 4 out of every 10 school buildings of primary schools in Gujarat are either rented or rent-free buildings such as Dharmashala, Caste-Dinner Vadis or any such convenient places. The School buildings of primary schools leave much to be desired. For the uplift of the qualitative face of primary education in Gujarat, about half the number of present number of schools need a fresh look and more vigorous improvement programme. In this perhaps, the interest, initiative and share of the local communities would prove crucial.

(2) Supply of Instructional Aids and Materials : In order that teachers are able to impart effective instruction, they should be provided with adequate and effective type of instructional aids and materials. Teachers should be constantly exposed to newer materials and aids. Not only that<sup>but</sup> they should be given practical experience and training in the use of newer instructional aids and materials.

The factor of cost is an important element. In most cases, whether a primary school teacher is going to be able to use a teaching aid in classroom depends upon whether he is supplied with such aids. Sophisticated instructional aids and materials are costly. They will not be much used by rural teachers. But then<sup>a</sup> certain minimum use of teaching aids by primary teachers has to be prescribed, and minimum provision of teaching aids per school has to be determined. It is the responsibility of the Panchayati Raj administration to see that all primary schools in a district are supplied with atleast the minimum essential teaching aids. This is at present being done at the Taluka Panchayat level. The latter is the appropriate tier of the Panchayati Raj for purchasing and distributing the instructional aids and materials to all the primary schools located within the Taluka. The inspecting officer assigned to each Beat or Circle should see that every primary school in his or her Beat is supplied with these aids and materials. If there is some delay or some deficiency or defect detected, the inspecting officer

should immediately get into touch with the Taluka Development Officer. This work can be given a momentum if there is an Education Committee at the Taluka level. It was unfortunate that the Taluka Education Committee has been done away with under the 1968 Amendment of the Panchayat Act.

In a poor country like India, the provision of expensive instructional aids and materials like the audio-visual instructional machines and materials become a prohibitive proposition. The State should, therefore, sponsor or support small manufacturing industries that can produce inexpensive teaching aids, and materials. Further, teachers can be trained to make inexpensive improvised teaching aids. In colleges of education or training schools generally there is a practice of giving, to trainees assignments in preparing teaching aids. After these aids are evaluated for examination purpose, either they are retained by the training college or are returned to the trainees. These aids - at least some of them can be passed by the training college to the neighbouring primary schools for their use. If a training college ascertains beforehand the type of teaching aids and materials the surrounding primary schools need, it can assign the preparation of such teaching aids projects to its trainees that could be of practical use to these schools. In this way, much of the present wastage in teaching aids prepared in teachers' colleges can be reduced, and the aids could be fruitfully used to improve primary school instruction.

The practice of constituting school complexes can also be of much practical use in this respect. A group of primary schools included in the school complex can benefit from the audio-visual tools and materials available in the Secondary School which belongs to that school complex.

It should be realised that if the quality of instruction in primary schools is to be raised, and the rate of stagnation and wastage, which are often the consequences of the poor quality of instruction, is to be effectively reduced, the primary school teacher alone cannot be the instructional aid and material. He needs to be armed with such aids and materials which would help him in making his classroom instruction interesting, dynamic and effective.

(3) Improvement of School Curriculum : The making and the laying down of school curriculum and textbooks are, in Gujarat, a centralised activity. It is not that the State Department of Education which itself prepares the school curriculum. It has an ad hoc committee which, from time to time, gets the curriculum reviewed and revised and the State Textbook Production Department gets textbooks prepared (which are screened and approved by appropriate expert non-official Committees). This Board publishes the textbooks. Thus, there is nationalisation of textbooks.

The nationalisation of textbooks has, to some extent, succeeded in bringing out cheap textbooks in the market. But as the element of competition had disappeared, many have opined that the quality has gone down. Some of research findings also point out in that direction. There is considerable delay also in publishing text books. The children of rural areas are greater sufferers in this respect. A number of primary schools in several parts of the State complain that their children have to wait for textbooks for a period of one to two months.

The Gujarat Primary School Syllabus was revised latest in 1967. Three claims are made for the revised syllabus: It is modernised; it has been made more activity-centred and depth has been effected in the content of each subject. The training syllabus of primary training colleges has also been renovated so as to equip <sup>the</sup> student-teacher with knowledge and skills to teach the new syllabus.

A welcome development is the series of handbooks prepared and published by the Gujarat State Institute of Education in areas of language teaching, arithmetic and science based on the new primary school syllabus. The S.I.E. has organised district-wise inservice teacher education courses to equip as many teachers as possible with proper understanding of the scope and the contents of the school subjects of the new

syllabus and the techniques of teaching. On the recommendations of the State Board of Teacher Education, the State Education Department has closed down almost 50 percent of the primary training colleges and some of them have been converted into the inservice training centres of primary school teachers.

(4) Recruitment of Teachers : In any programme of qualitative improvement of school education, the careful recruitment of teachers is going to be the most crucial pre-requisite. Under the Panchayati Raj, the powers of recruitment of teachers are vested in the Education Committee at the District level. The Bombay Primary Education Rules, 1949 provide a detailed procedure for recruitment of primary school teachers. Formerly, a candidate with Primary School Leaving Certificate was considered eligible for the post of a primary teacher. For the last few years, the State Education Department has raised the minimum standards of recruitment to S.S.C. pass certificate. A teacher training certificate of the Department of Education is also a requisite. Thus, steps are being taken to raise the educational qualifications of primary school teachers. The rub lies in the fact that even S.S.C. passed candidates are not really well up in the contents of school subjects in order to be able to teach children of the class I-IV, not to speak of the children of the classes V-VII.



Under the Bombay Primary Education Act, 1947, adopted later on by Gujarat State for its territories, the recruitment of primary teachers for each district is done by a specially constituted staff selection Committee for that district. This committee consists of three persons, viz. the District Education Officer (Chairman), the President of the Jilla Panchayat and the Administrative Officer of the District (Secretary).

It must be said that for the last two decades, the three man Staff Selection Committee has been working quite well almost in all the districts. It may be true that all teachers who are recruited in Gujarat are not of first grade or even second grade in quality. But it is no fault of the recruitment procedure. After all, the Staff Selection Committee has to select the best persons out of those candidates who actually offer themselves for selection, and the Committee can help very little if the quality of the candidates themselves is poor. Schools need teachers, and they cannot be allowed to remain without teachers on the plea that good quality candidates do not contest selection.

The Zeenabhai Darji High Level Committee on Panchayati Raj in Gujarat has come out with suggestions to change the present structure of the Staff selection Committee. When the Bombay Primary Education, Rules, 1947 were being framed, the leaders of the district local boards never liked that the

power of selection of teachers be taken away from their School Boards. But as it was shown in Chapter II, the power of appointment and transfer was most abused by the democratic units. The three-man Staff Selection Committee constituted under the <sup>9</sup>1947 Primary Education Act was a measure to remedy the large scale nepotism, casteism, communalism, favouritism, political exploitation rampant in the quarters of district school boards in the pre-independence days. In the twenty-five years of independence, the rural leadership has not very much improved in ~~the~~ their personal, communal, religious and political failings. The Zeenabhai Darji Committee has, unfortunately, sought to take the State back to the same turmoil and troubles of pre-1947 period operating in <sup>the</sup> selection of the primary teachers and other staff of the Jilla Shikshan Samiti. The Committee's recommendations are (24) :

- (a) A five man committee be constituted to recruit all the educational personnel relating to primary education;
- (b) This Committee should consist of the following :
  - (1) Chairman of the Shikshan Samiti
  - (2) A woman member of the Shikshan Samiti;
  - (3) A member belonging to scheduled caste or scheduled tribe (whichever has larger population in the district).
  - (4) Principal of primary training college;
  - (5) The Administrative Officer.

- (c) This Committee should also be entrusted with responsibility for teacher transfer ~~and~~ teacher selection for deputation for training. In the Committee for Transfer, the District Development officer is to replace the principal of the primary training college.

The findings of the present study are such that they cannot support the recommendation of the Darji Committee. The findings of the progress of primary education discussed in Chapter II are that a smaller sized staff selection committee will be more effective in selecting good teachers, as there will be less possibilities <sup>of</sup> differences of opinion, friction and conflict arising among the members. The Bombay Primary Education Integration Committee, 1959, had also recommended a smaller committee for Vidrabha, Marathawada, and Saurashtra (25), thereby upholding a principle of small staff selection committee.

Secondly, it is desirable that the District Educational Officer should not only be a member of the Committee, but he should Chair the Committee. This would be necessary for objective and impartial selection procedures to be followed. The D.E.O. can stand upto the pressure groups in the Shikshan Samiti. He can function without being over-owed or intimidated by the Chairman of the Shikshan Samiti.

Thirdly, in a Staff Selection Committee, what is more important is representation on it of an expert opinion and objective evaluation of the Competence of the candidates, and not giving representation to women and members of scheduled castes and tribes.

Fourthly, transfer of teachers is an administrative matter. It should be best left to the Administrative Officer or to a Committee. If the representatives of the Jilla Shikshan Samiti are brought into the picture, the former story of exploitation and persecution of primary teachers by the members of the Shikshan Samiti will begin to be heard again. What is needed is to free the administration of primary education from the pressure and pulls of politics and Panchayat members have been alleged to be indulging in<sup>a</sup> lot of politics even in the sphere of primary education. It is difficult to accept the rationale of the Darji Committee that with the inclusion of a member of scheduled caste or scheduled tribe and a woman member, the problem of teacher transfer in Gujarat will improve.

(5) The Proportion of Trained Teachers : In order that teachers can teach effectively, they should not only know the contents of different subjects quite well, but also they should know the techniques and methods of teaching and testing well. A well trained primary teacher is indispensable for improving the quality of primary education. In the matter of

trained teachers, the position of Gujarat is not quite happy. Only slowly the proportion of trained teachers is rising in Gujarat.

TABLE - LXVIII

Trained Primary Teachers in Gujarat

|         | Men   | Women | Total Teachers. |
|---------|-------|-------|-----------------|
| 1959-60 | 45.22 | 55.17 | 50.79           |
| 1960-61 | NA    | NA    | 48.1            |
| 1961-62 | 48.3  | 51.7  | 50.0            |
| 1962-63 | 53.0  | 53.8  | 53.4            |
| 1963-64 | 56.2  | 55.8  | 56.0            |
| 1964-65 | 57.5  | 58.1  | 57.8            |
| 1965-66 | 70.1  | 65.2  | 67.7            |
| 1966-67 | 70.6  | 70.2  | 70.4            |
| 1967-68 | 70.8  | 75.3  | 73.1            |
| 1968-69 | 82.8  | 80.4  | 81.6            |

It will be seen from the above figures that the percentage of trained primary teachers has been rising slowly but steadily in Gujarat. But today 1 out of every 5 primary teachers is still untrained. This is true of both men and women untrained teachers.

There is considerable variation among the districts in the provision of trained teachers.

There are 8 districts - Amreli (93.3 p.c.), Panchmahals (91.4 p.c.), Bhavnagar (96.1 p.c.), Vadodara (93.9 p.c.), Valsad (97.1 p.c.), Sabarkantha (95.6 p.c.), Surat (95.2 p.c.) and Surendranagar (90.8 p.c.) where trained teachers exceed 90 percent. There are other 8 districts where the percentage ranges from 80.0 to 87.4. These districts are : Ahmedabad (82.3 p.c.), Kheda (84.7 p.c.), Gandhinagar (80.1 p.c.), Jamnagar (80.0 p.c.), Junagadh (87.2 p.c.), Banaskantha (80.0 p.c.), Bharuch (80.0 p.c.), and Mehsana (87.6 p.c.). In the remaining three districts, the trained primary teachers are Dangs 76.2 per cent, Rajkot 74.9 percent, and Kutch 54.7 percent.

It is necessary to increase the drive for trained teachers in all districts, particularly in Dangs, Rajkot and Kutch districts.

The responsibility of teacher training at the primary stage has to be shouldered by the State. Unfortunately, the States' current policy is to reduce the number of training colleges. It reduced men's colleges to 33 from 44 and women's colleges to 32 from 34 in 1968-69. In the course of <sup>the</sup> last three years the number has slumped down to around 50. Such a step looks somewhat reasonable in the eight districts where the percentage of trained teachers is over 90 ( )

But in other 11 districts sufficient provision of teacher training should be retained. The State Government should come forward to pay awards and stipends to teacher trainees, as it is done by all progressive countries. In 1968-69, the total expenditure on male primary teacher training was Rs.21.77 lakhs and on female teacher training was Rs.17.26 lakhs. Of this Government's share was only 58.38 percent in the case of male teachers' colleges and 29.53 percent in the case of female teachers' colleges. It should be possible for the State Government to allocate more funds for teacher education if it is desired that primary schools in Gujarat should have all trained teachers.

(6) Effectiveness of Teacher Education Programme : One of the most vital contributing factors to the effectiveness of a training institution is that it has adequate physical conditions such as own-tutorial building, adequate library facilities, fairly well-equipped laboratory, craft room and its own practising school and own hostel. No systematic and comprehensive survey of the physical plant and facilities available in primary teachers' colleges has so far been done. A small effort is done in this direction by the State Institute of Education. But on scattered studies done on the subject, Desai has made the following observations :

"In Gujarat, 49 percent of the primary training colleges have their own tutorial buildings. Seventy-five percent of them have some kind of library facilities; data regarding the nature and library size in them are not available. Fifty-nine percent of primary colleges have some kind of laboratory facilities, the details of which are not available. Fifty-eight percent of these colleges have their own practising schools and 50 percent of them have their own hostels." (26)

This description does not give the prospect of an effective teacher education programme.

Over 90 percent of the staff of the primary teachers' colleges are only graduates. About 30 percent of them do not have any training qualifications. Most of these teacher educators have background in teaching in Secondary Schools and are equipped with methods of teaching Secondary School Classes.

The training syllabus is rather content-saturated. Over two-thirds of the total time of the trainees is spent in learning either content of school subjects or in doing craft work. Some of the members of the State Board of Teacher Education told the Investigator that during their inspection visit to the training colleges and their personal talk with the trainees, they got a feeling that trainees are overburdened with craft work. In their over-preoccupation with learning the content area of the school curriculum, the trainees seem to lose their enthusiasm and keenness for learning methods of teaching.



The methods of teaching and learning in most of the colleges are traditional. It is the lecture method that dominates. Discussion and demonstration figure on rare occasions. Demonstration in teaching is mostly confined to practical subjects. The extent of interaction among the teacher educators and trainees is very little. If Flander's ten categories of observation of interaction are applied to teacher educators' and trainees classroom communication, the results will be on a low scale.

The organisational climate in most of the colleges is not such as to provide a scope for effective teaching-learning. In quite a number of colleges the climate is controlled and in some it is even closed type. The authoritarian relationships are not very conducive to good staff morale and high achievement. The motivational factors of trainees are also not such as to give a promise for effective input.

These are indeed general observations. But they are a pointer to the average or ordinary quality of teacher training excepting in about 15 percent colleges which have a good record of achievement.

(7) Provision of Inservice Teacher Education : The provision of inservice education for primary teachers is there in Gujarat State, but it is on a very small scale. There are about 90,000 primary teachers in Gujarat. Hardly one or two percents of teachers could be exposed to inservice further training experiences. The inservice teacher education programme is organised largely by two agencies, viz, the State Institute of Education and since 1972 by the State Board of Teacher Education. Unlike secondary teachers' colleges in the State, primary teachers colleges are not equipped with any departments or centres of extension services. Only a few institutions are given Departments of Extension Services. The State Board of Teacher Education has been able to persuade the Education Department to reimburse the expenditure of Jilla Shikshan Samitis on the T.A. ,D.A. , and the Salary and allowances of teachers deputed to some selected training colleges for short term refresher courses. The objective of this kind of inservice programme is to refresh and supplement the knowledge of teachers in revised content areas of the school subjects in the newly introduced revised primary school syllabus. The State Board of Teacher Education follows more the English practice of setting up some permanent and some temporary inservice training centres in selected primary training colleges where teachers are deputed on district basis for further inservice training.

The State Institute of Education has taken up, since its establishment in 1964, inservice training of inspecting officers, primary teachers, teacher-educators<sup>and</sup> officials of the Panchayati Raj connected with primary education. Some idea of the coverage of the inservice education programme could be got from an observation of the S.I.E. Director in 1967 that from 1965 to 1967 the S.I.E. could "cover in the training programme about 400 supervisors and teacher-educators." The objectives of inservice education courses for teacher educators have been as under" (27):

- (1) To make the teacher educators conversant with the recent developments in education;
- (2) To acquaint them with the latest teaching methods;
- (3) To create interest in them for reading new literature available in the field of education;
- (4) To make them familiar with different types of curricula;
- (5) To give them clearer understanding of planning, execution and evaluation aspects of various activities connected with craft and community living;
- (6) To initiate them in the preparation of annual, monthly and weekly plan of work for various academic subjects;

- (7) To familiarise them with the underlying principles of various syllabi of teacher training institutions and of primary schools;
- (8) To develop in them faith about Basic Education;
- (9) To acquaint them with the various teaching devices;
- (10) To make them realise the importance of community life in teacher training institutions;
- (11) To familiarise them with the extension services expected of teacher training institutions to primary schools and their teachers; and
- (12) To orient them towards the kind of work they are expected to take up in training institutions.

It must be said to the credit of the S.I.E. that in the last eight years, it has tried to bring a fresh and progressive outlook to bear upon the teacher training at the primary stage in Gujarat. It is difficult to judge the effectiveness of the impact of the work done by the S.I.E. on the improvement of quality of primary education in the State. One thing is certain that at least about 20 percent of primary schools have been able to move out of their passive and orthodox rut. There has been some impact on the improvement of equality, though it is not much. The need of the day is to set up

extension centres in all the good quality training colleges covering all districts to strengthen these colleges in terms of staff, equipment and programme, and to place at their disposal some fund; only then the training colleges will be able to make impact on the improvement of the quality of primary school instruction and its programme.

(8) The State Institute of Education : The State Institute of Education has been charged with the special responsibility for the qualitative improvement of primary education. What it has been doing in Gujarat since 1964 has been already referred to in different contexts. It works especially in four sectors, viz :

- (i) Inservice training
- (ii) Extension
- (iii) Publication
- (iv) Research

The chief goal of all these has been the qualitative improvement of primary education in the State.

Some idea of its efforts to improve the quality of primary education can be had from its following activities :

- (i) Establishment of a Village Education Committee in every village where there is a school;
- (ii) Formation of Group Centres within a radius of 5 miles involving the schools within this radius for development under the guidance of the Chairman of the Centre who would be the head of a Training college, or the head of a high school and failing both, the head of a full-fledged primary school;
- (iii) Publications of Teachers' Handbooks in different school subjects, the scheme of daily work in single-teacher schools, group activities of primary schools, teaching aids and equipment for classes I-VII, etc. (The numbers of publications till the present date are about 60.)
- (iv) Planning and execution of programme of intensive educational development involving administrative workers at the Jilla and Taluka levels, educational inspectors (Supervisors), head masters of primary schools and teachers.
- (v) Planning education and instruction at the village level.
- (vi) Classification and grading of schools on qualitative basis;
- (vii) Research in stagnation and wastage, effectiveness of works of Beat Supervisors, economic and educational background of teacher trainees, perspectives of trainees on the primary teacher training programme, etc.

The S.I.E. is a very useful and potentially capable agency for improving the quality of primary education in Gujarat.

In order that it should have greater impact it should have a divisional or regional set-up for South Gujarat (Surat), Central Gujarat (Baroda), North Gujarat (Modasa), and Western Gujarat (Rajkot).

### 8.8 Improvement of Administrative Machinery

If the administration of primary education is to be made more productive, a certain balance between centralisation and decentralisation will have to be maintained. It is not true that all centralisation is bad and that all decentralisation is good. The State Government will have some definite powers and functions. These will be :

- legislation
- determination of policy
- establishment of the State Board of Primary Education
- laying down of attainment standards at the end of Std. IV and Std. VII
- approval of textbooks and nationalised publication of them
- supervision and inspection of primary schools to be done through the inspecting staff allotted to a Jilla Shikshan Samiti.
- training of teachers and administrative personnel
- Conducting research and experiments and new pilot projects in primary education
- preparing State Five Year Plans consolidating the development plans prepared at the grass roots

- providing grant-in-aid to the Panchayati Raj primary education bodies in order that equality of educational opportunity in each district is secured.

Most of these powers and functions are being performed by the State at present and they should be continued.

The Kothari Education Commission has observed that State Directorates of Education keep with them too much centralised authority and delegate not adequate authority at the district level. The Commission has recommended, "

"All things considered, the future of development lies in strengthening the district offices of the Department, making them service and supervision centres of all schools and retaining the State-level Directorates only for general Co-ordination and policy-making. This is the only way in which the weaknesses of the present departmental administration - rigidity, distance from schools, lack of contact with the local communities, emphasis on control rather than service, etc. - can be remedied." (28)

In view of the importance of strengthening the Departmental Organization at the district level, the District Education Officer should be given better status, he be delegated adequate authority so that the district office can function with effectiveness and efficiency and the inspecting personnel at the district level be strengthened in number as well as in quality.



At the Jilla Panchayat level, the administration of primary education should continue to be vested in the Administrative Officer, and the A.O. should continue to be Government Servant. The Panchayat Raj bodies have demanded a right to appoint their own Administrative Officers. But for good administration, it is necessary to make the Administrative Officer sufficiently independent of the Jilla Shikshan Samiti under which he may be serving for the time being so that he would have moral courage to counteract any wrong move by the Shikshan Samiti. An Administrative Officer will be able to act with initiative and courage of conviction only if he is not the servant of the Jilla Panchayat.

Primary schools are rapidly expanding in each taluka and more children are brought into school and still more children will have to be brought into school in near future. This would increase considerably the administration work in each taluka. It will be, therefore, necessary to increase the staff of Assistant Administrative Officers, and for each Taluka, an Assistant Administrative Officer should be recruited. The Jilla Panchayats will not have funds to appoint these assistant A.Os. They should, therefore, be appointed by Government and they should also be Government Servants.

The machinery of the Jilla Staff Selection Committees, the recommendations made by the Zeenabhai Darji Committee about their re-organisation and our comments thereon have already

been discussed earlier. It is recommended that no change should be made in the existing composition of the Staff Selection Committee.

The transfer of teachers is a subject of extreme controversy in the Jilla School Committees. The Zeenabhai Darji Samiti has found the present arrangement unsatisfactory. (29) It has remarked that the teacher community is extremely unhappy with the machinery. The Samiti has also admitted that members of the Jilla/Taluka Panchayats have taken a lot of improper interest in the transfer of primary teachers in their areas. The Samiti has come to the conclusion that the present composition of three officers and one ex-officio member has not worked effectively. Its recommendation on the composition of the Transfer Committee has already been described and commented upon earlier. The recommendations of the Zeenabhai Committee are rather politically oriented.

This power of transfer of teachers should not be vested in the Administrative Officer alone. Primary Teachers usually constitute about 98 percent of the Staff of a district. If the Administrative Officer has to effect transfers, he will be not only unpopular but his life will be miserable, as this power is an awful bed of thorns. The primary teachers are also in a mood of revolt on the issue

of transfers. Some of their complaints reported to the Investigator are :

- injustice is done to individual teachers;
- persons are transferred as often as 3 or 4 times a year;
- classes are disturbed in the middle of the year, by the transfer of teachers in charge;
- people are sent [ ] in the middle of the monsoon;
- husband and wife teachers are separated by transfers;
- high degree of discrimination among teachers on the basis of external pressures and pulls operate;
- Transfers are used as punishment in practice although it is not admitted to be so in theory.

The findings of this Study support the constitution of a smaller committee - a three man committee consisting of (1) the chairman of the Jilla Shikshan Samiti, (2) the District Education Inspector below the Education Officer (because the former will be in closer touch with primary schools than the D.E.O.) and (3) the A.O. of the Jilla Panchayat. If at all two more members are to be co-opted, they should be the Chairman of the Taluka Shikshan Samiti and the Taluka Assistant A.O.

The Board recommendations about some other aspects of the administration of primary education are :

- There should be an appropriate balance between centralisation and uniformity in minimum fundamentals and decentralisation and diversity in every thing else;
- The Darji Samiti has, however, suggested to include the Chairman of the Shikshan Samiti, District Development Officer and District Education Officer in the Appellate Tribunal. This should improve upon the present machinery.
- It is absolutely essential for the Jilla Panchayat to consult the A.O. before taking final decision on any aspect of primary education;
- The A.O. should continue to have powers to check Shikshan Samitis in cases where they exceed the powers assigned to them;
- The Jilla Shikshan Samiti should have the power to sanction its own budget.
- The recommendations made by the Zeenabhai Darji Committee regarding some of the details of the functioning of the machinery of teacher-transfer should be adopted. These recommendations are :
  - (1) Teachers' transfer can be effected only once during a year and that too in the Summer Vacation;
  - (2) The proportion of transfer of teachers in a year should not exceed 15 percent;
  - (3) No temporary transfer of teachers at a Taluka level by Taluka Administrative Officer in anticipation of the sanction of the Jilla level Transfer Committee should be permitted.

- The posting of teachers who have received training at their own cost or through loan scholarship should be done, as far as possible, in their own or nearby habitation;
- The posting of Harijan teachers should be done at such places where procuring accommodation for them may not pose a serious problem;
- Husband and wife teachers should be posted at a common place; even if only one of them is a teacher, he/she should be posted at a place where the other partner is having his/her work or service.
- A teacher should not be ordinarily transferred from a place unless he/she has served the school there for a period of atleast 10 years;
- The criteria determined for teacher transfer should be vigorously followed.

Such are some of the recommendations for the improvement of the administrative machinery of primary education in Gujarat State.

### 8.9 Strengthening Finances of Primary Education

Finance is the crucial factor in all educational developments particularly primary education. All local bodies find it difficult to raise adequate funds for primary education. This is more true in the case of the Panchayat bodies in rural areas than the Nagar Panchayats. As the latter have more and better sources of revenue, they are paid grant-in-aid at lower rates than the Jilla Shikshan Samitis, Taluka Panchayats and Gram Panchayats. As pointed out in the previous chapter, State Government bears the cost of primary education almost to the tune of 96 percent. In this way the Government has implemented the principle of decentralised financial responsibility. But yet, the Panchayati Raj bodies continue to complain of pressure of financial difficulties. Several members of the Panchayati Raj bodies of South Gujarat told the Investigator during his meeting with them that they do not have enough resources to finance primary education in their areas. A demand is being made in rural Panchayati Raj bodies' circle that State Government should bear the cent percent expenditure on primary education

The question to be considered is : Should the rural bodies be divested of all financial responsibility? The recommendation of this Study is that they should not. It is a sound principle of educational administration that to

every level of Government where some executive authority is delegated, some financial responsibility, however small, should always be attached and there should never be any complete divorce between executive authority and financial responsibility. It is necessary that every community makes the minimum educational effort to provide universal primary education to its children. Every community should raise some funds consistent with its financial resources and its capacity to spend, for more and better primary education. This will not only give an edge to the interest of the community in the interest of its children, but there will be additional funds to improve the quality of education. Our study in Chapter I showed that several communities in the West ~~came~~ forward to tax ~~more~~ <sup>more</sup> themselves in order to give a better quality school education to their children. This practice has increased the sense of responsibility in the local communities and also increased their identification with the needs and problems of a developing programme of primary education. It is, therefore, recommended that the existing practice of requiring the local communities to make some financial sacrifice for the education of their children should continue.

At the same time it is necessary to expand the financial resources of the Panchayat bodies.

The Gram Panchayats at present depend largely upon their income from land revenue. Their financial difficulty stems for this fact that they are reluctant to levy other taxes. The Panchayats have been given authority under the Panchayat Act to levy house tax, water-tax, light tax, shop or hotel tax and Octroi duties. If the village is fairly big, tax on vehicles and transport can also be levied. Where fairs are held, some tax can be set on them also. Entertainment tax is also permissible and is an additional source of income. Tax can also be levied on land used for grazing cattle and all such unfarmed land which is used for any profitable purpose. Even on land revenue, there is statutory provision to levy development tax of 20 to 100 paisa. The Gram Panchayats should show boldness to levy additional taxes permissible under the Panchayat Act. The failure is on their part. The members are afraid of local opposition to the levying of more taxes. But if people are properly educated in the uses to be made of the additional revenue and if the members can persuade the people that the additional income is to be used to improve their own amenities, the opposition will lose much of its edge. What is necessary is to create confidence in the community in the integrity of the members.

The Zeenabhai Darji Samiti has recently recommended that the Panchayati Raj bodies at each level should earmark



at least 10 percent of their united resources on education. It has made a number of very good suggestions to strengthen the finances of local bodies for primary education.

The Samiti's first important recommendation is that a Taluka Panchayat should levy a compulsory education cess at the rate of 10 paise in every rupee of the land revenue income. The income from this education cess should be used for primary and adult education. Similarly, at the best it is provided in the Panchayat Act that a Jilla Panchayat can allocate eight paise per every rupee of the Local Fund Cess to be spent for the expansion and development of primary education. The Samiti has recommended that this rate of 8 paise in a rupee of local fund cess should be increased to 10 paise. The Jilla Panchayat has also income from land revenue. The Samiti has recommended that 5 paise in every rupee of this land revenue income should be spent on programmes of welfare of children, women as well as adult education.

At present, State Government gives grant-in-aid to each Jilla Shikshan Samiti against the fixed Datum Capitalization Income. The rate of this grant-in-aid has been found inadequate and even unrealistic. The Committee appointed by State Government under the Chairmanship of the Director of Education has made certain recommendations to improve the

~~the~~ finances of the Panchayati Raj bodies for primary education. These recommendations are the following :

(a) Hundred percent grant-in-aid on non-educational Staff;  
 (b) a grant-in-aid at the rate of Rs.2 per child on the basis of pupils' attendance, (c) datum capitation grant not exceeding 2/3 of the total expenditure on primary education. These recommendations are under the consideration of State Government. Even if these recommendations are accepted in toto by State Government, the situation will not improve much. Much of the funds allocated by Panchayat bodies from their own united resources will be utilised for administering day-to-day primary education in classrooms, and ~~there~~ will not be enough money left for undertaking <sup>the</sup> education improvement programmes or for/construction of school buildings. In South Gujarat, there are a number of <sup>are</sup> areas ~~which~~/inhabited predominantly by tribal people and scheduled castes. To base grant-in-aid on the average attendance of such school children in these backward areas where many children grow being deprived of the benefits of primary education on account of social and cultural reasons would turn out to be a hard and unhelpful yardstick. The Zeenabhai Darji Samiti has made following recommendations which should be accepted by Government in the interest of universalising primary education in rural areas.

- (a) Ordinarily, in areas where 80 percent of the enrolled children are regularly present, full attendance grant should be sanctioned;
- (b) In backward areas, even if there is regular attendance of 60 percent children registered in schools, they should be given cent percent grant-in-aid on attendance;
- (c) The present practice of grant-in-aid on the basis of  $\frac{2}{3}$  of the total expenditure should be changed to 70 percent of the total expenditure on primary education;
- (d) The calculation of the datum-capitation grant should be on the basis of year by year calculation of expenditure. The figures of current expenditure should be adjusted against the figures of expenditure of the previous year.

These were the recommendations of the Zeenabhai Samiti. They are fair and reasonable. They show the way how the finances of the Panchayati Raj bodies can be strengthened so as to meet the expanding needs of primary education in rural areas.

#### 8.10 Conclusion

By and large, the concept of democratic decentralised the pattern of administration has been accepted by people and Government of Gujarat. The political developments in the country have made the concept more popular and pervading. The demand for decentralised executive authority and powers in education has increased among the local rural bodies. It is maintained that without the delegation of executive authority in an effective way and without any reservation, the nation's dream to build up a socialistic pattern of socialist society will not be realised. A new ideology that is being pushed ahead is that the acid test of the intentions of Government and the elite to build up a just and equitable society is to extend a better status, effect more and closer association with executive bodies, involve more in the important decision-making process, and bring nearer to the "Paradise Lost" the scheduled tribe and the scheduled caste communities. The latest reform of the Zeenabhai Darji Committee on the Panchayati Raj is breathing with this spirit. However, the findings of the research are that the weaker sections of the Society, even when more authority, powers and importance are delegated to them, will continue to remain passive and ineffective in the proceedings of the Panchayati Raj bodies because the leaderships at the village level, Taluka level and district level have developed a strong tendency to concentrate effective executive powers

in them and the force of traditions has sapped the rural mind to a great extent. The Panchayati Raj, as a tool, medium and process to bring about democratic decentralised pattern of administration in all sectors of community welfare and development has failed to that extent in Gujarat. The future of the Panchayati Raj depends upon the type of Sarpanchs and Presidents elected on the democratic rural bodies and the quality of the members elected or nominated on them. The process of orientation and training of this leadership should continue. At the same time, the Government should forge ahead in a determined way, taking the rural community with it to the greatest possible extent, in strengthening the administration and financing of primary education in the State. Primary education is the basic and crucial education for the masses. It will not merely do to fill the classrooms with all the children of the age-groups 6-14. That is being done now. It is not <sup>that</sup> merely universality of school provision and universality of enrolment are needed. Besides the extension of these two kinds of universality, it would be vital and expedient to renovate, and rejuvenate and invigorate the school, the programme, the teaching-learning process and testing and measurement tools and practices. What is needed is a strong and good primary school, with a good curriculum, better knowledgeable and competent teachers, dynamic methods

of teaching, creative supervision, better achievement motivation, stimulating organisation climate, and a determination on the part of the Society, ~~administrations~~ and teachers to make the primary school a basic unit of equipping the rural children to play their future dynamic role in a vigorous and vigilant democracy. If India's future is to be shaped in her classrooms, such a reconstruction of the Panchayati Raj and administration of primary education is urgent and crucial.

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