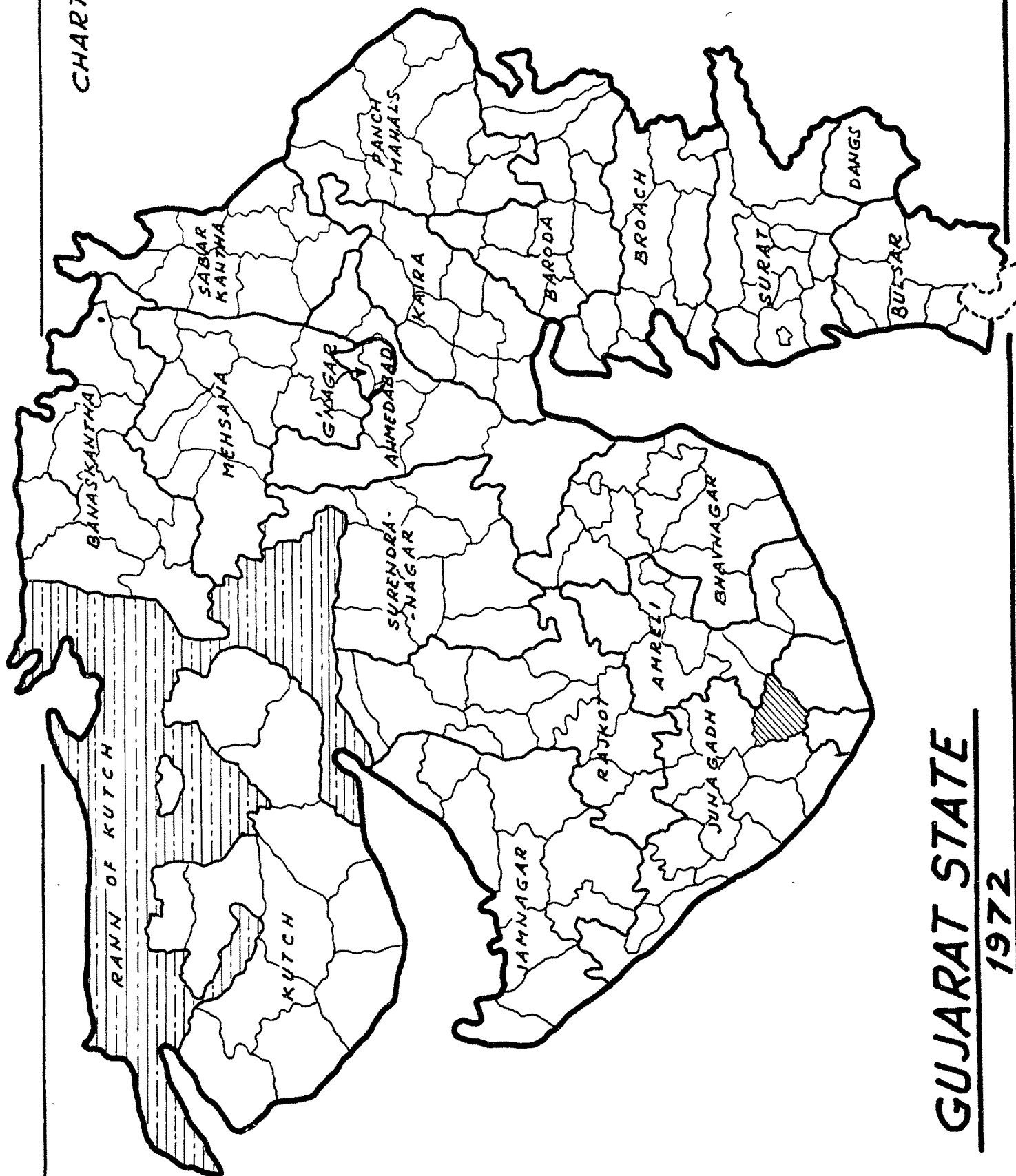


CHART- 1

CHART- 1



GUJARAT STATE
1972

INTRODUCTION

The Problem

The present Study is about the problems of administration and financing of primary education in Gujarat State. It constitutes the first attempt ever made in the universities of Gujarat State to study its machinery which administers primary education and its financing pattern, and the trends and various issues connected with them. Gujarat as a separate State emerged only in 1960, but its constituents - the five Gujarat - Districts of the Old Bombay State of the pre-independence days, the territories of old Kathiawad, Kutch, the Baroda State and other native States in Mainland Gujarat - had their own history of development of primary education spread over a long period of time, which continue to have their after-effects felt even upto this date. The story of the administration and financing of primary education is, therefore, studied in historical perspective.

The Balwantrai Mehta Committee on Democratic Decentralisation was an architect of a Three-tier administrative

Pattern of local bodies in several sectors of community development including primary education. The Panchayati Raj was introduced in Gujarat Under the Gujarat Panchayat Act, 1961 and was put into operation in 1963 in all the districts except the Dangs where its functioning began as late as in July, 1972. The Raj injected several new elements in the administration and financing of primary education. The major facets of the Panchayati Raj in the administration and financing of primary education are studied in perspective of a part of Gujarat - The South-Gujarat.

Thus, the present study concerns itself with the administration and financing of primary education in Gujarat in historical perspective, that is, from the early decades of the nineteenth century to the present date and it examines, in a general way, the impact of the Panchayati Raj on development of Universal, free and Compulsory Primary education with special focus on the three districts of South Gujarat, viz., the Bharuch District, the Surat District and the Valsad District.

The Scope and Limitation of the Study

The scope of administrative and financial problems is very great. It includes, amongst others, the following:

- Provision of primary schools within a walking distance of one mile and upper primary school divisions within a walking distance of three miles from the residence of every child of the age-group 6-14.
- Location of schools within a walking distance of one mile and upper primary school divisions within a walking distance of three miles from the residence of every child of the age-group 6-14.
- Provision of schools for linguistic minority in a given locality or habitation to teach in mother-tongue of the minority group.
- Constitution (or otherwise) of Shikshan Samities or primary education, School Boards at Gram, Taluka and District level and empower them to control and supervise primary education.
- Recruitment of teachers and administrative staff.
- Enforcement of Compulsion.
- Inspection and administration of primary schools.
- Construction and maintenance of primary school buildings and playgrounds.
- Adjustment of school hours and vacations to local requirements.
- Reduction of wastage and stagnation.
- Organisation of programmes and adoptions of measures to improve the quality of primary education

- Sources of income for primary education, and strengthening the sources,
- Allocation of the total cost of primary education between the authorities concerned, viz. the State Government, the Jilla Shikshan Samiti, the Taluka Panchayat and the Gram Panchayat;
- Determination of the cost of primary education, etc., etc.

There are many such facets and problems of administration and finances of primary education. In the present study, most of these problems are covered, but incidentally. The main focus is on the three-fold aspect of the subject of the Study, viz. Universality of School provision, universality of enrolment and universality of retention. The regional Seminars on primary education convened by the Centre in the last ten years and the Kothari Education Commission, too, have concentrated mainly on these three-fold aspects of the administration and financing of primary education. In this study also, these three aspects loom large. The focus is particularly on the fulfilment of the Constitutional directive contained in Article 45 that "the State shall endeavour to provide within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years."

Importance and Justification

Children in the age-group 6-14, constitute in Gujarat, roughly about 20 percent of the total population. Thus, 1 person in every 5 persons of the population is a primary school child. The primary school children constitute one-fifth future of the State. The education of primary school children, therefore, becomes of crucial importance. As Anthony Crosland of the Central Advisory Council for Education, England, said, while presenting the Report of the "Plowden Committee on Primary Education (1966)", that "primary education is the base on which all other education has to be built. Its importance cannot be over-estimated." The same observation is true for India-for Gujarat. Its importance is greater in a developing or a semi-developed country because its future is going to be shaped, as aptly put by the Kothari Education Commission, in its classrooms. The Commission has said :

"This, we believe, is no rhetoric. In a world based on Science and technology, it is education that determines the level of prosperity, welfare and security of the people."

In India, primary education has become the minimum education of the masses. It is going to operate as a main bullwark of defence against the inroads and attacks of the vitiatiry and destructive forces trying to shake and

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weaken the foundation of democracy in the country.

Without universal primary education, it will not be possible to abolish poverty- to fructify the slogan "Garibi Hatao" and to reach the goal of a socialistic pattern of society. The national objectives of self-sufficiency in food, economic growth, national and emotional integration, modernisation of the traditional and superstitious Indian society, activising of the Indian mind, ~~frreing~~ it from the clutches of a philosophy and attitude of defeatism and fateism will not be attained unless every boy and girlx of the age-group 5-14 have at least received primary education. Social justice demands it all the more in a society in which, far centuries, weaker sections of the society have been prevented from access to education and subjected to gross inequalities in all the fields of national development including education.

In this context, primary education acquires highest importance, and the study of its administration and financing, the reorganisation and strengthening of its machinery, methods and programme, the probing into its trends, and issues gather an air of urgency.

A glance at the research section of the Bibliography appended at the end of this study shows that a number of studies of the administration of primary education are

done with reference to bilingual Bombay State, and a few scattered studies on primary education in some districts of Gujarat, but so far not a single comprehensive and integrated study has been attempted for Gujarat as a whole. The study of the impact of the Panchayat Raj on Gujarat by an educational researcher has also remained so far unattempted.

These are a few justifications for the present study.

Objectives of the Study

One major objective of the present Study is to trace the growth of the development of primary education in Gujarat, in a connected and critical way, from the early years of 1824 to the present day, i.e. 1972. The history of education in Gujarat is yet to be written on scientific lines and in a thorough way. The purpose of the present study is to make contribution to it so far as the development and problems of primary education are concerned.

The Second major objective of the Study is to trace the evolution of the concept and the development of the practices of democratic administration of primary education in some important countries of the world with a view to determining the conditions that are favourable or detrimental to the success of associating local communities with the

administration and financing of primary education. This objective assumes special significance when the delegation of powers in the administration of primary education to the Panchayati Raj bodies is being questioned all over the country and a demand~~x~~ is being strongly put forth to
80 back to the earlier days when District School Boards administered and controlled largely, primary education.

The third major objective is to trace the development of administration and financing of primary education in Gujarat over a period of time with special reference to the legislation on primary education, constitution and functioning of local bodies in primary education, the beginning and growth of the movement for compulsory primary education in Gujarat and the extent of success it could achieve under the Bombay Primary Education Act 1961, the financing pattern and practices in primary education during the British period, during the time when Gujarat was an integral unit of the bilingual Bombay State and after the formation of a separate State of Gujarat.

The fourth major objective is to study, in historical perspective, the movement, machinery and the task-expectations in the case of democratic decentralised pattern of the administration of primary education in rural Gujarat.

The fifth and the last major objective is to attempt a broad quantitative and qualitative appraisal of the working of the Panchayati Raj at the Gram Panchayat and Jilla Panchayat level (incidentally also at the Taluka Panchayat level), through a Field-Study of these bodies in Bharuch, Surat and Valsad districts of the South Gujarat Region with a focus on the Study of the impact of the Panchayati Raj System on the effectiveness and efficiency of the administration and financing of primary education.

The over-all, principal objective of the Study is to examine critically the machinery, methods and provision for reaching the goal of universal, free and compulsory education in Gujarat State, and X-ray some of the major problems with a view to identifying some possible solutions for them.

Research Tools and Methodology

Part I of the Study is conceptual and comparative. Here, the main research tools are published books, reports surveys and researches. The list of references given at the end of Chapter I shows the resources which were drawn upon for collecting facts and making deduction. The deductions or conclusions are based on the sample of data that could be presented in a small framework of a

Chapter. The methodology is both historical Survey and the one that is used in comparative education studies.

Part II is historical and is devoted to the analysis of the current position in primary education. Here, the main tools of research are published documents of State Government, unpublished records of Government and local bodies and other official bodies like the Union Ministry of Education, the UNESCO, proceedings of legislatures, unpublished research work in the University of Bombay, Gujarat University, Baroda University and Sardar Patel University, some published research work and reports of seminars at the central and State levels. The methods used are both deductive and inductive ways of reasoning, and the methodology of research has blends of historical research, research by survey method and comparative research.

Part III is field Study. Here, the methods of collecting data were personal visits, meeting with individuals and groups and interviewing them and pooled ratings through pre-prepared rating scales. The research tools are pro-formas, questionnaires, rating scales and observation schedules. These are given in Appendix II.

The Field-Study is done on a sample of 82 Gram Panchayats, one third Talukas in each district (19 in

totally), 3 Jilla Panchayats and 73 experts. The details of the research sample, tools and methodology and hypothesis to be tested are discussed in Chapter V in Sections 5.2, 5.3 and 5.4 of this study.

The collection of data, from published documents, unpublished records, field visits, interviews, observation, etc. has proved an extremely uphill task. It turned out to be all the more arduous, challenging and time-consuming because these data were to be collected from rural persons, rural communities, rural local bodies and rural administrators. That the Investigator could collect these data because he himself happened to be connected with the Education Committee of Surat Municipal Corporation and he has many contacts in the Panchayati Raj bodies and the State Education Department. Yet he had to spend hundreds of hours, involving considerable travel, in collecting the field study data.

Division of the Subject

The research report is organised in three parts.

Part I, Chapter I is conceptual and comparative. It seeks to study the development of the concept of community development and democratic decentralised pattern of administration against the background of several Asia, European and American Countries. It further attempts

to study in broad outlines the democratic decentralisation in the administration of school education in the U.S.A., U.K., U.S.S.R., West Germany, East Germany, the Philippines, Egypt (the U.A.R.) and Red China. General deductions from the comparative study are made and applied to India. A theoretical reference frame for democratic decentralised administration of primary education in Gujarat is built up in outlines.

Part II is historical. It contains Chapters II, III and IV.

Chapter II is confined to the study of development of school provision and growth of enrolment at the primary school stage in Gujarat. It covers a period of about 150 years - from 1824 to 1971. The Chapter has a main focus on the development of compulsory education in Gujarat. There are three phases of the development of compulsory education discussed in the Chapter, viz., (i) the beginning of the struggle (1824-1900), (ii) the intensification of the struggle (1901-1947) and (iii) the period of partial success - 1947-1955, 1956-1960, and 1960-1971.

Chapter III is devoted mainly to a critical discussion of the administration and financing of primary education from the twenties of the nineteenth century to the present times.

Chapter IV discusses the movement, machinery and task-expectations of the democratic decentralised pattern of administration and financing of primary education. It traces the evolution and development of Village Panchayat System in Gujarat from ancient times to the present date. It reviews the changes effected from time to time in the Bombay Village Panchayat Act. It screens the recommendations of the Balwantrai Mehta Committee on the Democratic decentralised set-up - the three tier Panchayati Raj. It further examines some basic issues in the introduction of the Panchayati Raj in the administration of primary education in Gujarat. The story of the establishment, growth and evaluation of the Panchayati bodies in reference to the administration of primary education is fully presented in the last few sections of the Chapter. The Chapter ends with taking a stock of the present position of the Panchayati Raj in the administration of primary Education in Gujarat.

Part III pertains to field-studies on the working of the Panchayati Raj in the sector of primary education. Chapter V examines the emerging institutional leadership - particularly the Sarpanchs, Panchs and Presidents of the Jilla Shikshan Samities in South Gujarat and attempts a broad evaluation of their effective functioning and leadership.

Chapter VI deals with the field-study of instructional behaviour and the Panchayat bodies at work.

In Chapter VII the discussion of major problems of primary education- quantitative expansion and qualitative improvement are taken up and several dimensions of these problems are examined.

The last Chapter - Chapter VIII - presents major findings on several trends and issues of administering and financing primary education in Gujarat State and discusses directions and dimensions of change so that the goal of universal primary education in the age-group 6-14 is reached latest by 1983 and the standards of primary education in primary schools are improved to maximum possible extent.

The Thesis contains certain Appendices : (i) Suggested areas of research, (ii) A comprehensive Bibliography and (iii) Research tools used to collect data in the Field-Investigation.

It is hoped that the findings of the Study will be useful in strengthening the administration and financing of primary education and streamlining the working of the Panchayats in Gujarat State.