

### CHAPTER - III

## ADMINISTRATION AND FINANCES OF PRIMARY EDUCATION IN GUJARAT (1824 - 1971)

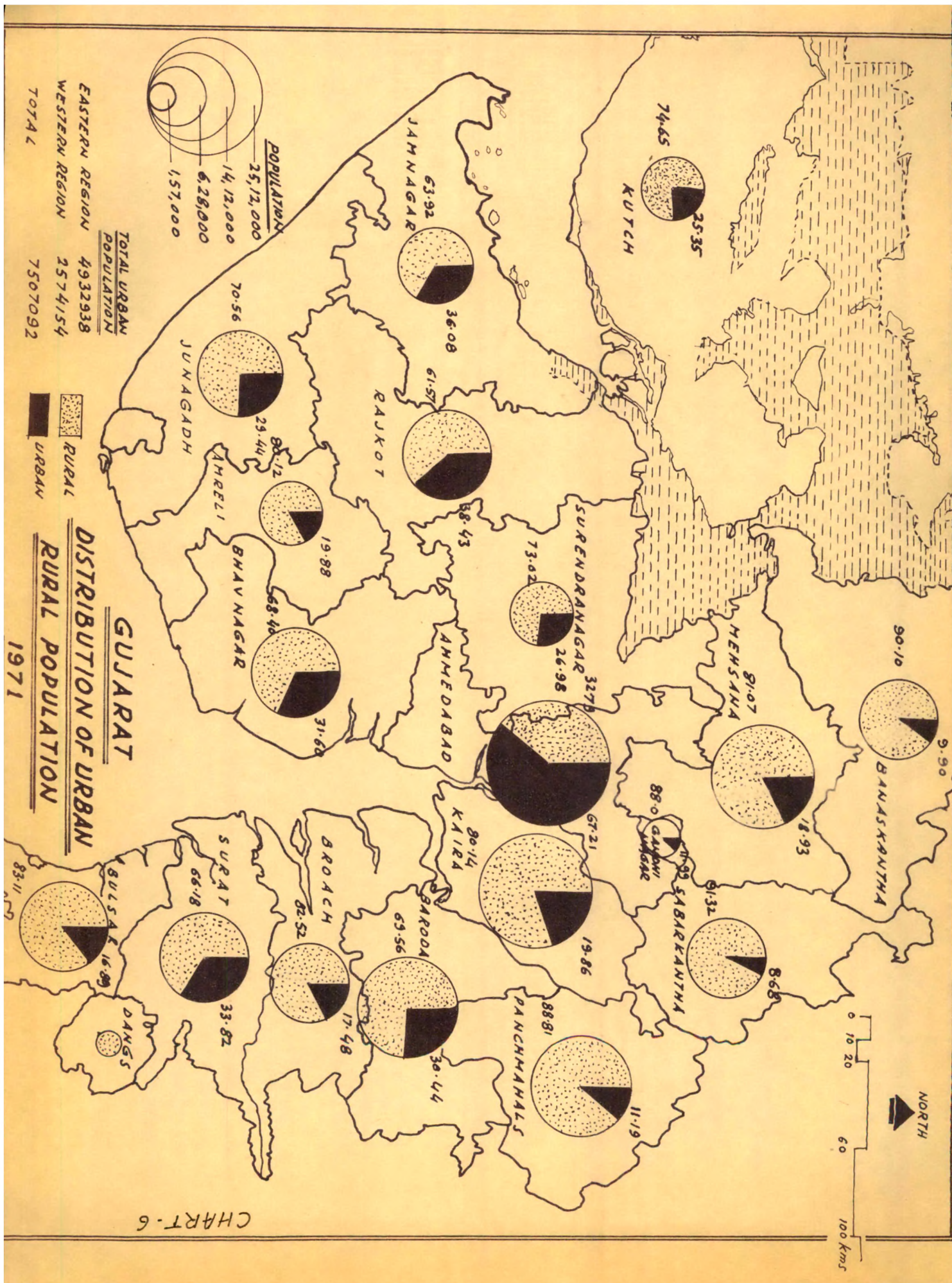
"This Bill on Compulsory Primary Education thrown out today, will come back again and again, till on the Stepping-Stones of its dead selves a measure ultimately rises which will spread the light of knowledge throughout the land.

- Gopal Krishna Gokhle.

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CHART-6





ADMINISTRATION AND FINANCES OF  
PRIMARY EDUCATION IN GUJARAT  
( 1824 - 1971 )

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### 3.1 Introduction

This Chapter is devoted mainly to the discussion of administration and finances of primary education from the twenties of the nineteenth century to the present times.

The main sources of data are the Reports of the Boards of Education (1840-1855), the Annual Reports of the D.P.Is. on the Progress of Education in the Bombay Province as a whole (1855-1959), and the Annual Administrative Reports of the Education Department of Gujarat State (1959-1968). A few researches and studies on the subject during this period have also been done. The G.Rs. of the Bombay Education Departments and proceedings of the Bombay Legislative Assembly are also used as sources. The research works done on the subject are by Parulekar (1), Vaidya(2), Naik (3), Paranjpe (5), Shah (6), Desai (7,8,9,10,11), Rajgor (12), Bhavsar (13).

and Mehta (14). The Reports of Certain Official Reviews (15) and Government Committees (16,17) are also valuable documents containing very enlightening data on the subject of democratic decentralised administration of primary education and its financing in Bombay Province of which Gujarat was a division till 1960. Wherever the official documents of Bombay Government do not provide separate data for Gujarat districts, the Bombay statistics in percentages are given which are, quite often, indicative broadly of the development in British Gujarat.

### 3.2 Administration of Primary Education in Gujarat prior to 1871

The Province of Bombay was fully brought under the rule of the East India Company in 1818. The first official attempt made by Bombay Government to provide primary education to the children of the Province was in 1827, when Mount Stuart Elphinstone, the first Governor of Bombay (1819 to 1827) helped to establish the Bombay Native Education School and School Book Society in 1827. The Society continued to function till 1840. It is on record that the society conducted 27 schools (enrolment 1055) in Gujarat in 1839. (12,p.52)

In 1840, the Society was abolished and was replaced by a new body called the Board of Education. It remained in existence from 1840 to 1855. The Board consisted of 7 members, of whom



4 were appointed by Government and 3 by the Bombay Native Education Society the role of which it took over. The Board continued to function till 1855. During the administration of the Board, the primary schools in the mainland of Gujarat increased to 41 with a total enrolment of 2741; in Kathiawad, out of the total 175 talukas, 19 had each a primary school and Kutch had 1 primary school - reference to this has already been made in the previous chapter. These schools were in addition to the Missionary schools and the indigenous schools that were in operation in Gujarat, Kathiawad and Kutch.

Following the example of the committee of council of Education in England, the Bombay Board divided the Province into three Educational Division. The five districts of British Gujarat were one of these Divisions. Each Division was placed under the direction and supervision of a British Inspector who had an Indian Assistant.

The Board aimed at providing knowledge of western sciences and literature. At this time, there was not much difference between the curricula of primary schools and those of secondary schools excepting the fact that the latter taught in English and the former in the vernacular language. In order to popularise this new system of education, the Board used to assemble the public leaders and local officers of Government and conducted examination of pupils in public to demonstrate the high quality of instruction imparted in the new type of Government Primary schools.

In 1855, the Board was wound up, and in its place a Department of Public Instruction, as recommended by the Wood's Despatch (1854), was set up. Mr. C.J. Erskine was appointed as the first Director of Public Instruction. The Department continued to work through the organisation of Divisions. The five districts of Gujarat formed the Northern Division. Mr. T.C. Hope was the Educational Inspector of the Northern Division.

The period between the Charter Act of 1813 and 1870's Lord Mayo's Decentralisation order was of extreme centralisation in administration of all education including primary education in whole of India. Charter Act of 1833 had vested all authority - administrative, legislative and financial - in the Government of India and the Provincial Governments of British India were reduced to the status of mere agents. All legislation on education continued to be considered and processed by the Central Government. This continued to be the case even after 1861 when Provincial Legislative Councils were established in Bombay, Madras and Bengal. The Central Government remained the exclusive authority to sanction educational expenditure and thereby to lay down educational policies.

Between 1855 and 1871 four D.P.Is. held office - Mr. C.J. Erskine (1855-56), Mr. E.I. Howard (1856-65), Sir Alex Ander Grant (1865-68) and Mr. J.B. Peile (1869-72). Under the Central Administration, they wielded, as representatives of the Central Government, great decisive power. Erskine did extremely valuable

work in organising the administrative machinery of education.

Howard could secure large additional funds for primary education by persuading the Government of India to agree to levy the Local Fund Cess of one anna on every rupee of the land revenue.

(1863-64). He also got textbooks prepared in regional languages such as Gujarati, Marathi, etc. Grant did much to bring about larger expansion of primary education. Both Grant and Howard made better provision of the training of primary teachers. But Howard was not keen on developing the education of girls. However, Grant and Peile adopted a more helpful policy for the development of primary education of girls.

### 3.3. Beginning of Decentralisation: Establishment of Local Boards and Their Functioning (1884-1921)

In December 1870, the Centralised administration under the Government of India came to an end. Under Decentralisation Resolution No.3334 dated 14th December, 1870, the Government of India made over to Provincial Governments certain departments of administration, of which education was one, reserving certain powers of supervision to itself. The provincial Governments were granted freedom to spend money and with the additional authority to allocate funds to education either by levy of new taxes or from the savings in other Departments. This made it possible for Provincial Governments "to lay down their own policies, to make plans for educational expansion and improvement, and in short, to take an active interest in educational affairs." (18)

But considerable restrictions operated in actual practice on the freedom of Provincial Governments in the administration of education in their areas. The sanction of the Government of India was required for all major appointments in the Education Departments till 1896, and even after that year, the Centrally administered and Controlled Indian Educational Service manned all important educational posts in all Provinces. Even in the matter of legislation and policy-making, the freedom of the Provincial Governments was often curtailed in practice. Questions like free primary education and compulsory primary education, though raised in the Bombay Province, could not succeed because a green signal was not given by the Centre. Desai refers to <sup>the</sup> lion-hearted battle carried on by Sir Chimanlal Setalwad, Sir Ibrahim Rahimtulla and others in the Bombay Legislative Council and Gopal Krishna Gokhale in the Imperial legislative for compulsory education. This struggle did not succeed, because the Central Government was averse to compulsory primary education.

Despite this, the step towards decentralisation was fundamental. As it was seen in the Comparative Study in Chapter I, all countries, which have adopted the Federal Pattern of administration, have made education invariably a responsibility of the Federating States. It was an administrative gain too, to decentralise authority in education. After 1870, "there



was no longer any need to refer even small details of educational policy to the Government of India, and as most problems of the Department could now be decided by the Provincial Government itself, the Centre of gravity in educational policies shifted from Calcutta to Bombay", (14,p.11) and this gave an impetus to expansion and development of education every where in India.

Prior to 1850, there were no municipalities in any part of Bombay Province. So, primary schools in urban areas were the responsibility of the Board of Education which it shouldered partly with the help of Government grants and partly on receipts of tuition fees and local subscriptions. The Act No.XXVI of 1850 paved for the establishment of municipalities. But, unfortunately, education was not included in functions of municipalities. However, the Bombay Act No. IX of 1862 :

allowed municipalities to make contributions to the education department for the establishment and maintenance of primary schools within their areas. This was helpful change in the development and growth of primary education in the Province.

The Decentralisation initiated in 1870 resulted in certain disadvantages also. For instance, it resulted in financial loss to provincial governments, as no central grants for education became available between 1870 and 1901. This had an adverse effect on the development of primary education in all parts of Bombay Province including Gujarat.

In rural areas, under the Act of 1870, District Local Fund Committees were established. The Constitution of the District Committee was as under (18) :

- The Collector of the district as President
- The first Assistant Collector
- The Second or other Assistant Collector in-charge of the Talukas
- The Executive Engineer, for all matters except education, and the Educational Inspector for educational matters;
- The Hazur Deputy Collector
- The District Deputy Collector in permanent charge of the Talukas
- One Inamdar or the holder of alienated villages
- Six proprietors or holders of land to be appointed by the Revenue Commissioner of the Division

Under the rules issued under the Bombay Local Fund Act of 1869, Taluka Committees were also formed. These lower level committees had three official members and three non-officials appointed by Government with one elected member.

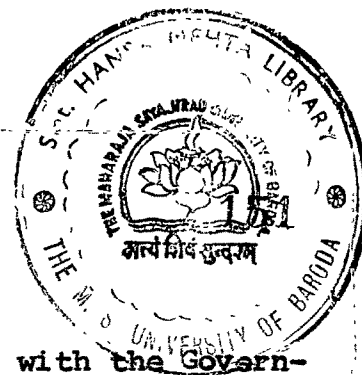
These committees were intended to be experiments in democratic decentralisation and in self governing institutions. To these Committees the responsibility and control of primary education was transferred. But they failed to function satisfactorily, firstly because they were not quite representative,

secondly because the members were mostly officials and from the class of land holders who were not much interested in educating rural children of masses; thirdly because their finances were not adequate and further because they were required to spend on school provision in municipal areas also where demand was more than in rural areas.

The administration of primary education in Gujarat began to improve only after the Indian Education Commission provided dimensions of change and reconstruction and definite directions in 1882. Here the Commission seemed to be influenced, in many ways by what happened in education in the country of rulers. In England, under the Elementary Education Acts of 1870 and 1876, the whole country was divided into a large number of school districts. Each school district was provided with a local committee with powers to levy taxes to provide schools and to compel attendance of children of a given age (19) The Indian Education Commission made recommendations for India on similar lines.

"(b) That the area of any municipality or rural unit of local self-government that may now or hereafter exist be declared to be a school-district, and school boards be established for the management and control of schools placed under the jurisdiction in each such district.

(c) That the duties of municipal and local boards in controlling or assisting schools under their supervision be regulated by local enactments suited to the circumstances of each province" (20)



The recommendations soon found acceptance with the Government of India, because Lord Ripon's Resolution of 1882 had created a favourable climate. A definite lead to the advancement of local self-Government was given in the Resolution. The Extension of local self-government was advocated primarily as an instrument of political and popular education. The Resolution laid down the following fundamental principles regarding the Constitution of Local Bodies :

- A large preponderance of non-official members - in no case the official members to be more than one-third of the whole.
- Members of the Board to be chosen by election.
- Control to be exercised from without rather than from within.

The Resolution emphatically stated that "with the advance of education there was growing up all over the country a class of intelligent and public spirited men" and "it would not be a bad policy but sheer waste of power not to utilise their services" (21)

As a consequence of Lord Ripon's directive on the institution of local-self government and the recommendations of the Indian Education Commission, Local Boards or Councils and Municipal Boards or Councils came to be established in each province. Primary education was declared to be an obligatory duty of these local bodies. In Gujarat Local Boards came into

existence under the Act I and II of 1884, and the control of primary education was transferred to them<sup>+</sup>. The extent of the transfer of control was greater in the case of Municipalities than in the case of Local Boards. The reason was simple. The public opinion was more developed in urban areas than in rural areas. But the most important point to be noticed was that in Bombay Province - in Gujarat the decentralisation moved further to local levels. A beginning was made towards bringing to bear upon the problems of administration of primary education local knowledge and local interest. The step, however, small, was definitely taken in a direction from which it was next to impossible to retract.

The development in decentralisation did hold, to some extent, the cause of primary education in Gujarat. The number of primary schools in Gujarat increased significantly. In 1901 the number of schools in the mainland of Gujarat rose to 2862<sup>++</sup> with a total enrolment of 1.89 lakhs.

In Gujarat the local bodies in education that came into existence after 1884<sup>+++</sup> and in the Baroda State after 1905, +In the Baroda State, Local Self-Government came later. In 1905, it was extended all over the State and the control over the 'gramya-shalas' was handed over to the Local Boards. (22)

<sup>++</sup> In 1901, the number of primary schools in Kathiawad was 927 with 65,375 pupils and in Kutch it was 110 with 5376 pupils. (Op.cit., page \_\_\_\_\_).

<sup>+++</sup> Under the Bombay Local Board Act, 1884, the 'local board' was created as a corporate body consisting of elected and nominated members, where the elected members were to be less than one half of the whole number inclusive of the president. The principal qualification was the holding of land assessed as Rs. 28 per annum. Holders of the alienated village in the Taluka had the right to elect one of them to be a member of the Taluka Local Board and one member was selected by the Commissioner from each of the Municipal districts.

could not function satisfactorily. By 1921 several defects became manifest. First, their working largely justified the apprehensions of some of the critics of Lord Ripon's Resolution who had feared that the local extension of local-self government would lead to a loss of efficiency in administration. The powers enjoyed by Local Bodies in the administration of primary education were nominal. Second, the Boards were dominated by official influence and the voice of the district officials of Government was still supreme in their management. Third, so far as rural areas were concerned, the working of the local Boards could be better described as the association of a few local leaders with Government officers in managing certain local functions than as the establishment of local-self government institutions as such. Fifth, the 'district' was too big an area to be a unit of local administration.<sup>++</sup> Sixth, the primary schools and their administration could not be brought close to the people. The last defect was that the main responsibility for primary education was placed on a local body the resources of which were far meagre and elastic. In Baroda State, also, the functions of Local Boards were quite unsatisfactory. The experiment was adjusted to be a failure.

"The Boards knew nothing of education and cared less, except

+ A District Local Board in Gujarat was in charge of nearly 90 per cent of the population in the district.



in so far as the appointment and dismissal of school staffs offered a profitable field for the exercise of nepotism or patronage." (23) The Education Commission of the State appointed in 1909, presided over by Mr. C.M. Seddon, found that the Boards were unfit, at that stage of their development, to exercise control over the village schools. (24) It was, therefore, withdrawn and handed over to the Education Department. (25)

### 3.4 Legislations on Primary Education (1906-1918) :

Two measures of legislations on primary education that took place during this period deserve to be noted. The one was on compulsory primary education in Baroda State under which the scheme on compulsory primary education originally introduced as an experimental measure, was sought to be extended to all the parts of the Baroda State and the second was the Patel Act of 1918 in Bombay Province.

The special features of the Baroda Act were : the compulsion for boys in the age-group of 7-12 years, and for girls in the age-group of 7-10 years; provisions of exemptions for children falling into certain categories such as children of parents of advanced age or children suffering from infirmity, physically and mentally handicapped children; the child being the only bread-winner in the family etc. This act was amended in 1910. Under this amended Act, compulsion was made applicable to all those boys who had completed sixth year but not completed twelfth year and to all those girls who had completed sixth

year but had not completed eleventh year; the obligatory responsibility was placed on all guardians to cause their children of the compulsory age to attend schools; provision was made for preparing school census and penalties were provided for defaulting parents.

The second legislation was the Patel Act of 1918 of Bombay Province. The Act was an epoch-making event in the whole of British India because it denoted, for the first time, a change in the attitude of British Officers of the Centre as well as of Bombay Province towards the expansion of primary education by an overt acceptance of principle of compulsion in primary education. In his speech in Bombay legislative council Shri Vithalbhai Patel, the author of the Bill, had observed :

"I venture to say that in the whole history of legislation in British India, so important a measure is for the first time being placed on the Statute book and I rejoice that the Bombay Legislative Council takes the Credit for it. The Bombay Presidency has taken the lead and I am glad to notice that some of the other provinces are following it up." (26)

The special features of the Patel Act were as under. It was applicable only to urban areas, It vested powers in Municipalities to introduce compulsory primary education in their areas, for either or both sexes, if they so desired; the age-period of compulsion was 7-11 years; legal prosecution of defaulting parents and employers and fines for them Rs.5 and Rs.25 per day respectively) were provided; compulsory education

was to be free also; Municipalities were empowered to impose fresh taxes or to increase any of the existing ones; Government, may or may not aid the schemes of compulsion and if they do aid, the percentage of total expenditure to be shared would be decided by Government.

The Baroda Act was more effective than the Patel Act. In 1916, the number of primary schools in Baroda state, rose to 3084 and the enrolment therein to 2.39 lakhs. (27) The number of literates that were 98 per mile in 1901 (Males 180, females 9) rose to 119 (males 206, females 24) in 1911, and to 147 persons (males 240, females 47) (28) Baroda State was gradually stealing a march over British Gujarat as a result of the enforcement of compulsion.

"British Gujarat was leading in literacy since 1901, but the lead has been gradually diminished on account of the liberal policy of advancing primary education in the State..... British Gujarat had added 31 more literates to the thousand in the 20 years before 1921, while in the State additional literates per thousand numbered 49 in the same period. Female literacy here has multiplied more than 5 times, while in the British Gujarat the rate of advance has been much less rapid" . (29) .

The Patel Act did not fulfil the high hopes it had aroused, when the measure was passed by the Bombay Legislative Council. The progress made in the four years after the enforcement of the Act was negligible. Only 2 municipalities from Gujarat introduced compulsion under this Act - the Municipality of Surat did it for both boys and girls and Dakore Municipality

introduced it for boys only. About the success of compulsion under the Patel Act one could only say this much that the enforcement of compulsory education was somewhat successful in case of boys, but it failed to have any appreciable effect in the case of girls. The working of the Patel Act showed that Municipalities were not enthusiastic about introducing compulsion, that they had not enough finance to support highly expensive schemes of compulsory primary education, that they were not willing to take any legal action against the offending parents and that initiative and interest of the local communities for primary education did not result, as was envisaged by the advocates of compulsory education and democratic decentralisation of primary education.

### 3.5 Enactment of Primary Education Acts between 1923 and 1947 and Administration of Primary Education in Gujarat under them upto 1963

In 1921, the Diarchy system of administration came into operation in all the provinces of British India. Under the Government of India Act of 1919 : Under this Act, certain departments like Education were placed under Indian Ministers for administration. Local-self-government also was a transferred subject and therefore it came to be administered by Indian Ministers. Under the Indian Minister Sir R.P. Paranjpe (1921-23) Bombay Province put another Act on the Primary Education on the Statute Book. It was the Bombay Primary Education Act

1923. According to the provisions of this Act, Primary education in British Gujarat was administered between 1923 and 1938.

The Salient features of the P.E. Act 1923 were as under :

The Preamble of the Act made it clear for the first time that it was "the declared policy of Government that universal, free and compulsory primary education for boys and girls should be reached by a definite programme of progressive expansion" and "it was expedient to provide for compulsory elementary education;" the Act of 1923 applied to both urban and rural areas; Section 10 (2) of the Act authorised Government to call upon Local Bodies to prepare schemes of compulsion within a specified period if they failed to take initiative in the matter; Section 26 of the Act gave Government power to prepare and execute schemes of compulsion through its own officers if the Local Education Authorities (i.e. Municipalities and District Local Board) failed to comply with an order under Section 10 (2) and to receive the expenses of the schemes from the L.E.A. concerned; it provided for the legal prosecution of the defaulting guardian or the employer by producing him before a Magistrate or a Police Patel or a person empowered in this behalf by District Magistrate; it made it obligatory on Government to pay grants on account of compulsory primary education at the rate of  $\frac{2}{3}$  in the case of the District Local Boards and  $\frac{1}{2}$  to Municipalities.

The P.E. Act of 1923, like its predecessor the Patel Act of 1918, did not achieve much. The high hopes raised by it for a large scale expansion of primary education in the Province did not materialise. In Gujarat, only one Local Body - Broach Municipality introduced Compulsory education, and that too for boys only, with effect from 1st November, 1927. The number of areas in which compulsion was introduced was very small; compulsion was applied to boys only; it was mostly restricted to urban areas; and hardly any steps were taken to enforce compulsion vigorously by prosecuting the defaulters; and, therefore, the progress of compulsory primary education in Gujarat, as elsewhere in Bombay Province, was extremely disappointing between 1923 and 1938.

Why did such a thing happen? What factors were responsible for the failure of the democratic decentralised units? The causes are complex and varied. But one major cause of this dismal failure was economic depression that began to cast its spell over Bombay Province after 1927. Between 1927 and 1937 Government's financial position was badly bruised, with the result that it either did not sanction the schemes of compulsory primary education which were submitted to it or it discouraged any such attempt on the part of the Local Bodies.



Shri J.P. Naik's observation, in this respect, is worth quoting :

"We are not convinced, however, that financial stringency was the only cause of the dismal failure. Much could have been done and a far greater expansion could have been achieved in spite of the alleged financial stringency. Firstly, Government would not give up their century-old habit of beginning all refrenchment by axing the education budget .....Secondly, Government could not see their way to adopt such money-saving devices as the shift system and encouragement of aided schools." (30).

The B.P.E. Act of 1923 was amended in 1938 by the First Congress Minister that assumed power under the Chief Minister Shri B.G. Kher. The Act sought to improve the administrative machinery of primary education.

It was found that

- (a) The administration of primary education suffered greatly under its transfer to Local Bodies. The Chief Minister B.G. Kher in his speech in the Bombay Legislative Assembly in 1938, had brought to light the following shortcomings : (31) :
- laxity in various details of administration;
  - apathy of local bodies;
  - nepotism, favouritism, prejudice and revenge practised by members of school boards;
  - public opinion not sufficiently advanced;
  - party and communal as well as personal considerations dominating the work of school boards and local authorities;

- too much interference in the day-to-day administration of the Administrative officer by School Board Members;
- few members of school boards being really interested in education;
- the primary teacher used as electioneering and canvassing agent.

(b) Till 1938, the Administrative Office was the servant of the Local Body. This arrangement did not work well because the administrative officer was frequently subjected to pressure by the Chairman and other members of the Local Body. In fact, he found it difficult to function independently and in the best interest of primary education. The Chief Minister, B.G. Kher's observations in this respect, were :

"Many of the Administrative Officers are glorified head clerks carrying out the orders of the Chairman in particular, of the school boards in general, while some have willingly surrendered their powers of appointments and transfer both to the Chairman as well as to the school Boards. There is so much interference with the day-to-day administration under the Administrative Officer, with the result that these officers are probably not taking as much active interest in their work as they ought to do". (32)

The B.P.E. (Amendment) Act, 1938, therefore, took away the powers from Local Authorities to control the Administrative Officer; the latter was made Government Servant so that he could act independently, when needed, of the school Board in the interest of expansion and improvement of primary education.

- (c) The School Boards misused their powers of appointment, transfer and dismissal. On this Chief Minister Kher's comment was :

"Teachers are transferred, dismissed or appointed for personal or communal reasons. Increments are not granted, payment of salary is often in arrears, ....." (33)

The Rules made under the Amendment Act of 1938 changed this unhappy situation. The Administrative Officer was made fully responsible for the appointment, transfer, etc. of Boards' primary teachers.

- (d) Prior to 1938, no educational qualifications were required of those who desired to be members of school boards. This resulted into three types of ills. First, it led to even illiterate people, who knew nothing about primary education, getting elected to the school boards; secondly, the result was a free play of power politics, clash of vested interests and stark nepotism; (34) and thirdly, " few members of school boards were interested in education as such. Most of them were interested in the powers and patronage and in the prestige conferred upon them by membership" (35)

Amendment Act, however, sought to improve this situation. It prescribed requisite educational qualifications. For instance, a person was deemed to possess requisite educational qualifications if he passed the Vernacular School Final Examination of the Government, or had passed the Anglo-vernacular Third Standard or possessed any other equivalent or higher educational qualifications which Government may prescribe in this behalf. Women or representatives of minorities and backward communities were made exception to the educational qualification for members of school boards prescribed under the Act.

- (e) The B.P.E. Act 1923 had given powers to Local Bodies to appoint their own educational inspectors. This did not work well.

"School Boards' inspecting officers are completely under the Boards and have really no voice even in educational matters. Their suggestions and reports are either not free and voluntary or they are ignored." (36).

Under the Amendment Act, Government withdrew this power from Local Bodies and appointed its own staff of educational Inspectors to supervise and inspect primary education under the Amendment Act of 1938. They were :

- The number of Local Authority Municipalities was reduced and some small municipalities which had become Local Authorities under the P.E. Act of 1923 were now classed as Non-Local Authorities.
- Government assumed certain additional and necessary powers of control over the school boards.
- A Provincial Board of Primary Education consisting of 12 members (out of whom 6 will be elected by the School Boards) was constituted.

Unfortunately, this Amendment Act, too, did not work satisfactorily. Strong criticism began to appear which advocated complete divorce of local bodies with the administration of primary education. Regarding the association of School Boards with the administration of primary education, there were two distinct view-points. One very strongly favoured the abolition of democratic units because they failed to deliver goods. On the contrary, second school of thinkers and members of Local Authorities urged Government that the democratic units of

School Boards be made stronger and they be given more powers. The Amendment Act was essentially a compromise and, therefore, it did not please any of the two conflicting schools of thinkers.

The reaction of Local Bodies in Gujarat against the reform was very sharp and bitter. They did not like in the first instance, that the A.O. be made a government servant, because it would mean that their hold over him would become nominal. And that actually happened. The A.O. began to exercise in reality powers of appointing, transferring, punishing and favouring primary school teachers in which actually all members of the school Board were greatly interested. So, the democratic units complained against the reverse of trend of centralisation on the part of Government.

The Amendment Act failed to improve the lot and working of the A.O. In fact, he had to serve two masters - the Education Department in the matters of Control over primary School teachers and the School Board in all other administrative matters. "As the relations between government and the School Boards were not happy, his position became extremely awkward on several occasions." (17,p.11). Further, the administrative procedures under the Act caused considerable hardship and embarrassment to the A.O. He had the executive authority, but he had no assistant touring officers under him. He was in charge of all the primary schools in the district, but he

himself could tour very little and could see himself the working of these schools. In most of the cases, he had to depend upon Government Deputy Educational Inspector and his assistants. The latter had no authority to pass direct orders to district primary schools and to their teachers with a view to improving their functioning - he (D.E.I.) had to be satisfied by passing on his report and observations to the School Board A.O. "Very often the Deputy Educational Inspector and the Administrative Officer did not agree with each other, and could not work in collaboration" (18, p.17) This damaged the cause of primary education.

The small municipalities, which came to be converted into Non-local Authority Municipalities under the Amendment Act did not like this loss of authority. This was understandable. They were required to pay for primary education in their area at the same rate as in the past, but they were divested of earlier powers.

The dissatisfaction regarding the provisions of the Amendment Act went on mounting. It ultimately led to the repeal of the B.P.E. Act of 1923 and its Amendment of 1938 and to the passing of an altogether new primary Education Act in 1947. The old controversies regarding the desirability or otherwise of the abolition of School Boards and that of decentralisation Vs. Centralisation in the administration of primary education had continued with the same vigour as in 1938. The Second



Congress Ministry, which enacted the Bombay Primary Education Act, 1947 again adopted a compromise device. Madhuri Shah has given four main lines of compromise (17, pp.20-21).

- (1) It was agreed that the School Boards should be continued though their powers were to be reduced still further.
- (2) In the case of District School Boards, it was decided that Government should go back to the position which prevailed before 1923, that is to say, the School Boards should be more or less advisory bodies only. They should contribute a definite sum to expenditure on primary education and all the deficit should be borne by Government.
- (3) In the case of the Local Authority Municipalities, their powers were to continue unchanged, because they contributed fifty per cent expenditure on primary education.
- (4) The Non-Local Authority Municipalities were to be treated on the same basis as the District School Boards.

The main reforms and departures effected by the Bombay Primary Education Act, 1947, are given below :

- All the municipalities were divided into two groups - Authorized and Non-Authorized;
- All members of School Boards were previously to be elected. Under the B.P.E. Act, 1947, Government had the power to nominate not less than 2 and not more than 3 members - one of these must be an officer of Government and the other 2 would ordinarily be non-officials having experience of primary education;
- Seats came to be reserved, as in the past, for women, minorities and backward communities;

- Educational qualifications for members of School Boards were raised :
  - (a) Members from backward communities should atleast have passed primary Std. IV;
  - (b) At least 3 members should be S.S.C. passed or Second Year P.T.C., trained;
  - (c) Other members should have passed P.S.C. Examination.
- School Boards were made independent of their parent District Local Boards. In the case of municipal Board, the old position continued;
- District School Boards had been made more or less advisory. The duties and functions prescribed were as under :
  - (a) to provide for the welfare of the children attending primary schools;
  - (b) to maintain an adequate number of primary schools;
  - (c) to provide adequate accommodation and equipment for primary schools;
  - (d) to maintain an adequate staff of Assistant Administrative Officers, supervisors, Attendance Officers, clerks, teachers, inferior servants and other staff as may in the opinion of the Provincial Government be necessary;
  - (e) to maintain an adequate number of engineering staff required for the construction and maintenance of schools and other buildings;
  - (f) to determine, on the recommendation of the Administrative Officer, the distance measured according to the nearest road between an approved school and the residence of a child for purposes of clause (c) of section 33;

- (g) to determine with the approval of the Educational Inspector the hours of instruction and the number and duration of vacations;
  - (h) to determine the exact location of primary schools;
  - (i) to grant on the recommendation of the Administrative Officer, exemptions from attending an approved school to a child who is receiving instruction otherwise than in an approved school;
  - (j) to sanction all tenders for the supply of forms, stationery, furniture or equipment;
  - (k) to suggest the opening of additional schools for the sanction of the Provincial Government.
  - (l) to recommend to the Director such modifications in the curriculum as may seem necessary to suit local requirements;
  - (m) to advise the Provincial Government generally in respect of primary education within the district;
  - (n) to carry on propaganda for the expansion of primary education;
  - (o) to perform such other duties and functions as may be prescribed;
  - (p) to lay down the days, the time and the periods on each day during which a child shall be present for instruction at an approved school;
  - (q) to determine the constitution, powers and duties of the taluka advisory committees; and
  - (r) to provide for the supply of books, slates, educational requisites, milk, meals or clothes to children of any age receiving primary education."
- District School Boards were empowered to relinquish their powers in favour of Government and on such relinquishment, they could be abolished;
  - Provision was made for the appointment of Taluka Advisory Bodies by a District School Board and delegation of certain powers and duties to them;

- Provision was made for a Staff selection committee consisting of the District Educational Inspector, the A.O. and the School Board;
- Provision was also made for a Tribunal consisting of the Chairman of the School Boards and the Educational Inspector to which an appeal could be made by an aggrieved Board Servant.
- Government was empowered to sanction the budget of the District school Boards and all the deficit in the budget was required to be paid by it.
- In the case of Non-Authorised Municipalities, it was prescribed that they pay annually to the District School Board or to the Authorised Municipality, as the case may be, for the purpose of primary education such proportion of the rateable value of properties in the area of the Municipality as may, from time to time, be fixed in this behalf by Government and the income accruing from any funds (including trust funds) held and all moneys received by it for the said purpose. All the deficit in the case of Non-Authorised Municipalities was also to be paid by Government.

Such were the main provisions of the Bombay Primary Education Act 1947. The Act came into force on 1st April, 1949. It continued to apply to the territories of Gujarat State even now. But in 1961, Gujarat State passed the Gujarat Compulsory Primary Education Act 1961 under which it repeated all those provisions of the Bombay Primary Education Act 1947 and the Saurashtra Primary Education Act 1956 which related exclusively to compulsion of primary education. (27) In 1961, the Gujarat Panchayat Act (Gujarat Act No. IVI of 1962) was enacted under which Panchayats were established at gram, nagar, taluka and district levels and they replaced the old arrangements of Authorised Municipalities, Non-Authorised Municipalities and

District School Boards. (A detailed discussion of this new arrangement will be taken up in Chapter IV. ) The progress achieved under the Bombay Primary Education Act of 1947, the Gujarat Compulsory Education Act of 1961 and the Gujarat Panchayat Act 1961 in primary education has been already discussed in the last chapter. Here it would suffice to make a few general observations.

The B.P.E. Act of 1947 has worked quite satisfactorily on some important counts. Firstly, it settled the controversy at least for the time-being<sup>+</sup>, whether democratic decentralised units in administration - the Local Authorities in urban and rural areas should exist or not, in favour of decentralisation. The Gujarat Panchayat Act has carried decentralisation further to the village level. Secondly, it has somewhat improved the enforcement of compulsion which, in its turn, has improved average daily attendance. This has been already pointed out in the previous chapter.

In the Bombay State as a whole, the figures for the percentages of average daily attendance in 1949-50, 1950-51 and 1951-52 were 71.9, 82.1 and 71.5 respectively. (38). The statistics of average daily attendance for Gujarat are not available. But

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+ Even under the present Panchayati Raj administration of primary education, the controversy still continues to emanate sparks.

the following figures of the Surat School Board (39) can give some idea of the impact of the B.P.E. Act of 1947 on Gujarat rural areas :

TABLE XXI  
Percentage of Average Daily Attendance  
in Surat District

<u>Year</u>	<u>P.C.</u>
1949-50	61.1
1950-51	59.3
1951-52	78.8

The situation in respect of average daily attendance in the case of children in Gujarat has not improved much in the next 20 years. Even now, the situation has not much changed. At a Seminar of the Administrative Officers and Educational Inspectors of different districts of Gujarat held in 1969 at Baroda, the discussions placed current percentage of average attendance of pupils under compulsory education scheme somewhere between 70 and 80.

The Table XXII            shows the progress of compulsory primary education under the B.P.E. Act, 1947 and the Gujarat Compulsory Primary Act of 1961 :



TABLE - XXII

Progress of Compulsory Primary Education Under the  
B.P.E. Act 1947, the Gujarat Compulsory Primary  
Education Act 1961 and the Gujarat Panchayat Act 1961

Year	Total No. of Towns and Villages.	No. of Towns and villages under Compul- sion.	Percentage of Enrol- ment of pupils under compulsion to Total population of school- going children.
1959-60	18,972	12,539	62.6
1960-61			
1961-62	19,026	13,500	61.5
1962-63	19,198	13,642	65.8
1963-64	19,198	13,844	65.9

The detailed figures of the progress of compulsory education are not reported by the Gujarat Education Department after 1963-64. But the following developments in this respect are indicative of the development :

- Between 1963-64 and 1967-68, the number of primary schools rose from 19,580 (girls 964) in 1963-64 to 20,867 (girls 1,018) in 1967-68. The enrolment also increased during this period from 27.78 lakhs (3.39 girls) in 1963-64 to 31.93 lakhs (3.67 girls) in 1967-68.
- The enrolment of children in the age-group 6-14 increased from 60.6 per cent in 1960 to 67.7 percent in 1971 (90.3 per cent in the age group 6-11 and 45.0 percent in the age-group of 11-14).

- In 1959-60, there were 1549 villages in Gujarat State that had no schools. This number of school-less villages has got reduced considerably - it dropped down to 1253 in 1960-61, 1178 in 1961-62. The Second All India Education Survey revealed that in 1965-66 in Gujarat State 91.80 per cent of rural habitations had schools right in them, 3.11 per cent at a distance within 0.5 miles, 2.79 per cent from 0.6 mile to 1.0 mile distance, 0.32 per cent from 1.1 miles to 1.5 miles distance, 0.72 per cent from 1.6 miles to 2.0 miles and 0.90 per cent at a distance of more than 2 miles. (40). This means that 2,055 rural habitations with a total population of 3.93 lakhs out of the total 24,273 rural habitations with a total population of 171.20 lakhs in Gujarat State could be said to be without educational facilities inasmuch as a child at a lower primary stage should be provided with a primary school within a walking distance of one mile from his residence.
- The enrolment of children in primary schools has increased from 14.32 lakhs (4.41 lakhs girls) or 67.9 per cent in 1959-60 to 21.40 lakhs (7.07 girls) or to 67.08 per cent in 1967-68 (In 1971 the total enrolment in the age-group 6-13 was 36.98 lakhs)

It will thus be seen that considerable progress could be achieved under the B.P.E. Act 1947 and the Gujarat Compulsory Primary Education Act of 1961. But some of the head-breaking problems of administration of primary education still continue. They will be spelled out at length and discussed in detail in the next chapter. In chapter IV the Gujarat Panchayati Raj Act will also be examined in relation to its nature, importance,

objectives and task expectations in the perspective of the realisation of the Constitutional Directive regarding universal compulsory and free primary education for all children in the age-group of 6-14 years, all throughout Gujarat State.

We have so far dealt with the developments that took the place in/administration of primary education in Gujarat during the British rule and in the twentyfour years of post-Independence period. In the next two Sections, we will deal with the financial aspects of the development of primary education in Gujarat during the same period.

### 3.6 Finances of Primary Education in Gujarat during the Nineteenth Century.

#### (a) Developments upto 1870

Rural Gujarat : On the subject of finances of primary education in the Province of Bombay, only a few studies have been done. The study by Naik pertains to local fund cess appropriated to education(3). Madhuri Shah(6) and Desai (7) have also studied some aspects of finances of primary education in the Province. But not a single detailed study has been attempted so far in respect of finances of primary education in Gujarat. The data presented in this section are mainly drawn from these earlier studies and other sources such as the annual reports of the D.P.Is.

It was already mentioned in Section 3.4 that upto 1870, there was extreme centralisation of educational finance in the Government of India. The Government of India was exclusively responsible for the administration and finances of education all throughout British India, though not keenly interested in it. In financial matters, all revenues were received in the name of the Government of India and all educational expenditures, in all British Provinces, were incurred under its authority and sanction. After 1858, some change occurred in this extreme delegation - Provincial Governments were given powers to reallocate the expenditure sanctioned to them by the Government of India if they so desired. But this was a very small and insignificant delegation. Upto 1870, the Government of India continued to be the sole authority to sanction educational expenditures of all the Provinces, at all stages of instruction, including primary education. In the year 1870-71, the educational budget for the whole of India was Rs.122.07 lakhs of which Rs. 26.11 lakhs or 21.4 per cent of the total budget was spent on primary education (42). In 1870-71 the Central Grant to Bombay Province was Rs.1.84 lakhs. (43). It is not shown in the Bombay D.P.I.'s Reports for 1870-71 how much of this grant went to Gujarat.

But during this period some significant developments took place that had a bearing on the finances of primary education in the Province- in Gujarat. A proposal came up for the levy of

a local fund cess of one anna on every rupee began in the Province, in 1859. This development came in the wake of a recommendation to that effect by the Despatch of 1859. The Despatch had observed, "The appropriation of a fixed proportion of the annual rate of the land to the purpose of providing such means of education for the population immediately connected with the land, per se, unobjectionable (vide - para 52)". This proposal of the Despatch of 1859 was equivalent to the levy of a 'local rate' as advocated in England during the same period.

Mr. Howard, the Bombay D.P.I., had proposed in 1887, the levy of a cess of six pies in a rupee in order to enable him to open primary schools in villages. Howard's objective in making this proposal seemed to be to raise finances for the expansion of primary education in villages without throwing a burden on State revenues. Howard's proposal was sanctioned by the Government of India with this reservation that Government saw "no obligation to the levy of the reserved six pies in any village where the local officers might find a certified majority of the people in favour of the levy" (3) This attitude of Government was understandable as the lessons of the 1857 Revolution were still fresh at that time and the British Government in India did not want to incur public wrath by taking a step which would not be liked by them. Howard's proposal was not well received by the public. There was definitely some agitation against it. So, Government decided to

Postpone the levy. But meantime, the orders of the Despatch of 1859 were received in Bombay. This emboldened the official opinion. The earlier nervousness disappeared. The Government of Bombay sanctioned the levy of a Local Fund Cess of one anna in every rupee on land-revenue in 1863. One-third of the income from the cess was to be devoted to primary education and the remainder of the two-third of the revenue was to be devoted to the Construction of roads, village wells, public buildings and other objects.

Under the G.R.R.D. No.3115 dated 16th September, 1863 it was provided that the proceeds of the Local Fund Cess would be managed by Local Committees- District Committees under Collectors and Taluka Committees under Mamlatdars. (The Constitution of these Committees have been already given in Section 2.3 of this Chapter).

Between 1863 and 1869, the Cess was gradually extended to all the parts of the Province including Gujarat. Under the Bombay Local Boards Act, 1869 the levy of the cess was legalised and it became a regular local rate. Naik remarked that "it was a local rate right from its first impost in 1863". (3,p.19)

Urban Gujarat : Such was the development in rural areas of Gujarat. A proposal on similar lines originated during this period which sought to levy a rate on the houses in urban

areas with an objective of utilising the proceeds for the development of primary education in urban areas. But, unfortunately, the proposal could not materialise.

The situation of administration and financing of primary education in the urban areas of Gujarat during the period under review was somewhat as under. Prior to 1850, there were no municipalities. Therefore, primary education in urban areas was administered and financed by the Bombay Board of Education with the help of resources depending partly on Government grants and partly on receipts of tuition fees and local subscriptions.

The Act No. XXVI of 1850 provided for the establishment of municipalities in all parts of Bombay Province. Under this legislation, municipalities came to be established at Ahmedabad, Surat, Kaira, Dholka, Prantija, Jambusar and Modassa. But, education was not included within the sphere of functions of the municipalities. This created a very curious situation. The municipalities could not legally incur any expenditure for primary education in their areas and the demand for primary education was more in urban areas than in rural areas. Therefore, the financial resources available with the Provincial Government for primary education were drained away more to the urban areas.

This unhappy situation was repaired, to some extent, by the Act No. IX of 1862. Municipalities were permitted under this Act to make some contribution to the Education Department for

the establishment and maintenance of primary schools in their areas. Unfortunately, the Act of 1862 did not make this municipal contribution obligatory - it was made permissive only. Therefore, the Bombay D.P.I. had suggested to Government that "a certain percentage of the municipal income must be devoted to education" (44) But it did not carry conviction with Government. Municipal Voluntary contributions became available to the Education Department for the first time in 1862-63. Seven municipalities from Gujarat, two from Maharashtra and one from Karnatak regions made contributions to the Education Department. The contributions of the Gujarat Municipalities were as under :

TABLE - XXIII

Municipal Contributions to Education Department  
for Primary Education  
(1862-63)

Name of the Municipality.	Amount of Contribution per month. Rs.
1. Ahmedabad	362.50
2. Surat	100.00
3. Kaira	50.00
4. Dholka (Ahmedabad District)	X 27.50
5. Prantij (Ahmedabad District)	X 10.00
6. Morassa	5.00
7. Jambusar	12.50



The above figures are very eloquent. The response of Municipalities to the payment of their contribution was very poor, and inadequate. However, one thing should be observed in favour of Gujarat Municipalities that they did make voluntary contributions whereas only a few municipalities from Maharashtra (central Division) and Karnatak (Southern Division) responded despite the energetic persuasion of their district collectors. In the case of the Ranebennur Municipality (Dharwad District) in the Southern Division, which promised a monthly contribution of Rs.35, the Educational Inspector of the Division reported that "the promised grant of Rs.35 per mensem had never been made". (45) Thus, the experience of working of the Act IX of 1862 in respect of the municipal contributions towards the support of primary schools in their areas was far from satisfactory.

However, it should be noticed that in this period primary education in Gujarat had begun to be provided with additional resources in the form of the one-third proceeds of the local Fund Cess and the income from the municipal contributions, besides the Government grant. The system of grant-in-aid began from 1863. "The maximum per student grant was from 4 annas to Rs.1. In addition, <sup>to</sup> this a capitation grant of Rs.8 was also provided where average attendance was the criterion." (12, p.57).

In 1870, the funds at the disposal of the Provincial Education Department came from three sources : (1) Government, (2) fees and (3) popular contributions. The income from fees could not be considerable considering the meagre amount of fees charged in primary schools. The income from popular contributions for primary education was very limited because most of the popular contributions were for the development of English education - for opening high schools and colleges. Therefore, the receipts from local Fund Cess and the Government grant were the main source of financing primary education. In 1870-71, out of the total Rs. 8.82 lakhs spent on primary education in the Province, as a whole, the proportion of Local Fund Cess contribution and Government grant was 79:21. The expenditure on primary education in Gujarat was around Rs. 3 lakhs. The number of primary schools and the number of pupils in the year 1866 were 303 and 21,152 respectively. (12,p.58)

(b) Between 1871-1900

Rural Gujarat : During this period, the Local Fund Cess was generalised in all parts of the Province. There was widespread demand for Government primary schools during these thirty years, and, therefore, various attempts were made to increase the funds of Local Boards to meet the growing popular demand for primary education.

In 1871-72 the total Government Grant to all the Local Boards in the Province, including those of Gujarat, was Rs. 1.86 lakhs. The grant to each Local Board was a sort of a Block Grant. The grant was arbitrarily fixed. It generally represented the expenditure that was being incurred by the Provincial Government in the particular district prior to the imposition of the Local Fund Cess. Each district had a District Education Fund in which the Block Grant for the district was credited by Government at the beginning of each year. The District Education Fund was managed by a Local Board Committee, which was Presided over by the District Collector. The Committee was empowered to allot the money from the Fund in the best way it thought of. After 1870, demand for more primary schools began to grow. The Provincial Education Department began to be confronted with some difficult problems. All its resources were earmarked for the maintenance of existing primary schools and it had very little funds to support the new primary schools that began to come up. The revenue of the Local Fund Cess was inelastic because it could be revised and raised only once in 30 years when the land revenue itself would be increased. So, the D.P.I.s began to press Government for additional grants. It was a tragedy that their requests went almost unheeded and the grants that came to be available between 1871 and 1884 to the Education Department were entirely inadequate to meet the fast changing situation.

Government was hard pressed for money because there were heavy deficits in the Central Budget on account of several causes like the wasteful Afghan war. The Home Department of the Government of India laid down in 1871 that Government grants in primary education "should not exceed one-half of the aggregate contributions from all other sources, or one-third of the total expenditure on education in the school concerned" (3, p.35). The Provincial Government, being in financial difficulty, took shelter under the expression 'should not exceed' and permitted only a small increase in its grants for primary education. The Government grant increased by only Rs.11,332 between 1871-72 and 1883-84<sup>+</sup>.

However, the Local Boards received a small special grant during this period. Under the Bombay Act of 1869, the Provincial Government was authorised to levy a Cess for local purposes not exceeding one anna in a rupee on the excise revenue of the Province. This Cess was credited to the Local Fund of the District, and, in consequence, one-third of it became automatically available to each district for expenditure on primary education in its area.

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<sup>+</sup> Government Grant for primary education in 1883-84 was around Rs. 1,99,860.

Thus, the Provincial Government, Local Boards and Municipalities were in a bad shape between 1871 and 1884 in respect of the demands made on them for the development of primary education. The Indian Education Commission (1881-82) came to their rescue. The following recommendations of the Commission (46) constituted the first step towards easing the financial stringency in primary education :

- The Local Fund Committee in each district be replaced by a District School Board;
- In each municipality a Municipal School Board be created and to it should be transferred certain powers over primary education;
- Funds for primary education in urban areas be separated from those for rural areas;
- Government grant to District Local Boards should be at the rate of one-third of the total expenditure;
- Separate primary education fund be created for each municipality;
- Primary education possesses an almost exclusive claim on local funds set apart for education and a large claim on Provincial revenues;
- Schools under private managers be frankly accepted as an essential part of the general education scheme and they be given suitable grant-in-aid.

The recommendations of the Indian Education helped considerably the financial administration of primary education in Gujarat. The Government of India accepted the recommendation

of the Commission to the effect that the grant of the Provincial Government should be at one-third of the total expenditure. But the Commission placed the main responsibility for primary education in rural areas on District Local Boards. There was nothing wrong in it- in fact it was a welcome thing to associate representatives of rural areas with the administration of primary education. This decentralisation was very much desirable. But not so desirable was the decentralisation of financial responsibility. The resources of District Local Boards were very meagre and inelastic. Universal and free primary education could never have been possible on this basis. That is one reason why primary education could not be spread adequately in Gujarat during the period under review.

The following developments in the financing of primary education in Gujarat, after 1884, are worth noting :

- The Municipalities were exempted from certain payments (e.g. police charges) in order to enable them to provide the necessary funds for primary education;
  - Government undertook to pay fixed contract grants to each Municipality on account of primary education;
  - Government decided to pay direct grant-in-aid to private primary schools started in Municipal areas as a measure of financial relief to Municipalities.<sup>+</sup>
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In 1900-01, in the Mainland Gujarat there were 2,862 schools with a total enrolment of 1.89 lakhs. The schools in Gujarat were slightly less than 50 per cent of the total schools in Bombay province as a whole, but the enrolment in Gujarat was slightly more than the Bombay Province. The total direct expenditure on primary education in the British Gujarat district was around Rs. 22.00 lakhs. Some more financial data are given in Table on the opposite page.

### 3.7 Finances of Primary Education in Gujarat (1901-1968)

The discussion of finances of primary education in Gujarat will be divided under three periods : (1) The British period (1901-1947), (2) the Post-independence period as a component of Bombay State (1947-1959) and (3) in the Gujarat State (1960-1968).

#### (1) The British Period (1901-1947)

##### (a) 1901-1921

As pointed out in the preceding section, that as a result of the recommendations of the Indian Education Commissions the rural schools funds were separated from the municipal (urban) school funds and the Local Boards in Gujarat began to get from the provincial Government, an amount equal to one-third of their annual expenditures on primary education while the municipalities were begun to be paid fixed contract grants on account of primary education.

CHART-7

# DIRECT EXPENDITURE ON PRIMARY EDUCATION IN GUJARAT

1901 - 1968

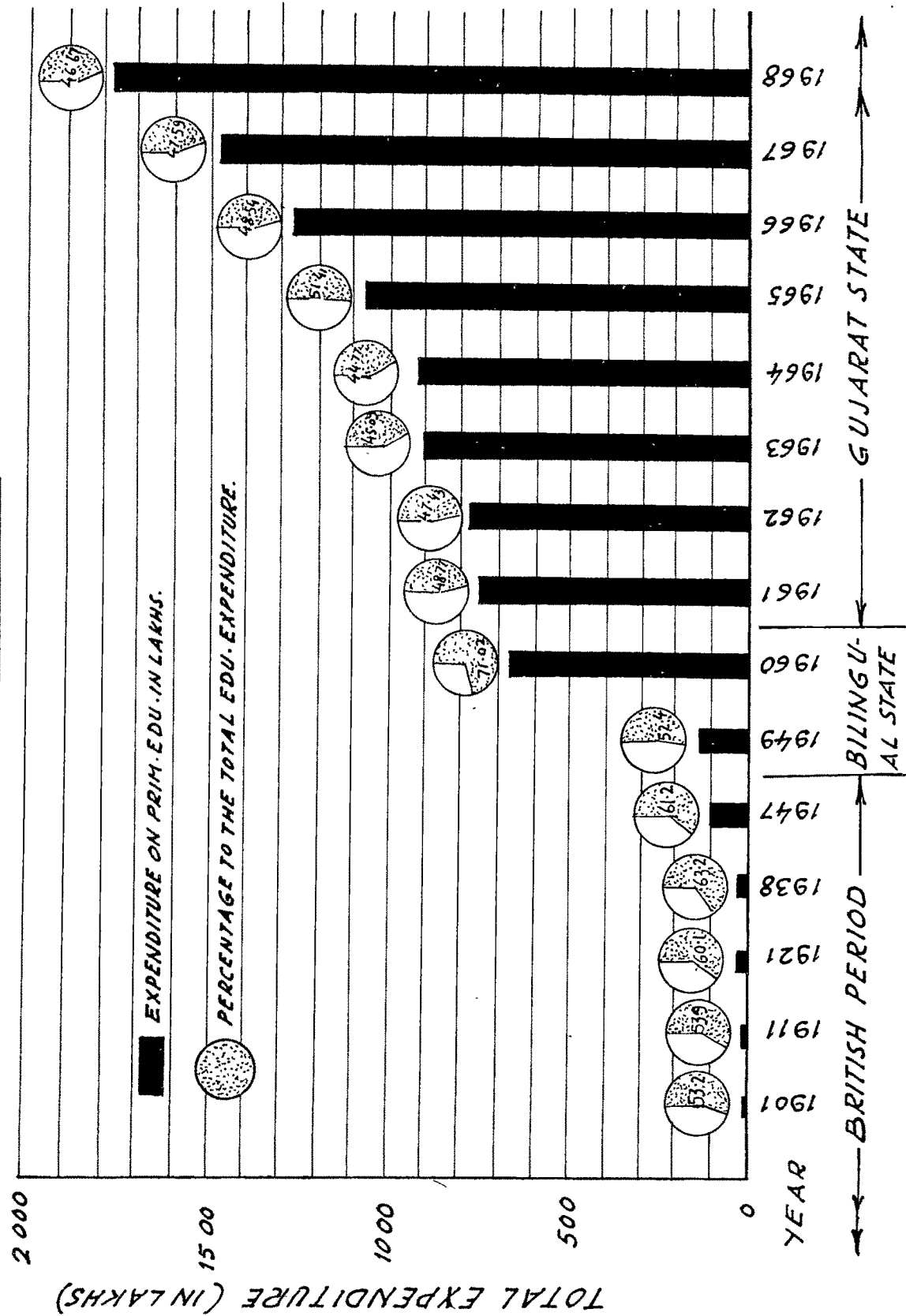




TABLE - XXIV

Finance of Primary Education  
(1881-1902)

(a) Fees in Primary Schools

Year	Average Annual Fee per pupil	Percentage of the Total Direct Expenditure on Primary Education that is borne by Fees.
	Rs. a. p.	
1881-82	0 - 7 - 5	10.9
1891-92	0 - 10 - 11	12.7
1901-02	0 - 11 - 7	10.6

(b)

Year	Total Cost per pupil in Aided primary schools.	Total cost per pupil to public Funds (i.e. State, Local Board or Municipal Funds)
	Rs. a. p.	Rs. a. p.
1881-82	4 - 8 - 7	1 - 11 - 5
1891-92	5 - 11 - 5	1 - 6 - 1
1900-01	7 - 4 - 4	1 - 8 - 1

(c) Expenditure on Primary Education in Percentage

Year	State Funds	D.L.B. Funds.	Municipal Funds.	Fees	Other Sources	Total
1881-82	19.3	40.8	2.8	10.9	26.2	100.00
1891-92	23.6	26.3	9.6	12.7	27.8	100.00
1901-02	23.6	23.6	9.9	10.6	32.3	100.00

In 1899, Lord Curzon had arrived in India as the Governor General. His views on educational policy greatly influenced the future course of development of education in all parts of British India including Gujarat. In Primary education, Curzon emphasised expansion side by side with qualitative improvement. He believed that Government had so far not fulfilled its duty in respect of primary education which he equated with the mass education in vernacular. His views are reflected in the Government Resolution of 1904 wherein it was admitted that "primary education has hitherto received insufficient attention and an inadequate share of the public funds". (48). The Government Resolution of 1904 considered that "it (primary education) possesses a strong claim upon the sympathy both of the supreme Government and of the local Governments, and should be made a leading charge upon provincial revenues." (49).

Lord Curzon sanctioned large recurring grants to primary education which enabled the Provincial Governments "to raise the rate of grant-in-aid to Local Boards and Municipalities from one-third to one-half of their total expenditure on primary education and to pay better grants to private primary schools" (50). The years between 1902 and 1913 were those of a boom period for primary education in British India. The centre, therefore, could sanction several new grants, both recurring and non-recurring. But this happy period of liberal financing of primary education did not last long. The years between

1914 and 1921 were influenced by those economic situations created by the World War I and its after-effects. There was considerable inflation, and rise in cost of living and commodities. The latter resulted in the grant of dearness allowances to primary teachers and others in the services of Local Bodies. There was considerable increase in expenditure on Primary education. In the Bombay Province, the total direct expenditure on primary education increased from Rs. 35.09 lakhs in 1911-12 to Rs. 58.07 in 1921-22 (51). In Gujarat the expenses on primary education which were Rs. 19.36 lakhs in 1911 rose to Rs. 33.73 lakhs in 1921. The percentage of expenditure on primary education to the total educational expenditure which was 53.9 per cent in 1911 increased to 60.1 per cent in 1921. The total per pupil cost which was Rs. 9.17 in 1911 soared upto Rs. 15.23 in 1921.

We have also referred to the improvement effected in Government grants to Local Bodies as a result of sumptuous Central Grants to Provincial Government. Under G.R.E.D. No. 1749 of 29th August, 1903, the Grant of Bombay Government to District Local Boards was raised to half of the total expenditure at an additional cost of Rs.2.61 lakhs, to the Bombay Government. It is not known how much benefit went to Local Boards in Gujarat. In 1905-06, a further recurring grant of Rs. 3.75 lakhs was sanctioned. Out of this Rs.2.50 lakhs were for additional assistance to

District Local Boards.<sup>+</sup> This last grant to District Local Boards in the Province could be considered as of historical importance because by it Government had accepted the principle that the Local Bodies in education should be assigned grants not only on the basis of their total expenditure on primary education but also on the basis of their individual needs of expansion of primary education and of the removal of inequality in educational opportunity operating in their areas. It is the tragedy of primary education in Bombay Province that this educational sound principle had not been consistently followed.

(b) 1921-1947

The period between 1921 and 1937 was that of Dyarchy Administration, and the District Local Boards and Municipalities functioned under the Bombay Primary Education Act and the rules made thereunder.

Prior to 1923, all District Local Boards and all Municipalities in Gujarat were Local Education Authorities. This position was changed under the B.P.E. Act of 1923. Now All District Local Boards continued to be the L.E.As., but instead of all Municipalities, only major municipalities were accepted as the

<sup>+</sup>In subsequent years further grants continued to be sanctioned by Bombay Government to District Local Boards. In each of the years 1909-10 and 1910-11, a grant of Rs. 1.14 lakhs was sanctioned for opening of new primary schools; in 1911-12, a grant of Rs. 0.56 lakh was sanctioned for the same purpose; in 1912-13, a grant of Rs. 0.69 lakh was sanctioned for new schools and Rs. 0.45 lakh for additional teachers. In 1913-14, a grant of Rs. 1.5 lakhs was sanctioned for the same purpose.

L.E.As. and the minor municipalities were termed as non-L.E.As.

Under the B.P.E. Act 1923, the system of grants-in-aid to District Local Boards underwent a change. The District School Boards were guaranteed Datum-grant<sup>+</sup> under Section 13(2) of the B.P.E. Act 1923. Further, Government agreed to pay two-thirds of all the approved recurring expenditure in excess of the Datum-expenditure. The formula for calculating Government grant to a District Local Board was this :

$$\text{Grant payable in a year} = \text{Datum-grant} + \frac{2}{3} (\text{approved recurring expenditure} - \text{Datum expenditure})$$

The Table below explains the new grants-in-aid system as it applied to the District Local Boards of Gujarat.

This new system of grants-in-aid did not help the cause of primary education in general and compulsory primary education in particular. The main defect of the System, was

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<sup>+</sup>"The year prior to that in which the control of primary education was transferred to a District Local Board was called the "Datum Year" of the District Local Board. The total recurring expenditure of that Board on primary education in the Datum-Year was called the "Datum-expenditure" and the assets of the Boards on account of Primary education in the same year (such as one-third part of local cess, fees, etc.) were called the Datum-assets.

$$\text{Datum-grant} + \text{Datum-expenditure} - \frac{11}{12} \text{ of the Datum -assets.}$$

(J.P. Naik).

TABLE-XXV

Datum-grants to District Local Boards  
in Gujarat

D.L.B.	Date of taking over control	Datum line- year.	Datum Line Expen- diture (in la- khs Rs.)	11/12 of the local Assets (in tho- usand Rs.)	Datum line grant (col. 4-5) (in lakhs rs.)	Datum constant (1/3 of the datum expen- diture- Datum Local Assets) (in thousand rupees).
Bharuch (Broach)	1.5.1930	1929-30	2.31	51.9	2.79	58.5
Pancha- mahals.	1.4.1926	1925-26	2.06	13.01	1.03	55.6
Surat	1.9.1929	1928-29	5.44	63.21	4.81	118.2
Ahemda- bad.	1.3.1934	1931-32	4.53	61.81	3.92	80.3
Kheda (kaira)	1.6.1933	1931-32	5.51	60.57	4.90	123.0

that it confirmed as well as perpetuated the imbalance and inequalities of Government grants to District Local Boards. As shai J.P. Naik remarked in one of his studies on primary education in Bombay Province published in the Quarterly Journal of the Local Self Government Institute, Bombay :

"A district in which the expenditure was very high in the year preceding the transfer of control obtained a large fixed grant for all time. On the other hand, a backward district which had a smaller expenditure on education was penalised and given a bad handicap because its datum-grant came to be fixed at a low figure."

In Gujarat, this actually happened in the case of Panchamahals District and Broach District. The new grant-in-aid system provided for a grant at the flat rate of two-thirds of the approved expenditure in excess of the datum-expenditure. This grant was intended to cover additional expenditure that the District Local Boards would incur if they introduced schemes of compulsory education in their areas. But the economic capacities of different districts would vary. All District Local Boards would not be in the same good or bad financial position to bear the increased cost on compulsory primary education. Therefore, the new system contributed to the accentuation of inequalities in the advance of school provision and enrolment and this imbalance was perpetuated. It continued upto the end of the British regime in 1947.

In Gujarat, the expenditure on primary education did not increase much between 1921 and 1938 - it increased from Rs.33.73 lakhs in 1921 to Rs.36.35 lakhs in 1938. The percentage of expenditure on primary education to total expenditure on education increased from 60.1 per cent in 1921 to 63.2 per cent in 1938. There was no increase in per pupil cost. It was

Rs. 15.23 in 1921 and it dropped down slightly to Rs.15.00 in 1938. But the per pupil cost to Government increased from Rs. 5.40 in 1921 to Rs. 8.69 in 1938. This small increase in the expenditure of primary education was due to the combined effects of a number of factors such as the poverty of Provincial finances caused by the allocation of important and expanding sources of revenue to the Centre under the Diarchy, the World-wide economic depression of 1929 which compelled Provincial Governments to abandon all schemes of expansion, etc. The warping effects of this economic depression had not been completely removed when the Provincial Autonomy under the Government of India Act of 1935 was introduced.

The decade of 1937-1947 was marked by high cost of running World War II and the rising high cost of living in the Post-war period. However, the expenditure on primary education soared up because of a large scale expansion. In Bombay Province the total direct expenditure on primary education rose from Rs.177.37 lakhs in 1937 to Rs.454.54 lakhs in 1947. In Gujarat the rise in the corresponding expenditure was as under.

During the administration of the bilingual Bombay State, the percentage of expenditure on primary education to the total expenditure on all branches of education in the Gujarat districts had risen from 52.4 in 1949 to 71.02 in 1960. After the formation of Gujarat State, this proportion has gone down



The percentage of expenditure on primary education to the total expenditure on education had ranged from 44.77 in 1964 to 51.41 in 1965, the mean for the eight years being 47.53 per cent.

Table XXVIII gives the average annual cost for educating a child in a primary school from 1901 to 1968. The Table shows that the per pupil cost in primary education in Gujarat which was paltry Rs. 7.29 in 1901 rose to Rs.31.3 after the lapse of almost half a century and by the end of the British rule. There was not much change in the per pupil cost during the administration of the bilingual Bombay State. In 1960 it was Rs.32.3. Between 1961 and 1968, the per pupil cost rose from Rs.33.33 in 1961 to Rs.46.69 in 1968. During the last 47 years of the British regime, the per pupil cost of Government had risen from Rs.150 in 1901 to Rs. 8.8 in 1947; it was Rs.19.3 in 1949 and Rs.23.0 in 1960. In the eight years after the formation of Gujarat State, it has been steadily increasing - it was Rs. 23.44 in 1961 and Rs.44.11 in 1968.

Between 1937-38 and 1947-48, the expenditure on primary education under the District Local Boards and Municipal School Boards in Gujarat increased from Rs. 36,34,475 in 1937-38 to Rs. 104,57,567 in 1947-48. The expenditure of District Local Boards and the Non-Local Authority Municipalities increased from Rs. 22,81,982 in 1937-38 to Rs.76,23,199 and of the

Local Authority Municipalities from Rs. 13,52,498 in 1937-38 to Rs. 29,34,438 in 1947-48. The per pupil annual cost which was Rs. 12.7 in 1937-38 increased to Rs.31.3 in 1947-48. The per pupil annual cost to Government was Rs.8.8 in 1937-38 which increased to Rs.24.9 in 1947-48.

(c) 1947-1960

During this period the integrated mainland of Gujarat was a part of Bombay State. In 1956, Saurashtra and Kutch Districts also became the part of Gujarat and the enlarged region of Gujarat formed a region of the bilingual Bombay State. The Gujarat region consisted of two Divisions - the Ahmedabad Division and the Rajkot Division. Tables XXVIII to XXIX present different aspects of finances of primary education in Gujarat.

In March 1949, in the Gujarat districts of the Bombay State, the expenditure on primary education was Rs.131,61,643, of which Rs.95,43,140 were incurred by District Local Boards and Non-Local Authority Municipalities on administering primary education in their areas; the corresponding expenditure of Local Authority Municipalities was Rs. 38,18,404. Thus, the proportion of cost of the administration of primary education between the two types of local education authorities was around

63:27. The average per pupil annual cost was Rs.23.1 and the per pupil annual cost to Government was Rs.19.3. In the next decade, the cost on primary education became Rs.6,82,99,883 in 1960. Out of every 100 paise spent on primary education around 81 came from Government funds. The direct expenditure on primary education stood at 50.9 per cent of the total direct expenditure on Education as a whole. The per capita expenditure on primary education was Rs.30.3 in Gujarat Districts of the Old Bombay State, Rs. 40.7 in Saurashtra, Rs.28.0 in Kutch and Rs.32.3 in Gujarat State as a whole.

It would thus be seen that after the attainment of independence the expenses on primary education increased almost six fold. Of course, there was not much change in the percentage of expenditure on primary education to the total expenditure on education - it moved around 50 per cent. The State Government has been undertaking increasingly greater financial burden on primary education - the proportion of expenditure incurred on Government funds has increased from 61.2 per cent in 1947 to over 71 per cent in 1960.

(d) 1960-1968

With the formation of Gujarat as a separate State, the expenses on primary education went up high. In 1961, Gujarat spent Rs. 742.85 lakhs against Rs. 683.00 lakhs spent by the former bilingual Bombay State on Gujarat Districts in

the previous years. From 1961 to 1968, the State of Gujarat's expenditure rose from Rs. 742.85 lakhs in 1961 to 1782.46 lakhs in 1968, the increase being a little less than two and a half times. With Rs. 742.85 as 100 index the growth in index in expenditure in primary education in Gujarat State in 1968 was 239.8. The average annual increase in expenditure was Rs. 148.51 lakhs.

TABLE - XXVIII

(a) Total Direct Expenditure on Primary Education  
in Gujarat (1901-1968)

Year	Total Expenditure on primary education (in lakh of rupees)	Percentage to the Total Educational Expenditure
<u>(A) British Period</u>		
1901	11.90	53.2
1911	19.36	53.9
1921	33.73	60.1
1938	36.35	63.2
1947	104.58	61.2
<u>(B) Bilingual State</u>		
1949	131.62	52.4
1960	683.00	71.02
<u>(C) Gujarat State</u>		
1961	742.95	48.77
1962	777.89	47.43
1963	904.10	45.09
1964	923.66	44.77
1965	1072.73	51.41
1966	1263.61	48.54
1967	1484.17	47.59
1968	1782.46	46.67

TABLE - XXVII

Average Annual Per Pupil Cost in Primary  
Schools in Gujarat (1901-1968)

Year	Per pupil cost	Per pupil cost to State Govern- ment.
	Rs.	Rs.
<u>(A) British Period</u>		
1901	7.29	1.50
1911	9.17	2.40
1921	15.23	5.40
1938	15.00	8.69
1947	31.3	8.8
<u>(B) Bilingual State</u>		
1949	23.1	19.8
1960	32.3	23.0
<u>(C) Gujarat State</u>		
1961	33.33	23.44
1962	30.83	22.17
1963	34.34	24.43
1964	33.33	25.55
1965	37.13	31.56
1966	42.53	34.09
1967	47.92	40.34
1968	46.69	44.11

TABLE - XXVIII

Sources of Direct Expenditure on Primary  
Schools in Gujarat (1901-1968)

(Figures in percentages)

Year	Govt. Funds	D.L.B. Funds	Municipal Funds.	Fees :	Other Sources	Total
<u>(a) British Period Districts</u>						
1901	23.6	23.6	9.9	10.6	32.3	100.00
1911	39.3	12.6	14.1	7.9	26.1	100.00
1921	65.7	3.9	18.5	3.5	8.4	100.00
1938	55.0	32.7		4.2	8.1	100.00
1941	58.7	5.2	24.7	4.3	7.1	100.00
1947	61.2	4.9	22.3	5.4	6.2	100.00
<u>(b) Bilingual State</u>						
1951	66.0	6.3	17.2	4.9	5.6	100.00
1955	65.2	8.1	15.7	6.7	4.3	100.00
1960	80.7	6.7	6.4	3.1	3.1	100.00
<u>(c) Gujarat State</u>						
1961	80.29	5.53	8.65	2.31	3.22	100.00
1962	79.39	6.50	7.77	3.28	3.06	100.00
1963	77.12	8.57	8.15	3.33	2.83	100.00
1964	80.26	5.56	7.67	3.82	2.69	100.00
1965	80.14	14.55		2.95	2.36	100.00
1966	80.14	14.55		2.95	2.36	100.00
1967	80.95	13.71		3.41	1.93	100.00
1968	79.37	14.68		4.25	1.70	100.00

N.B.: The percentages for Govt. Funds for the years 1960 and onwards include both State Government Funds as well as Central Government Funds.

Primary schools in Gujarat State have five major sources, from the income of which the expenditures on primary education are largely met. The Table XXIX gives the details of the income of these sources in terms of percentages. It is seen from this Table that the income from Government funds- grants have begun to play a very large role in the post-independence period. This income constituted 61.2 per cent in 1947. On the eve of the formation of Gujarat State, it stood at 80.7 per cent. During the eight years of Gujarat State administration it has largely moved around 80.00 per cent.

The income from fees in primary schools had never been a significant source of revenue for primary education. Though in 1901, the income from fees met 10.6 per cent of the direct expenditure on primary education, it dropped down after the introduction of free and compulsory primary education in the age group of 6-11. In 1947, the income from fees contributed 5.4 per cent of expenditure on primary education. Between 1947 and 1960, the percentage of this income, as a source of expenditure on primary education ranged from 4.9 in 1951 to 3.1 in 1960. Between 1961 and 1968 the contributions from fees have gradually gone down from 4.25 per cent in 1961 to 3.2 per cent in 1968.

Next to the income from Government Grants in magnitude is the income from Local Bodies in the form of receipts of cess, tax etc. During the British Rule, this income almost bore

one-quarter of expenditure on primary education. But the responsibility of the Local Bodies in sharing the cost of primary education has decreased in the post-independence period, especially after the formation of Gujarat State. Between 1961 and 1968, around 12 to 15 per cent of expenditure on primary education was made from the income of Local Bodies.

The income from other sources - the subscriptions, endowments etc. from the people was never a strong source of income since the twenties of this century for developing primary education. In 1921, the income from 'other' sources met 8.4 per cent of the cost of primary education; in 1947, this source contributed towards meeting 6.2 per cent of the cost of primary education; but then, the ability of this source to meet the cost of primary education began to get weaker in the post-independence period - in 1951 it met 5.6 per cent, in 1960 3.1 per cent and in 1968 1.70 per cent of the total direct cost of primary education.

Such are some of the facets and dimensions of finances of primary education in Gujarat. Before we conclude this Section, we would like to refer to the grants-in-aid system, to the local bodies, the district school boards and municipal school boards that were in operation in Gujarat State. The rates of grant-in-aid to municipalities were regulated by the Bombay Primary Education Act 1947 and the rules made thereunder. The grants fixed under the Act were as follows : (52)



TABLE - XXXX

Grant-in-Aid to Municipalities

Municipality	Grant-in-Aid
1. Ahmedabad	25 per cent of the total approved expenditure on voluntary education and 50 per cent of the total approved expenditure on compulsory education.
2. Baroda	
3. Surat	33-1/3 per cent of the total approved expenditure on voluntary education and 50 per cent of the total approved expenditure on compulsory.
4. Other Authorised Municipalities.	50 per cent of the total approved expenditure of primary education.

The Non-authorised Municipalities were required to contribute only 3/8 per cent of the total rateable value based upon the capital value (or 5 per cent of the total rateable value based upon the annual letting value) of the real property situated within their limits.

The only source of revenue that the District School Boards could have for the administration of primary education in their areas was the Local Fund Cess. This revenue had been meagre and of an inelastic nature. State Government has, therefore, begun to bear a very large share almost to the extent of 96 per cent of the expenditure on primary education in rural areas. Under the primary Education Act, 1947, each District Local Board is required to levy the Local Fund Cess at 3 annas

in a rupee and to ear-mark 5/12 of proceeds from this Cess for primary education. Once they do so, State Government bears all the additional expenditure which the District Local Board incurs for primary education from its own State Funds. This, indeed, is a sound principle, because there is high centralisation of financial responsibility for primary education in State Government which has more and flexible sources of revenue.

In Saurashtra Districts, the Bombay Pattern of grant-in-aid to District School Boards has been adopted, with the difference that the Municipalities in Saurashtra do not pay any contribution of primary education within their areas and that the District School Boards are given 100 per cent grants.

In Kutch, primary education is directly administered by State Government. Therefore the question of grant-in-aid to municipalities or District School Boards in Kutch does not arise.

The Policy of State Government is to discourage private enterprise in the field of primary education. However, some private primary schools do exist. For instance, in 1967-68, out of the total 20,887 primary schools there were 1278 schools which were private. Out of these schools 665 were aided and 613 were unaided. The private primary schools are given maintenance grant at Rs. 12 per girl on backward class pupil and at Rs.10 per capita for other pupils. In the case of

Associations conducting a number of voluntary schools, another special grant for over-head expenses at 75 per cent of the approved expenditure is also sanctioned.

These, in short, are the growing dimensions of the picture of finances of primary education in Gujarat State upto the present day.

### 3.8 Conclusion

It will be seen from the foregoing study of the development of administration and finances of primary education in Gujarat over a century and a half, that Gujarat has made significant advance in primary education. The goal of democratic decentralisation in administration has been reached to some extent and the goal of centralisation of financial responsibility in Government has been attained to a large extent in Gujarat. Still Gujarat is faced with the problem of taking decentralisation of administration of primary education to still lower levels so that each local community identifies itself with the problems of expansion and improvement of primary education at the lower primary as well as upper primary school level. At the end of 1968, Gujarat State had a total of 20,887 primary schools of which 1005 or 4.8 per cent were for girls; the enrolment in these schools was 31.93 lakhs; there were 3.97 lakhs of children in class IV and 1.65 lakhs in Class VII as against 10.79 in Class I; girls formed 36.4 per cent of

enrolment in Class I, 11.9 per cent in Class IV and 4.7 per cent in class VII; there were 84,014 primary teachers of which only 26,058 or 31.0 per cent were women; the percentage of untrained male teachers was 65.1 against 34.9 of untrained women teachers; the overall proportion of trained primary teachers is around 70%; and the percentage of schools housed in their own buildings was around 90 per cent, considerable leeway had to be graded in reducing the high rate of stagnation and wastage and the effective expansion of student welfare programmes, such as free supply of mid-day-meals, school-uniforms instructional materials and adequate health services. All these would mean greater involvement of local communities in the administration of their own schools. The Government of Gujarat enacted in 1961 the Gujarat Panchayat Act, one of the objectives of which was to bring about larger and closer involvement of local communities in the administration of local primary schools in the rural areas. A detailed discussion of the provisions of this Act in relation to the administration of primary education will be given in the Chapter that follows.

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