

CHAPTER - VII

SOME PROBLEMS OF PRIMARY EDUCATION IN SOUTH GUJARAT

"We would like to emphasise, not the increase in enrolment, but two other more significant and difficult aspects. The first is the reduction of wastage and stagnation.. We will have to ensure that every child who enters Class I will progress regularly from year to year and reach Class V, and that not less than 80 per cent reach class VII. Secondly we must emphasise quality."

- Report of the Kothari Education
Commission.

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SOME PROBLEMS OF PRIMARY EDUCATION IN SOUTH GUJARAT

7.1 Introduction

The development of primary education in the country has now entered the crucial and critical stage. It is sometimes described as the last stage of the pitched battle for the capture of the goal of universal education as envisaged in Article 45 of our Constitution (1). The battle is to be fought on two main fronts, viz. one of universal enrolment and retention of children till they complete 14 years of their age and the other is of qualitative improvement. With a high rate of population growth, considerable complications and difficulties have arisen in the programmes of educational expansion and reconstruction. The demand of illiteracy is still eluding annihilation especially in rural areas and among the weaker sections

of the society. The programmes of building up a socialistic pattern of Society and the abolition of poverty are closely linked up with, and dependent upon, educational development at the grass-root. Education cannot be an instrument of social change until at least the goal of universal primary education is attained. Educational planning in the country has neither succeeded in taking the benefits of primary education to all homes but in whatever homes it could enter, the general level of quality is so poor that very little social economic and cultural gains germinate. School education is the weakest link in the Indian education today.

7.2 A Survey of Problems

Primary education is a bee-hive of problems in this country. Gujarat is no exception, though it is well high up among the States and Union Territories in the advancement of primary education.

Ill-planned location of primary schools is a major problem and acts as a serious obstacle to accelerating the pace of universal school provision at the primary stage in the country. It has given rise to the present evil that urban areas have more schools than rural areas and there is glaring imbalance in school provision among different Talukas and villages. Backward regions, areas of hilly tracts and

forests have lesser number of schools than what are needed for them.

The system of school classes at the primary and secondary school stage constitutes the basic framework which largely influences the system of education in any country or part thereof. The system of school classes in Gujarat itself has now been placed on a uniform pattern, thanks to State Government's action on the recommendations of the Bombay Primary Education Integration Committee, 1959. But the system of school classes in Gujarat differs from those of its neighbouring states of Maharashtra, Rajasthan, and Madhyapradesh and the Union Territories of Div, Daman and Goa. This creates not only difficulties to migrating students but it becomes difficult to compare standards of quality. Gujarat has both traditional primary schools and Basic schools. In South Gujarat, the number of Basic schools are more than any other region in Gujarat. It, therefore, creates academic, administrative and financial problems.

The administration and control of primary education is vested in the Panchayati Raj bodies. In cities and larger towns, the administration of primary education is entrusted to Nagar Panchayats on a grant-in-aid basis. As they spend more on primary education from their own resources, they have been given fairly large powers. They are now demanding more powers, for instance, the powers, to appoint their own

Administrative Officer, to constitute their own Staff Selection Committee and Teacher Transfer Committee. These demands have now spread to Panchayati Raj bodies in rural areas. They demand greater autonomy from Government direction and control in administering primary education in their areas. Government foots the educational bills of Jilla Shikshan Samitis to the extent of 96 percent. A demand has begun to emerge that the Government takes up the cent percent financial responsibility in primary education in rural areas.

There are four types of managements of primary schools in Gujarat, viz., Government, the Panchayat bodies, private aided enterprise and private unaided enterprise. In 1969, of the total 21,103 primary schools in the State Government schools constituted 0.7 percent, private aided 3.3 percent private unaided 3.2 percent and the remaining 92.8 percent were Panchayati Raj local bodies' schools. In India as a whole, the percentage of private primary schools is higher than in Gujarat - it is 14.5 percent aided and 1.2 percent unaided (2). The policy of the State Government is to discourage private enterprise in primary education, so that minimum qualitative standards can be enforced as regards school buildings, equipment, student welfare services recruitment of teachers, and examinations. But the private effort had escaped total annihilation at the hands of

Government. It appears that the problem of private primary schools in Gujarat will remain unsolved at least in the near future.

The problem of single teacher schools continues in Gujarat as elsewhere in other States of India. In 1960, Single teacher Schools constituted 48.04 percent of the total number of schools in Gujarat. It was 49.73 percent in the Saurashtra Districts. The percentage was highest in Kutch (61.15 percent and least (46.85) in the five districts of Gujarat under the old Bombay State. (3) In 1965, the percentage of single-teacher primary schools in Gujarat was 79.1 as against the national average of 39.2 (4). In 1965, Gujarat had the highest percentage of Single-teacher schools in the Country. The number is increasing. In 1964, the percentage of single-teacher schools was 61.9; it increased by 18.8 percent in the course of one year. The latest figures of single-teacher schools in Gujarat are not available, because the State Administrative Annual Reports have discontinued the practice of giving statistics of single-teacher schools. (5) But their number must be considerably high today. More single-teacher schools seem to have come up in Gujarat as a result of the State's anxiety to provide a primary school to all children of the age-group 6-10 within atleast one mile walking distance from their homes. It is often alleged that one-teacher schools

bring down miserably the Standards of primary education. To guard against this eventuality, the State Institute of Education has planned an inservice programme for teachers of single-teacher schools and have provided them concrete published guide-lines as to how to plan daily instructional and other work in single-teacher schools. (6).

Housing arrangements of primary schools in Gujarat is not quite satisfactory. It is better in urban areas, than in rural areas. It is much better in the areas of Municipal Corporations of Ahmedabad, Baroda and Surat than in smaller towns. The real problem is in the rural areas. Approved number of classrooms are being constructed through the District Building Committee of the districts by the joint efforts of the Public and Government. The local public is expected to make contribution to the extent of 60 percent (7). This should have worked much better in the Panchayati Raj administration. But it has not worked. In the backward areas, it becomes almost impossible to get public contribution for school buildings. The Government Building Grant is conditional to the public share. Therefore, the backward areas have considerable difficulties in getting school buildings constructed or renovated. Therefore the M.L.As. from the backward talukas of Gujarat had forced an assurance in August 1972 from the State Education Minister. Shri Gordhandas Chokhsawala to the effect that people's share for school buildings in backward areas

largely inhabited by scheduled tribes and scheduled castes would not be insisted upon by Government. (7) Government sanctions building loans to Jilla Shikshan Samitis on the recommendations of the District Building Committee. This should be on more realistic basis.

One of the problems of primary education pertains to co-education. The State Government has accepted co-education at the primary stage as a matter of State policy. (8) . But it seems to affect adversely the progress of girls' primary education in backward rural areas (9) . In 1965, 77.2 percentage of girls were studying in boys' primary schools. This shows that one in every 4 girls enrolled in primary schools study in separate girls' school. In respect of Co-education, Gujarat was behind several States like Andhra Pradesh (100 p.c.), Assam (92.8 p.c.), Kerala (98.2 p.c.), Madras (100 p.c.), Maharashtra (80.2 p.c.), Mysore (85.3 p.c.) Orissa (96.1 p.c.), Punjab (84.8 p.c.) and West Bengal (88.9 p.c.) Gujarat will have to proceed cautiously in girls' co-education in the district of Jamnagar, Panchamahals, Banaskantha and Kutch. (10) In South Gujarat, the Government and the Panchayat bodies will have to be equally alert and vigilant in the rural areas of the backward talukas of Songadh, Dharmapur, Uchhal, Mandvi, Vyara, Bansada, Umbergam, Nandod, Valia, Dediapada and Sagbara.

There are other problems like organisation of play-centres in primary schools, improvement of enforcement of primary education, expansion of programmes of student welfare, programmes of expansion of basic education, training of primary teachers, wastage and stagnation, and finances of primary education. Some of these have been already touched upon earlier, and some will be dealt with in sections that follow.

7.3 Problems of Backward Regions and Social Classes

The South Gujarat region has considerable size of backward areas in it inhabited by Scheduled tribes and Scheduled castes. All the four districts of South Gujarat are known for their preponderance of the tribal population.

In Surat and Valsad districts the important scheduled tribes in residence are Dhodia, Chodhari, Gamit, Walpati, Varli, Kumka, Dubla, Vasava, Nayaka, and Bhil. This population is spread out in 14 of the total 21 talukas of Surat and Valsad districts, and it constitutes more than 50 percent of their total population. In certain talukas of these two districts, the tribal population is more than 90 percent (Songadh Taluka and Uchhal Mahal) and more than 75 percent in Mandvi, Vyara, Mahuva, Bansada, and Dharampur Talukas. Mangrol, Bardoli, Chikhali, Pardi and Umbergam talukas as well as Nizar and Valod Mahals are other areas where the

tribal population varies between 50 and 75 percent of the population within their areas.

In Bharuch District, the Scheduled tribes claim 41.59 percent of its population. The tribes which are more numerous are Bhil, including Bhil Garasia, Dholi Bhil, Dungri Bhil, etc. They are mostly to be found in the Talukas of Valia, Jhagadia, Dadiapada and Sagbara.

The Dangs is one taluka district, entirely rural and inhabited by Scheduled tribes.

The detailed latest Statistical data regarding the educational progress among the scheduled tribes of Gujarat are not available. But the Census of 1961 gave some figures which should give some idea of their educational advancement. In 1961, in Surat-Valsad combined districts, 22.24 percent of men and 5.71 percent of women among their tribal population had completed primary education and had attained literacy. In Bharuch District, the percentage of literacy among the tribal men was 22.98 and among the tribal women it was 4.39. Thus, the progress of primary education among the tribal population of South Gujarat constitutes one of the serious hurdles to the progress of universal primary education in Gujarat in general and in South Gujarat in particular.

The same unhappy state of affairs prevails in regard to universal primary education for scheduled caste children. In 1961, among the scheduled caste population of the Surat-Valsad district (then Surat District), the percentage of male literacy was 53.57 and female literacy was 20.21 . In Bharuch District, 48.20 percent men and 10.98 percent women among its scheduled caste population were literate. The total percentage of literacy among the scheduled castes in the Bharuch District was 29.59

Certain other facts of the progress of education among the scheduled caste population in South Gujarat need to be noted. The progress is much high in urban areas than in rural areas. It is more in the case of men than in the case of women. The State Government helps scheduled caste children for their education. But the boys and girls inhabiting urban areas take the advantage of Government help more than their brothers and sisters do in rural areas. Girls' primary education in scheduled caste population does not gather enough momentum.

The spread of primary education among the scheduled tribes and scheduled castes is more a social problem than economic problem. This is because primary education is made completely free. Government gives grant-in-aid to Panchayati Raj bodies to provide free meals, books, writing materials

and even free school uniforms. (This is done to small extent). The Gram Panchayats, the Taluka Panchayats and Jilla Panchayats and their Shikshan Samitis can help, and should help, here very much. Educated leadership among the scheduled tribes and scheduled castes should take a genuine educational (and not political motivated) interest in the advancement of education among these backward social groups. In educational planning development schemes, schemes pertaining to educational expansion among the scheduled tribes and castes should be accorded top priority. The Centre should aid such programmes on a cent percent basis.

7.4 Regional Imbalance in Development of Primary Education

As rightly emphasised by the Kothari Education Commission, one of the important Social objectives of education is to equalise opportunity, enabling backward or underprivileged classes and individuals to use education as a lever for the improvement of their condition.

"Every society that values social justice and is anxious to improve the lot of common man and cultivate all available talent, must ensure progressive equality of opportunity to all sections of the population. This is the only guarantee for the building up of an equalitarian and human society in which the exploitation of the weak will be minimized." (11)

Inequalities of educational opportunities arise in various ways. There are regional imbalances in facilities

for education. Children living in different talukas - in Habitations do not have the same opportunity as those who have these facilities in the neighbourhood. It is often not realised that different Talukas of a State do not have the same adequate school provision, the number of trained teachers instructional materials and aids, and, therefore, the quality of instruction that children residing in different areas receive are not of uniform quality or standards. These regional imbalances are very well seen in Tables LI, LII and LIII.

The three Tables - LI, LII, LIII give a picture of talukawise imbalances prevailing in South Gujarat region. The figures are self-revealing. In every district, certain Talukas have better school provision, more number of primary schools located, greater percentage of total population enrolled in schools, and some Talukas have been meted out step motherly attitude by authorities in the past in these basic provisions.

A remedy to regional imbalance lies in better planning and giving priority to those areas which have been so far ^{the} neglected for one reason or/other. It is high time that priority is given to expanding the educational facilities, and improving the quality there of, in areas where the population of scheduled tribes and scheduled castes is

predominant. Social, economic and political justice demands, this policy. The declared goal and policy of the New Congress under the dynamic leadership of Shrimati Indira Gandhi is to abolish poverty among the masses, bring about general uplift of all communities particularly those classes which remained down-trodden and exploited for decades and to build up a strong structure of a socialistic pattern of society right from the bottom. This cannot be done unless equality of educational opportunity in quantity as well as in quality is not assured to all the citizens of the country.

7.5 Wastage in Primary Education

Wastage and Stagnation have continued to be major and most challenging problems in primary education in Gujarat as in other parts of the country. The Gujarat Perspective Plan 1974 - 1984 gives the following picture of wastage in primary education in Gujarat.

"At present, out of 100 children enrolled in Class I, only about 40 reach class IV, only about 22 reach class VII. of the total of 78 percent that drop out of schools at the primary stage, about more than half drop out in Class I only. For children who reach education upto class VII or a little beyond that, another reason for drop-out is the economic condition of the people in certain areas where parents are compelled to withdraw their children as soon as they come to an age to enable them to earn something or to help them at home. It is also experienced that because of the present pattern of schools having I to IV classes only, children who complete education in Class IV drop out at that stage because the schools having education for Class V and above are not available in the same, village or in the vicinity." (12).

TABLE- XLIX

Taluka-wise Imbalance in School Provision and Enrolment

Name of the Taluka.	No. of Villages.	No. of Schools.	No. of Pupils		Taluka Total Population	P.C. of Enrolled children to Total Population.
			Boys	Girls		
1	2	3	4	5	6	7
8						
<u>(A) Bulsar District</u>						
Navsari	139	150	18024	15988	34012	276425
Gandevi	55	113	14747	12837	27584	159483
Valsad	91	176	18361	15343	33704	223084
Pardi	82	127	13036	9288	22324	162465
Chikhali	87	169	17512	13027	30539	176089
Bansda	92	115	9895	5260	15155	120619
Dharmpur	238	229	11503	6530	18033	193711
Umargam	49	47	8275	4834	13109	116866
<u>(B) Surat District</u>						
Chorasi	108	103			25851	174171
Kamrej	69	65			10406	81777
Mangrol	150	160			15513	128904
Oldpad	106	110			18978	98407
Palsana	49	50			6523	53170
Contd....						
						4.10
						12.68
						12.15
						19.38
						12.26

1	2	3	4	5	6	7	8
Vyara	149	191			19473	153536	12.70
Bardoli	85	96			14646	120120	12.19
Mandvi	148	156			10620	119168	8.91
Songadh	177	160			12306	135095	9.11
Valod	41	62			8093	51999	15.56
Uchhal	68	73			3167	44940	7.04
Nijhar	89	49			2598	71932	3.61
Mahuva	67	102			13008	82049	15.88
(C) Bharuch District							
Jhagadia	168	161	8773	5458	14231	120000	11.85
Jambusar	81	82	12503	7519	20022	140355	14.26
Broach	99	117	12939	9816	22755	223537	10.18
Hansot	46	47	3931	3353	7284	45231	16.11
Ankleshwar	56	56	5381	3769	9150	97297	9.41
Amod	52	60	6095	4408	10503	68664	15.28
Nandod	209	191	9639	5192	14831	148294	10.00
Vagra	69	69	5920	3879	9799	65037	15.07
Sagbara	121	70	2919	1331	4250	52576	8.08
Dediapada	214	96	4352	1472	5824	67683	8.60
Valia	95	94	5753	3358	9111	80927	11.26

TABLE - L

Distribution of Villages having Primary Education
Facilities by distance from the Nearest Town

Distance from the nearest Town.	Number of villages	No. of Primary schools.	Percentage
<u>(A) Valsad District</u>			
5 km. or less	172	164	95.35
6 to 10 km.	199	193	96.98
11 to 15 km.	154	149	96.75
16 to 25 km.	141	130	92.20
26 to 50 km.	133	101	75.94
51 to 100 km.	27	20	74.07
101 to 200 km.	-	-	-
201 km. & above.	-	-	-
Total for the Dist.	826	757	91.65
<u>(B) Surat District</u>			
5 km or less	155	137	88.39
6 to 10 km.	231	205	88.74
11 to 15 km.	238	212	89.08
16 to 25 km.	339	290	85.55
26 to 50 km.	194	166	85.57
51 to 100 km.	61	49	80.33
101 to 200 km.	-	-	-
201 km and above.	-	-	-
Total for the District.	1218	1059	86.95

contd....

Table - L, contd...

Distance from the nearest Town.	Number of villages.	No. of Primary schools.	Percentage
<u>(C) Bharuch District</u>			
5 km or less	62	61	98.39
6 to 10 km.	120	111	92.50
11 to 15 km.	127	121	95.28
16 to 25 km.	212	193	91.04
26 to 50 km.	400	321	80.25
51 to 100 km.	206	139	67.48
101 to 200 km.	9	7	77.78
201 km. and above.	-	-	-
Total for the District.	1136	953	83.89
<u>(D) Dangs District</u>			
5 km and less	-	-	-
6 to 10 km.	-	-	-
11 to 15 km.	1	1	100.00
16 to 25 km.	17	17	100.00
26 to 50 km.	137	120	87.59
51 to 100 km.	144	128	88.89
101 to 200 km.	12	12	100.00
201 km and above.	-	-	-
Total for the District.	311	278	89.39

TABLE - LI

Taluka-wise Imbalance in Training Primary Teachers

Taluka	Trained Teachers		Untrained teachers.		Total		Grand Total
	Men	Women	Men	Women	Men	Women	
(A) <u>Valsad District</u>							
Navsari	622	290	11	0	633	290	923
Gandevi	455	264	5	0	460	264	724
Valsad	635	383	2	1	637	384	1021
Pardi	350	231	1	0	351	231	582
Chikhali	615	178	3	1	618	179	797
Bansada	257	88	3	1	260	89	349
Dharampur	349	80	14	1	363	81	444
Umbergam	231	88	3	1	234	89	323
(B) <u>Surat District</u>							
Choryasi	429	277	1	1	430	278	708
Olpad	470	83	-	-	470	83	553
Kamrej	166	100	-	-	166	100	266
Bardoli	214	162	3	2	217	164	381
Palsana	114	65	-	-	114	65	179
Vyara	319	173	3	1	322	174	496
Valod	248	134	-	4	248	138	386
Mahuva	247	158	1	1	248	159	407
Mangrol	325	105	4	3	329	108	437
Mandvi	260	104	-	1	260	105	365
Uchhal	90	9	7	-	97	9	106
Nizar	197	12	7	2	204	14	218
Songadh	250	104	5	1	255	105	360

Contd...

Table - LI contd....

1	2	3	4	5	6	7	8
(C) <u>Bharuch District</u>							
Jhagadia	310	83	13	5	323	88	411
Jambusar	411	41	6	1	417	42	459
Bharuch	482	208	1	6	483	214	697
Hansot	169	51	-	3	169	54	223
Ankleshwar	190	66	4	-	194	66	260
Amod	246	57	2	-	248	57	305
Nandod	317	73	38	5	355	78	433
Vagara	240	37	1	1	241	38	279
Sagbara	86	8	19	1	105	9	114
Dediapada	141	12	18	-	159	12	171
Valia	205	49	12	1	217	50	267

There is considerable truth in this observation.

Among the four districts of South Gujarat, during the period 1964-65 to 1966-67, the percentages of wastage both for boys and girls in classes I-IV were highest in the Dangs district. It was as high as 80.90 percent for boys and 89.21 percent for girls. In the other three districts of Bharuch, Valsad, and Surat, the percentages for boys moved around 57 to 59 and for girls the percentages ranged from 55 to 59. The wastage was more in the Valsad District which has more backward areas. It was 59.53 percent for boys and 62.11 percent for girls in Valsad District whereas it was 56.91 percent for boys and 55.96 percent for girls in Surat District. In Bharuch District, the percentages of wastage for boys and girls were 57.15 and 66.87 respectively. This story of wastage pertains to Classes I-IV.

At the upper primary stage, the wastage is there but on a sliding scale. Of the four districts of South Gujarat region, the highest rate of wastage was for boys during 1966-67 to 1969-70 for Standards V to VII in Bharuch District. It was 46.37 percent. The lowest rate of wastage for boys was in Surat District which was 34.91 percent. As regards the wastage for girls studying in Classes V to VII, it was the highest (48.10 p.c.) in Bharuch District and the lowest surprisingly enough was in Dangs District (6.50 p.c.) The

Wastage figures for Valsad and Surat Districts for boys and girls were 42.92 percent and 40.83 percent respectively.

In South Gujarat region, the average percentage of wastage for boys in Classes I-IV is 63.59 percent and in classes V-VII it is 40.9. The average rate of wastage for girls in Classes I-IV is 68.54 and for classes V-VII, it is 34.30 percent.

Table LI~~V~~ examines the question of wastage further at the Taluka level as found in the Field Investigation.

TABLE - LI~~V~~
Percentage of Wastage (Classes-I-IV)
in Surat District -Taluka-Wise.

<u>Taluka :</u>	<u>Percentage of Wastage.</u>	<u>Taluka</u>	<u>Percentage of wastage.</u>
Choryasi	58.88	Olpad	56.40
Kamrej	69.53	Bardoli	68.16
Palsana	72.97	Vyara	78.14
Valod	78.03	Mahuva	71.91
Mandvi	81.11	Mangrol	66.00
Uchhal	90.16	Nizar	64.21
Songadh	85.90		
Surat District Total: <u>72.38</u>			

It will be seen that the rate of wastage was quite high in all the Talukas. It was particularly high in Palsana, Vyara, Valod, Mahuva, Mandvi, Uchhal and Songadh Talukas.

As mentioned earlier, the rural areas of Mandvi, Vyara, Uchhal and Songadh are educationally very backward. Further, the tribal population is most dominant in Mandvi, Vyara, Mahuva, Valod, Uchhal and Songadh Talukas.

TABLE -LIII

Taluka-wise Figures of Wastage in Classes
I - VII in the Valsad District

Taluka	Boys	Girls
Umbergam	39.55	46.75
Gandevi	53.65	78.29
Chikhali	69.23	51.10
Dharmpur	43.47	35.65
Navsari	40.73	47.22
Pardi	50.25	41.99
Valsad	9.12	11.57
Bansda	69.77	59.71
Valsad District	76.60	46.53

In the Field Investigation, the rate of wastage found in Valsad District was 76.66 and 46.53 respectively. It was quite high. The percentages of wastage for boys ranged from 69.77 percent in Bansda Taluka to 9.12 percent in Valsad Taluka, and for girls it ranged from 78.29 percent in Gandevi Taluka to 11.57 percent in Valsad Taluka. In Valsad District, Umbergam, Dharampur, Bansada, Chikhli are backward areas.

The high incidence of wastage in Umbergam, Bansada, Dharampur, and Pardi is understandable because in these talukas, the tribal communities constitute 75 percent to 90 percent of the total inhabitants. In this district in many talukas the incidence of wastage was found to be less in the case of girls than in the case of boys.

The figures of wastage for Bharuch District are given in the Table below.

TABLE - LIV

Taluka-wise Figures of Wastage in Classes
I-VII in Bharuch District

Taluka	Boys	Girls
Bharuch	40.37	42.35
Vagra	62.73	65.93
Jambusar	56.37	60.49
Amod	46.93	50.31
Ankleshwar	48.64	51.75
Hansot	49.71	52.57
Nadod	53.72	55.72
Dediapada	60.25	62.23
Valia	65.37	63.37
Sagbara	71.22	75.33
Jhagadia	60.11	65.29
Bharuch District	50.75	58.71

Here also, the incidence of wastage was more in Vagra, Nadod, Dediapada, Valia, Sagbara and Jagadia Talukas. The

incidence was slightly higher in the case of girls than in the case of boys. This was true of all the Talukas. In Bharuch District also the tribal population predominates in Nadod, Dediapada, Valia, Sagbara and Jhagadia Talukas. They are socially and economically backward areas. Therefore, the rate of wastage is higher in their areas.

For studying the specific reasons of wastage, a broad study was attempted in Valsad District.

It was found that in Valsad District, 58 percent of the total population is tribal communities. There are 71,400 tribal persons living in the district. Of them the children of only some families numbering totally 74,713 could find an entry into the primary schools. Of these children only 30 percent were found to be attending school regularly.

A number of tribal families migrate from one place to another in order to find the bread for the family. Moreover, the district has a long sea-coast, and, therefore, the population of fishermen is also considerable there. Many fishermen boys are found to be accompanying their parents when they go out to plough the sea. Therefore, in coastal primary schools, girls outnumber the boys.

In Valsad District, in most of the areas, the average rain[^]fall is 100 inches. There are a number of rivulets flowing through the district. Children find it difficult to go to

school, during the monsoon months crossing the turbulent rivulets.

Most of the tribal communities of Halpati, Kunkana, Nayaka, Kolya are economically very backward. Some of them are socially and culturally extremely backward. The words 'school' and 'education' have no meaning for them. They put on scarce clothes and eat coarse Kandmul and Nagli. It is a great challenge to take the children of economically lowly placed families to school.

Many children go out for remunerative work with their parents. Guardians generally are not enthusiastic to send such children to school who are economic assets to them in supplementing the family's meagre income. A number of children are said to be going out with their mothers on manual labour work; some are left back at home to look after their baby brothers and sisters; and some are engaged to look after the cattle out on the grazing fields.

It was also found by the Investigator, that a number of children had not enough clothes to hide the nakedness of the body. They could not get even one square meal per day. Despite the best efforts of teachers and local community leaders, it proved a difficult task to attract such children to school.

The teacher in rural areas has now become a multipurpose man. He is called upon to undertake a variety of assignments- Census-taking, election, family planning, keeping records of births and deaths in villages, and social welfare activities like removal of illiteracy, untouchability, prohibition, planner of national festivals, etc. All these assignments come, more or less, in his work as a teacher in the classroom. This has also to be found as one of the factors contributing to the wastage.

In Velsad District, there are about 400 single-teacher schools. One teacher or 2 or 3 teachers find it difficult to teach children of 4 to 7 classes. This high rate of single-teacher school is also responsible for wastage.

A number of measures should be adopted to reduce the high rate of wastage in South Gujarat. A few are suggested below :

- The fourth standard class in a school should not be opened in single-teacher schools where the total number of children studying in them is 30 or less than that;
- Schools that have more than 309 children should have more than one teacher allotted to them;
- Primary schools with classes I-VII should be set-up in such a way that no child attending the school has to walk a distance of more than 3 miles from his residence;

- In forest and hilly tracts, there should be Ashram type schools;
- In order to help poor children with school uniform, books, etc. activities such as organisation of book-bank, cloth-bank, self-sufficiency in clothes through spinning and weaving, equipping the Group or Central School with an Ambar Charkha, persuading children of schools located in economically better area to donate one or more Anties of cotton thread, etc. should be launched;
- The Jilla Shikshan Samiti should secure funds from the parent body - the Jilla Panchayat to help the economically poor children financially;
- The Social Welfare Department of State Government should be approached to give grant-in-aid to supply free books to poor children;
- The Taluka Panchayats and Gram Panchayats should launch programmes of free mid-day meals;

Such measures are necessary to combat the evil of wastage.

7.6 Stagnation in Primary Education in South Gujarat

Like wastage or drop-out, Stagnation is also a formidable problem. In fact, both are inter-related and inter connected problems. Stagnation constitutes one of the major causes of wastage.

The extent of Stagnation in primary schools of the different Talukas of South Gujarat is statistically shown in Table LV. The statistics are based on the data collected by the Investigator in the Field Investigation :

TABLE - LV

Extent of Stagnation in Primary Schools of Different Talukas of Broach and Valsad Districts

Taluka	Average P.C. of Stagnation in Classes-I-VII.	Taluka	Average P.C. of stagnation in Classes I-VII
<u>Bharuch District</u>		<u>Valsad District</u>	
Jhagedia	45.32	Umbergam	38.19
Jambusar	34.53	Gandevi	55.83
Bharuch	31.78	Chikhli	13.45
Hansot	30.61	Dharempur	30.51
Ankleshwar	36.37	Navsari	35.13
Amod	30.01	Pardi	39.07
Nadod	40.82	Valsad	7.56
Vagra	36.65	Bansada	44.63
Sagbara	44.05		
Dediapada	43.69		
Valia	42.26		

In Bharuch District, the rate of stagnation is comparatively higher in those Talukas where the population predominantly consists ~~the~~ of Backward class communities like the scheduled tribes and scheduled castes. Jhagedia, Nandod,

Sagbara, Dediapada and Valia are these Talukas. Further, the stagnation figures are higher in the Talukas which are more rural than urban. The Talukas of Bharuch, Jambusar, Hansot and Ankleshwar are more urban than rural. Here, the extent of Stagnation is less.

The above fact seems to have been reflected to some extent in the figures for Valsad Taluka. In Valsad District the Talukas of Umbergam, Dharmapur, Bansada, and Perdi are largely inhabited by tribal population.

In Surat District, the stagnation figures are shown in a different way. They are class wise and they pertain to lower primary stage. This is done because stagnation is more in extent at lower primary stage and is particularly more noticeable in the first two standards.

The Surat Figures show firstly that the incidence of Stagnation is highest in Classes I and II - it is, on ^{an} average, 54.51 percent for Class I and 29.45 percent for class II. Secondly, the percentages of stagnation get diminishing as one goes higher from class I upwards - it is more in Class I than in Class II and more in Class II than in Class III. Thirdly, in almost all the Talukas, the extent of stagnation is quite high in Classes I-IV. Fourthly, it is particularly high in the backward Talukas of Vyara, Valod, Mandvi, Uchhal and Songadh.

TABLE - LVI

The Class-wise Stagnation in Lower Primary
Classes in the Talukas of Surat District

Taluka	Stagnation Percentages in			
	Class I	Class II	Class III	Classes I- IV
Choryasi	41.30	16.04	16.55	58.88
Olpad	39.24	17.84	12.30	56.40
Kamrej	50.41	27.65	17.26	69.53
Bardoli	51.41	31.90	12.48	68.16
Palsana	61.09	29.75	1.038	72.97
Vyara	57.48	35.88	19.74	78.14
Valod	58.14	28.71	2.59	78.03
Mahuva	54.84	17.37	27.14	71.81
Mangrol	21.61	31.62	31.41	66.00
Mandvi	65.65	24.23	27.56	81.11
Uchhal	56.33	61.46	41.59	90.16
Nizar	83.11	24.17	28.63	64.21
Songadh	67.26	36.31	32.60	85.90

The causes of stagnation are such that operate in all socially, culturally and economically backward areas:

They are as under :

- Unattractive character of primary schools;
- Unsympathetic and harsh treatment given to pupils by teachers;

- lesser number of women teachers available for teaching classes I and II.
- Unmotivating and distracting atmosphere prevailing in rural areas;
- predominance of tribal population where there is little tradition for education;
- nomadic character of population;
- unnourished and starving children;
- heavy school syllabus;
- unstimulating teaching methods and poor teacher-pupil interaction in classrooms;
- too much academic programmes of primary schools;
- presence of greater number of single-teacher schools;
- higher rate of illiteracy among guardians of school children;
- strict examination results;
- operation of geographical-physical obstacles;
- holidays and vacations unadjusted to seasonal needs of child labour; etc. etc.

Some of the measures that can be recommended - and some of them that are actually being adopted - are :

- free supply of mid-day meals;
- free supply of school uniforms to poor and backward classchildren;

- employment of large number of trained women teachers specially Classes I and II;
- provision of play-fields and games materials and equipments to primary schools;
- intensive campaigns by Gram Panchayat members for regular school attendance;
- regular programme of celebration of religious festivals and national days;
- introduction of the system of no failures in examinations in classes I to III or I to IV.
- introduction of the system of ungraded classes. (Examinations in Classes I-III should be abolished and the first three or four classes should be regarded as one integrated teaching unit, within which each child can progress according to his own pace);
- reduction of number of Single-teacher schools or adoption of better planned daily schedule of work in them;
- introduction of work-experiences;
- controlling the size of each class so that overcrowdedness is avoided;
- inservice training of teachers in the use of playway techniques which assist in initiating the children pleasantly to school life;
- Introduction of a year of pre-school education of an economical type;

- adoption of qualitative improvement programmes of primary schools in a planned and organised way;

The rate of stagnation and wastage in other higher classes is less. The causes here are social, educational and economic. The remedy to these causes involves adoption of a general programme of economic development and educational reconstruction in a planned way with clearly formulated targets.

7.7 Special Programme for Internal Improvement of Schools

One of the sorry features of educational planning in this country has been that quality was neglected to push ahead quantitative expansion. As J.P. Naik observes in his book Education in the Fourth Plan :

"What has been the role of planning in these efforts at the qualitative improvement of education? I am afraid the educational planner has, on the whole, been far less successful in planning programmes of qualitative improvement than those of expansion. In all the three Five Year Plans, programmes of qualitative improvement received a low order of priority and a small allocation of funds. If the determination of proper priorities is the essence of educational planning, the comparative neglect of quality should be regarded as a major weakness. What is even worse, the fundamental difference between the planning of expansion and that of qualitative improvement was largely ignored by our educational planners." (13)

Fortunately, in the Fourth Plan the emphasis was changed to the improvement of quality. But it was not of that magnitude which would have real impact on raising standards of primary education. In Gujarat State, despite the schemes of impro-

vement of primary education in the Fourth Plan and the efforts of the State Institute of Education, the quality of the average primary school continues to be poor.

When, in 1971-72, under Governor's Rule, an exercise in perspective planning for the decade 1974-1984 was done, it is gratifying to note that this aspect of qualitative improvement was not lost sight of. In fact the working group on Education who prepared the outlines of the Perspective Plan has thought of some special programmes to be evolved and implemented selectively in certain areas. (14) The South Gujarat region has a number of backward Talukas where it would be essential to put in operation special programmes of qualitative improvement of primary education. The working Groups have rightly observed that in implementing the special programmes, the popular contribution may have to be relaxed or even may have to be foregone altogether in certain areas.

Some of the special programmes, as suggested in the Draft outlines of the perspective plan 1974-1984, are as under :

- Intensification of the programme of Ashram Shelas in tribal areas;
- Expansion of hostel facilities to schools situated in the midst of small villages;
- Persuading Panchayats to use the powers given to them to declare vacations according to local and

seasonal needs and also to keep the school hours according to the local requirements;

- For such families which migrate from their habitation for employment during most part of the year, arrangements for mobile schools or schools to be conducted in tents or temporary huts on the lines of Ness schools started in the Gir Region of Saurashtra;
- Provision for parapetic schools for such communities as Rabaris, Bharvads, Vanzara, etc. who are nomadic by habit;
- Programmes of mid-day meals, free supply of books uniforms and writing materials like slates, pencils, etc.;
- Arrangement for part-education to such group of children who cannot attend school, for one reason or the other, on a whole time basis;
- Undertaking of supporting programmes of adult literacy, adult and social education particularly in those areas where literacy is low;
- The extension of the experiment of the ungraded schools begun by the S.I.E. in some 400 schools to more schools, particularly in those areas where wastage and stagnation are high.

Over and above such special programmes, it will be necessary to evolve and implement some other programmes to improve the quality of primary education in the Fifth and the Sixth Plans. The following are some suggestions made in this direction.

- (i) Minimum programme of qualitative improvement in instruction and evaluation for all the primary schools in the State;
- (ii) Minimum obligatory programme of qualitative improvement for all schools supported by a special and specific grant-in-aid to them;
- (iii) Adoption of Earn and Learn programme where it is feasible;
- (iv) Introduction of a minimum obligatory programme of work-experiences in all classes;
- (v) Expansion and enrichment of the programme of inservice education and training of teachers, administrators and other Panchayati Raj Staff concerned with primary education;
- (vi) Strengthening of the District Education's Office and decentralisation of considerable authority and decision-making to the D.E.Os. ;
- (vii) Orienting supervisors and inspectors in the newer concept and practice of supervision;
- (viii) Involving school teachers in curricular redevelopment and preparing effective instructional aids and materials;
- (ix) Promotion of school complexes;
- (x) Improvement of health education programme.

In order that Special Programmes are able to make the desired impact on the improvement of quality of primary

education, they will have to be suitably financially supported. Not only that the personnel piloting the programme should be properly oriented or trained to put the programmes in action effectively and expeditiously.

7.8 Finances of Primary Education

Finance is the decisive element in all educational developments particularly in the sector of universal primary education. In 1969, Gujarat spent 70 percent of its total rural educational budget of Rs. 18.44 crores on primary education in rural areas. In fact, Gujarat has been one of the leading States in India which is spending handsomely on primary education. In 1965-66, Gujarat spent 50.4 percent of its educational budget on primary education. This percentage was appreciably higher than what most other States in India spent on primary education. For instance, in 1965-66 educationally advanced States like Tamil Nadu spent 39.6 percent, Maharashtra spent 45.0 percent, Mysore 45.0 percent, Punjab 26.0 percent and the U.P. 30.4 percent on primary education.

Gujarat incurs considerably higher proportion of expenditure on primary education in Government Funds. In 1969, the expenditure from the main sources of income were: Government Fund 79.7 percent, Local Bodies Fund 14.4 percent,

Fees 4.7 percent and others 1.2 percent. The Local Fund is composed considerably of receipts from government grants and income from educational and other cesses. This reduces the financial burden for primary education on Panchayati Raj bodies in rural areas only to the extent of 4 percent.

The Fourth Plan of Gujarat State has provided an amount of Rs. 2,491.35 lakhs for the expansion of general educational facilities in the State. The programme-wise break-up of the Fourth Plan provision and yearly provision for the years 1969-70 and 1970-71 along with the corresponding expenditure is given below (15).

TABLE - LVII

Financial Allocation in the Fourth Plan

(Rs. in lakhs)

Sr. No.	Sector	Fourth Plan Provision.	1969-70		1970-71	
			Provi- sion.	Expen- ditu- re.	Provi- sion.	Expe- ndi- ture.
1	Primary Education	851.35	70.40	47.82	79.60	167.41
2.	Secondary Education	632.50	46.19	47.46	165.83	112.42
3.	University Education	338.00	48.92	48.33	43.60	49.71
4.	Teachers' Training	86.00	8.55	8.24	6.67	10.26
5.	Social Education	15.00	2.64	1.26	2.00	1.20
6.	Other educ. programmes.	576.50	43.31	14.94	51.93	24.65

It will be seen that the Fourth Plan has provided the largest amount for primary education. The percentage of allocation is 30.1 percent.

The financial position of rural democratic units for primary education is not very satisfactory. Though it is true that financial burden falling on the Jilla Shikshan Samitis is as low as 4 percent of the total cost of primary education, the rural local bodies feel the strain very much.

Though the Cess-taxation income, at the Jilla and Taluka levels have increased to some extent in recent years, their administrative expenditures have also considerably increased. The Jilla Panchayats do not have any surplus in their funds as was the case with Old District Local Boards on account of varied developmental tasks entrusted at the Jilla and Taluka levels. The Datum Grant on Primary Education is also found inadequate. (16). It is therefore, necessary to review and investigate all possible sources of income at the different levels of the Panchayati Raj and their financial structure needs to be re-organised in such a way that more funds are made available to them at all the three levels.

The Educational Budget of different Jilla Shikshan Samitis vary. This is natural because the educational load of each district is different. The break-up of the Education budget of Surat Jilla Shikshan Samiti is given

CHART- 14

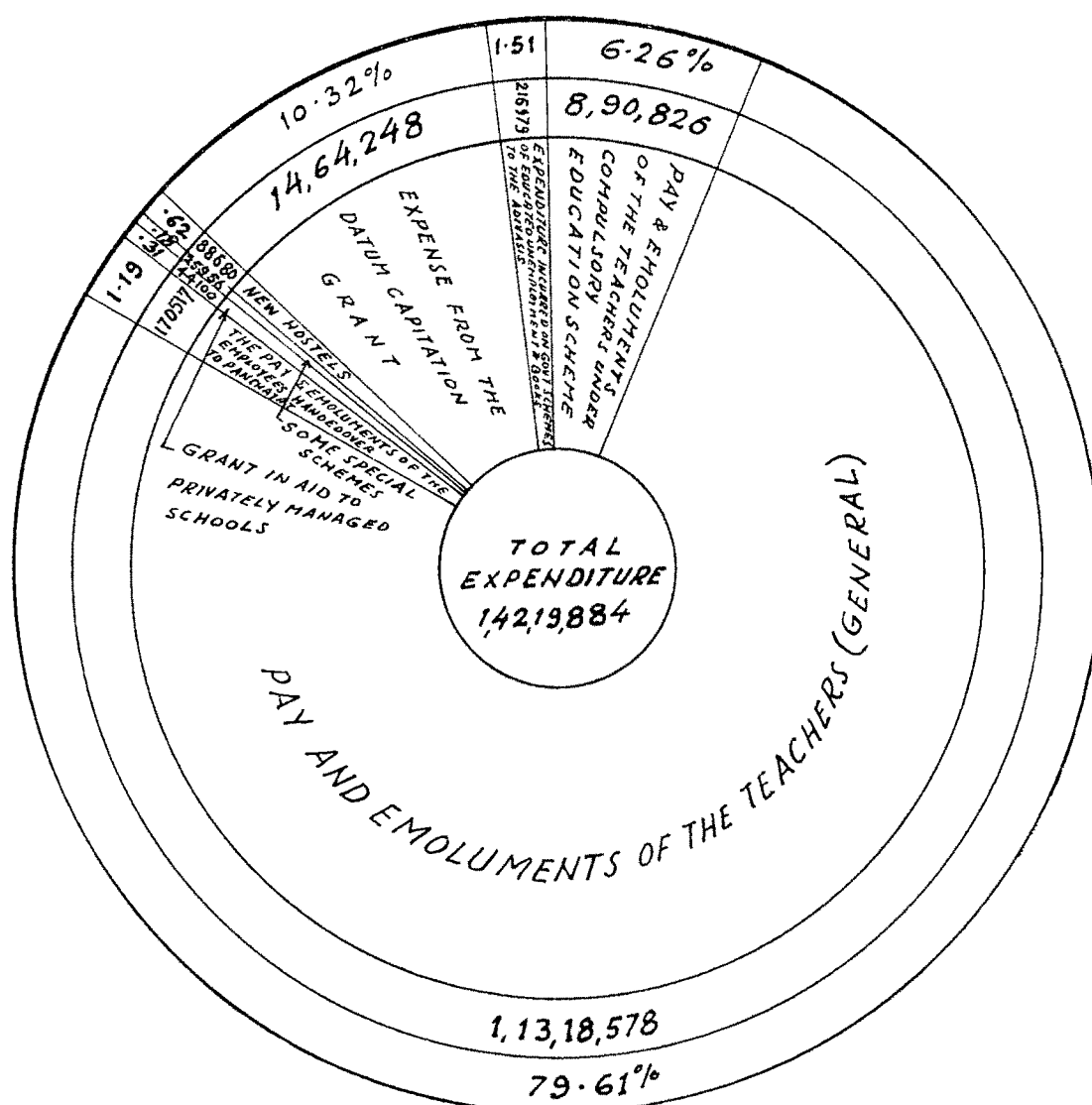


CHART- BUDGET OF THE JILLA SHIKSHAN SAMITI
SURAT DISTRICT (1970-71)

below. It is illustrative of the different focal points and their relative proportion in the Education Budget of a Jilla Shikshan Samiti.

TABLE - IVIII
Break-up of Budget of Surat Jilla Shikshan Samiti
 (1970-71)

	Expenditure:Percentage	
1. Pay and emoluments of teachers (compulsory Education scheme).	8,90,826	6.26
2. Pay and emoluments of teachers (General).	113,18,578	79.61
3. Pay and emoluments of Employees handed over to Panchayat.	1,70,517	1.19
4. Grants for Private schools.	44,100	0.31
5. Some special schemes	25,956	0.18
6. New hostels.	88,680	0.62
7. Exp. from Datum Capitation grant.	147,64,248	10.32
8. Govt. scheme of Educated unemployment and Books to adivasis.	2,16,979	1.51
Total:	1,42,19,884	100.00

The sources of income of Gram Panchayats for primary education are mainly government grant, income from cess

and taxes, fees and Community contribution. They get very little economic aid from local community. This will be clear from the opinions reflected in Table LIX.

TABLE - LIX

Table Showing the extent of the Economical Aid
Received from the Community by the Gram/Shikshan
Samities in Different Districts

(Figures in percentage

	Very Good	Good	Moderate	: Not rece- iving any aid.
Surat District	33.35	14.27	53.38	-
Bulsar District	7.42	33.33	44.44	14.00
Broach District	11.75	17.65	35.30	35.30

It is essential for the Panchayati Raj bodies to stimulate the interest of local communities and activise them to contribute a part of the expenditure on the maintenance of school buildings and minor repairs, developing the school garden and the school farm, for supplying adequate clean and hygenic drinking water, providing free mid-day meals, school uniforms, books and writing materials to poor and needy children, organising the celebration of festivals, and important national days and events, opening adult literacy

classes and so on. The Gram Panchayats should spur their efforts to collect small funds for such activities. Government should always come forward to make up the deficiency in such community contributions. It is necessary that rural communities be also prevailed upon to make some financial efforts to provide more and better education to the local children. In Gujarat, secondary education has developed in rural areas considerably on the solid structure of community initiative and contributions. But where local community is economically very bad off, this obligation should be met by the State through suitable grant-in-aid.

The present practice of centralising financial responsibility to each higher level of administration should continue. Every level of administration should make some contribution to the immediately lower level for primary education, however small it may be.

At present the building grant forms only the quarter part of the cost. It is conditioned by the funds locally raised. In backward areas, this creates difficulties. This condition should therefore, be relaxed in backward and economically poor areas.

The expenditure of last 20 years show that local bodies in primary education show the least interest in increasing local revenues. This situation can only be changed

by adopting better methods and procedures of electing the right type of rural leadership. The Government should motivate local leaders to raise more local funds for primary education by assuring them additional grant-in-aid equal to the amount of local contributions and funds.

The Administrative Officers of Jilla Panchayats should exercise more vigilance to see that the Shikshan Samitis do not try to spend as much as possible and do not inflate their budgets. Not only the expenditures are not to be allowed to be inflated, but the estimates of income should also not be allowed to be under estimated.

The grant-structure to local bodies should be made more varied. Some of the suggestions given to the Investigator favoured the following different purpose grants :

- grant for voluntary middle school education;
- grant for compulsory primary education;
- grant for indispensable increase in teacher cost;
- ~~grant towards the~~ payment of compensatory cost of living to primary teachers;
- grant for providing free accommodation to Harijan Advasi and women teachers in certain backward areas
- grant for girls' primary/middle schools;
- grants for village public and village circulatory libraries;

- grant for agricultural classes;
- grant for adult literacy/education classes ;
- grant for continuing education to those who dropped off half way before completing education in classes I-VII;
- grant for new primary schools.

This kind of grant-in-aid system will not work, because it involves a number of principles and the educational purposes are also too numerous. Its calculation will be too much complicated and it will be more of an anxiety and burden on the Panchayat bodies than of comfort and consolation. It is much better to lay down smaller types of grant-in-aid to local bodies. The following four types , based on the recommendations of the Bombay Primary Education Integration Committee are suggested :

- (a) A grant-in-aid, assessed and payable on a hundred percent basis, on the expenditure incurred during the preceding year on the sanctioned staff of primary teachers and on the grant-in-aid paid to private primary schools in the area;
- (b) A capitation grant on the average attendance of pupils enrolled in all recognised primary schools, public or private;

(c) A special grant to be given on account of poverty and backwardness to districts needing such help;

(d) A special matching grant on Student welfare programmes of the Panchayati Raj bodies;

Such are some of the recommendations for strengthening the finances of primary education in Gujarat.

7.9 Perspective Planning

In the last section, a reference had already been made to the need for adopting the approach of long range perspective planning. The goal of universal primary education has to be reached by 1986. That is the target set by the Kothari Educational Commission.

Gujarat State has also prepared a perspective plan for the decennial period 1974-1984. The Plan is very comprehensive covering development in several segments of development in the State. The perspective plan has formulated targets of expansion and qualitative improvement to be reached in different sectors of education in the State during the period 1974-84. Its targets in respect of universal primary education are given in Table LX.

The targets in different sectors of primary education are based on the deficiencies that will be left out in 1970-71. The figures given in the Plan are those that are based on the major calculation done by the working Group that prepared the Draft outlines of the Gujarat's perspective Plan for 1974-1984. The success of the perspective Plan would depend upon the prospects of how much finance can be made available for primary education during the period from 1970-71 to 1980-81.

TABLE - LX

Targets of Perspective Plan in Some Sectors of Primary Education in Gujarat

District	(in lakhs)							
	Additional School Provision				Additional Enrolment		Projection of Additional enrolment	
	2	3	4	5	6-10 age group.	10-13 age group.	ment (by 1980-81)	Classes: I-IV V-VII
1	2	3	4	5	6	7	8	
1. Ahmedabad	0.80	10.4	17.7	0.6	23.0	0.99	1.35	
2. Amreli	0.80	17.2	6.7	nil	54.4	0.13	0.53	
3. Kutch	8.30	56.1	45.3	28.0	65.3	0.56	0.60	
4. Kaira	0.60	35.9	15.3	5.4	48.1	0.98	1.41	
5. Jamnagar	1.30	41.4	20.0	11.7	56.8	0.08	0.72	
6. Junagadh	1.80	44.7	12.8	13.0	61.3	0.52	1.12	
7. Dangs	2.00	12.8	23.8	nil	85.9	0.80	0.08	
8. Panchamahals	3.30	60.8	8.6	21.0	66.8	0.02	1.33	
9. Banaskantha	2.70	74.4	20.0	35.3	77.9	1.07	1.01	
10. Bharuch	3.00	26.0	20.0	nil.	29.7	0.94	0.57	
11. Bhavnagar	0.60	48.3	3.9	14.7	64.9	0.25	0.99	
12. Rajkot	1.50	28.9	25.1	10.6	54.0	0.99	1.01	
13. Valsad	3.10	14.9	2.9	nil	51.5	0.48	0.86	

contd.....

Table - LX contd....

1	2	3	4	5	6	7	8
14. Vadodara	4.10	33.5	6.1	12.2	57.8	0.95	1.27
15. Mehsana	0.70	36.2	12.4	11.9	66.0	0.99	1.33
16. Sabarkantha	2.60	34.8	4.4	3.6	53.8	0.48	0.74
17. Surat	2.50	20.7	4.8	11.1	56.6	0.82	1.14
18. Surendra- nagar.	4.80	48.5	9.2	11.2	65.3	0.39	0.40
19. Gandhinagar (included in Mehsana)		27.8	19.9	5.6	60.2	0.08	0.13

7.10 Conclusion

The over-all conclusion of this study is that several assumptions made while introducing democratic decentralised pattern of primary education are not borne fully out by the facts of this investigation.

- The local community is not drawn closer to the task of spreading primary education and improving the quality of the instructional programme to the extent that is both essential and desirable. The fact is that leaders and members of Panchayat bodies are not properly trained and oriented in developmental needs of rural communities. A machinery to provide in-position training to Panchayat leaders and members will be necessary.
- Though a number of Gram Panchayats has Gram Shikshan Samiti, it is only in name. This Samiti should be made obligatory and it should be reorganised so as to include knowledgeable persons, experts and workers who can organise and provide a number of student-welfare activities and meet the special needs of local primary schools.
- It is necessary that rural people discard their Mai-Bap mentality and assert their voice in the decision-making process pertaining to the welfare and development of community life.

- The Administration of primary education has not improved to any significant extent. The administrative machinery continues to be bureaucratic and lost in rules and regulations. The delay in administrative procedural work has not been curtailed to any remarkable extent.
- The Panchayati Raj experiment has resulted in little civic training for the members and leaders of rural communities, as it was expected by the authors of the experiment of democratic decentralisation.

The administration of primary education is not at all a simple affair. It is becoming increasingly complex and complicated. In Gujarat State, the task of making universal provision of primary schools is almost achieved. The second task of ensuring universal enrolment in the age-group 6-14 will take another 12 to 15 years. But the most baffling and intriguing task is to ensure universality of retention. The incidence of Stagnation and Wastage is very high in Gujarat. It necessitates several and varied programmes of qualitative improvement. This would also involve the streamlining and strengthening the administrative machinery and financing pattern of primary education. The administrative machinery will have to be developed and quality improvement oriented. Career management and personnel administration as practised in industries will

have to be examined so as to suggest fruitful adoption of some of their practices. The educational planning machinery has to be renovated and its personnel be properly trained. Educational planning will have to begin at grass-roots. It will have to be continuously evaluated and strengthened.

The Gujarat Panchayat Act will have to be revised and amended in light of the experiences accumulated in this field, findings of research and the recommendation of Zeenabhai Darji Committee.

The experiment of Panchayati Raj will succeed ultimately with increase in literacy, the adoption of better methods of electing Panchayat leadership and the more realistically focused training of administrative personnel.

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