

P A R T - II
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ADMINISTRATION AND FINANCING OF PRIMARY
EDUCATION IN GUJARAT IN HISTORICAL
PERSPECTIVE
(1824-1971)

CHAPTER - II

DEVELOPMENT OF PRIMARY EDUCATION IN GUJARAT (1824 -1971)

"Development of primary education in a poor, backward, traditionally bound society, is always a slow and halting affair. Not only there are several obstacles - physical, cultural, social economic and even political - the will of the people for their emancipation and regeneration has become too feeble to exercise itself to attain its own good."

- Professor R.V. Parulekar

CONTENTS

- o Formation of the State of Gujarat
- o General background data of Gujarat
- o Beginning of primary education in Gujarat
- o The Struggle begins (1824-1900)
- o The Struggle intensifies (1901-1947)
- o Partial success of the struggle (1947-1969)
- o Major tasks ahead

CHAPTER

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DEVELOPMENT OF SCHOOL PROVISION AND GROWTH IN ENROLMENT AT THE PRIMARY STAGE IN GUJARAT

(1924 - 1971)

2.1 INTRODUCTION

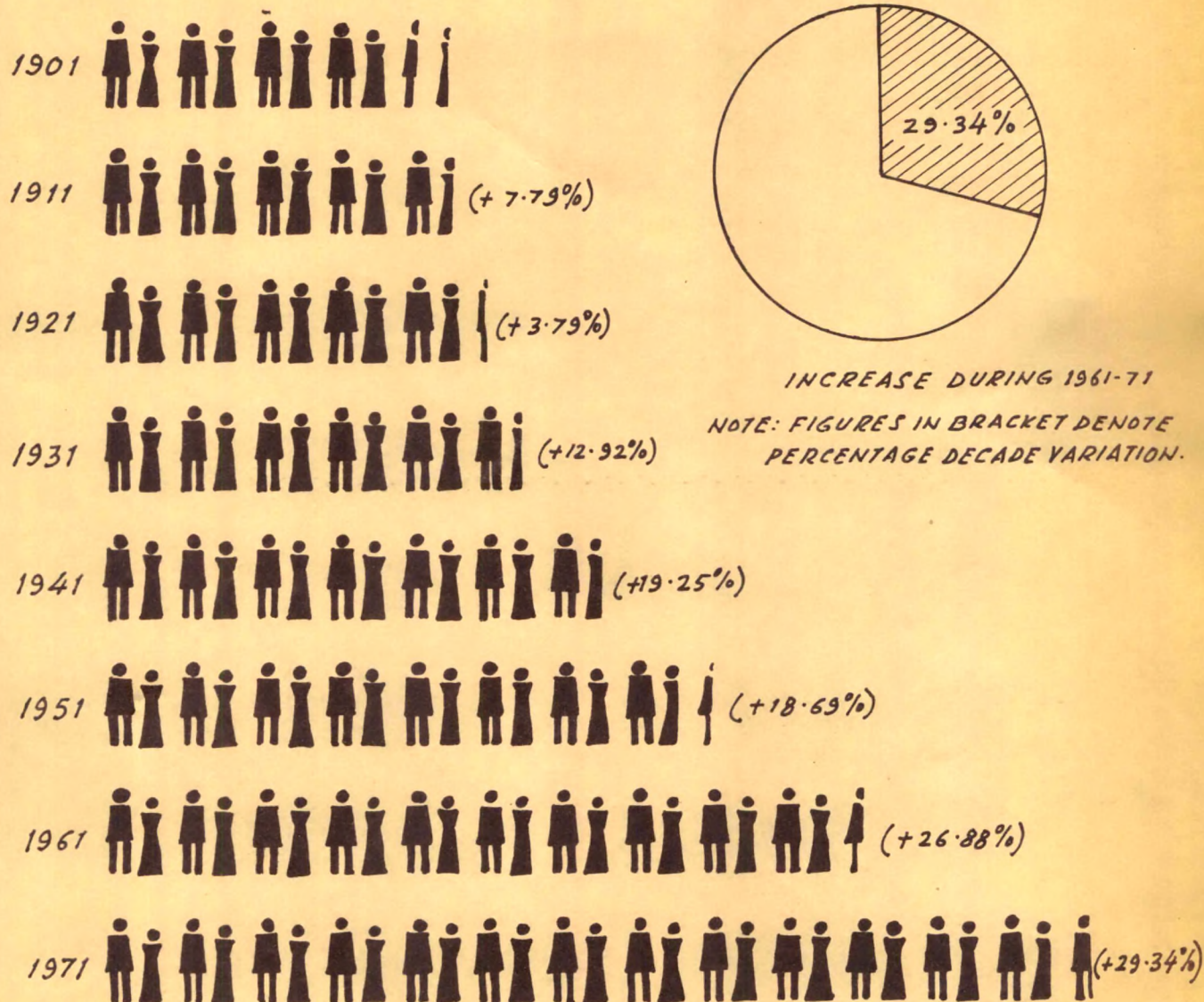
The State of Gujarat came into being on 1st May 1960. Prior to that date, Gujarat formed a Division⁺ of the Bombay Province during the British rule, and a Region of the Bombay State⁺⁺ after the attainment of Independence.

The State is, at present, spread over an area of 1,87,091 Sq. k.m. which forms 4.7 per cent of the Indian Union. In area, Gujarat State is slightly larger than the combined areas of Afghanistan, Burma and Thailand. The 1971 Census reported a population of 26,697,475. In population, Gujarat State is

+ It included, only the five districts-Ahmedabad, Kheda (Kaira), Panchmahals, Bhavnagar (Broach) and Surat. There were a number of Native States and Agencies forming parts of Northern Gujarat, Central Gujarat, Southern Gujarat, Kathiawad and Kutch.

++ After Independence, the territories covering Kathiawad formed a Part B State (Saurashtra) and a Part C State. The whole of Gujarati Speaking areas subsequently integrated and formed the Gujarat Region under the re-organised bilingual Bombay State in 1956.

CHART- 2



1 SYMBOL = 1,000,000 MALES / FEMALES.

GUJARAT
GROWTH OF POPULATION
1901 - 1971

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

slightly bigger than Iran and slightly smaller than the Republic of Korea.(1) The average rate of annual growth in Gujarat State in the last decade has been around 6.1 lakhs. The sex-ratio per 1000 males is 934. The percentage of rural population to the total population is 71.92. The percentages of Scheduled Caste population and Scheduled tribe population to the total population are 6.84 per cent and 13.99 per cent respectively.

The State of Gujarat can broadly be divided into four units or regions : the Northern Gujarat covering the districts of Banaskantha, Sabarkantha, the Mehsana District and the Ahmedabad District; the Central Gujarat consisting of the districts of Kheda (Kaira), Vadodara (Baroda) and Panchamahals, the South Gujarat comprised of the districts of Bharuch (Broach), Surat, Valsad and the Danges and the Western Gujarat covering the whole of the Kathiawad, Peninsula and the Island of Kutch (having the districts of Amreli, Jamnagar, Rajkot, Surendranagar, Junagadh, Bhavnagar and Kutch.

South Gujarat covers 4.63 per cent of the total area of the State. It has a total population of 4.42 crores which is 16.55 per cent of the total population of the State. In population, South Gujarat is almost equal to the Philippines and Malaysia. Its rural population is of 3.42 crores which is 17.81 per cent of the total rural population of the State.

It has 3912 villages which constitute 20.5 per cent of the total villages in the Gujarat State. Its 1.60 lakhs of Scheduled caste population and 21.78 lakhs of Scheduled tribe population constitute 8.75 per cent and 58.33 per cent respectively of the total of scheduled caste population and Scheduled tribe population of the State. Out of the total 183 talukas in the 19 districts of the State, South Gujarat has 33 talukas or 18.03 per cent of the total talukas and 21.05 per cent of the total districts in the State.

The Second All-India Educational Survey identified in Gujarat State a total of 6,40,325 habitations in the population slab below 500. The proportion of small habitations in Gujarat is relatively low. Only 53.96 per cent of the habitations, accounting for only 18.47 per cent of the rural population of the State have a population of "below 500" (2) Among the States the percentage of habitations with a population of 'below 500' ranged from 86.34 in Jammu and Kashmir to 20.06 per cent in Kaira (3)

With this general background data about Gujarat State and its South Gujarat Region, an attempt will now be made to trace the development of primary education in Gujarat from the early decades of the nineteenth Century to the present date. The discussion will be particularly centred on how a small rivulet of the primary school facilities in the first half of the nineteenth century gradually grew into a mighty river in the sixties

of the present century. The story of the expansion of primary education in Gujarat will be divided into three main periods :

(1) 1824-1900, the period of struggle, (2) 1901-1947, the period of the intensification of the struggle, (3) 1947 to 1971, the period of the partial success of the struggle. The fourth and the last period lies ahead. The goal of universal, free and compulsory primary education is yet to be reached. The achievement of this goal may take another 10 to 15 years.

2.2 The Struggle Begins (1824-1900)

A small number of studies have been done on the development of primary education in Gujarat during the nineteenth century. They include studies of Parulekar (4), Pathak, (5), Rajgor (6,7), Desai, (8), Bhavsar (9), Surti (10), Saroj Desai (11) and Parekh (12). The present Section is largely based on the findings of these studies. But a considerable re-checking, re-grouping and re-interpretation of the data scattered in these studies had to be done and some contradictions and confusions in the statistical data presented in these studies had to be attempted before they could be used for the purpose of the present study. However, the gaps left in the original studies could not be corrected to a great extent, because the data on Kathiawad, Kutch and several Native States Agencies in Mainland Gujarat are not available at the present date further, the data on Saurashtra and Kutch are not complete and continuous. This is

due to the fact that Saurashtra consisted of several small Indian States where there was no education Department and no practice of preparing and publishing annual reports of the progress of public instruction prevailed. The Tables III to VI are largely based on the studies of Parulekar, Rajgor, Desai, and Saroj Desai referred to above, supplemented by relevant data from the all India Census Reports (12) and Bombay Gazetteers in respect of Gujarat, including Kathiawad and Kutch and the Baroda State.

The British first landed into Gujarat in 1607 and set up their first factory in Surat in 1613. Gradually they changed their character as traders, became a military power and under the guise of helping the Gaikwads of Gujarat they became a supreme political power by 1804.

Parulekar (4) has given us a broad, picture of the indigenous system of primary education prevailing in Gujarat in the twenties of the nineteenth century. Some of the general findings of Parulekar are as follows. Generally, a primary school came into existence wherever a Brahmin lived; pupils came from all Hindu castes, except the Harijans; girls were hardly sent to the schools; teachers were not remunerated on monthly basis and by cash - pupils paid gifts in kind every day and occasional payment in cash; the curriculum consisted of the rudiments of Reading, writing and arithmetic; the equipment of the schools very simple and crude. Rajgor (7)

provides some statistics of indigenous primary education in the four districts of Gujarat in 1824 and 1829.

TABLE - III

Indigenous Primary Schools and Pupils in Gujarat

City/District :	1824		1829	
	No. of Indigenous schools.	No. of pupils.	Schools	Pupils
(1) Surat City	42	2,223	X 190	4,164
Surat Villages	139	about 2903 to 3,223	X X	
(2) Broach City	16	373	X 26	1,042
Broach District	98	N.A.	X	
(3) Kaira City	2	230	X 84	3,181
Kheda District	139	-	X	
(4) Ahemadabad City	21	1,344	X 91	3,353
Ahemadabad District	N.A.	2,673	X	

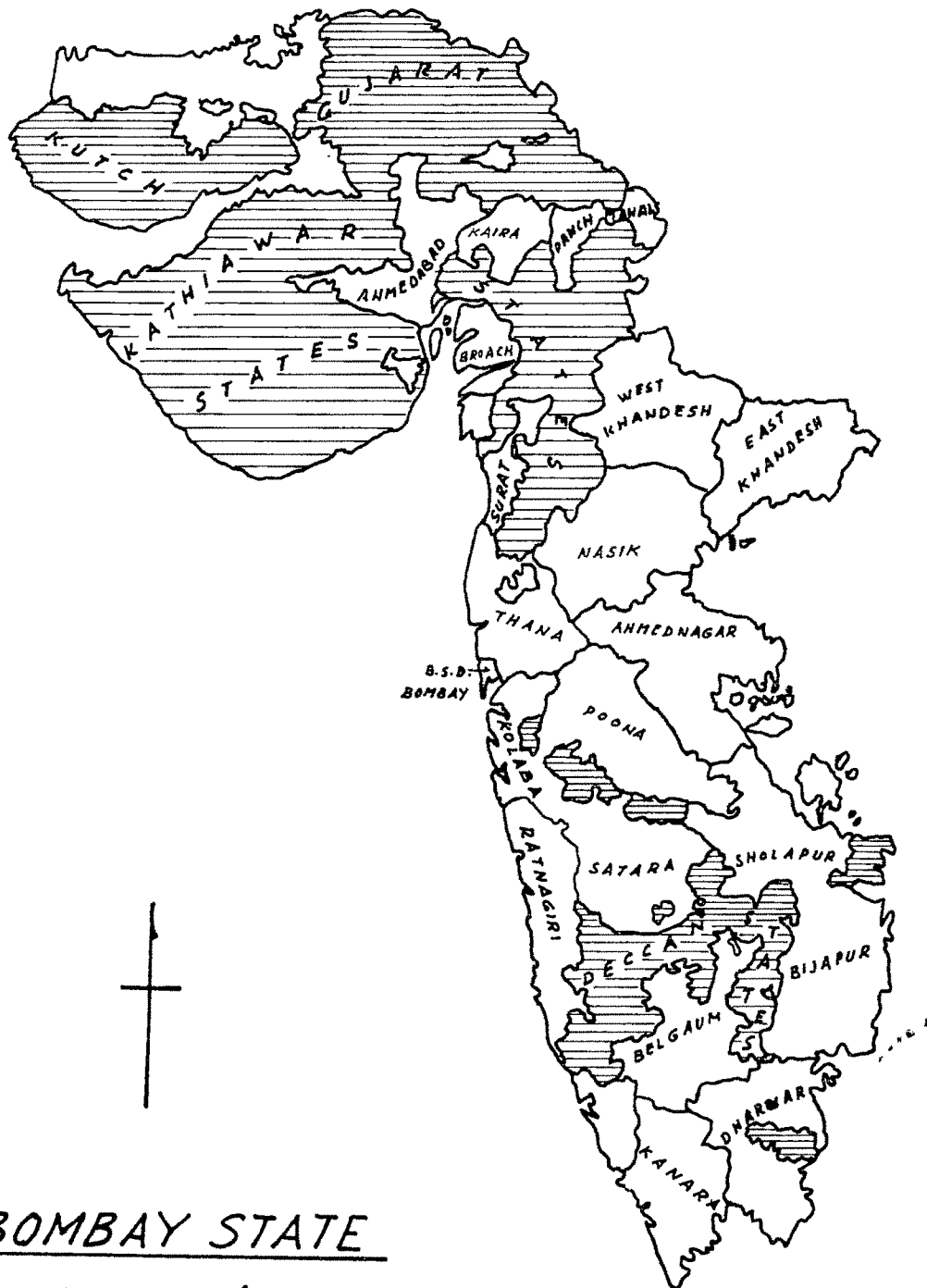
It appears that in 1824, there were 457 and in 1829 391 indigenous primary schools in the then four districts of Gujarat. These figures must be under-estimates. From what Mr. G.L. Prendergast a member of the Bombay Governor's Council, wrote in his Minute of 66 1821 : "I need hardly mention what every member of the Board knows as well as I do, that there is hardly a village, great or small, throughout our territories in which there is not at least one school, and in large villages more, many in every town and larger cities in every division."

(13) Rajgor also gives the following proportion of pupils in

schools to the total population in villages having schools:

"In Surat, there was one pupil for every 61 heads of population; in Broach, there was one pupil for every 228 persons; in Kheda and Ahmedabad this proportion was respectively 1 for every 139 and 1 for every 140." (6). Thus, in Gujarat there existed a very good base for the expansion of primary education in the twenties of the nineteenth century. But that base was unfortunately destroyed. The indigenous schools were, neither supported nor improved upon by the British officers of this period. Not only that these schools were systematically opposed and gradually annihilated by them. This short-sighted colonial policy dealt the most serious blow to the foundation of primary education and mass literacy in Gujarat, as elsewhere, in India.

It must be noted that besides the indigenous schools, there were activities of the Missionaries in respect of establishing primary schools and teaching children. The London Missionary Society and the Irish Presbyterian Mission selected Gujarat as the area of their operation. They studied Gujarati language and developed textbooks in Gujarati to serve as tools of teaching and learning in primary schools. They set up schools in the whole of Gujarat - at Ghogha, Porbunder, Rajkot, Surat, Ahmedabad, Jambusar, Borsad, Devan, Baroda and so on (7). The Missionaries were the pioneers in establishing the first girls' school in Gujarat. This they did at Surat in 1818 (11)



BOMBAY STATE
TILL 1947
WITH 20 DISTRICTS

Another agency in the field of primary education was the Bombay Native Book and Education Society established by Lord Elphinstone in 1822. This society opened primary schools in several parts of Bombay Province - 10 primary schools in Gujarat : 3 in Surat, 2 each in Bharuch (Broach) and Ahmedabad and 1 each in Kheda, Nadiad and Dholka. Strangely enough, this Society withdrew from the management of these primary schools in the year 1832. So, the control of these schools was transferred to the district collector. (7) The Revenue Department was not interested in the educational undertaking. Owing to their neglect, the strength of enrolment in government primary schools, which was 2,081 earlier, dropped down to 1,055 in 1832 (7). Between 1832 and 1839, the number of government primary schools increased from 20 to 27, but the total pupils studying in them remained 1055. (5)

Things however, began to improve with the establishment of the Bombay Board of Education in 1840. The Board was for the whole Bombay Province. New schools came up including two girls' schools in Ahmedabad. This was primarily due to the initiative and interest of the Gujarat Vernacular Society. In Kathiawad, several enlightened British Officers tried to spread primary education in Native States. Owing largely to the efforts of the Mr. Mallet, Mayor Henry Aston and Colonel Lange (who were Political Agents for States and Agencies in Kathiawada) till 1856, primary schools could be established

in Kathiawad in 19 out of the total 175 talukas. (12)

In 1855, the Department of Education was set up as a consequence of one of the recommendations of [] Wood's Despatch (1854). The development of school provision and growth in enrolment at primary school stage in Gujarat during the British period is given in Table IV in figures. A few significant developments in Gujarat in the expansion of primary education during this period are noted below : The Chart opposite to page shows some significant events that took place in Gujarat during the nineteenth century. Here only such events are selected that have some bearing on the development of primary education in Gujarat. Kathiawad and Kutch. The sources used here are the research works referred to earlier.

TABLE - IV

Growth of Primary Education in Gujarat

During the Nineteenth Century

	: 1850		: 1865-66		: 1900-01	
	: Schools	: Pupils	: Schools	: Pupils	: Schools	: Pupils
1. Mainland Gujarat.	37	2,494	303	21,152	1,759	110,745
2. Baroda State.	200 ⁺	N.A.	-	-	1,213	78,565
3. Kathiawad	16	1,381	71	4,189	927	65,375
4. Kutch	1	N.A.	14	NA	110	5,378

+ Pandya's Indigenous Schools.

TABLE - V

District/State-wise Break-up of Provision of
Primary Schools and Enrolment of Pupils of
School-going Age. (1865-66)

Sr.No.	District/Native State	Primary schools	Enrolment
1	Surat	55	3,151
2	Kheda	87	7,562
3	Ahemdabad	86	5,951
4	Broach	33	1,480
5	Panchamahals	22	1,449
6	Palanpur Agency	6	388
7	Baroda State	-	-
8	Mahikantha Agency	1	138
9	Revakantha Agency	13	1,023
10	Cambay, Sachin, etc.	-	-
11	Kathiawad	71	4,189
12	Kutch	14	-
TOTAL		388	25,331

Source : Bombay Gazetteer, Vol.II, p.254, P.223 ;
 Vol.III, p.136, p.287; Vol.IV p.205,0.313;
 Vol.VIII, p.346; Vol. IV p. 87.

TABLE - VI

District/State-wise Break-up of Primary Schools
in Gujarat (1900-01)

Sr.No.	District/Native State/region.	No.of schools.	No. of pupils.
1	Mahikantha	121	4,300
2	Palanpur	68	2,759
3	Revakantha	162	6,598
4	Cambay	3	227
5	Dharampur	21	662
6	Bansada	14	525
7	Sachin	19	1,499
8	Ahemdabad	276	24,806
9	Kheda	277	23,988
10	Broach	251	17,060
11	Surat	331	25,843
12	Panchamahals	106	4,478
13	Baroda State	1213	78,565
14	Kathiawad	927	65,375
15	Kutch	110	5,378
	TOTAL	3,899	2,62,063

Source : BOMBAY GAZETTEER 1900-01., Vols. IIB, IIIB, IVB,
 VB, VIB, VIIB, VIIIB.

TABLE - VII

Literacy in Gujarat in the Nineteenth Century

(a) Illiteracy Percentages in British Gujarat and Baroda State:

	<u>1881</u>	<u>1891</u>	<u>1901</u>
Baroda State	94.36	92.45	
British Gujarat	92.18	90.25	

(b) Number of Literates in British Gujarat :

Districts	In 1000 Males			In 1000 Females		
	<u>1881</u>	<u>1891</u>	<u>1901</u>	<u>1881</u>	<u>1891</u>	<u>1901</u>
Ahemadabad	109	129	205	3	6	17
Bharuch (Broach)	155	218	283	3	8	18
Kheda (Kaira)	82	105	179	1	3	9
Panchamahals	53	64	105	7	12	24
British Gujarat.	150	183	245	7	12	24

(c) Percentages of Illiterates in British Gujarat
According to Caste Groups (1901)

<u>Caste</u>	<u>Persons</u>	<u>Male</u>	<u>Females</u>
Brahmins	65	19	46
Vanias (Baniyas)	55	10	45
Bhatias	81	35	46
Lohana	84	37	47
Koli	98	50	48
Dhed (Harijan)	99	51	46
Muslims	97	51	46
Indian Chris- tians.	71	42	29

Source : Census of India, 1901, Vol. IX.

From the Table IV to VI it will be seen that during the nineteenth century the progress of primary education was quite slow. While in countries like the U.S.A., U.K., Germany and Japan, primary education became almost universal by the end of the nineteenth century, in Gujarat including Kathiawad Kutch and the Baroda State, in 1900-01, there were in all 3,899 schools and 2,62,063 pupils. In 1901, the total population of Gujarat, Kathiawad, Kutch and the Baroda State was 190,35,002. Taking 15 per cent of this population as the number of children of the school-going age in 1901 there ought to have been 28.55 lakhs children enrolled in primary schools. But the actual enrolment was 2.60 lakhs. Table VII shows the extremely low literacy level in Baroda State and British Gujarat and in different caste groups.

There were several causes for this slow growth of primary education in Gujarat during the nineteenth century.

- (a) The neglect of the indigenous schools which were ~~widely prevalent~~ widely prevalent in Gujarat in the first half of the century was the first major cause. This system of education was not only neglected by the British officers, but was systematically opposed and, step by step, uprooted. Nurullah and Naik's observation on the neglect of indigenous primary schools in all parts of the country is significant. "Great results could easily have been obtained if all the funds that Government and Local Bodies allotted to primary education had been spent on developing these schools. Instead of that, the indigenous schools were allowed to die." (16)

- (b) The rigidity of social customs and social prejudices against the education of women, the untouchables and other lower castes was another major factor. The tremendous hold of caste system on the minds of the people, the rigid customs and narrow social outlook, the low social position of women and strong prejudice against their education, the widely prevalent system of child-marriages⁺, the social antagonism to the education of the untouchables and backward castes, the total absence of motivational climate for education in social groups below the Brahmins, the Banias and to some extent the Patidars - all constituted the social hurdle to the spread of primary education. (Vide Table VII(c);
- (c) The extreme poverty of masses was the third major cause. Wealth was concentrated in certain communities like Jains, Banias, Desais, Katchi, Bhatias, some high caste groups and feudal Zamindars. A vast section of the Gujarati masses was poor. The development of villages was by and large, neglected. Villagers were poor and Gujarat economy was centred in a few places like Ahmedabad, Surat, Bhavnagar, Jamnagar and Rajkot.
- (d) The restricted field of the spread of social awakening and enlightenment was the fourth major cause. Whatever little social enlightenment and educational interest was developed during this period was limited only to district headquarters like Ahmedabad, Kaira, Baroda, Broach, Surat, Navsari and Valsad (Bulsar).

+ In British Gujarat, the percentage of child marriages in age-group 0-10 years were quite high in Kaira and Panchamahals districts, moderate in other four districts(11)

- (e) The fifth major cause was the transfer of primary education to the control of Local Bodies. This transfer was not followed by additional and adequate financial resources to the Local Bodies. Throughout this period (and even later on), the Local Bodies remained financially poor. Primary education of masses was a costly affair. The Local bodies were not only given sufficiently large financial resources, but Government grants given to them were inadequate. It was laid down that Government grant to Local Bodies was not to exceed one-third of the total expenditure.
- (f) The sixth major cause was the refusal of the British Government to introduce compulsory primary education. This it did despite the suggestions placed before it by some enlightened educationists from Gujarat. (8) For instance, in 1858, Mr. T.C. Hope, the Educational Inspector of the Northern (i.e. Gujarat) Division, made a proposal to make primary education compulsory. The proposal was accepted by the then D.P.I., (Mr. E.I. Howard -1856-65) who prepared a draft Bill to enable the people of any town, village or place to tax themselves for the establishment of free schools. This proposal was vetoed down by Government. Again in 1881, Rao Saheb Mahipatram Rupram Nilkantha, Principal of Gujarat Training College, Ahmedabad, while giving evidence before the Hunter Education Commission, stressed the need for making primary education compulsory in villages at least for two years, and if that is not possible, then making it free for poor people. But this, too, was brushed aside. In 1884, Shri Shastri, the Deputy Educational Inspector of Broach District, put forth before Government, through his Annual Administrative Report a plea for making primary education compulsory. But this proposal was not only rejected

but was ridiculed by the British Officers in Government. Government continued to turn deaf ears to the idea of compulsory education even when the same was successfully experimented upon by Highness Sayajirao Gaikwad of Baroda. The Baroda State introduced Compulsory primary education, as an experimental measure, in the town of Ameli and in 9 villages of the Taluka in November 1893. All boys between the ages of 7 and 12 and all girls from 7 to 10 living within a mile of a school were compelled to attend the school. (9)

- (g) Apart from Baroda State, the other Native States and Agencies in Kathiawad, Kutch and Gujarat showed very little enthusiasm for the spread of education among the masses. The Princes were lost in their own feuds and enjoyment, and they had very little time to think about the welfare of their subjects. This was the seventh major cause. Most of the Native States and Agencies were police States rather than welfare States. In fact, the little progress in primary education in Kathiawad that was achieved was due to the keen interest taken to spread literacy and primary education among people by the political agents like Major Henry Eston, Colonel Keating, and public leaders, educationists and social reformers like the poet Dalpatram Kavi, Harsukh Kikani, Gaga Oza, Pranjivandas Khakhkhar, Rao Bahadur Gopalji Surbhai.

These were the major causes of slow progress of primary education in Gujarat during the nineteenth century. A few others can be added. In the first half of the nineteenth century the Bombay Native Education Society and later on the Bombay Board of Education did very little to spread primary education

in British Gujarat. At this period of the history, the private enterprise had not come into its own; the stress was on Government enterprise. In 1858, in the Mainland of Gujarat there were only 280 primary schools with a total enrolment of 17,225. Rajgor (6) interprets this enrolment as 0.4 per cent of the school-going population in the age-group 6-11. This poor progress in primary education in the first half of the nineteenth century was another contributing factor. In 1956, Mr. C.J. Erskine (1855-56) the first D.P.I. of the Bombay Province, had prepared a plan for opening more primary schools in villages having a population of 2000 or more and in cities on the basis of 50 per cent of the salary of the teacher to be met by the local community. (7) There was nothing wrong in this plan as this kind of partial community support to the school was a long established tradition in many parts of the country, including Gujarat. But this proposal was turned down by the Government of India. This deprived the villages of the opportunity to have schools. Had this plan been accepted by Government, the progress of Gujarat in primary education would have been much better. However, by the end of the nineteenth century the struggle for the spread of education had begun, though it was in a mild form at this time.

2.3 The Intensification of the Struggle (1901-1947)

It was during this period that the struggle for the expansion of primary education got real momentum and became intensified, especially after the introduction of the diarchy in 1921 under which the portfolio of education passed into the hands of Indian Education Ministers. The development of School provision and the growth in enrolment between 1901 and 1947 is given in Tables VIII to XI. The major significant events that had a bearing on the development of primary education in Gujarat are shown in the chart opposite to this page.

Some of the features of the development of primary education during the first half of the twentieth century need to be noted :

(a) In 1899, Lord Curzon came to India as the Governor Général. He was a firm believer in quality of Education. He, therefore, turned his attention to reform the quality of primary education all throughout British India. This in fact was the echo of the qualitative reform of elementary education begun in England under the Balfour Act of 1902 (14) This was quite understandable, because England had almost achieved universal elementary education by the end of the nineteenth century and the improvement of quality was a natural subsequent step after the quantity was achieved. But, in India, unfortunately Government began to emphasise quality and slowed down the

TABLE - VIII

District/State-wise Break-up of Primary Schools
and Enrolment in Gujarat - (1910-11)

Sr.No.	District/ Native State	Number of Schhols:			Number of Pupils		
		Boys	Girls	Total	Boys	Girls	Total
1.	Mahikantha	162	13	175	8059	1266	9325
2.	Palanpur	79	-	79	3739	325	4064
3.	Revakantha	128	-	128	4498	311	4809
4.	Cambay	35	4	39	1912	274	2186
5.	Dharampur	20	1	21	579	83	662
6.	Bansada	12	1	13	510	59	569
7.	Sachin	16	3	19	1388	122	1510
8.	Panchamahals	194	-	194	6683	1644	8327
9.	Kheda	507	-	507	30307	6776	37083
10.	Surat	471	-	471	27963	6770	34733
11.	Broach	281	-	281	14888	3859	18747
12.	Ahemdabad	420	-	420	23566	7105	30671
13.	Baroda State	2606	324	2930	147647	94402	242049
14.	Saurashtra	982	105	1087	60021	10560	70581
15.	Kutch	99	14	113	5515	1025	6540
TOTAL :		6012	465	6477	337275	134581	471856

Source : BOMBAY GAZETTEER, 1910-11, Vols. IIIB, pp.36-37;
 88-9Rs VIIIB p.44; VB pp. 16,39,62; VIB pp.23,38,50,72;
 IVB p.25, IIB, pp.27,23.

TABLE - IX
Growth of Primary Education in Gujarat
 (1910- 1947)

	1910-11	1920-21	1930-31	1937-38	1947
Schools:Pupils	Schools:Pupils	Schools:Pupils	Schools:Pupils	Schools:Pupils	Schools:Pupils
Mainland Gujarat	2,347 2,58,583	1,844 [†] 1,33,628	2,397 [*] 2,10,869	2,572 [†] 2,54,347	9579 12.40 lakhs
Baroda State	3,000 1,47,647	2,639 1,81,405	2,419 2,28,799	2,181 2,54,855	
Kathiawad	1,087 70,581	1,365 1,08,384	NA NA	NA NA	
Kutch	113 6,540	NA NA	NA NA	NA NA	

+ Districts of the Northern Division only.

TABLE - X
Primary Education in Gujarat
(1945)

District/Prin- cely State.	Area in sq.miles	No.of schools.	No. of pupils (in thousand)	Area in sq.miles of pupils to of Literacy	Percentage of pupils to of Literacy
Ahemdabad	3,879	1,060	112.46	6.6	8.1
Bharuch	3,198	999	42.74	4.4	10.7
Kheda	1,617	995	81.82	3.3	9.0
Panchamahals (with Bharuch)	NA	NA	26.95	4.8	5.1
Surat	1,695	1,043	103.09	2.9	11.7
Vadodara	8,176	2,587	311.33	3.0	21.6
Bhavnagar	2,961	539	42.17	7.0	8.4
Khambhat	392	69	6.77	6.2	5.6
Chhotaudapur	892	58	3.90	15.0	3.24
Katch	8,249	746	33.98	11.0	6.6
Dang	667	17	NA	38.0	NA
Dhangdhra	1,167	68	5.44	15.0	5.8
Gondal	1,024	240	26.68	4.2	10.9
Junagadh	3,337	289	36.34	8.0	4.2
Limdi	343	64	4.73	6.6	10.0
Jamnagar	3,791	344	31.40	11.2	6.81
Palanpur	1,774	116	7.45	15.0	2.5
Porbander	624	104	13.30	16.1	11.0
TOTAL	43,904	9,337	891.03	4.7	9.4

Source : Rajgor (7)

TABLE - XI
Progress of Literacy in Gujarat

(a) Number per 1000 who were literate between 1901 and 1921

	1901		1911		1921	
	Male	Female	Male	Female	Male	Female
Baroda State	163	3	175	21	210	40
British Gujarat	206	16	210	26	223	42
Kathiawad	186	13	178	20	185	36
Palanpur Agency	80	3	74	5	86	8
Mahikantha Agency	121	3	90	5	100	9
Revakantha Agency	NA	NA	73	6	80	16

Source : Census of India, 1921, Vol.VIII, Part I, p.135.

(b) ~~Female~~ Literacy by Religion

	Number per Mile who are literates				
	Hindu	Muslim	Jain	Parsi	Christian
Bombay Province.	23	16	94	727	277
British Gujarat	38	44	289	755	194
Native States and Agencies.	13	316	68	654	150

Source : Census of India, 1931, Vol.VIII, Part I, p.296.

(c) Comparision of Female Literacy in Baroda State and British Gujarat in respect of certain Castes (1931)

	British Gujarat	Baroda State
Brahmin Audivh	2.67 p.c.	2.29 p.c.
Ghanchi	1.10 p.c.	1.12 p.c.
Kanbi Patidar	0.82 p.c.	1.63 p.c.

Source : Census of India, 1931, Vol.VIII, Part I, p.296.

(d) Female Literacy in British Gujarat (1941)

District	5-10 year age-group		10-15 age group	
	Total females	Literate females	Total females	Literate females
Ahemadabad	1,049	56	760	101
Broach & Pancha-mahals.	1,300	92	880	142
Kheda	1,079	93	841	167
Surat	1,188	152	875	243

Source : Census of India, 1941, Vol.III, pp.142-3

pace of expansion even before adequate quantitative expansion could be achieved. This happened in Gujarat as elsewhere in the Bombay Province and in other parts of India. This could be described as a fundamental error in policy-decision which had disastrous effect on the growth of mass education.

Between 1901 and 1921, the number of primary schools in Gujarat rose from 3,899 in 1901 to 5848 in 1921 and the enrolment of children from 2.60 lakhs to 4.24 lakhs in 1921. In Gujarat, the total population in 1921 was 101.7 lakhs. The 15 per cent of this population- the children of school going in the age-group was 15.25 lakhs. In 1921, out of this 11.01 lakhs remain outside schools. The damping effect of this policy could be seen from the example of its operation in Baroda State. In 1916-17 there were 3,199 primary schools; in 1936-37, the number of schools dropped down to 2,552 and of the number/pupils remained almost the same as in 1916-17.

(6.p.76).

(b) The Bombay Government accepted the principle of compulsory primary education in 1918. This was not only the greatest event in the history of primary education in Gujarat and Bombay Province but in that of primary education in whole of India. In 1918, the Bombay Government accepted the proposals on compulsory primary education contained in the Primary education Act which was sponsored by the late Shri Vithalbhai Patel. But the Patel Act of 1918 applied only to municipalities and not to rural areas. Further, it was a purely permissive

measure and gave powers to municipalities to introduce compulsory primary education in their areas if they so desired. Bombay Government agreed to bear a prescribed percentage of the cost on compulsory education in the case of those municipalities which decided to introduce compulsion. But very few municipalities came forward to take advantage of this development. In Gujarat, upto 1924, only two municipalities - the Surat Municipality in 1919 and Dakore Municipality in 1920 - came forward to avail of the provision of Compulsory primary education under the Patel Act. It must be conceded that the Patel Act was an epoch-making measure. Because of its permissive character it did not work satisfactorily. Paranjpe's observation in this context is significant. "It does not appear, however, that they have been on that account much ahead of the Municipalities which aimed at educational expansion on voluntary basis as was desired in the Educational Policy of 1913" (15).

In 1921, the Bombay Government appointed the Compulsory Education Committee under the Chairmanship of Sir Narayan G. Chandavarkar to consider and report on the desirability and practicability of introducing free and compulsory education in urban as well as rural areas. The Committee collected evidences on the perceptions and attitude of people to the introduction of compulsory primary education from all the parts of the Bombay Province. The following excerpt from the

Committee's Report throws a flood of light on conditions and attitude of the cultivating and backward communities in Gujarat :

"In Gujarat and Sind, however, a very large majority of the cultivating and backward classes who were consulted opposed compulsion in no uncertain measures; divisions appeared, most of the educated masses who in advocated caution. Gujarat is educationally the most advanced area in the Presidency, and judging from the statistics of literacy at the 1921 census, it is very little behind Baroda, in which compulsory education was introduced over 15 years ago. We consider, however, that the conditions for Gujarat are far less favourable for the introduction of **compulsion** than in the Deccan. The population was far less homogeneous, and the wealth of Gujarat has produced a far larger proportion of dependents on well-to-do cultivators than is to be found in any Daccan village. Disturbed political conditions may have also temporarily affected the attitude of the people but the root cause is undoubtedly ethonological and economic". (21)

The Report of the Committee, however, favoured introduction of free and compulsory primary education all throughout the Province in urban as well as rural areas. The Government accepted the recommendations of the Committee and passed the Bombay Primary Education Act of 1923. The Preamble of the Act revealed the mind of the Government. It stated that

"Whereas it is the declared policy of Government that universal, free, and compulsory education for boys and girls should be reached by a definite programme of progressive expansion and whereas it is - expedient to provide for a progressive development and expansion of primary education so as to reach the goal on the lines recommended by the Compulsory Education Committee of 1921 appointed by the Government and whereas it is expedient for the purpose to provide for compulsory elementary education..." (21)

The Bombay Act of 1923 was an improvement on the Patel Act of 1918 in some respects. Firstly, it provided for compulsory education for both urban and rural areas. Secondly it applied compulsion to either boys or girls or both; thirdly, it did not leave the municipalities the option to introduce compulsion or not; fourthly, while it left to Local Boards the option of making a scheme of compulsory education for themselves and asking Government to sanction it, but if a Local Body fails to prepare such a scheme, Government kept to itself the power to appoint an officer of its own to prepare and then carry it through even if the Local Body did not want it; fifthly, it provided for prosecution of the defaulting guardians and employers and prescribed penalties for each day of default, sixthly, the Act and Rules made thereunder prescribed the detailed procedures for enforcing compulsion, and lastly Government accepted the financial responsibility for expanding primary education on compulsory basis.

Between 1923 and 1938, the struggle for primary education began to intensify. Primary education made some strides on account of the introduction of the element of compulsion and free education in it. In Gujarat, under the Patel Act, 2 municipalities had introduced compulsory education in their areas. But Dakore Municipality discontinued it with effect from 1926 on account of financial difficulties. The progress of compulsory education in Gujarat upto 1938 is

shown in Table XII. From the table, the progress of compulsory education till 1938, appears to be not quite satisfactory.

Desai's comment on the progress of compulsory primary education in the Bombay Province as a whole can also apply to Gujarat :

"In the first place, the number of areas in which compulsion was introduced was very small, Secondly, in most areas, compulsion was applied to boys only. Thirdly, compulsion was restricted to urban rather than rural areas. Fourthly, the total population of the compulsory areas was about 3 per cent of the population of the Province" (8, page 36).

It should be noted in connection with the slow progress of compulsory education between 1923 and 1938 that the recommendations of the Hartog Committee (1929) were against the large scale extension of compulsory education (17). The Committee also recommended against the continuation of single-teacher schools. (23). It stressed quality rather than quantity (18) and felt that the immediate task before Indian educationists was consolidation rather than expansion. The Committee drew pointed reference to the large scale stagnation and wastage prevailing in primary education (19) The recommendations of the Hartog Committee had a wrong lead to all provincial governments and exerted a damping influence on Government and prevented the spread of compulsory education between 1928 and 1938. It slowed down the process of intensification. But this stalemate did not last long.

TABLE - XII

Progress of Compulsory Primary Education in Gujarat
(Upto 1938)

1. Name of the Local Authority:	Surat Municipality	Ahemdabad city. munici
2. Date on which compulsion was introduced.	1.1.20	1.1.27
3. Whether for boys or girls or for both.	Both	Boys
4. No. of pupils of compulsory age in the area of compulsion on 31st March preceding the date of compulsion.		
a) Boys	3974 (6075)	2303 (3291)
b) Girls	1483 (2112)	-
c) Total	5457 (8187)	2303 (3291)
5. No. of pupils of compulsory age in the area of compulsion on 31st March 1938.		
a) Boys	8764	3017
b) Girls	5831	-
c) Total	14595	3017
6. Pupils at all ages in all Local Authority and Approved Primary schools in the areas of Compulsion.		
a) Boys	11,174	4418
b) Girls	6,754	-
c) Total	17,928	4418

P.S.: Figures in bracket are for pupils of all ages in all classes of Local Authority and Approved Primary schools in the area of compulsion.

In 1937, the Congress Ministry, under the Stewardship of Shri B.G. Kher came into power in the Bombay province under the constitutional reform of Provincial Autonomy. Attempts were made in the Bombay Legislative Assembly to make Government accept definite time-limit to introduce free, primary education all over the Province from 1st April, 1938 and to introduce, by gradual stages, free and compulsory primary education for boys and girls between the ages of 5 and 10 throughout the Province by 31st June 1941. (20). But the Kher Ministry was not prepared to accept the idea of a time-limit probably because it did not want to commit itself to two expensive programmes at one and the same time- the programme of prohibition which would deprive the Government of an income of about 3 crores of rupees a year and to the programme of compulsory primary education which would require it to spend lakhs of rupees. The Government, however, amended the Bombay Primary Education Act of 1923 and introduced several administrative reforms. This would be discussed in the next Chapter.

In 1939, the War broke out. Kher Ministry resigned. Owing to the Congress Party's differences with the Government of India on political issues, a provisional administration under Section 93 of the Government of India Act 1935 was, therefore, set up in the Province during the War years of 1939-45. The Care-Taker Government sanctioned a few schemes

of Compulsory primary education. In 1944, the Broach District Board Introduced compulsion for both the sexes in villages with a population of 500 and over. Table XIII gives the progress of compulsory primary education in Gujarat upto 31st March 1945.

The Table is self explanatory. Only in Surat city and in Broach city and the Broach District compulsory primary education could be introduced by 1945. While in Surat City and the Broach District compulsory education was for both the sexes, it was only for boys in Broach city. Percentages of enrolment of children of the compulsory age was poor on the whole, however, it was quite satisfactory in the Broach city and the district. It was 82.6 per cent. The machinery of compulsion seemed to be functioning well in Surat Municipality, while it was largely on paper in the Broach District. There was no compulsion in the rural areas of Surat District, in Kheda District (urban as well as rural) in Ahmedabad District (urban as well as rural) and in Panchamahals District (urban as well as rural) There was no compulsion in the Native States and Agencies of Kathiawad and Mainland Gujarat. However, compulsion was fairly successful in the Baroda State. This could be seen on two counts. In 1911, the illiteracy percentage in the Baroda State was less than that in the British Gujarat and in the Bombay Province. In 1947, the tables were turned and Baroda had a literacy percentage of 35 as against percent in British Gujarat and 20 per cent in the Province.

Secondly, the percentage of girls attending primary schools was 61.2 which was highest in India. (In British India it ranged from 44.3 per cent in Madras Province to 11.6 per cent in North West Frontier.)

TABLE - XIII

Progress of Compulsory Primary Educationin Gujarat

(upto 1945)

1. Local Authority Municipality.	Surat Municipality.	Broach Municipality.	Broach District Board.
2. Date on which compulsion was introduced.	1.1.1920	1.9.1927	1.4.1944
3. Whether for boys or girls or both.	Both	Boys	Both
4. Date of latest school census.	1.1.45	14.2.44	31.3.44
5. Population of Compulsory area			
(a) Males	90575	29289	130721
(b) Females	81009	2997	122318
(c) Total	171584	32286	253039
6. Children in the Compulsory age-group			
(a) Boys	10748	2997	17555
(b) Girls	8381	-	15521
(c) Total	19129	2997	23076
7. Enrolment of children of compulsory age-on 31st March 45			
(a) Boys	9718	2479	17033
(b) Girls	6910	-	14614
(c) Total	16628	2479	31647
8. Percentage of Enrolment			
(a) Boys	10.7	82.6	97.0
(b) Girls	8.5	-	94.0
9. Percentage of Daily attendance.			
(a) Boys	80.3	75.7	71.4
(b) Girls	77.03	-	51.0
10. Notice Issued.	1937	-	-
11. Attendance orders passed.	181	-	-
12. No of guardians prosecuted.	24	-	-
13. Fines realized (in rupees)	20.25	-	-

It would be seen that primary education in Gujarat expanded much more during the forty-seven years of the twentieth century than the hundred years of the nineteenth century. In 1901 there were around 3,900 primary schools and about 2.60 lakhs children enrolled in them. In 1947 the number of schools had risen to 9,547 and enrolment to 12.40 lakhs (21)

There were several reasons for this. Firstly, the substantial increase observable between 1911 and 1921 was due to large grants from the Central Government. Secondly, the fairly large increase between 1921 and 1931 and thereafter till 1937 was due to the transfer of the portfolio of Education to Indian control under the Dyarchy. Thirdly, the rapid increase between 1937 and 1947 was due to the policy of expansion adopted by the popular Congress Ministry under the stewardship of the Chief Minister, Shri B.G. Kher. Political awakening, social advancement, betterment of economical condition of the people, the Government of India's Resolution on Educational Policy of 1913, the introduction of free and compulsory education, betterment of the condition of women and of the scheduled castes and scheduled tribes, legislation on prevention of child marriage, the political movement launched by the Indian National Congress under the dynamic leadership of Gandhiji and the strong wave of nationalism that spread throughout India - all these forces combined together to give an edge to social reform, an impetus to economic advancement and vigour to

the expansion of education, especially of the weaker and neglected sections of the society. This was on the credit side. But there was ample on the debit side.

There were several factors which restricted the growth of primary education in Gujarat during the first half of the twentieth century under the British regime. These factors were : the continuation of the social prejudices to the education of girls in certain communities and caste-groups and very weak stimulation and motivation of the backward communities and caste-groups to send their boys and girls to primary schools; most of the villages with a population of below 1000 did not have schools; there was large scale wastage⁺ and stagnation; women did not come forward in sufficient number to work as primary school teachers in rural areas; in the early decades, quantitative expansion was sacrificed at the altar of qualitative reform; insufficient finance provided for primary education, the lack of planning; the neglect of development of rural areas; the outbreak of two great world wars; the economic depression of the thirties; and so on.

2.4 The Period of Partial Success of the Struggle

Introduction : This period begins from 1947 and continues to the present times. By the end of the Fourth Plan in 1974, it

+ It was for boys, 57.8 in 1941-42, and 53.8 per cent in 1946-47 and for girls it was 66.7 per cent in 1941-42 and 60.1 per cent in 1946-47 (5, page 100)

is very probable that the goal of universal, compulsory and free primary education will be achieved. The Gujarat Government has prepared a perspective plan (1974-84) at the end of which it is envisaged that the struggle for universal primary education for children initiated in the twenties of the last century will succeed.

The data included in this Section are mostly drawn from the Annual Administration Reports of the State Education Departments. However, data given in Studies by Rajgor (6,7), Desai (8), Bhavsar (9), Saroj Desai (11) are utilised. Further Studies by Jetly, (21), Desai (22,25), Mehta (35) have been also used to collect additional evidences and information. The findings of two State level educational surveys - the First Educational Survey of the State in 1957 (36), the Report of the Primary Education Integration Committee of the Bombay State, 1959 (37) and the Second Educational survey of the State in 1965-66 (38) have provided some very useful and rare data for the purpose of the present investigation. The perspective Plan of Gujarat 1974-1984 is the most recent document which has yielded most up-to-date data for this study.

Period between 1947-1956 :

On 15th August, 1947, the British rule of about a century and a half came to an end. This followed by liquidation of native states all throughout the country and their merging into the neighbouring districts. From the old Bombay Province

the Bombay State was formed. It became a part A State. The 221 Native States of Kathiawad were integrated and consolidated and a new State - the United States of Saurashtra was formed. It became a Part B State. The native state of Kutch was liquidated and it now became a Part C State under the administration by a Commissioner of the Government of India. This union of the native states of Gujarat, Kathiawad and Kutch was through a process of unification among themselves many acceding and many more merging with the neighbouring native states. The new Gujarat Division of the Bombay State received its share of Gujarati-speaking Native States in this process of unification, which contributed to its enlargement, quickly changing its boundaries and administrative units. The State of Baroda merged into the Gujarat component of Bombay State in 1949. In 1949, the Gujarat Division of the State consisted of the following 10 districts - Ahmedabad, Amreli, Banaskantha, Baroda, Broach, Kaira, Mehsana, Panchamahals, Sabarkantha, and Surat.

The Second Congress Ministry that came to power, again under the Stewardship of Shri B.G. Kher, in 1945, soon set itself to the task of expansion of mass education and primary education. It decided to re-start the programme of compulsory primary education which had been cut short by its resignation in 1939. In 1947, it passed the Bombay Primary Education Act under which it declared the extension of compulsory primary

education as its duty. Government was faced with the task of bringing into schools about 16 lakhs children (for the whole of the State. (22) It, therefore, decided to introduce compulsion, in the first instance in Villages, with a population of 1000 and over in the age-groups 6-11 from June 1947. The extension of compulsion was spread over five years, i.e. from 1947-48 to 1951-52, each year covering one range of age-group i.e. 1947-48 7-8 years age-group, 1948-49 7-9- years age-group, 1949-50 7-10 years age-group, 1950-51 7-10 or 7-11 years age group and 1951-52 the entire 7-11 age-group. Desai gives some statistics for the progress of this programme (23) The percentages of children enrolled in the different age-groups were : 7-8 age group 89 (1947-48); 7-9 age-group 87 (1948-49); 7-10 age-group 87.9 (1949-50); 7-11 age-group 71.5 (1950-51) and 48.3 per cent (1951-52). These figures are for the Bombay State as a whole. But they do provide a broad indication of the impact of the introduction of compulsory primary education in Gujarat by 1951-52 when the first Five-year Plan of Development came into operation. Desai's study also shows the significant improvement of average daily attendance. The percentage was 71.5 in 1952; the difference between the percentages of daily attendance in urban and rural areas was only 13.1 per cent in 1952 and the percentage of average daily attendance of girls did not appear to be very much below that of boys. (24)

The Period between 1956-1960 :

The development of School-provision and growth of enrolment at the end of the First Plan period in the districts of the Gujarat Division are given in Table XIV. It would be seen that the total school provision available in Gujarat in 1955 was 8,899 and the enrolment achieved in the age-group 7-11 was about 11.53 lakhs.

TABLE - XIV

Primary Schools with Enrolment (21)
(1955)

Sr. No.	District	School Provision	Pupils
1	Banaskantha	601	39,794
2.	Sabarkantha	710	57,827
3.	Mehsana	984	1,45,580
4.	Amreli	248	32,423
5.	Baroda	983	1,21,800
6.	Ahemdabad	1,068	1,77,027
7.	Kaira	1,191	1,87,696
8.	Panchamahals	1,198	98,687
9.	Broach	837	78,708
10.	Surat	1,689	2,11,811
Total:		8,899	11,53,353

TABLE - XVI

Position in Primary Education at the time of Formation
of Gujarat State (1960)

Region	No. of Primary schools.	Average area served by a primary school (sq.miles)	Average: popula- tion served by a Prim. sch.	No. of schools villages.	Enrolment in Lakhs:		No. of villages	Per- centage enrol- ment to the total popula- tion of school going children.
					Boys	Girls	Total	
Gujarat District of Old Bombay State.	12597	2.8	935	625 (4.5 p.c.)	10.55	5.80	16.35	12439 (90.0 p.c.)
Saurashtra	4343	4.9	904	420 (10.2 p.c.)	2.92	1.33	4.25	100 (2.3 p.c.)
Kutch	587	28.5	967	504 (52.4 p.c.)	0.33	0.15	0.48	-
Total for Gujarat State.	17527	4.1	928	1549 (8.2 p.c.)	13.80	7.28	21.08	12539 (92.3 p.c.)

TABLE - XV

Development of Primary Education in Gujarat
(1957)

Sr. No.	District	Total: No. of Prim- ary Schs. (3)		No. of Girls cent of Prim. Schs. (3)		No. of Per- habi- tations le without Schs. sch. (8) to & Prim. Schs. (4)		No. of No. of Per- Mid- Girls cent of Mid. Schs. (8) to & Prim. Schs. (4)		Total Male Female		Literacy Percentage	
		3	4	5	6	7	8	9	10	11	12		13
1	Ahmedabad	1003	1075	109	10.1	65	493	98	19.9	32.60	43.60	19.70	
2	Amreli	368	326	31	9.5	60	128	21	16.4	29.70	39.40	19.70	
3	Banaskantha	1343	1081	10	0.9	548	122	6	4.9	7.20	11.90	2.10	
4	Bharuch (Broach)	1423	846	76	8.9	92	298	43	14.9	27.90	39.80	15.30	
5	Gohilwad	1085	996	33	3.3	62	336	30	8.9	18.33	26.99	9.49	
6	Halar	712	641	32	4.9	75	133	7	5.2	17.72	25.08	10.23	
7	Kheda (Kaira)	1721	1394	77	5.5	6	580	70	11.9	29.10	40.30	16.80	
8	Kutch	1029	701	58	8.2	338	222	20	9.0	17.06	24.48	10.23	
9	Madhya Saura- shtra	983	1070	55	5.1	55	390	40	10.2	22.17	30.46	13.69	
10	Maheana	1588	1182	70	6.1	69	591	55	9.3	25.00	35.00	15.10	
11	Panchamahals	2477	1617	32	1.9	74	260	28	10.7	13.40	20.00	5.90	
12	Sabarkantha	1754	904	23	2.5	141	245	15	6.1	14.40	23.69	4.90	
13	Sorath	1127	960	50	5.2	182	429	38	8.8	22.17	30.46	13.69	
14	Surat	2614	1877	59	3.2	276	687	67	1.4	29.10	39.00	19.10	
15	Vadodara (Baroda)	2059	1139	47	4.2	635	423	41	9.7	28.60	39.00	17.20	
16	Zalwad	626	610	24	3.1	78	210	19	9.0	18.45	25.57	11.08	

Source : Educational Survey of the Bombay State, 1957.

It should be noted here that compulsory education was not in force in the areas of former Native States and Agencies (excepting the areas of the Baroda State) merged into the Gujarat districts. In the Gujarat districts, compulsory primary education was introduced in all villages, towns and cities having a population of 1000 and over.

When the Union of Saurashtra began to function, there were 2250 primary schools in 1948 out of the total 4359 villages (6, p.82). The Saurashtra Government declared its intention to open schools in villages with population of 300 and over. It did make a beginning by opening around 200 primary schools a year. (7, p.83). According to Rajgor, there were 15,322 schools with a total enrolment of about 16.39 lakhs on the primary stage in Gujarat, Saurashtra and Kutch put together. (7, p.83).

In 1956, the States of Saurashtra and Kutch were integrated with the bilingual-Bombay State. Table XV gives the position in respect of school provision and literacy in all the 10 districts of Mainland Gujarat and 5 districts of Saurashtra Kutch. Desai's findings (25) regarding the progress of primary education in Gujarat, Saurashtra and Kutch are also enlightening. In the 10 districts of Gujarat, 13.15 per cent of rural habitations were without school facilities; the school-less habitations in Saurashtra and Kutch were respectively 9.91 per cent and 32.84 respectively; the Gujarati-speaking areas

as a whole had 13.40 per cent school-less habitations; and the percentages of enrolment in primary schools to the total estimated population for Gujarat Districts, Saurashtra Districts and Kutch were respectively 10.99, 3.20 and 6.27. (26)

Under Gujarat State (1960-71):

After the formation of the separate State of Gujarat, the struggle got further intensified, and the expansion of primary education became rapid. This can be seen from Tables XVII and XVIII. In 1960, (27) there were 17,527 schools with a total enrolment of 22.47 lakhs of children in the age-group 6-14 in the Classes I-VII. In the age-group 6-11 9.30 lakhs of boys and 6.15 lakhs of girls and in the age group 11-14 4.18 lakhs of boys and 1.88 lakhs of girls were enrolled. In the age-group 6-11, the proportion of boys and girls was 65:35 and in the age-group of 11-14, it was 60:40. Desai's study reveals that in 1961, the percentage of primary school enrolment in the age-group 5-14 ranged from 44.15 per cent in Broach District to 10.24 per cent in Banaskantha District. Only three districts - Broach (44.15), Rajkot (22-39) and Surat (41.66) had boys' enrolment exceeding 40 per cent and three districts - Banaskantha (10.24), Dangs (12.69), Kutch (17.94) and Sabarkantha had boys' enrolment between 10 per cent and 21 per cent. (28) The average percentage of enrolment for boys in the State as a whole was 27.76 per cent. Several districts- Banaskantha (10.24), Baroda (24.40), Bhavnagar

(25.68)- Dangs (12.69), Junagadh (23.99), Kutch (17.94) Mehsana (24.69), Panchamahals (26.15), Sabarkantha (20.66) and Surendranagar (20.73) were below the State average. In the case of enrolment of girls, the position was worse. In the three districts - Banaskantha, (3.22), Dangs (5.26) and Sabarkantha (9.39) it was below 10 per cent. In only two districts - Broach (30.83) and Surat (31.33) it was between 30 and 32 per cent. The average for the State in this respect was 17.13 per cent. Several districts - Banaskantha (3.22), Baroda (16.22), Bhavnagar (15.84), Dangs (5.26), Jamnagar (14.72), Junagadh (15.42), Kheda (25.09), Mehsana (15.06) Panchamahals (11.62), Rajkot (25.67) Sabarkantha (9.39), and Surendranagar (12.06) were below the State average of the percentage of girls' enrolment in the age-group of 5-14 years.

However, things have materially improved thereafter. Between 1960 and 1968 the number of primary schools increased from 17,527 in 1960 to 20,887 in 1968 - an increase of 3,360. The average annual rate of increase in the school provision has been 420. The index of growth between 1960 and 1968 (with 1959-60 = 100) in school provision was 119.2 in 1968. The enrolment of pupils in the age-group 6-14 has increased from 21.08 lakhs in 1960 to 31.93 lakhs in 1968 - an increase of 10.85 lakhs or an average annual increase of 1.36 lakhs. The index of growth in the case of enrolment (with 1960 = 100) was 151.4. In 1960, the percentage of enrolment to the total population of the State was 10.05, in 1968 this percentage

CHART-4

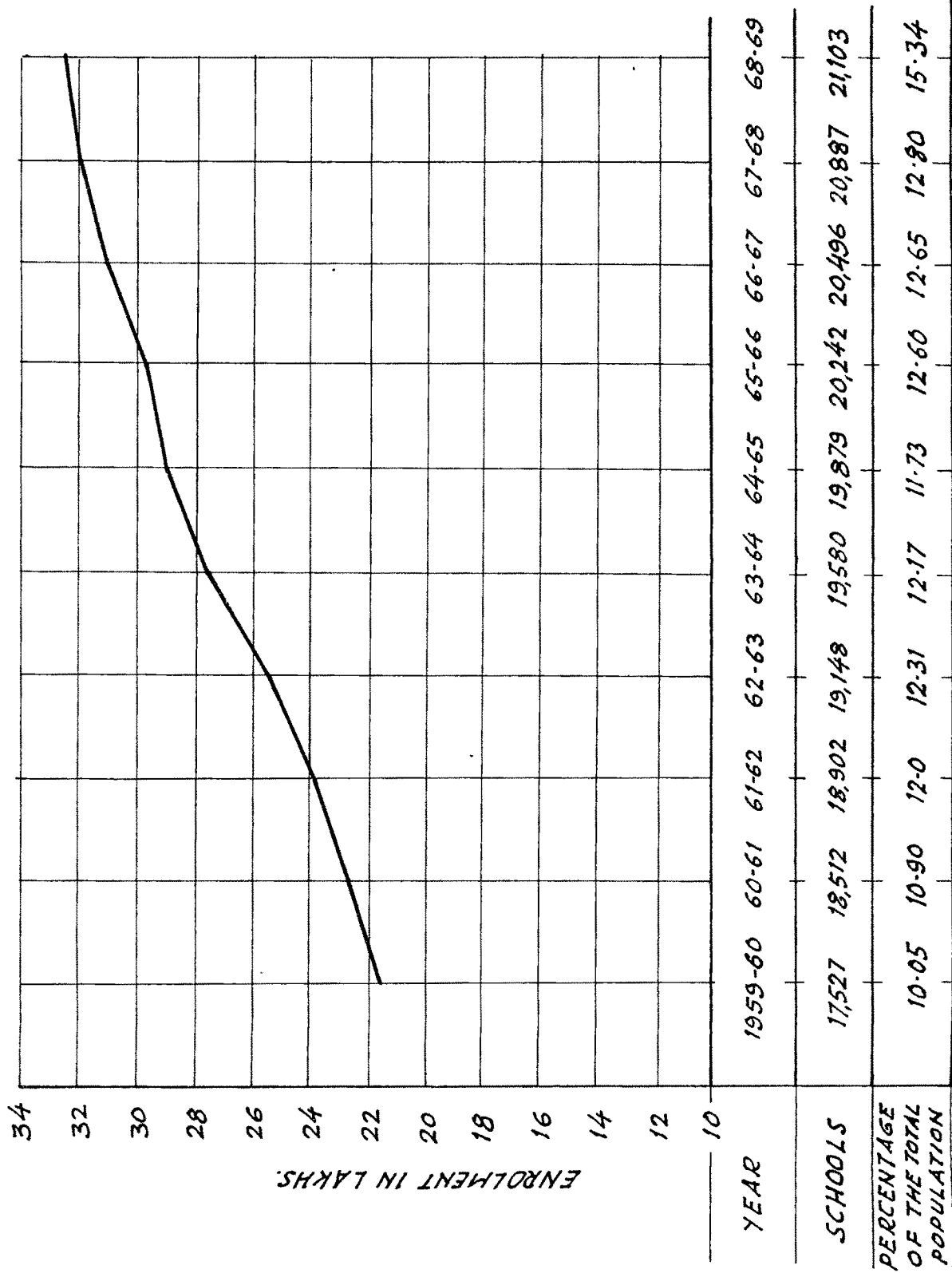


CHART-II GROWTH OF PRIMARY SCHOOLS AND PUPILS IN GUJARAT STATE
(1959 - 1969)

increased to 12.90.

Table XX for the year 1970-71 shows that in the age-group 6.10 (classes I-IV), the goal of universal primary education has been achieved in four districts - Amreli (115.9), Bharuch (109.4), Dangs (109.7) and Valsad (100.1); another four districts - Ahmedabad (99.4), Kheda (94.6), Gandhinagar (94.6) and Sabarkantha (96.4) are very near to the goal. Excepting Kutch (72.0) and Panchmahals (79.0), the other districts each have enrolments over 80 per cent.

TABLE - XVII

Growth in Enrolment in Gujarat State
(1959-60 - 1968-69)

Year	Schools	Increase over pre- vious years.	Enrolment (Lakhs)	Increase: Per- centage over pre- vious year (Lakhs)	Percentage to the total Popu- lation.
1959-60	17,527	-	21.08	1.39	10.05
1960-61	18,512	985	22.47	6.5	10.90
1961-62	18,902	390	23.80	1.53	12.00
1962-63	19,148	246	25.31	1.51	12.31
1963-64	19,580	432	27.78	2.47	12.17
1964-65	19,879	299	28.89	1.11	11.73
1965-66	20,242	321	29.71	0.92	12.60
1966-67	20,496	193	30.97	0.24	12.70
1967-68	20,887	404	31.93	0.96	12.90
1968-69	21,103	216	32.62	0.69	15.81

Source : Annual Administrative Reports of the Education
Department of Government of Gujarat.

TABLE - XVIII

Enrolment in Primary Schools in Gujarat
(Age Groups 6-11 and 11-14)
Figures in Lakhs

	<u>6-11 Age Groups</u>				<u>11-14 Age-Groups</u>			
	Boys	P.C.	Girls	P.C.	Boys	P.C.	Girls	P.C.
1959-60	9.30	65.1	6.15	34.9	4.18	59.40	1.88	40.60
1967-68	15.61	77.7	9.35	22.3	4.72	69.12	2.25	30.88

TABLE - XIX

Growth in the Enrolment of Boys and Girls in Gujarat
in the Age-Group 6-14

	<u>Boys'</u>		<u>Girls'</u>		<u>P.C. of</u>	
	Schools	Enrolment	Schools	Enrolment	Boys to	Girls to
	(in	(in	(in	(in	total	Total
	Lakhs)	Lakhs)	Lakhs)	Lakhs)	enrolment	enrolment.
1959-60	16610	18.36	917	2.72	85.71	14.29
1960-61	15539	19.46	933	3.01	86.32	13.68
1961-62	17922	16.24	920	9.00	66.66	34.44
1962-63	18156	16.87	992	9.50	68.00	32.00
1963-64	18616	17.75	964	10.03	64.29	35.71
1964-65	18925	18.52	954	10.37	65.51	34.49
1965-66	19246	18.94	996	10.77	63.33	36.67
1966-67	19478	19.78	1018	11.20	64.51	35.49
1967-68	19882	20.23	1005	11.61	62.50	37.50
1968-69	20086	28.96	1017	12.01	63.17	36.83

Source : Annual Administration Reports of the Education
Department, Government of Gujarat

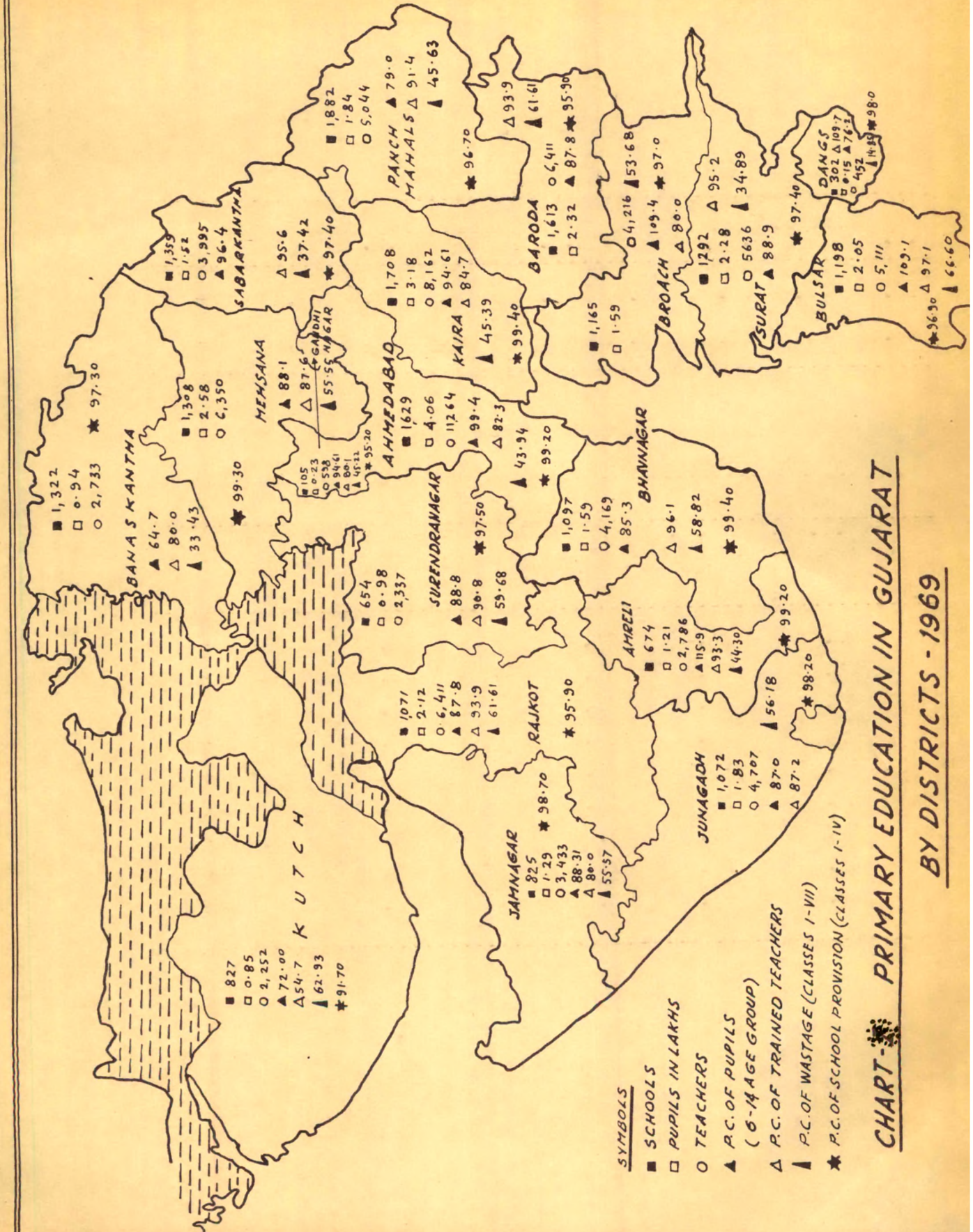


CHART-5 PRIMARY EDUCATION IN GUJARAT

BY DISTRICTS - 1969

TABLE - XX

Districtwise Position of Pupils in Classes I-IV and V-VII
and their Percentages to the Population in the Corresponding
Age-Group of 6-10 and 10-13 Respectively
 (1970-71)

Sr. No.	District	Classes IV (Age-group 6-10)		Classes V-VII (Age-groups 10-13)	
		Enrolment (in lakhs)	Enrolment (percent)	Enrolment (in lakhs)	Enrolment (percent)
1	Ahmedabad	3.35	99.4	1.46	67.0
2	Amreli	1.14	115.9	0.29	45.6
3	Kutch	0.71	72.0	0.22	34.7
4	Kheda (Kaira)	2.68	94.6	0.95	51.9
5	Gandhi Nagar	0.22	94.6	0.06	39.8
6	Jamnagar	1.14	88.3	0.36	43.2
7	Junagadh	1.67	87.0	0.48	38.7
8	Dangs	0.12	109.7	0.01	14.1
9	Panchamahals	1.69	79.0	0.46	32.2
10	Banaskantha	0.95	64.7	0.21	22.1
11	Bharuch (Broach)	1.40	109.4	0.50	60.3
12	Bhavnagar	1.39	85.3	0.37	35.1
13	Mehsana	2.14	88.1	0.69	44.0
14	Rajkot	1.69	89.4	0.56	46.0
15	Vadodra (Baroda)	2.01	87.8	0.64	43.2
16	Valsad (Bulsar)	1.66	100.1	0.52	48.5
17	Sabarkantha	1.33	96.4	0.41	46.2
18	Surat	1.84	88.9	0.58	43.4
19	Surendranagar	0.87	88.8	0.22	34.7
Gujarat:		27.99	90.5	8.99	45.0

Source : Government of Gujarat : Perspective Plan of Gujarat
 1974-1984 Vol.III, Feb, 72. pp.91-2.

The average percentage of enrolments in the age-group 6-10 for the State as a whole is 90.5. It is in the age-group 10-13, in classes V-VII that the goal of universal education is eluding. Here, the State average is 45.0 per cent; the range is from 67.0 per cent in Ahmedabad District to 14.1 per cent in Dangs District. Several districts - Kutch (34.7), Gandhi Nagar (39.8), Jamnagar (43.2), Junagadh (28.7), Panchamahals 32.2, Dangs (14.1), Banaskantha (22.1), Bhavnagar (35.1) Mehsana (44.0), Vadodra (43.2), Surat (43.4) and Surendranagar (34.7) are below the State average. The State's Perspective Plan (1974-1984) has set the target of universal, free and compulsory primary education in the age-group 6-14 to be accomplished by 1980-81.

"The present enrolment of 31.60 lakhs in classes I to V... will have to be increased to 46.18 lakhs, i.e. 100 percent of the population in the age-group 6 to 11. In the decade 1961-71, the average increase in the enrolment in classes I to V was 1.13 lakhs. This will have to be increased in the decade 1971-78 to an average increase of 1.5 lakhs. The total effort for expansion of primary education at this stage, therefore, will have to be stepped up by about 50 per cent..

The present enrolment of 8.99 lakhs, i.e. 45 per cent of the population in the age-group 11 to 14 ... will have to be increased to 25.78 lakhs by 1980-81 if universal primary education is to be achieved in the age-group. In the decade 1961-71, the average annual increase of enrolment in classes V to VII was 0.397 lakhs. If universal education in the age-group 11 to 14 is to be provided by 1980-81, this number will have to be increased to 1.68 lakhs per year or about four times." (29)

Thus, there has been phenomenal development in school provision and enrolment of children in the age-group of 6-14 in Gujarat State after the attainment of Independence. This revolutionary development could be attributed to several factors and forces, the most prominent among which were the following, the Constitutional directive under Article 45, of providing universal, free and compulsory primary education in the age-group 6-14 by 1960; the passing of the Bombay Primary Education Act 1947 and improvement of enforcement machinery for compulsory education, the adoption of the approach and techniques of Five-Year Plans beginning from 1951-52; the introduction of the system of group schools and peripatetic schools in 1955; increased financial allocation to primary education (Second Plan 49.9 percent; third Plan 50.4 percent) in the Five-Year Plans, provision of increasing funds for⁺ primary education in State budgets (it increased from Rs.6.83 crores in 1960 to Rs.11.11 crores in 1968), the adoption of a phased programme of increase in school provision especially in educationally less developed areas of the State, opening up of schools in school-less villages, extension of compulsory education in Saurashtra and Kutch after 1956, intensification of efforts to increase enrolments of girls, scheduled castes, scheduled tribes and other backward communities, the expansion of training facilities.

⁺ In the State's budgets, (direct expenditure) in primary education accounted for 5.9 percent in 1961 48.5 percent in 1966 and 69.0 percent in 1968.

ties for primary teachers and increased provision of incentives to women teachers to work in rural areas, increase in literacy in urban and rural areas, and so on.

Against these favourable factors there have been in operation many unfavourable factors and obstacles. They are: backward state of the development of primary education in the pre-independence areas belonging to the former native states and agencies (This state of backwardness has continued, though now in much reduced measures, in the districts of Kutch, Banaskantha, Junagadh, Bhavnagar, and Baroda(30)); the lower enrolment of girls, scheduled castes, scheduled tribes and from economically backward classes and nomadic and migrating population; high degree of wastage and stagnation at different levels of primary education; lack of extending physical facilities, providing teachers, etc. owing to special backwardness of the areas; prevalence of a large number of small villages; 9.2 per cent of the total population (as revealed in the Second Survey of 1965-66), do not have facilities for primary education in their own habitations or within one mile walking distance from their habitations and 37 per cent of habitations do not have middle school facilities in their own areas or within a distance of 3 miles from their habitations; only a small proportion of women teachers (it was only 18 per cent in 1965-66) at the primary stage; 4 out of every 10 primary teachers (in 1965-66) not being trained; the upper limit of compulsory education could not

yet be raised beyond 11 years; and the gradual curtailment of the participation of the private enterprise in running primary schools (In 1968, 1278 or about 6 per cent were private schools).

However, it should be observed the struggle for universal primary education has almost succeeded in the age-group 6-11, but it has partially succeeded in the age-group 11-14. It is at the upper primary school stage that the struggle still continues.

2.5 Problems facing the Programme of Universal, Free and Compulsory Primary Education in Gujarat in the Age-group 6-14

The foregoing study of the expansion of primary education in Gujarat State brings to light the following problems if the goal of universal, free and compulsory primary education is to be achieved by 1980-81 as planned by Gujarat Government in its Perspective Plan (1974-1984) or by 1985-86 as suggested by the Kothari Education Commission :

- (1) To provide lower primary school facilities (I-IV) classes at least within one mile walking distance and upper primary school facilities at least within three miles walking distance from the residence of the child; (In South Gujarat, by 1980-81 the additional enrolment of 1.57 lakhs in the age-group 6-10 (classes I-V) Dangs District 0.02 lakh, Broach

District).25 lakh. Bulsar District).48 lakh and age-group in 10-13 (Classes V-VII)).82 lakh in Surat District and of 2.65 lakhs in the age-group 11-13 (Dangs District).08 lakh. Broach District 0.57 lakh, Bulsar District 0.86 lakh and Surat District 1.14 lakhs) are to be achieved by 1980-81) (32).

- (2) To raise gradually the upper age-limit of compulsion to 14 years;
- (3) To reduce the high percentage of wastage in the case of boys as well as girls in classes I-IV and V-VII. (In 1971, in the South Gujarat, the percentages of wastage were as follows (32) :

Districts	Class I-IV		Class I - V	
	Boys	Girls	Boys	Girls
Dangs	80.90	89.21	36.15	6.50
Broach	57.15	66.87	46.37	48.10
Bulsar	59.53	61.11	42.92	40.83
Surat	56.91	55.96	34.91	41.99

- (4) To bring down stagnation in all classes from I to VII;
- (5) To make intensive efforts to increase enrolment in age-group 6-10 and 10-13 of girls, scheduled castes, scheduled tribes, economically backward classes and nomadic and migrating population. (In South Gujarat in 1971, the percentage of enrolment of girls to the total girls' population was 87.2 per cent in Dang District, 74.0 per cent in Broach District, 85.1 per cent in the Bulsar District 79.3 per cent in the Surat District.(33)

- (6) To reduce the percentage of untrained teachers.
(In South Gujarat, in 1971, the percentages of untrained primary school teachers were 23.8 per cent in the Dangs District, 20.0 per cent in the Broach District 2.9 per cent in Bulsar District and 4.8 per cent in Surat District.(34);
- (7) To increase facilities of residential quarters for teachers, particularly in backward or remote villages where normally other reasonable facilities are not available;
- (8) To provide mobile schools or parapetic schools for migrating population or for drought affected areas like Bhal and other Coastal areas that have a floating population;
- (9) To organise the programme of construction of school buildings taking into account the need of such areas which have remained backward;
- (10) To expand the programme of Ashram Shalas in areas where villages are scattered or particularly where houses are scattered as in the case of tribals.
(In South Gujarat, 58.75 per cent of the total tribal population or ^{21.78} lakhs live);
- (11) To organise welfare services for school children such as free supply of writing and reading materials, school uniform, mid-day meals, and essential services as drinking water, play-ground and health services;
- (12) To expand the supporting programme of adult literacy adult and social education and functional literacy in areas particularly where literacy is low;

- (13) To improve the quality of primary education (through improvement of the teaching-learning process in classroom introduction of work-experiences, inservice- teacher education, curricular improvement, improvement of supervision, introduction of instructional material, promotion of school complexes, revitalising language, science and mathematics teaching.

These are the major tasks facing universal, free and compulsory primary education in Gujarat State. In this study, the focus being on South Gujarat, the discussion on the impact of the Panchayati Raj will be organised keeping broadly these thirteen problems in view.

In the next Chapter the role of the decentralised units of administration and financing of primary education in Gujarat- the local bodies will be taken up for discussion.

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