Chapter VII

SUMMARY AND CONCLUSIONS
7.1 SUMMARY

A Summarisation of different points of various chapters of the entire thesis has been incorporated in this chapter. The process of condensation constrains considerable elimination of details. A summary, being the essence of the total work, contains the gist but lacks the details of logic and presentation. It is, therefore, desirable to refer to the main body of the thesis whenever the summarized statements do not convey the total meaning. The summary contains the same chapter and point serials of the preceding chapters.

CHAPTER I : INTRODUCTION

1.1 The background of the study has been discussed in detail in this section.

1.1.1 Article 45 of the Indian Constitution states to provide free and compulsory elementary
education to all the children of the age-group 6-14 by 1960. Universalisation of Elementary Education (UEE) in India means making education available to all children in the age-group 6-14 and in classes I-VIII.

1.1.2 Universalisation of Elementary Education is necessary, because (i) elementary education is a fundamental right of every citizen (ii) elementary education eradicates poverty and fosters economic growth (iii) elementary education brings empowerment of the people (iv) primary education is an index of the general, social and economic development of a country (v) primary education lays the foundation for child’s cultural, emotional, intellectual, moral, physical, social and spiritual development, and (vi) primary education contributes to national development.

1.1.3 For timely fulfilment of Article 45, the eight years of elementary education was divided into two stages-five years of primary education (age-group 6-11) and
three years of middle school education (age-group 11-14). Target was fixed to fulfil the first category by the end of the Third Plan and the second category by the end of the Fifth Plan.

1.1.4 Despite governmental efforts, Article 45 has not been fulfilled till date. The problems which have been instrumental for non-fulfilment of universalisation of elementary education are (i) social problems (ii) economic problems (iii) political problems (iv) educational problems (v) geographical problems, and (vi) administrative problems.

1.2 As no researcher has attempted to study the development of primary education in Orissa since independence, the researcher was fascinated to conduct this study.

1.3 The problem was stated as:

"DEVELOPMENT OF PRIMARY EDUCATION IN ORISSA (1947-1990)"
1.4 The objectives of the study were:
(i) to study the development of primary education in Orissa in its historical perspective in respect of (a) enrolment (b) schooling facilities, and (c) teaching force (ii) to study the allocation of resources to primary education in Orissa (iii) to study the administration of primary education in Orissa (iv) to compare the development of primary education in Orissa in respect of: (a) boys-girls (b) general-SC (c) general-ST (d) urban-rural, and (e) inter-district development, and (vi) to suggest measures, if any, for rapid development of primary education in Orissa and in bridging the gap between (a) boys-girls (b) general-SC (c) general-ST (d) urban-rural, and (e) inter-district imbalance.

1.5 The scope of the study covered the development of primary education in Orissa from 1947 to 1990.
1.6 The study was limited to (i) the period 1947-1990 (ii) the quantitative development of primary education, and (iii) the Oriya medium primary schools.

1.7 As the study was historical in nature, the researcher depended on primary and secondary sources of data.

1.8 Justification for the period (1947-1990) under study has been made in this section.

1.9 Justification for the thirteen districts of Orissa under study has been made in this section.

CHAPTER II : REVIEW OF RELATED LITERATURE

2.1 Review of related literature is an integral part of research. It acquaints the researcher about the studies already conducted in the same field over a period of time and thereby avoids replication and duplication in research.
2.2 Some scholars have conducted their studies on different dimensions of primary education in foreign countries. These scholars were Hossain (1978), Gabrial and Pillai (1985), Jamaludin (1989), Katsis and others (1990), and Singh (1999).

2.4 Very few scholars of Orissa have conducted their studies on primary education. They were Das (1968), Behera (1988), Mishra (1992), and Naik (1992).

2.5 As no study has been conducted on the development of primary education in Orissa for the period 1947-1990, the researcher thought it proper to conduct this study.

CHAPTER III : INTRODUCING THE STATE OF ORISSA

3.1 The State of Orissa extends from $17^\circ;49'$ and $22^\circ;34'$ northern latitude and from $81^\circ;28'$ and $87^\circ;29'$ eastern longitude in the eastern coast of India. It is bounded by the Bay of Bengal on the east and land on all other sides.

3.2 Orissa is divided into two major physiographic divisions - (i) the Orissa Coastal Plains in the east, and (ii) the high lands of Orissa in the west.
3.3 The soils of Orissa are divided into two groups - (i) transported soil, and (ii) residual soil. The coastal plains, the river valleys, and catchment basins are composed of transported soil whereas the highlands, plateaus and interleaves are composed of residual soil.

3.4 Orissa enjoys a tropical climate where the mean January temperature is 18.3°C to 29.4°C.

3.5 Forests occupy more than two-fifth of the total land area of Orissa. Orissa’s forests are classified as reserve forest, demarcated protected forest and undemarcated protected forest. The total forest area in Orissa is 67,925 sq.km.

3.6 According to 2001 census, the population of Orissa is 3,67,06,920 (1,86,12,340 males and 1,80,94,580 females).
3.6.1 The growth of population in Orissa does not display any systematic increase. It varied from decade to decade. During 1991-2001 decade, the growth rate is 15.94 per cent as against the All-India growth rate of 21.34 per cent.

3.6.2 The density of population per sq.km. in Orissa has shown increasing trend from census to census (133 in 1961; 141 in 1971; 169 in 1981; 203 in 1991 and 236 in 2001). Yet, it is below the All-India average of 324 in 2001.

3.6.3 From 1921 to 1981, the sex ratio in Orissa has marked a declining trend (1080 in 1921; 1067 in 1931; 1053 in 1941; 1022 in 1951; 1001 in 1961; 988 in 1971 and 961 in 1981). Since then, it has marked an increasing trend (971 in 1991 and 972 in 2001). The sex ratio of Orissa in 2001 is higher than the All-India average of 933.
3.6.4 The percentage of Scheduled Tribe and Scheduled Caste population to total population of Orissa is 22.21 and 16.21 respectively.

3.6.5 The total number of rural habitations in Orissa is 731148 as per the Sixth Educational Survey. Rural habitations having a population of 100-299 are highest in number in Orissa.

3.7 At present, Orissa is having 30 districts, 56 Sub-Divisions, 314 Community Development Blocks and 101 Urban Centres. Out of 51,001 villages, 46,927 are inhabited and 4,074 are uninhabited.

3.8 Orissa is an agricultural State. About three-fourth of the total working population of Orissa depends on agriculture. Due to urbanisation, the total cropped area of the State is reducing year after year.
3.9 A number of industries have come up in Orissa. In 1992-93, there were 2124 registered factories in Orissa. Orissa is rich in minerals. The important minerals of Orissa are Coal, Iron, Manganese, Chromites, Limestones and Dolomite.

3.10 Despite vast coast line, dense forests, wild vegetation, wide rivers, deep mines, large mountains, high water-falls, intensive plains and hard-working people, Orissa is economically backward. The per capita income of Orissa is much below the All-India average. Orissa's economy is predominantly agricultural with nearly 75 per cent of the population are engaged in it.

3.11 There is significant increase in the literacy rate of Orissa from 1951 to 2001 (15.8% in 1951; 21.8% in 1961; 26.2% in 1971; 33.6% in 1981; 49.1% in 1991 and 63.6% in 2001).
CHAPTER IV: ADMINISTRATION OF PRIMARY EDUCATION IN ORISSA

4.1 In almost all the countries of the world, local bodies have been entrusted with the administration of primary education. But the role of the local bodies in the administration of primary education varies from country to country.

4.2 In England, the association of local bodies with the administration of primary education arose partly out of cultural and partly out of historical considerations. It was thought that direct State control on education would be extremely harmful and thus local bodies are involved in the administration of primary education.

4.3 In America, education has been excluded from the purview of the federal authority. Each State is free to have its own system of education. Although many
States have included education in their constitution, yet education is mainly the responsibility of local authorities.

4.4 In Australia, a centralised pattern of education is evolved right from the beginning. The centralised administration of Australia provides good schools even in sparsely populated areas and maintains high standards in thickly populated towns as well as in places where the density of population is very meagre. But, owing to the disadvantages of centralised pattern of education, a decentralised system of education has been thought of.

4.5 In France, there is only one local body i.e. the 'Communes' which have supreme authority in their own sphere. The communes contribute a smaller amount to the expenditure on primary education.

4.6 In New Zealand, two local bodies exercise powers over primary education. But the School
Committee and Local Education Board function smoothly in New Zealand.

4.7 In USSR, local education is administered by the Executive Committees of the Soviets. There are elected bodies in districts and localities which appoint teachers, prepare school budgets and supervise education.

4.8 In India, education, as a Department, did not exist till 1945. At that time, it was attached to Health and Agriculture. In 1945, each of these Departments were separated. After independence, the Department of Education has been given the charge of Scientific Research. Again, in 1958, the Ministry of Education and Scientific Research were split into two independent Ministries - the Ministry of Education and the Ministry of Scientific Research and Cultural Affairs.
Later on, the Ministry of Education has been renamed as Ministry of Human Resource Development on 26th September, 1985. This Ministry consists of five Departments – Department of Education, Department of Culture, Department of Arts, Department of Youth Affairs and Sports and Department of Women’s Welfare.

4.8.1 The Kher Committee was appointed in 1951 to look into the relationships between the State Governments and Local Bodies. The Committee recommended that the Local Bodies should be associated with the administration of primary education in some form or the other.

4.8.2 Kothari Commission was appointed in 1964. The Commission recommended that the schools and local communities should be intimately associated in the educational process.
In Orissa, the Department of Education has two wings – the Secretariat and the Directorate. The Secretariat is directly associated with the activities of the Minister of Education. The Education Secretary is the Chief Administrative Officer of the Secretariat. He is assisted by a number of officers and ministerial staff.

Directorate is essentially the executive body. It executes the policies of the Government in the field of education. The Directorate of Elementary Education in Orissa looks after the primary education.

CHAPTER V : FINANCING OF PRIMARY EDUCATION IN ORISSA

5.1 ‘Education’ has been regarded as one of the potent factors for socio-economic and cultural development of a country. It is also regarded as an investment. The dictum “The more of the investment, the
better is the standard of it and greater is the return from it" is the slogan at present.

5.2 Financing of education in Orissa is a recurring problem since independence. Though there is hike in the allocation of resources for education in the Five-Year Plans, yet it has not been possible to cater to the needs of the people.

5.3 The major financing agency for education in Orissa is the State Government. Besides State Government, the local bodies and private individuals also provide finance for education.

5.4 The budget proposals are first prepared by different Directorates which are finally sent to Education Department. Then, they are scrutinised by Finance Department. In this process, the Planning and Co-ordination Department indicates the allocation of plan outlays much earlier to formulate plan schemes. With its approval, the
schemes are retained in the budget and finally voted by the Legislature.

5.5 Expenditure on education in Orissa is divided into Plan and Non-Plan heads. Plan scheme was introduced in Orissa in 1959-60. Both Plan and Non-Plan expenditure on education in Orissa marked fluctuations through Five-Year Plans. The Non-Plan expenditure was Rs.0.78 crore in 1947-48 and by 2001, this rose to Rs.1264.6 crore. Similarly, the Plan expenditure was Rs.1.60 crore in 1959-60 and this rose to Rs.275 crore by 2001.

5.6 Of all the sectors under ‘Direct’ expenditure, primary education received greater attention during the years under study and more funds were allocated to it. Secondary and University sectors occupied the second and third positions respectively in regard to allocation of funds.
5.7 The per capita expenditure on education was the lowest in Orissa among all the States of India in the beginning of the First-Plan. The per capita expenditure on education was less than a rupee in Orissa in 1950-51 which increased to Rs.4.3 in 1960-61; Rs.4.5 in 1961-62; Rs.6.7 in 1962-63; Rs.7.1 in 1963-64; Rs.7.2 in 1964-65 and Rs.8.5 in 1965-66. This per capita expenditure again increased to Rs.88.33 in 1986-87 (14th position among the States of India).

5.8 Orissa's contribution to education was low as compared to other States of India in 1968-69. Orissa secured the 15th position among all the States of India as regards budgetary provision on education was concerned. The same trend continued up to 1986-87. All the States of India (except Himachal Pradesh, Madhya Pradesh and Jammu and Kashmir) were much ahead of Orissa in respect of budget expenditure (revenue) on education.
5.9 Allocation of funds to primary education in Orissa has far-reaching consequences. Due to finance, the number of primary schools increased from 6814 in 1947-48 to 39293 in 1989-90; enrolment increased from 2.55 lakh to 35.02 lakh and the number of teachers increased from 16,520 to 90,540 during that time.

CHAPTER VI : DEVELOPMENT OF PRIMARY EDUCATION IN ORISSA (1947-1990)

6.1 At present, a primary school in Orissa consists of five classes (Classes I – V). However, there are some incomplete primary schools in Orissa which are designated as Lower Primary Schools (L.P.Schools) and they provide a three-year course (Classes I –III).

6.2 Orissa remained under British rule from 1803 to 1947. The Britishers did not take keen interest for the education of the Indian masses. On the contrary, their educational policy was to provide education for
a class of people. Hence, on the eve of independence in 1947, the picture of education in Orissa was quite bleak. In 1947-48, there were only 6,814 primary schools in Orissa with 16,529 teachers and 3,69,387 children.

6.3 But the post-independence era marked an unprecedented growth of primary education in Orissa. The State Government, Local Bodies and Private Individuals came forward for the spread of primary education in Orissa.

6.4 The most striking feature of primary education in Orissa from 1947-51 was the phenomenal increase in the enrolment. The number of primary schools increased from 6,814 in 1947-48 to 9,801 in 1950-51 and the enrolment increased from 2.55 lakh in 1947-48 to 3.15 lakh in 1950-51.
6.5 Development of primary education in Orissa during first five-year plan (1951-56) has been discussed in this section.

6.5.1 The thrust areas of education during first five-year plan were (i) re-orientation of educational system (ii) expansion of basic and social education (iii) consolidation of education to suit the needs of the rural people (iv) expansion of women's education, and (v) training of teachers.

6.5.2 The number of primary schools increased from 9,521 (9,297 for boys and 224 for girls) in 1951-52 to 14,379 (14,160 for boys and 219 for girls) in 1955-56.

6.5.3 Enrolment in primary schools increased from 3.15 lakh (2.51 lakh boys and 0.64 lakh girls) in 1951-52 to 4.32 lakh (3.35 lakh boys and 0.97 lakh girls) in 1955-56.
6.5.4 The number of teachers in primary schools increased from 16,525 (16,208 men and 317 women) in 1951-52 to 23,584 (23,194 men and 390 women) in 1955-56.

6.6 Development of primary education in Orissa during second five-year plan (1956-61) has been discussed in this section.

6.6.1 The thrust areas of education during second five-year plan were (i) expansion of basic education (ii) expansion of elementary education (iii) diversification of secondary education (iv) extension of facilities for technical and vocational education, and implementation of social education.

6.6.2 The number of primary schools increased from 14,379 (14,160 for boys and 219 for girls) in 1955-56 to 21,858 (21,606 for boys and 252 for girls) in 1960-61.
6.6.3 Enrolment in primary schools increased from 4.32 lakh (3.35 lakh boys and 0.97 lakh girls) in 1955-56 to 14.29 lakh (9.89 lakh boys and 4.40 lakh girls) in 1960-61.

6.6.4 The number of teachers in primary schools increased from 23,584 (23,194 men and 390 women) in 1955-56 to 37,328 (36,514 men and 814 women) in 1960-61.

6.7 Development of primary education in Orissa during third five-year plan (1961-66) has been discussed in this section.

6.7.1 One of the major aims of education during third five-year plan was to expand and intensify the educational efforts.

6.7.2 The number of primary schools increased from 22,532 (22,280 for boys and 252 for girls) in
1960-61 to 25,077 (24,810 for boys and 267 for girls) in 1965-66.

6.7.3 Enrolment in primary schools increased from 14.29 lakh (9.89 lakh boys and 4.40 lakh girls) in 1960-61 to 17.49 lakh (11.51 lakh boys and 5.98 lakh girls) in 1965-66.

6.7.4 The number of teachers increased from 37,328 (36,514 men and 814 women) in 1960-61 to 49,444 (47,165 men and 2,279 women) in 1965-66.

6.8 Development of primary education in Orissa during annual plans (1966-69) has been discussed in this section.

6.8.1 The prime focus of the annual plans was the expansion of primary education in the State.
6.8.2 The number of primary schools increased from 25,077 in 1965-66 to 26,381 in 1968-69. While the number of primary schools for boys showed an increasing trend, the number of primary schools for girls showed a declining trend during the annual plans.

6.8.3 Enrolment in primary schools of Orissa during annual plans increased from 17.49 lakh (11.51 lakh boys and 5.98 lakh girls) in 1965-66 to 18.40 lakh (12.04 lakh boys and 6.36 lakh girls) in 1968-69.

6.8.4 The number of primary school teachers increased from 49,444 (47,165 men and 2,279 women) in 1965-66 to 54,124 (51,557 men and 2,567 women) in 1968-69.

6.9 Development of primary education in Orissa during fourth five-year plan (1969-74) has been discussed in this section.
6.9.1 The thrust areas of the fourth five-year plan for education were (i) improvement of teacher education (ii) expansion of science education (iii) raising standards of post-graduate education (iv) development of Indian languages, and (v) consolidation of technical education.

6.9.2 The number of primary schools increased from 26,881 in 1968-69 to 31,822 in 1973-74. The primary schools for boys showed an increasing trend during the fourth plan. On the contrary, the number of primary schools for girls marked a declining trend during this plan.

6.9.3 Enrolment in primary schools during the fourth plan increased from 18.40 lakh (12.04 lakh boys and 6.36 lakh girls) in 1968-69 to 22.69 lakh (14.36 lakh boys and 8.33 lakh girls) in 1973-74.

6.9.4 The number of teachers in primary schools of Orissa during fourth five-year plan
increased from 54,124 (51,557 men and 2,567 women) in 1968-69 to 68,600 (64,601 men and 3,999 women) in 1973-74.

6.10 Development of primary education in Orissa during Fifth Five-Year Plan (1974-78) has been discussed in this section.

6.10.1 The thrust areas of education during fifth five-year plan were (i) equality of educational opportunity (ii) quality education, and (iii) linking school with community.

6.10.2 The number of primary schools increased from 31,822 in 1973-74 to 32,027 in 1977-78. While the number of primary schools for boys marked an increasing trend during fifth plan, the number of primary schools for girls marked a decreasing trend during this plan.
6.10.3 Enrolment in primary schools of Orissa during fifth five-year plan increased from 22.69 lakh (14.36 lakh boys and 8.33 lakh girls) in 1973-74 to 26.88 lakh (16.56 lakh boys and 10.32 lakh girls) in 1977-78.

6.10.4 The number of teachers in primary schools of Orissa during fifth plan increased from 68,600 (64,601 men and 3,999 women) in 1973-74 to 75,900 (69,840 men and 6,060 women) in 1977-78.

6.11 Development of primary education in Orissa during sixth five-year plan (1980-85) has been discussed in this section.

6.11.1 The thrust areas of education during sixth five-year plan were (i) emphasis on adult education (ii) stress on universalisation of education (iii) improvement of teacher education (iv) expansion of science education (v) raising standards of post-graduate
education (vi) development of Indian languages, and (vii) consolidation of technical education.

6.11.2 The number of primary schools increased from 32,027 (31,811 for boys and 216 for girls) in 1977-78 to 36,193 (35,949 for boys and 244 for girls) in 1984-85.

6.11.3 Enrolment of boys and girls in primary schools of Orissa during the sixth plan increased from 26.88 lakh (16.56 lakh boys and 10.32 lakh girls) in 1977-78 to 32.09 lakh (19.21 lakh boys and 12.88 lakh girls) in 1984-85.

6.11.4 The number of teachers in primary schools increased from 75,900 (69,840 men and 6,060 women) in 1977-78 to 82,619 (73,599 men and 9,020 women) in 1984-85.
6.12 Development of primary education in Orissa during seventh five-year plan (1985-90) has been discussed in this section.

6.12.1 The seventh five-year plan stressed on development of basic skills, abilities and values among the students for national development.

6.12.2 The number of primary schools in Orissa during seventh five-year plan increased from 36,193 (35,949 for boys and 244 for girls) in 1984-85 to 39,293 (39,029 for boys and 264 for girls) in 1989-90.

6.12.3 Enrolment in primary schools increased from 32.09 lakh (19.21 lakh boys and 12.88 lakh girls) in 1984-85 to 35.02 lakh (20.40 lakh boys and 14.62 lakh girls) in 1989-90.

6.12.4 The number of primary school teachers increased from 82,619 (73,599 men and 9,020
women) in 1984-85 to 90,540 (68,254 men and 22,286 women) in 1989-90.

6.13 An analysis of the development of primary schools in Orissa (1947-90) has been made in this section.

6.13.1 The number of primary schools for boys in Orissa increased from 6,622 in 1947-48 to 29,029 in 1989-90 (489.4% growth). The number of primary schools for girls increased from 192 in 1947-48 to 264 in 1989-90. The total number of primary schools in Orissa increased from 6,814 in 1947-48 to 39,293 in 1989-90 (476.6% growth).

6.13.2 All the districts of Orissa marked an increase in the number of primary schools during the years under study. This was due to the efforts taken by the State to fulfil the Constitutional Directive.
6.14 An analysis of the enrolment in primary schools of Orissa from 1947 to 1990 has been made in this section.

6.14.1 The enrolment of boys in primary schools of Orissa increased from 2.46 lakh in 1947-48 to 20.40 lakh in 1989-90 (729.2% growth). The enrolment of girls increased from 0.09 lakh to 14.62 lakh during that period (16144.4% growth). The total enrolment in primary schools increased from 2.55 lakh to 35.02 lakh during the same period (1273.3% growth).

6.14.2 Disparity ratio in the enrolment of boys and girls in primary schools of Orissa was 27.3 in 1947-48 which went on reducing and reached at 1.4 in 1989-90.

6.14.3 District-wise enrolment in primary schools of Orissa has been analysed in this subsection.
6.15 An analysis of the teachers in primary schools of Orissa has been made in this section.

6.15.1 The total number of teachers in the primary schools of Orissa increased from 16,520 in 1947-48 to 90,540 in 1989-90.

6.15.2 All the districts of Orissa marked an increase in the number of teachers in primary schools from 1947 to 1990.

6.16 An analysis of the enrolment of Scheduled Caste children in primary schools of Orissa has been made in this section. It is seen that the highest percentage of Scheduled Caste children enrolled in primary schools to the total children of general communities was 16.5.

6.17 An analysis of the enrolment of Scheduled Tribe children in primary schools of Orissa has been made in this section. It is seen that the highest
percentage of Scheduled Tribe children enrolled in primary schools to the total children of general communities was 19.4.

6.18 Urban-rural contrasts in the educational facilities in primary schools of Orissa have been discussed in this section. Of the total number of primary schools in Orissa, 94.26 per cent are in rural areas and remaining 5.74 per cent are in urban areas.

Cuttack district is having highest number of primary schools in urban areas and Phulbani district is having lowest number of primary schools in urban areas.

The number of children from all communities in the rural sector constitute 89.47 per cent of the total number of children enrolled in the State.
6.19 District-wise imbalance in the development of primary education in Orissa has been discussed in this section.

6.19.1 In Phulbani district, a primary school catered to the needs of 454 people (1st position). Balasore district secured the last position (13th) as it catered to the needs of 79,942 people by one primary school.

6.19.2 Balasore district occupied the first position among all the districts of Orissa where, on an average, there were 124 students per primary school. Phulbani district occupied the last position (13th) where, on an average, there were 50 students per school.

6.19.3 Puri district occupied the first position in having highest number of teachers (2.7), on an average, per school. Phulbani district occupied the last position (13th) where, on an average, there were 1.7 teachers per school.
6.19.4 The teacher-pupil ratio in the primary schools of Orissa varied from 1:29 to 1:49.

6.19.5 To sum up, the coastal districts (Cuttack, Puri and Balasore) were much ahead of all other districts in respect of primary education. The districts like Bolangir, Dhenkanal, Ganjam, Keonjhar, Mayurbhanj, Sambalpur and Sundargarh came under average category. The districts like Phulbani, Kalahandi and Koraput belonged to the below average group where primary education was not satisfactory.

CHAPTER VII : SUMMARY AND CONCLUSIONS

This chapter deals with the summary, findings, recommendations and conclusion.

7.2 FINDINGS

1. The position of primary education in Orissa in 1947 was most disappointing. As the
educational policy of the Britishers favoured the elite group, number of primary schools, teachers and enrolment were found to be quite meagre on the eve of independence in 1947.

2. Post-independence era marked unprecedented increase in the number of primary schools, teachers and enrolment. State Government, local bodies and private individuals came forward to spread primary education among the masses.

3. The number of primary schools in Orissa increased from 6814 in 1947-48 to 39,293 in 1989-90 (476.6% growth). Primary schools for boys marked 489.4 per cent growth and primary schools for girls marked 37.5 per cent growth during this period.
4. All the thirteen districts of Orissa marked an increase in the number of primary schools in them from 1947-48 to 1989-90.

5. The total enrolment of boys and girls in the primary schools of Orissa increased from 2.55 lakh in 1947-48 to 35.02 lakh in 1989-90 (1273.3% growth). The enrolment of boys and enrolment of girls showed 729.2 per cent and 16144.4 per cent growth respectively during the same period.

6. Gender disparity between boys' and girls' enrolment in the primary schools of Orissa had been reduced from 27.3 to 1.4 during the period under study.

7. All the thirteen districts of Orissa marked an increase in the enrolment of boys and girls in primary schools from 1947-48 to 1989-90.
8. The number of teachers in the primary schools increased from 16,529 in 1947-48 to 90,540 in 1989-90 (447.7% growth).

9. All the thirteen districts of Orissa marked an increase in the number of teachers in primary schools in them.

10. Very few Scheduled Caste and Schedule Tribe children were admitted in primary schools of Orissa.

11. Of the total number of primary schools in Orissa, 94.26 per cent were located in rural areas and 5.74 per cent were located in urban areas.

12. Cuttack district had highest number of primary schools in urban areas and Phulbani district had lowest number of primary schools in urban areas.
13. Children of all communities in the rural sector constituted 89.47 per cent of the total number of children enrolled in the primary schools of Orissa.

14. Phulbani district stood first in serving 454 people, on an average, by one primary school. On the extreme side was Balasore district where 79942 people were served, on an average, by one primary school.

15. Balasore district stood first in having 124 students, on an average, per school. On the extreme end was Phulbani district where, on an average, there were 50 students per school.

16. Puri district had the highest number of teachers (2.7) per school whereas Phulbani district had 1.7 teachers, on an average, per school.
17. The teacher-pupil ratio in the primary schools of Orissa varied from 1:29 to 1:49. Balasore, Cuttack, Dhenkanal and Puri districts exceeded the State norm (1:40) whereas other nine districts remained below the State norm in regard to teacher-pupil ratio.

18. The three coastal districts of Orissa (Cuttack, Puri and Balasore) were advanced districts in primary education. Phulbani, Kalahandi and Koraput districts (tribal districts) were very backward in primary education.

7.3 RECOMMENDATIONS

(A) Establishment of Schools

1. Even after 54 years of independence, there are no primary schools in each and every village of Orissa. Hon’ble Minister of Education (School and Mass), Sri Surendra Nath Nayak, stated in
the State Legislative Assembly that there are no primary schools in 15,749 revenue villages of Orissa as on 5.10.2002. Hence, early steps should be taken to open primary schools in schoolless villages.

2. Local Bodies, private individuals and NGOs should be encouraged to come forward to open primary schools in schoolless villages.

3. Steps should be taken to open primary schools in inaccessible areas, backward areas and remote areas.

4. As far as practicable, urban-rural imbalance should be avoided by opening primary schools in rural areas.

5. Research studies have proved that child schooling indicators decline as the distance to
schooling increases. Hence, steps should be taken to open primary schools in own habitation or within 1 km. from the home of the child. Under no circumstances, a child should walk more than 1 km. to attend a primary school.

(B) Appointment of Teachers

6. Adequate number of teachers (1:40) should be appointed in primary schools.

7. It is proved beyond doubt that women teachers are better than men teachers in primary schools. Hence, women teachers, on principle, should be appointed in primary schools.

8. Teachers should be appointed on contractual basis. On satisfactory performance, extention should be given to them.
9. In less populated areas and small habitations, there may not be good number of students in primary schools for which more teachers can not be appointed in such schools. Therefore, single-teacher schools should not be abolished. On the contrary, teachers working in single-teacher schools should be properly oriented how to manage all the classes effectively.

10. Teachers should be given incentives to work in rural areas, hilly areas and inaccessible areas.

11. Local candidates should be preferred as teachers in primary schools.

(C) Enrolment

12. Rigorous steps should be taken to enrol each and every child of the age-group 6-11 in urban and rural primary schools. For this, following steps should be taken:
(i) Village/community youths should be mobilised to take initiative in surveying and admitting children of the age-group 6-11 in primary schools for which they should be given some incentives.

(ii) NGOs should adopt some villages and should mobilise all the children of the age-group 6-11 to be admitted into primary schools.

(iii) Primary school teachers of the concerned village/ pada/sahi/area should be assigned the duty of inspiring the parents to send their wards to primary schools. Teachers performing this duty should be suitably rewarded.

(iv) Mobile party should be appointed on regular basis who will go from village to
village (in case of rural area) and area to area (in case of urban area) to mobilise the illiterate parents to send their children to schools.

(D) Enrolment of Girls

13. It is univocally accepted that education is imperative for women who constitute half of the human kind. Without educating the girl child, progress of the country can not be thought of. Steps should be taken to admit each and every girl child of the age-group 6-11 into primary schools. This can be done in the following ways:

(i) If required, separate girls' primary schools should be opened.

(ii) The system of scholarship for girls should be introduced for needy children.
(iii) Ancillary services like free books, slates, pencils, papers (even uniform) should be given to the needy children.

(E) Enrolment of SC and ST children

14. The progress of primary education in Orissa has not been uniform between different sub-groups of the population. Special care should be taken for admitting the SC and ST children in primary schools. This is, no doubt, a herculean task and to make it effective, following steps can be taken:

(i) If required, special primary schools (Ashram schools) should be opened for SC and ST children. These schools should be residential in nature.

(ii) The system of ‘stipend’ should be introduced for SC and ST children.
(iii) SC and ST children should be provided with ancillary services like books, slates, pencils, papers, bags, and uniform.

(F) Enrolment of Children from Backward Classes

15. Like SC and ST children, the children of backward communities should be taken care of cautiously. The economic life of the Orissan people mainly depends on cultivation. Nearly 75 per cent of the working force are either cultivators or agricultural labourers and remaining 25 per cent are engaged in the household industry and other works. Orissa is the second State in India (first is Bihar) where 48.56 per cent persons live below poverty line. Hence, children of backward classes need special treatment which should be attended to immediately. In order to enrol these children,
scholarship, ancillary services (books, papers, slates, pencils, uniform) and mid-day meals should be provided.

(G) **Special Care for Backward Districts**

16. Special attention should be given to the backward districts where enrolment of children of the age-group 6-11 is not satisfactory. The KBK districts of Orissa (Kalahandi, Bolangir and Koraput) fall into this category. Persuasion, motivation and compulsion should be made to enrol children in primary schools in these districts.

(H) **Finance**

17. In comparison to secondary and higher education, more allocation should be made for primary education. To enrol each and every child of the age-group 6-11 in primary schools,
to appoint adequate number of teachers and to open adequate number of schools is, no doubt, a herculean task which needs more finance. But Orissa is a poor State. She is running under financial constraints. At present, Orissa is in a debt trap. The stock of debt as on 31.3.2000 has exceeded 46 per cent of its G.S.D.P. and per capita debt burden has exceeded Rs.5757.00 by the end of the financial year 2000-2001. There is such a great slide in the fiscal situation that nearly 80 per cent of State's own revenue and 33 per cent of its total revenue, inclusive of shared taxes and grants-in-aid, are being used up only in debt servicing which again constitutes more than 6.5 per cent of G.S.D.P. The State finance has already reached a crisis point (White paper on Orissa State finances, p.1).
Under such circumstances, the following measures should be taken for generating resources:

(i) An education cess should be fixed which will generate more resources. Even a small cess or an education levy on non-essential commodities or services like rail/air tickets will generate a substantial amount of resources for education.

(ii) Resources for education can also be generated by cess on items like imports (as in Pakistan).

(iii) In some Latin American countries like Chile, lotteries are run and bonds are floated to generate supplementary resources for education. This can be tried in Orissa also.
(iv) The educational vouchers being issued in countries like the U.S.A. and the UK can also be viewed as additional resources.

(v) China has allowed Local Governments to raise additional resources for education through various means of taxation. Tax on each farmer, government employee, sale value of private business, construction etc. is utilized for financing education by local governments. Like China, Orissa can also apply the system of collecting extra revenue in the quest of spreading primary education among the masses.

7.4 CONCLUSION

The dream of independent India was to provide education to all children till they complete the age of 14 years. To achieve this goal, the provision was made in the
Constitution vide Article 45 stating that free and compulsory elementary education is a fundamental right of every child. Enormous efforts have been made since then to develop formal and non-formal education facilities at primary level in the country. This resulted in sharp rise in enrolment in primary schools in the country (Yadav and Kumar, 1999). The total enrolment at primary stage increased from 19.2 million in 1950-51 to 108.7 million in 1996-97 (ibid). The enrolment of boys increased 5.75 times raising enrolment from 13.8 million in 1950-51 to 62.7 million in 1998-99 whereas the enrolment of girls increased nine times from 5.9 million in 1951-52 to 64.5 million in 1999-2000 (MHRD, 2000-2001). The Government constituted the Kothari Commission in 1964 to develop the strategy to achieve the goal of universalisation of elementary education in the country. The Commission suggested various strategies to fulfil this target by 1986. In 1986, the situation was reviewed by the Government and it
was discovered that the country is lagging far behind to achieve the goal.

In order to speed up the process, the Government formulated the National Policy on Education (1986) and the emphasis was laid on to provide primary education opportunities for all children upto the age of 11 years. The key strategy suggested to achieve this goal was to create opportunities for non-formal education for the out-of-school working children. The National Policy on Education laid stress on increasing role of the Central Government in promoting primary education. To implement the policy, the Department of Education, Ministry of Human Resource Development introduced a number of programmes and grant schemes to help States develop the primary education facilities with the increased financial support from Centre to achieve this target. The Central Government formulated registered societies in each State to monitor the progress of projects and for management of financial resources. These
societies were closely linked with the education department of each State.

The emphasis in the National Policy on Education was laid on improving quality of primary education and increasing girls' enrolment. It also propagated decentralised approach in developing primary education in the country. It stressed on involvement of local bodies like Village Education Committees, Panchayati Raj bodies and to strengthen community involvement in promoting primary education. Another feature of the National Policy on Education was to increase the role of districts in planning and managing primary education. It suggested human resource development mechanism for teachers through in-service training at District Institutions of Education and Training (DIETs). To implement the national policy, the process of decentralisation of primary education was initiated by making necessary constitutional amendments to strengthen the local governments. The Central Advisory Board of Education
circulated a report giving instructions on how to gear up the decentralisation process. The report provides the guidelines regarding the structure, role, functions and powers of local bodies.

Although concerted efforts have been made from time to time to achieve the objective of universalisation, yet the goal is far away to be achieved. The failure to achieve universalisation of elementary education in Orissa is found to be due to lack of enthusiasm among the majority of population who live in the rural areas (Ghose, 2000, p.307).

The contrasting development of primary education between urban and rural areas in Orissa can be understood in the light of the structure of the whole society, its resources, environment and disposition. This brings out the fact that the existing schemes and programmes introduced by Government to promote primary education have failed to achieve the goods.