Chapter 1
Introduction
A well-planned and properly implemented system of primary education plays a very significant role in laying down the proper foundation of child's cultural, emotional, ethical, intellectual, moral, physical, social and spiritual development. Primary Education contributes a lot to foster values of emotional and national integration. It provides necessary knowledge of the rights and responsibilities of an enlightened citizen. It assumes all the more importance in a country where majority of the children do not go for further education. In other words, it prepares children to enter life. This means that the knowledge, skills and values developed in the future citizens would be such as they can face the challenges amicably, boldly and effectively, as it is the most important stage of learning. It constitutes the bed-rock supporting the
whole edifice of education. It is absolutely essential that a strong foundation of education is given at this stage, which aims primarily at the socialization of the child enabling it to distinguish between right & wrong in social and family choices. Primary education is the stage when the child is made aware of the potential of learning, the existence of a society outside its immediate family environment and the need to adjust with the enveloping societal, national & community ethos. "Well begun is half done" is a well-known maxim. The entire super-structure of the educational set up of a nation rests upon primary education, as it is on the start that the entire growth, development and enrichment of mental as well as physical potentialities of the child depend. If a child is well looked after the primary stage, the secondary education automatically gets a fillip and success is a natural consequence of the foundation laid. Rightly organised, primary education is the very first front and the most important one, from which educationists should launch the attack in order to solve the obstinate educational problems of the country. Primary education is often considered to be the first stage of the entire super-structure of educational set up in India, since it is the stage when foundation of child’s physical, mental emotional, intellectual and social development is laid. There is no denying the fact that the nation’s strength rests on the sound foundation of its people; but it is primary education which plays the most significant role in laying that foundation.

The importance of primary education has been very aptly described by J. P. Naik, an eminent educationist, and an expert educational planner as,
"The progress of primary education is one important index of the general, social and economic development of the country as a whole." Primary education is important on account of its contribution to the development of the following knowledges, skills and virtues. It enables the child to learn and practice the basic principles of healthy living in individual and social respects; to develop the qualities of mind which will help him to lead a mentally healthy life; to develop desire for knowledge and mastery over its processes so that the child develops critical thinking, rational outlook and creativity; to develop the skill to appreciate his home, to recognize his duties and responsibilities and try to help members of his family in all sorts of work done for the happiness of the family; to get opportunities to take active interest in the community and to appreciate the value of cooperative and democratic living; to develop a rational and scientific outlook; to develop national outlook through the study of various subjects and practice experiences; to develop the art of communication of his feelings and thoughts orally and in writing or through some other medium; to understand the place of moral values and encourage him to behave accordingly in social life of the community; to develop understanding of the democratic social structure; to develop knowledge, skills and attitudes required for the progressive economic development of the individual and the society; to develop the skills of application of systematic, scientific and technological advancement and to develop international understanding & secular outlook.¹

K. G. Saiydain in his book "Problems of Educational Reconstruction" has observed the importance of Primary Education in these words: "It is not concerned with any particular classes or groups, but has to deal with the entire population of the country: it touches life at every point, & it has to do more with the formation of national ideology & character than any other single activity – social, political or educational. Those of us who are concerned with the great work of Primary education, should therefore visualize its problems & objectives, not in the context of the dark dingy buildings, but against the background of its ultimate ends & purposes".2

The aim of modern education is all-round development of the child, and his growth and development can be effectively judged and appraised by a process of evaluation. A comprehensive programme of evaluation includes academic subjects; physical, moral, intellectual & social development; interests, aptitudes and skills. Evaluation at primary stage should aim at helping the pupil to improve their achievements in basic skills and to develop the right habits and attitudes with reference to the objectives of primary education and these objectives and their implications should be made clear to the teacher.3

The objectives of education are derived from the environment, socio-political system, cultural needs, national and constitutional imperatives, economic needs, psychological development, cultural heritage and current stock of human knowledge. Obviously, the objectives should not be confined to academic areas only; rather they should have wide coverage of learning to the total development of the learner both in scholastic and non-scholastic areas. The

role of the teacher is to assess how far the teaching-learning process has been effective, to what extent an objective fixed has been fulfilled and how far the learning experiences provided have been appropriate and useful. In order to realise the heaps of objectives of primary education, learners are to be exposed to the teaching-learning process to attain learning experiences. After that, efforts are made to evaluate the extent to which they have been successful in the objective based when the evaluation procedure is designed to measure the objectives of the subject. It is worth mentioning that evaluation should be objective-based and for this, the teacher should see that objectives should be pin-pointed, specific and concrete; moreover, specification of each objective should be determined. In short, it is to be noted that if items are constructed keeping objectives in view and test is used for evaluation, the test will be called an objective-based evaluation tool, and such evaluation known as objective-based evaluation.4

The regional meeting of representatives of Asian Member States on Primary Compulsory Education (1959) has formulated the following objectives for Primary education.5

1. To acquire mastery over the basic tools of learning;

2. To bring about a harmonious development of the child's personality by providing for his physical, intellectual, social, educational, aesthetic, moral & spiritual needs.

3. To prepare children for good citizenship. To develop in them a love for their country, its tradition & its culture;

4. To inculcate a scientific temper among the learners;

5. To prepare children for life through work experience & other socially useful & productive works.

In the classroom situation, not only the content but also the achievement of the objectives and learning activities are to be evaluated. Education aims at an all-round development of a pupil and not merely at imparting knowledge to

him. It is therefore, necessary that teachers and educators should be equipped, not only with subject matter (content) and dynamic methods of teaching but also with objectives and appropriate testing devices which will assess a pupil’s abilities. From an educational point of view, the definition of evaluation may be given in the following words: "Evaluation is any systematic, continuous process of determining the extent to which specified educational objectives, previously identified and defined, are attained & the effectiveness of the learning experiences provided in the classroom". The modern concept of educational evaluation is to cater the child’s psychological needs, interests, aptitudes, appreciation & to put more stress on learning than teaching.6

The 1968 Policy Resolution summed up the ‘Evaluation System’ in these words: "A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process aimed at helping the student to improve his level of achievement rather than at 'certifying' the quality of his performance at a given moment of time." The 1986 Policy gave a somewhat elaborate form to the 1968 principles already referred to and emphasized 'Continuous and Comprehensive Evaluation, that incorporates both scholastic and non-scholastic aspects of education, spread over the total span of instructional time' and 'effective use of the evaluation process by teachers, students and parents'. The 1992 Programme of Action (POA), while stating that the "main function of evaluation will be diagnostic in nature so as to provide remedial help to the pupils at the Primary stage in view of no-detention policy envisaged at that stage, proposed that concerned agency in each state prepare a flexible scheme of Continuous Comprehensive Evaluation (CCE) at the elementary stage so as to make the evaluation process an integral part of teaching and learning at this stage". The NCERT, in 1993, prepared a detailed 'Framework of Continuous and Comprehensive Evaluation for Upper Primary

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and Secondary Stages'. This framework, besides explaining the concept of continuous and comprehensive evaluation, deals with specific aspects of evaluation such as assessment of scholastic aspects, assessment of personal and social qualities, evaluation of co-curricular activities, self-appraisal by pupils, recording, reporting and progress report card, etc., and may be considered as providing the framework of guidelines in this area at the national level.7

The terms 'Primary Education' and 'Elementary Education' are synonymously used.8 It is the stage when a child starts formal instruction in some institution. Many people think that "Pre-Primary Stage" is the first stage of formal education. This is a wrong notion; in reality, Pre-Primary Education prepares the child for primary education. Some Indian children are deprived of pre-primary education, so, it is primary education, which is the first stage of the entire super-structure of educational setup in India.9 Gopal Krishan Gokhale was a great champion of compulsory Primary education in India.10

A publication of the NCERT entitled, "National curriculum of elementary & secondary education": A framework (1988) has used the term primary education (8 years), divided into primary stage (5 years) & upper primary stage (3 years)11

The Education system is divided into pre-primary, primary, middle, secondary (or high school) and higher levels. Pre-Primary is usually composed of Lower Kindergarten and Higher Kindergarten, where primary reading and writing skills are developed. Primary school includes children of ages six to

eleven, organized into classes one through five. Middle school pupils aged eleven through fourteen are organized into classes six through eight, and high school students aged fourteen through eighteen are enrolled in classes nine through twelve. Higher Education in India provides an opportunity to specialize in a field and includes technical schools (such as the Indian Institutes of Technology), colleges, and universities. During the eighth five-year plan, the target of "universalizing" elementary education was divided into three broad parameters: Universal Access, Universal Retention and Universal Achievement i.e., making education accessible to children, making sure that they continue education and finally, achieving goals.\textsuperscript{12}

1.1.1. ORIGIN AND DEVELOPMENT OF PRIMARY EDUCATION IN INDIA - A BRIEF RETROSPECT

The modern educational system of India has grown out of its colonial past, and therefore, has been shaped by the policies of the British Government prior to independence. Revisions and modifications in this structure have been effected by the free India based on the recommendations of different commissions and committees. The result of Macaulay's Minutes of 1835 was a decline in indigenous education in the country, as English was declared the medium of instruction. Wood's Despatch of 1854 suggested an improvement in the indigenous system for "imparting current elementary knowledge to the great mass of the people". It recommended the adoption of the grant-in-aid system to spread primary education. The Indian Education Commission 1882-83, the first in the series, was set up under the chairmanship of William Hunter to enquire into the manner in which effect had been given to the principles of the Despatch of 1854, with particular emphasis on primary education. It recommended, "Primary Education be regarded as the instruction of the masses through the vernacular in such

subjects as will best fit them for their position in life, and be not necessarily regarded as a portion of instruction leading up to University".13 This Commission was asked to enquire into the "present state of elementary education throughout the Empire and to report on the means by which this can everywhere be extended and improved".14

The Education Act of 1870 did not really introduce free, compulsory elementary education for all, but compulsion was placed upon school boards to provide schools where necessary; the Elementary Education Act of 1876 was the first Act to put compulsion upon parents in order to ensure that their children received education which was efficient at least in reading, writing & arithmetic.15

From 1882 to 1902, an increase of only 66 lakh of students could be recorded at the primary stage of education. Lord Curzon, the Viceroy of India made commendable efforts for the expansion and development of primary education. As a matter of fact, the Curzon era could be called the first stage in the development of primary education. Lord Curzon gave much encouragement to the Indian people in the sphere of education. After Lord Curzon, primary education went into the hands of local bodies. Efforts were taken to make primary education compulsory.16

It was not till 1910 that non-official opinion woke up to a sense of its own responsibility. It was on March 19, 1910 that Gopal Krishan Gokhale, a reputed national leader submitted a proposal in the Imperial Legislative Council to introduce first draft of law for free and compulsory primary education throughout India for the age group 6-10. He followed it up by introducing his

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13. Indian Institute of Education (2002) A Status Evaluation Study - The Upper Primary Section the Elementary Education System. Study sponsored by, Planning Commission, Govt. of India
Bill on compulsory primary education which was largely modelled on British laws. The bill was defeated but it developed awareness about education among masses. It was an uphill fight for Gokhale had to contend against powerful impediments. The Govt. of India was not prepared to accept the principle of compulsory primary education. This has since been accepted by our National Govt. as a virtual imperative. It is also one of the Directive Principles of our Constitution (Article 45 of the Constitution). Another great leader, Vithal Bhai Patel presented a bill in the Provincial Legislative Assembly of Bombay under the British regime. Its aim was to introduce compulsory primary education in the municipal areas of the province. The said bill became an Act in 1918 & was called Bombay Primary Education Act. This was the first Act, which accepted the principle of compulsory primary education by the Govt. of a province. This was the pioneer of the revolution in the field of education. The First Education Act of 1918 enforced compulsory attendance at school upto the age of fourteen years, and it also underlined the need for a complete reorganization of what today is more specifically referred to as primary education, that is, the education of young children below the age of eleven years.

The year 1921 is a significant landmark in the history of primary education in India. It was in this year that the control of primary education was transferred to Indian Ministers who were responsible for a legislature with a large elected majority. The period (1921-1947) is important, as it witnessed: rapid development of mass education; the passing of several Acts of primary education in British provinces; the execution of several schemes of compulsion and expansion on a voluntary basis; a large increase in the number of schools and

17. op. cit.,14: 90
19. op. cit.,14: 90-91
21. op. cit.,15: 5
pupils; and some steps were taken for the qualitative improvement of primary education. The overall progress during this period was faster than in the preceding one, owing as much to the general social awakening among the people as to the deliberate attempts of the Government and Local Bodies to expand it both on a voluntary & on a compulsory basis. 22 The concept of primary education originated with the Hadow Report in 1926. This report recommended that education for children upto 11 years of age should be regarded as a distinct phase of education, preceding a secondary or junior technical phase. Within a few years, two consultative committees under the chairmanship of Sir Hanry Hadow produced on primary schools (1932) and Nursery schools (1933) which outlined the content and structure of primary education. 23 The year 1937 saw the submission of two important documents – the Abbot-Wood Report in June and the Zakir Hussain Committee Report in December. The Abbot-Wood Report emphasized that the education of children in the primary school should be based more upon the natural interests and activities of young children, less upon book-learning, that the mother-tongue should as far as possible be the medium of instruction throughout the high school stage, and that the pre-service education course of teachers of primary and middle schools should be a three year course following in the completion of middle school course. The ideas of Abbot-Wood also appears in the next report, submitted six months later by Dr. Zakir Hussain, but here the tome and the texture of thought are of a different plane. Among others, it can be noted that Zakir Report of 1937 was the first comprehensive report on national education in modern India inspired by the leadership of Mahatma Gandhi, based on sound educational principles, reinforced by Indian educational thought, and composed by educationists, all Indians having the vision of a new social order and the dream of a Free India. The scheme of Basic Education enunciated by Mahatma Gandhi remains undoubtedly the most

epoch-making event in the history of primary education in modern India.\textsuperscript{24} Mahatma Gandhi moved the Resolution on Basic Education at Wardha Congress Conference in 1937 and appealed that a national policy be adopted for free and compulsory primary education for all children in the age group 6-14. This provided a fillip to the movement for legislation of compulsory education in the country but was of no satisfactory result mainly due to the then Government Policy of consolidation in place of expansion and resignation of popular ministries in the provinces.\textsuperscript{25} A solution to the problem of universal education came into sight as Gandhi put forth his proposal of self-supporting free primary education of seven years through the help of useful and productive craft.\textsuperscript{26} The next and the most important development was the Education Commission of 1964-66, popularly known as the Kothari Commission Report. It noted that there had been a different structure of primary education in different states and therefore proposed a revised uniform nomenclature for primary section, which is Lower Primary Classes (Stage) consists of I-IV or I-V & Upper Primary Classes (Stage) i.e., V-VII or VI-VIII. After two decades of the Kothari Commission, a National Policy of Education was framed in 1986. Of its various recommendations, there was one, which was important and relevant here in terms of its impact on the primary education structure. To quote, “The NPE, 1986, aims at ensuring a national system of education which implies that up to a given level, all students irrespective of caste, creed, location or sex have access to education of a comparable quality. The common educational structure of 10+2+3 has been accepted in all parts of the country. The break up of the first 10 years will be 5 years of primary education, 3 years of upper primary education and 2 years of high school.” In view of the emerging issues and priorities, the NPE 1986 was

\textsuperscript{25} op. cit.,3: 168
\textsuperscript{26} op. cit.,24
modified in its various provisions. To implement the revised 1992 NPE, the Ministry of Human Resource Development, Govt. of India, initiated a series of grant programmes, or centrally sponsored schemes, to assist states with the development of primary education.27

Thus, in the post-independence period, two main considerations have guided the policy in primary education (i) to expand educational facilities rapidly so as to provide universal education at the earliest possible opportunity and (ii) to raise the quality of education by improving the quality of teachers, syllabi, teaching methods, textbooks and by providing land, building equipment & welfare services like mid-day meals. The Government of India and the State Governments have decided to adopt basic education as the national pattern of education at the primary stage and to convert all primary into basic schools as early as possible.28

1.1.1.1. BASIC EDUCATION AS A HUMAN RIGHT

The Universal Declaration of Human Rights, adopted in 1948 by 58 member states of the United Nations General Assembly, recognizes basic education as a human right and calls for primary education everywhere to be both compulsory and free (Article 26i). Education, of course, is not literally free; funds are needed to pay teachers, build schools and purchase supplies. What is meant is that basic education is to be financed by general taxes rather than by user fees. The General Assembly did not set a timetable for action, but it eventually became evident that progress in reaching the goal of free and universal education was painfully slow. Four decades after adoption of the Universal Declaration of Human Rights, more than 100 million children had no access to primary schooling, and millions more attended schools that failed to equip them with even minimal levels of literacy

27. Indian Institute of Education (2002) A Status Evaluation Study - The Upper Primary Section the elementary education system. Study sponsored by, Planning Commission, Govt. of India
and numeracy. At the World Education Forum 2000, in Dakar, Senegal, delegates moved the target for achieving quality basic education for all to the year 2015. The General Assembly, in its Millennium Declaration of 8 September 2000, gave a high profile to this target by agreeing: "To ensure that, by the year 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling and that girls and boys will have equal access to all levels of education".29

1.1.1.2. MAJOR SCHEMES FOR UNIVERSALIZATION OF ELEMENTARY EDUCATION (UEE):

A number of programmes to achieve the goal of Universalization of Elementary Education have been initiated by the Government of India, Ministry of Human Resource Development and Department of Education. A brief review of the following scheme is provided in this regard:

i. National Elementary Education Mission (NEEM)

ii. Non-Formal Education (NFE)

iii. Operation Blackboard (OBB)

iv. Teacher Education

v. Minimum Levels of Learning (MLLs)

vi. District Primary Education Programme (DPEP)

vii. National Programme of Nutritional Support to Primary Education (NPNSPE) or Mid Day Meal (MDM) Programme

viii. Sarva Shiksha Abhiyan (SSA)

ix. The National Programme for Education of Girls at Elementary Level (NPEGEL),

x. Education For All (EFA)

The DPEP and the SSA are two large scale government programmes aimed at the universalization of primary and upper primary education in India.30

i. National Elementary Education Mission (NEEM)

The National Elementary Education Mission is proposed to have the central objective of mobilizing all the resources - human, financial and institutional, necessary for achieving the goal of universalization of elementary education. The setting up of the mission is expected to give a boost to the efforts being made by the government and non-governmental organizations to achieve universalization of elementary education.31

ii. Non-Formal Education (NFE)

The scheme of Non Formal Education was launched in 1977 to provide education to out-of-school, dropouts and working children of 6-14 age group through a flexible and part time system of education.32

iii. Operation Blackboard (OBB)

The scheme of Operation Blackboard was launched in 1987-88 with the aim of improving human and physical resources available in primary schools of the country. Provision of at least two reasonably large rooms, at least two teachers and essential teaching/learning materials for every existing primary school, were the components of the scheme. During 1993-94, the scheme was extended to cover upper primary schools. It provided three rooms for primary schools, an additional teacher for upper primary schools and a third teacher for primary schools with enrolment of more than 100. The scheme is implemented through State Government.33

iv. Teacher Education

As envisaged in the National Policy on Education and Programme of Action 1986, the Centrally Sponsored Scheme of Restructuring and Reorganization of Teacher Education was launched in 1987-88 to create an institutional infrastructure to provide academic and technical resource support for orientation, training and continuous upgradation of knowledge, competence and pedagogical skills of elementary school teachers in the country.34 While District Institutes of Education and Training (DIETs) set up under the Scheme provide academic resource support to formal and non-formal elementary school teachers, Institutes of Advanced Study in Education (IASEs) are also expected to conduct programmes for the preparation of elementary school teacher educators. The scheme has been revised for the Tenth Plan and guidelines of the revised Scheme were issued to States in January 2004, with emphasis on operationalising sanctioned DIETs and IASE’s in an optimum manner, and on improving the quality of teacher training programmes in them.35 The task of assessing quantitative and qualitative progress made in implementation of the scheme has been assigned to NIEPA in 1997-98. The National Council for Teacher Education (August 1995) is responsible for achieving planned and coordinated development of the teacher education system throughout the country.36

v. Minimum Levels of Learning (MLLs)

A decision was taken in 1991 to identify the Minimum levels of Learning that would be followed by all primary schools in the country. The establishment of MLLs was seen as a major step for improving the quality of primary education.37 It has now been decided to upscale the MLL programme through institutional mechanism across the country. The national resource institutions

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36. op. cit.,31: 32-33
37. op.cit. 32
like the National Council of Educational Research and Training, Regional Institutes of Education, State Councils of Educational Research and Training and District Institutes of Education and Training are being networked for this purpose. The District Primary Education Programme has adopted MLL as a major strategy for improvement of the quality of primary education.38

vi. National Programme of Nutritional Support to Primary Education (NPNSPE)

The National Programme of Nutritional Support to Primary Education, popularly known as Mid-Day Meal Scheme was launched on 15 August, 1995 to give a boost to UEE in terms of increasing enrolment, retention and attendance in primary classes by supplementing nutritional requirements of children attending primary schools. The programme envisages provision of nutritious and wholesome cooked meal of 100 gms of food grains per school per day, free of cost, to all children in classes I-V by 1997-98. A positive impact on school enrolment and retention has been reported.39 During 1995-96, 378 districts, 2,25,000 schools and 33.5 million children have been covered with an expenditure of Rs. 4,412 million. In 1996-97, the scheme was extended to cover 55.4 million children with an expenditure of Rs. 8,110 million. The scheme has become fully operational in 1997-98 covering nearly 110 million children in primary classes.40

vii. District Primary Education Programme (DPEP)

The District Primary Education Programme was launched as a Centrally Sponsored Scheme in 1994 is a national initiative with the aim to attain the goal of universal elementary education through district specific planning, decentralized management and community participation, empowerment and capacity building at all levels (Ministry of Education, GOI). The DPEP mainly

38. op cit. 34: 33
seek to provide access in Primary Education for all children, reducing primary students dropouts to less than 10%, increasing learning achievement of primary school students by at-least 25% and reducing the gap among gender and social groups to less than 5%. When the programme was launched in 1994, it covered forty-two districts in seven states. Currently, the programme covers 176 districts in 15 states of India. These states together have 60% of the child population in India. Another 60-65 districts are slated to be brought into the DPEP fold.

viii. **Sarva Shiksha Abhiyan (SSA)**

The Scheme of Sarva Shiksha Abhiyan was evolved from the recommendations of the State Education Ministers Conference held in October 1998, to pursue UEE as a mission, approved in November 2000. SSA is the most recent scheme launched towards the end of the Ninth Plan. It aims at achieving universal five year primary education by 2007 and universal eight years of Schooling by 2010. For successful implementation of any programme concerning primary education, effective monitoring, coupled with efficient information system, is essential. While monitoring framework under SSA is being developed separately, sincere efforts have been made in strengthening Educational Management Information System (EMIS) in India. A number of Government and semi-government agencies are involved in the collection of information on educational variables. Among them the Department of Secondary and Higher Education of the MHRD, Government of India, is the main agency responsible for the collection of numeric information on regular basis.

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41. *op. cit.*,3: 272-273
43. *op. cit.*,33: 886
44. *op. cit.*,10: 236-237
The National Programme for Education of Girls at Elementary Level (NPEGEL) is a focussed intervention of Government of India, to reach the "Hardest to Reach" girls, especially those not in school. Launched in July 2003, it is an important component of SSA, which provides additional support for enhancing girl's education over and above the investments for girl's education through normal SSA interventions. The programme provides for development of a "model school" in every cluster with more intense community mobilization and of girls enrolment in schools. Gender sensitization of teachers, development of gender-sensitive learning materials, and provision of need-based incentives like escorts, stationery, workbooks and uniforms are some of the endeavours under the programme. About 3164 educationally backward blocks are covered under the Scheme in 25 States; around 29,532 Model schools have been developed. An outlay of Rs.813.36 crore has been approved under NPEGEL for 2006-07.45

Education For All (EFA)

At a conference of the World Education Forum held in Dakar, Senegal, in April 2004, representatives of 164 countries, including India, adopted the Dakar Framework for Action on Education for All. The Framework identified six goals, which included, inter alia, (i) Progressive Expansion of Early Childhood Care and Education, (ii) Universalization of Elementary Education by 2015, (iii) 50% improvement in adult literacy levels by 2015, (iv) Elimination of Gender Disparities by 2005, & Achievement of Gender Equality in Education by 2015, and (v) Improvement in the Quality of Education. Fourth meeting of the High-Level Group constituted by UNESCO to monitor progress towards EFA took

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place in Brasilia in November 2004, in which the Indian delegation was led by Shri. M. A. A. Fatmi, Minister of State for HRD.\textsuperscript{46}

No programme can give out the best results unless its implementation is well looked after or supervised and its ultimate outcomes evaluated so that the drawbacks could be eliminated.\textsuperscript{47}

\textbf{1.1.2. PRESENT POSITION OF PRIMARY EDUCATION IN INDIA}

The Universalization of Primary Education has been one of the most important goals of educational development in India since independence. It found expression in Article 45 of the Indian Constitution as a Directive Principle of State Policy under the caption Provision for Free and Compulsory Education for Children in 1950: “The State shall endeavour to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of fourteen years.” In other words this task should have been completed by 1960; however this resolve could not be accomplished on account of several problems. As a result the target date had to be revised from time to time. The modified NPE 1992 has stated “It shall be ensured that free and compulsory education of satisfactory quality is provided to all children upto 14 years of age before we enter the twenty first century. A National Mission will be launched for the achievement of this goal.”\textsuperscript{48}

As we have not completely achieved the goal because of low enrolment of the backward sections of the society; wastage & stagnation; Low enrolment of girls; apathy and poverty of the parents; heavy and uninteresting curriculum;

\textsuperscript{48.} op. cit.,10: 231-232
uninspiring & defective methods of teaching; frequent transfer of teachers; lack of effective inspection and academic guidance by the inspecting staff and inadequate and unattractive school building.\textsuperscript{49} Another significant reason why the school system lacks effectiveness is because success of teaching is seen to depend upon how much of the curriculum a teacher can cover in the course of the academic session. The more the facts from the textbook given to children, the higher the level of teaching! ’Teach these boys and girls nothing but Facts. Facts alone are wanted in life. Plant nothing else and root out everything else’. The speaker, the schoolmaster and the third grown person present, all backed a little and swept with their eyes the rows of little vessels, then and there arranged in order, ready to have imperial gallons of facts poured into them until they were full to the brim” Charles Dickens in ‘Hard Times’. One more reason is homework giving to students, as most teachers are aware that children have many responsibilities at home, these are ignored.\textsuperscript{50}

However, the Census 2001 of India shows the following hard facts:

<table>
<thead>
<tr>
<th></th>
<th>Population (approx.)</th>
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<tbody>
<tr>
<td>Male</td>
<td>53.1 crore</td>
</tr>
<tr>
<td>Female</td>
<td>49.5 crore</td>
</tr>
<tr>
<td>Size</td>
<td>32,87,263 sq km about 2.2% of world land area</td>
</tr>
<tr>
<td>Literacy</td>
<td>65.38 %</td>
</tr>
<tr>
<td>Male</td>
<td>75.85 %</td>
</tr>
<tr>
<td>Female</td>
<td>54.16 %</td>
</tr>
<tr>
<td>Enrollment</td>
<td>189.2 million</td>
</tr>
<tr>
<td>Primary (I-V)</td>
<td>113.9 million</td>
</tr>
<tr>
<td>Upper Prim. (VI-VIII)</td>
<td>44.8 million</td>
</tr>
</tbody>
</table>

\textit{Source: General Knowledge & Current Affairs – 2007 published by Gupta, O.P.}

The table clearly shows that inspite of the fact that we have already stepped in the 21\textsuperscript{st} century, but still the goal to universalize elementary education seems to be at a distance.

\textsuperscript{49}. op. cit.,16: 61-62  
\textsuperscript{50}. op. cit.,49: 5-7
According to the Programme of Action of the National Policy of Education (1986) "The country’s faith in its future generations will be exemplified in the system of elementary education, which will get geared around the centrality of the child".51


(i) Universal Access and Enrolment;
(ii) Universal Retention of Children and
(iii) Substantial Improvement in the Quality of Education
to enable all children upto 14 years of age, to achieve Minimum Levels of Learning. Regarding the progress of Elementary Education, Gross Enrolment Ratio (GER) [which indicates the number of children actually enrolled in elementary schools as a proportion of child population in the 6-14 years age group] has increased progressively since 1950-51, rising from 32.1 in the year to 82.5 in 2002-03, which further increased to 88.7 in 2004-05. The rate of increase in GER has been higher than that of boys, as a result of which gender gap in enrolment is declining (Table 1.a).52

Table 1.a. Gross Enrolment Ratio (GER) over the years in India

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Primary (I-V)</th>
<th>Upper Primary(VI-VIII)</th>
<th>Elementary (I-VIII)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Boys</td>
<td>Girls</td>
<td>Total</td>
</tr>
<tr>
<td>1950-51*</td>
<td>60.6</td>
<td>24.8</td>
<td>42.6</td>
</tr>
<tr>
<td>2002-03*</td>
<td>97.5</td>
<td>93.1</td>
<td>95.4</td>
</tr>
<tr>
<td>2004-05®</td>
<td>110.70</td>
<td>104.67</td>
<td>107.80</td>
</tr>
</tbody>
</table>

Source: *Selected Educational Statistics 2002-03, MHRD Govt. of India; 
® Annual Report 2006-07, MHRD Govt. of India.

The Supreme Court in its judgement in the Unnikrishnan case (1993) has declared education of children up to 14 years to be a fundamental right. The Government of India introduced 83rd Constitutional Amendment Bill in Parliament in 1997 to make education a fundamental right of all children of 6-14 years. India has undoubtedly been successful in evolving a national structure for elementary education in the last 50 years. National literacy rates have improved from 15% in 1951 to 52% in 1991 & 65.38% in 2001 to 88.7 in 2005. The sprawling academic support system has been built up at national and state level through NCERT, NIEPA, NCTE, SCERTs, DIETs and CRCs to provide technical support and guidance to the elementary education system.53

Access to schools is no longer a major problem, as at the primary stage 94% of our population are in schools within a distance of 1 km. Similarly, at the upper primary stage 84% of population has schools within a distance of 3 kms. There are quite a few states where enrolment in not at all satisfactory. These include Uttar Pradesh, Bihar, Rajasthan, Haryana, Jammu & Kashmir, Meghalaya, Andhra Pradesh, Orissa and Sikkim. In these 9 states the GER is till lower than the national average.54

Table 1.b. Elementary School Information in India: 2005-06

<table>
<thead>
<tr>
<th>Description</th>
<th>Primary only</th>
<th>Primary with Upper Primary</th>
<th>Prim. With U.P. &amp; Sec/H.</th>
<th>Upper Primary only</th>
<th>U.P. with Sec./H.Sec</th>
<th>No response</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Schools</td>
<td>738150</td>
<td>199946</td>
<td>27907</td>
<td>89164</td>
<td>60306</td>
<td>8560</td>
<td>1124033</td>
</tr>
<tr>
<td>%age of Schools</td>
<td>65.67</td>
<td>17.79</td>
<td>2.48</td>
<td>7.93</td>
<td>5.37</td>
<td>0.76</td>
<td>-</td>
</tr>
<tr>
<td>Govt. Schools</td>
<td>71.42</td>
<td>16.12</td>
<td>1.17</td>
<td>7.61</td>
<td>3.64</td>
<td>0.05</td>
<td>-</td>
</tr>
<tr>
<td>Private Schools</td>
<td>39.18</td>
<td>26.46</td>
<td>8.97</td>
<td>9.73</td>
<td>13.97</td>
<td>1.69</td>
<td>-</td>
</tr>
<tr>
<td>Teachers</td>
<td>45.27</td>
<td>28.79</td>
<td>5.91</td>
<td>8.88</td>
<td>10.79</td>
<td>0.36</td>
<td>-</td>
</tr>
</tbody>
</table>


53. op. cit., 39 : 17 & 19
54. op. cit., 3: 143-144
Table 1.c. Elementary Education Enrolment in India: 2005-06

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Classes I-V</th>
<th>Classes VI-VIII</th>
<th>Classes I-VIII</th>
<th>GPI*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
<td>Male</td>
</tr>
<tr>
<td>Enrolment</td>
<td>65067862</td>
<td>5954764</td>
<td>124615546</td>
<td>23669795</td>
</tr>
<tr>
<td>% age</td>
<td>52.21</td>
<td>47.79</td>
<td>-</td>
<td>54.20</td>
</tr>
<tr>
<td>Govt.</td>
<td>51.33</td>
<td>48.67</td>
<td>-</td>
<td>53.51</td>
</tr>
<tr>
<td>Private</td>
<td>55.54</td>
<td>44.46</td>
<td>-</td>
<td>55.35</td>
</tr>
</tbody>
</table>

*Gender Parity Index


The above tables provide the statistical information of Elementary Education in India during the year 2005-06 with special reference to enrolment, schools and teachers.

With the vigorous implementation of the SSA and the cooked Mid-Day Meal Scheme, the number of out of school children has come down to less than 5% of the total population in the age group of 6 to 14 years i.e. from 4.4 crores in 2001-02 to 70 lakhs in 2006.\(^55\)

The drop-out rate for 2004-05 indicates an average drop-out rate of 9.96 percent (10.15 in boys & 9.75 in girls) in primary grades against 10.64 percent during the previous cohort i.e. 2003-04. This shows that during the intermediary years 2004-05 and 2005-06, as many as 9.96 percent children enrolled in Grades I to V dropped out from the system before completing the primary grades.\(^56\)

The sample survey report of households on out-of-school children across the nation was conducted in all the states and Union Territories of India by Social & Rural Research Institute (SRI), IMRB International, during 2005. It was estimated that there are 194,028,643 children in the age group 6-13 years.

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55. MHRD, Govt. of India, Annual Report (2006-07) Department of School Education & Literacy, Department of Higher Education.

The estimated number of out-of-school children in the country is 13,459,734 who comprise 6.94% (7.8 in rural & 4.34 in urban areas) of the total children in this age group (Map - II.4). The percentage of children who were out-of-school was lower among males (6.18%) compared to those out-of-school among females (7.92%).

In order to strengthen the Educational Management Information System for the Elementary Education, National University of Educational Planning and Administration (NUEPA), in collaboration with Government of India and UNICEF, has created a comprehensive database system called District Information System on Education (DISE) which covers both Primary and Upper Primary schools of all the districts of the country. The DISE covers 604 districts (including bifurcated districts) in 35 States with total schools 11,24,033; total students 168.29 million; Students with disabilities 1.62 million and total teachers 4.69 million (including para-teachers) as on 30th sep 2005. NUEPA brings out detailed volumes based on analysis of DISE data, by way of (i) District Report Cards, and (ii) State-wise Analytical Report.

The major findings obtained from District Information System on Education (DISE) were as follows (2005-06):

- About 83.14% of the total 11, 24,033 schools are government run schools. Within the private managed schools, 33.46 percent are Private Aided schools and the remaining 66.54% are Private Unaided schools.

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▶ About 55.26% of the total Primary schools have enrolment up to 100 compared to 58.01% in rural areas. The percentage of such schools in urban areas is only 38.22.

▶ About 8.18% primary schools have an average enrolment of 25 and another 19.94% between 26 to 50.

▶ About 90% Primary schools in 2005-06 were under government managements with an enrolment of only 82.78%.

▶ The GER at elementary level is estimated to be 88.7, corresponding to 84.53% NER.

▶ NER in a good number of states is much higher than the average of all districts (84.53%). A few states are almost near achieving the goal of universal primary enrolment.

▶ All government schools together had 72.61% (Rural areas 80.02% & urban areas 36.44%) of the total elementary enrolment (Map - II.5).

▶ At the Primary level, the share of SC and ST enrolment with respect to total enrolment works out to be 18.95% and 9.56% respectively which is just in tune with their percent share in total population.

▶ The retention rate has improved to 71.01% in 2005-06; still it is too low from the goal of universal retention at the Primary level.

▶ Irrespective of school types, the highest pupil-teacher ratio in 2005-06 is observed in case of primary schools (40:1), followed by Elementary (35:1), Upper Primary attached to Secondary & Higher Secondary, integrated Higher Secondary and independent Upper Primary schools (30:1).

▶ The majority of the primary school teachers (55.16%) are Higher Secondary. About 41.36% male and 36.45% female teachers in urban areas are B. Ed. or equivalent compared to 30.95% male and 25.78% female teachers in rural areas.
Introduction

- About 1.29% primary schools have no teacher and another 16.58% are single-teacher schools.
- Number of teachers distributed suggests that about 4.69 million teachers are engaged in teaching in schools imparting elementary education in the country.
- The data on examination results indicates that the learners' attainment, both in the case of Grade IV/V and Grade VII/VIII, is not satisfactory; it is similar to outcome of independent assessment studies conducted in the recent past.

1.1.3. DEVELOPMENT & PRESENT POSITION OF PRIMARY EDUCATION IN J & K STATE

According to the available data the first modern type of primary school in J & K was opened in 1880 by Christian Missionaries and the first middle school was started in 1882 in Srinagar. By the end of the century there were 33 primary schools in Jammu and 14 in Kashmir with a total enrolment of 1278. In 1900, the scheme of holding six-monthly promotion examinations in primary school was given a trial. In 1930 an important feature was the Enactment of Jammu & Kashmir Education Act which was aimed at introducing compulsory primary education in the Municipal and Notified area of Srinagar, Sopore, Jammu, Mirpur and Udhampur. Though the Act could not be vigorously enforced, it still improved the enrolment in primary schools. In 1931 an Education Reorganization Committee was appointed under the Chairmanship of Mr. K. G. Saiyidian to improve the conditions of primary education. In 1951, the total number of primary schools in J & K State was 1054; 940 schools for boys and 114 schools for Girls enrolling 5,000 boys and 7,000 girls. In the year 1980-81, there were 3, 50,000 boys & 1, 98,000 girls studying in the primary schools of J & K State. During the period 1951-81, the enrolment has increased nearly seven times for boys & sixteen times for girls. On 18th of April 1984, the Jammu & Kashmir
School Education Act was passed to achieve the goal of Universalization of Elementary Education and to provide for better organization and development of school education in the State. The Act (Jammu & Kashmir School Education Act 1984) provides that "The Government shall provide for free and compulsory primary education for children up to the level of class 8th throughout the State within a period of ten years from the commencement of this act and for this purpose it shall take appropriate steps to provide the necessary facilities". After post Independence period (1947), the enrolment went on increasing till date.60

The expansion of elementary education in J & K State has been very rapid after 1950 as is clear from the table, given by Walia in his book Development of Education System in India:

<table>
<thead>
<tr>
<th>Particulars</th>
<th>No. of Schools</th>
<th>No. of Teachers In Schools</th>
<th>Enrolment in Classes (in lakhs)</th>
<th>Enrolment Ratio (in percentages)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Primary</td>
<td>Middle</td>
<td>I-V</td>
<td>VI-VIII</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>6-11 yrs</td>
<td>11-14 Yrs</td>
</tr>
<tr>
<td>1950-51</td>
<td>1115</td>
<td>139</td>
<td>2162</td>
<td>1178</td>
</tr>
<tr>
<td>1960-61</td>
<td>2859</td>
<td>533</td>
<td>4404</td>
<td>2412</td>
</tr>
<tr>
<td>1965-66</td>
<td>4504</td>
<td>1133</td>
<td>5063</td>
<td>4597</td>
</tr>
<tr>
<td>1970-71</td>
<td>5133</td>
<td>1454</td>
<td>6424</td>
<td>6833</td>
</tr>
<tr>
<td>1975-76</td>
<td>5842</td>
<td>1855</td>
<td>8258</td>
<td>10367</td>
</tr>
<tr>
<td>1995-96</td>
<td>9784</td>
<td>2668</td>
<td>18487</td>
<td>18405</td>
</tr>
<tr>
<td>2001-02</td>
<td>10000</td>
<td>4000</td>
<td>20000</td>
<td>20000</td>
</tr>
</tbody>
</table>

In spite of such an impressive statistics, the quantitative expansion of educational facilities has yet to achieve the desired results. It is indeed a stupendous task to achieve the target of universal enrolment at elementary stage and still a great problem to retain the enrolled children in schools to complete even the primary courses. Recently conducted 3rd All India Educational Survey of the State has revealed that 85.82% of population of the State has primary schooling facilities within walking distance upto one kilometer but the

percentage of school going children in the age-group of 6-11 years is only 64.61

Education is intended to develop basic learning skills - reading, writing, arithmetic and life skills, necessary for the children to survive and improve the quality of life. During childhood, developments in the domains of literacy and numeracy take place through acquisition of basic learning competencies (BLC). These competencies represent levels of learning in a particular subject comprising basic knowledge, understanding, abilities, interests, attitudes and values. The competencies are essentially to be acquired by the end of a particular stage or standard of education. As far as the primary stage is concerned it is in fact the foundation stage for the development of basic competencies.

The following table gives an overall view about the different parameters of J & K State as per the census 2001.

<table>
<thead>
<tr>
<th>Parameter</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area in Sq. Kms.</td>
<td>222236</td>
</tr>
<tr>
<td>No. of Districts</td>
<td>14</td>
</tr>
<tr>
<td>No. of Tehsils</td>
<td>59</td>
</tr>
<tr>
<td>Total Population</td>
<td>1,01,43,700</td>
</tr>
<tr>
<td>Decadal growth rate</td>
<td>29.43</td>
</tr>
<tr>
<td>Sex ratio</td>
<td>892</td>
</tr>
<tr>
<td>Overall literacy *</td>
<td>55.52%</td>
</tr>
<tr>
<td>Male literacy rate*</td>
<td>66.60%</td>
</tr>
<tr>
<td>Female literacy rate*</td>
<td>43.00%</td>
</tr>
</tbody>
</table>

*excluding 0-6 population


Against the national literacy rate of 65.38% (2001 Census), the state has a literacy figure of 55.2%. Literacy rate among males is 66.60% and that of female is 43.00% This indicates that the state is yet educationally backward.

Jammu and Kashmir is bestowed with special status in the Indian union and gets special grants for educational and developmental programmes from national government; yet it has not made headway in different sectors. Education in rural areas is not up to the mark. The problems of enrolment, wastage, non-utilization of educational facilities, illiteracy, low productivity and non-utilization of developmental programmes are a matter of concern. Such conditions that are prevalent in the State, in spite of special efforts made, pose several questions: When educational expansion is no more a problem, why literacy percentage is low? In spite of free education, what are the reasons for non-utilization of educational facilities? Studying the way education has operated in such a distinct socio-cultural context requires a deep understanding and scrutiny of several factors as they obtain in the environment.62

Table 1.d. Enrolment Ratio in J & K State: 2005-06

<table>
<thead>
<tr>
<th></th>
<th>Gross Enrolment Ratio (GER)</th>
<th>Net Enrolment Ratio (NET)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>82.97%</td>
<td>64.17%</td>
</tr>
</tbody>
</table>


The Gross Enrolment Ratio & Net Enrolment Ratio indicates that there is a remarkable increase in the Enrolment Ratio in J & K State being 82.97% & 64.17% respectively.

Table 1.e. Gender-wise Elementary Education of Govt. Schools in J & K State: 2005-06

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Teachers</th>
<th>Schools</th>
<th>Enrolment (lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
</tr>
<tr>
<td>Primary</td>
<td>22133</td>
<td>15146</td>
<td>37276</td>
</tr>
<tr>
<td>Upp Pri</td>
<td>18623</td>
<td>13860</td>
<td>32483</td>
</tr>
</tbody>
</table>


Table 1.f. Sector-wise Elementary Education in J & K State: 2005-06

<table>
<thead>
<tr>
<th>Description</th>
<th>Primary only</th>
<th>Primary with Upper Primary</th>
<th>Prim. With U.P. &amp; Sec/H.</th>
<th>Upper Primary only</th>
<th>U.P. with Sec/H.Sec</th>
<th>No response</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government Schools</td>
<td>10,573</td>
<td>4,212</td>
<td>875</td>
<td>34</td>
<td>294</td>
<td>117</td>
<td>16,105</td>
</tr>
<tr>
<td>Private Schools</td>
<td>886</td>
<td>1,524</td>
<td>929</td>
<td>1</td>
<td>6</td>
<td>0</td>
<td>3,346</td>
</tr>
<tr>
<td>Enrolment in Govt. Schs</td>
<td>356,722</td>
<td>479,939</td>
<td>152,154</td>
<td>4,591</td>
<td>37,019</td>
<td>0</td>
<td>1,030,425</td>
</tr>
<tr>
<td>Enrolment in Pvt Schs</td>
<td>52,210</td>
<td>224,558</td>
<td>259,417</td>
<td>104</td>
<td>423</td>
<td>0</td>
<td>536,712</td>
</tr>
<tr>
<td>Govt. Teachers</td>
<td>24,697</td>
<td>27,442</td>
<td>7,735</td>
<td>199</td>
<td>1,990</td>
<td>0</td>
<td>62,063</td>
</tr>
<tr>
<td>Private Teachers</td>
<td>4,553</td>
<td>12,591</td>
<td>10,143</td>
<td>14</td>
<td>44</td>
<td>0</td>
<td>27,345</td>
</tr>
</tbody>
</table>


An overview of the table reveals that the primary education has received special attention at the hands of Govt. in terms of the number of schools, enrolment and number of teachers. Still, there is a wide gap in achieving the set goals of universalization of elementary education. Further the data reveals that males outnumber females in terms of enrolment and teachers.

Table 1.g. District-wise Elementary Education in J & K State: 2005-06

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Teachers*</th>
<th>Schools*</th>
<th>Enrolment*</th>
<th>GER</th>
<th>NER</th>
<th>Overall Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Govt</td>
<td>Private</td>
<td>Total</td>
<td>Govt</td>
<td>Private</td>
<td>Total</td>
</tr>
<tr>
<td>Anantnag</td>
<td>6104</td>
<td>2246</td>
<td>8350</td>
<td>1506</td>
<td>290</td>
<td>1796</td>
</tr>
<tr>
<td>Budgam</td>
<td>3677</td>
<td>1607</td>
<td>5284</td>
<td>935</td>
<td>154</td>
<td>1089</td>
</tr>
<tr>
<td>Baramulla</td>
<td>6832</td>
<td>1311</td>
<td>8143</td>
<td>1743</td>
<td>244</td>
<td>1987</td>
</tr>
<tr>
<td>Doda</td>
<td>6202</td>
<td>605</td>
<td>6807</td>
<td>1768</td>
<td>102</td>
<td>1870</td>
</tr>
<tr>
<td>Jammu</td>
<td>6259</td>
<td>8222</td>
<td>14481</td>
<td>1507</td>
<td>930</td>
<td>2437</td>
</tr>
<tr>
<td>Kargil</td>
<td>1363</td>
<td>338</td>
<td>1701</td>
<td>446</td>
<td>57</td>
<td>503</td>
</tr>
<tr>
<td>Kathua</td>
<td>4368</td>
<td>1909</td>
<td>6277</td>
<td>1171</td>
<td>297</td>
<td>1468</td>
</tr>
<tr>
<td>Kupwara</td>
<td>4294</td>
<td>970</td>
<td>5264</td>
<td>1275</td>
<td>147</td>
<td>1422</td>
</tr>
<tr>
<td>Leh</td>
<td>1358</td>
<td>214</td>
<td>1572</td>
<td>302</td>
<td>28</td>
<td>330</td>
</tr>
<tr>
<td>Pulwama</td>
<td>4012</td>
<td>1964</td>
<td>5976</td>
<td>985</td>
<td>226</td>
<td>1211</td>
</tr>
<tr>
<td>Punch</td>
<td>3555</td>
<td>429</td>
<td>3984</td>
<td>965</td>
<td>105</td>
<td>1070</td>
</tr>
<tr>
<td>Rajauni</td>
<td>4522</td>
<td>954</td>
<td>5476</td>
<td>1201</td>
<td>172</td>
<td>1373</td>
</tr>
<tr>
<td>Srinagar</td>
<td>3713</td>
<td>4827</td>
<td>8540</td>
<td>694</td>
<td>387</td>
<td>1081</td>
</tr>
<tr>
<td>Udhampur</td>
<td>5804</td>
<td>1749</td>
<td>7553</td>
<td>1607</td>
<td>207</td>
<td>1814</td>
</tr>
<tr>
<td>Total</td>
<td>6263</td>
<td>27345</td>
<td>89408</td>
<td>16105</td>
<td>3346</td>
<td>19451</td>
</tr>
</tbody>
</table>

Some totals may not match due to no response in classificatory data items. (Overall Literacy : Map-11.3)

The district-wise analysis reveals that literacy rate on an average is more than 50%. Although district Budgam shows lowest percent of literacy (42.5), while the highest is shown by Jammu district (77%). In addition the number of schools, teachers and enrolled students are more in government sector as compared to private sector.

Table 1.h. District-wise Elementary Education in J & K State: 2006-07

<table>
<thead>
<tr>
<th>District</th>
<th>Schools*</th>
<th>Enrolment*</th>
<th>Teachers*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Primary</td>
<td>Up. Prim</td>
</tr>
<tr>
<td>Anantnag</td>
<td>1988</td>
<td>116039</td>
<td>61046</td>
</tr>
<tr>
<td>Budgam</td>
<td>1206</td>
<td>66799</td>
<td>37567</td>
</tr>
<tr>
<td>Baramulla</td>
<td>2251</td>
<td>117535</td>
<td>59888</td>
</tr>
<tr>
<td>Doda</td>
<td>1920</td>
<td>79449</td>
<td>39048</td>
</tr>
<tr>
<td>Jammu</td>
<td>2643</td>
<td>165091</td>
<td>96176</td>
</tr>
<tr>
<td>Kargil</td>
<td>530</td>
<td>13009</td>
<td>6548</td>
</tr>
<tr>
<td>Kathua</td>
<td>1485</td>
<td>68549</td>
<td>32999</td>
</tr>
<tr>
<td>Kupwara</td>
<td>1443</td>
<td>66466</td>
<td>31121</td>
</tr>
<tr>
<td>Leh</td>
<td>347</td>
<td>9612</td>
<td>5066</td>
</tr>
<tr>
<td>Pulwama</td>
<td>1345</td>
<td>72545</td>
<td>37999</td>
</tr>
<tr>
<td>Punch</td>
<td>1052</td>
<td>49084</td>
<td>22521</td>
</tr>
<tr>
<td>Rajauri</td>
<td>1403</td>
<td>67254</td>
<td>33407</td>
</tr>
<tr>
<td>Srinagar</td>
<td>1187</td>
<td>89549</td>
<td>47317</td>
</tr>
<tr>
<td>Udhampur</td>
<td>1911</td>
<td>92384</td>
<td>45965</td>
</tr>
<tr>
<td>Total</td>
<td>20711</td>
<td>1073365</td>
<td>556668</td>
</tr>
</tbody>
</table>

Some totals may not match due to no response in classificatory data items.  
Source: Sarva Shiksha Abhiyan, Analytical State Reports 2006-07 Elementary Education in J & K under District Information System For Education,

The above table includes the figures of all management schools viz., Department of Education (Govt.), Private Aided, Private Unaided, Tribal/Social Welfare Department and others. An overview of above table conveys that sufficient progress has been made in terms of number of schools, enrolment and teachers in the J & K State.
1.2. NEED & IMPORTANCE OF THE PRESENT STUDY

Dave (1997), while reviewing studies on primary education has observed that the number of studies carried out in the area of primary education is 54 – that amounts to around 3% of the total research conducted during 1988-92. Being a priority area in the Indian educational system, it looks quite small in terms of number. There is no denying the fact that this priority sector of education has not received the attention that it should have, particularly when the Country has not been able to achieve the goal of Universalization of Elementary Education or Education for All. One would wish that in future, it shall receive far more attention in view of the commitment of the country to achieve the goal before A.D.2000.63 One cannot help recognizing the fact that the number of studies is small, & large number of studies come from Orissa; the question arises as to why there is no study from other states, especially from the less educationally developed states like Jammu & Kashmir and others.64

The author has pointed out that “primary education has direct and positive effect on earnings, farm productivity and human fertility, as well as intergenerational effects on child health nutrition and education. In considering the effects of education on economic productivity, a wide number of studies conclude that investment in primary education yield returns that are typically well above the opportunity cost of capital”.65 So far as the research in the area of primary education goes, the country is at the crossroads, when every input will be worth the investment.66

Dave (1997), while admitting the fact that “not much research is available in the area of learning achievements of pupils at primary level” two opposing trends have emerged: one, a few small studies show that the pupil

64. ibid: 277
65. ibid: 284
66. ibid: 307
achievement is not satisfactory, although concrete data are not available; two, the three all India level studies on pupil achievement (Bhattacharya, S., 1991; Dave, P.N. et al., 1988 & Shukla, S.L. et al., 1992) demonstrate that it is not so unsatisfactory. The results of the study by Dave, P.N. et al., set in motion the attempts for defining the Minimum Levels of Learning at the primary stage at NCERT. The question has been tied with what MLL should be prescribed at the end of the primary stage since the claim for attaining Universalization of Primary Education has to demonstrate that in addition to unusual enrolment and retention, a defined level of achievement i.e., MLL’s have also been achieved by the pupils. The author considers this “a welcome sign and an excellent opportunity to pursue a rigorous research to settle the issue”. No area of education provides a better scope for precise quantification of pupil behaviour that the area of achievement testing. Fortunately India has a pool of highly competent scholars in this field who can unquestionably deliver the goods.67

Birdi, B. (1992) studied the growth and development of primary education in Punjab from 1947-1987. The major conclusion was that while there was a considerable growth of primary education, it still lagged behind the all-India indicators.68 Rawther, S. H. Y. (1989) made a comparative study of the aims of education at the primary and secondary levels as perceived by different sections of the society in Kerala. According to him, there was a consensus on philosophical, sociological, psychological & physical aims of primary education.69

Balasubramaniyan (1997) while reviewing studies on Correlates of Achievement has observed, “Academic Achievement is cumulative and, as such, attention at the primary level becomes imperative. With the strong achievement foundation at the primary stage, achievement at higher stages would become manageable. More studies on

67. op cit., 63: 288
68. ibid: 276
69. ibid: 277
achievement in primary education, and more policy and change oriented studies are required”.

According to him, achievement is the end product of all educational endeavours. The main concern of all educational efforts is to see that the learner achieves.

Buch, M.B. & Sudame, G.R. (1990) in their study of achievements of urban primary schools children, reported that, whether continuous or casual, drop-out was the maximum in class I and decreased from classes I to IV. A similar trend was evident in the rate of wastage and stagnation, i.e., from 61% in class I to 54% in class IV. Raina, B.L. (1988) who studied the education in village of J & K reported that the girl’s enrolment was only 12%.

Both policy makers and academicians are shying away from using the research and information-based decision approach to solving educational problems. Answers to questions such as the following in quantitative terms would be needed. Has every child achieved a definite MLL? Are all children in the age-group of 6-11 years enrolled in primary schools in every habitation or village? The only way to obtain answers to these questions is through systematic research. Surely, it will be wishful thinking if anybody hopes or believes that this could happen without the top policy-makers and academician of the country making a concrete plan for Education for All (EFA).

Hasan, A. (1992) reported that physical facilities in schools, especially in rural schools were inadequate in four districts of Bihar. Govinda, R. & Varhgese, N. V. (1991) derived the conclusion that the level of infrastructure facilities provided in the schools played an important role in improving the teaching learning environment and consequently, the learning achievement level as well as overall school quantity. Sarma, H.N. et al. (1991) concluded that the lack of physical facilities...
at school was a major problem.\textsuperscript{77}

Research in the area of primary education never attracted the attention of Education Planners, Administrators and Teacher Educators. As a result, it was the neglected component of UEE. In fact, it is the researcher who strives to be objective and logical, applying every possible test to validate the strategies employed, data collected and the conclusions reached. Indeed, educational research outcomes are quite useful for the educational implementers, academicians and researchers. However, Research in Primary Education is a neglected subject in the country.\textsuperscript{78} The trend analysis of Ed. CIL study related to research in elementary education during 1992-97 has pointed out that priority areas for educational research should be researches on the development of language and mathematics learning skills of children.\textsuperscript{79} Further, research in primary education should be highly operational, closely linked to teachers, schools and students. More application type researchers are to be concluded.\textsuperscript{80}

An overview of the survey of Literature reveals that so far no serious effort has been undertaken to objectively analyze the primary education. In consideration of the research trends and gaps discussed above, the present study was proposed to secure sound background knowledge about the functioning of the Institutions engaged in this important national building process. The extent to which these Institutions have been able to come up to the expectations as envisaged in the basic objectives of primary education have also been studied. Conclusively, the objective of the present endeavour was to be “an objective-based evaluation of the primary education in Kashmir valley” since not a single objective based research has yet been carried out in this very important field and as such there was a great need for research in the area of primary education.

\textsuperscript{77} op cit., 63: 278
\textsuperscript{79} ibid: 416
\textsuperscript{80} ibid: 423
1.3. STATEMENT OF THE RESEARCH TOPIC

The topic selected for the present investigation was formulated as under:

"An Objective-Based Evaluation of Primary Education in Kashmir Valley"

1.4. OBJECTIVES OF THE PRESENT STUDY

In order to carry out the evaluative study meaningfully the following objectives were formulated for the present study:

1. To study the extent to which the objectives of primary education are realized;

2. To construct a battery of tests, to assess the objectives of primary education in the following scholastic & non-scholastic areas of learner's personality;

   2.1. Scholastic Areas:
   i) Mastery over the basic tools of learning;
   ii) Intellectual development of the learners.

   2.2. Non-Scholastic Areas:
   i) All round development with specific reference to moral, physical and social needs;
   ii) Scientific temper;
   iii) Good citizenship;
   iv) Availability of facilities for Physical Exercise, Work Experience and Socially Useful Productive Work (SUPW).

3. To suggest the changes to be brought about in functioning of primary schools in terms of content, methodology, interaction, evaluation, etc.
1.5. OPERATIONAL DEFINITION OF VARIABLES

The variables have been operationally defined as under:

Objective-based Evaluation: For the present study, an objective-based evaluation means to assess & evaluate the objectives laid down by primary education empirically.

Primary Education: Primary stage covers eight classes from 1st to 8th of the age group 6 to 14 years. It refers to the combination of two stages of education; primary stage consisting of classes 1st to 5th (Age group 6-11) & the middle stage also called upper primary consisting of classes 6th to 8th (age group 11-14). The classes 5th & 8th were choosen as a sample for present study, representing the topmost classes of Lower Primary & Upper Primary Stages.