CHAPTER – II

REVIEW OF RELATED LITERATURE
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2.0 INTRODUCTION

A number of studies have been conducted in the area of Primary Education in India and abroad and there is enormous literature on analysis of primary education system. A review of related studies conducted earlier gives a theoretical orientation to the empirical study undertaken by the present investigator. The investigator has made an attempt to review as many related studies as possible. The review is presented in the following pages:

2.1 STUDIES IN INDIA

Ezkeil (1996)\(^2\) conducted a study on teacher participation in School administration in Greater Bombay. The study revealed the following:

(i) Democracy in administration had been advocated for the past 20 years and there were evidences of a change in the direction.

(ii) Matters of large general concern usually occupied the centre of attention with much co-operation and group participation.

(iii) All phases of administration did not land themselves to participation.

Das, R.C. (1969)\(^3\) conducted a study on the wastage and stagnation at the Elementary Level of Education in the State of Assam with special reference to the Primary Stage. Some of the major findings were:

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\(^2\) Ezkeil, N., Teacher participation in School Administration in Greater Bombay, Bombay University, 1996.

\(^3\) Ezkeil, N., Teacher participation in School Administration in Greater Bombay, Bombay University, 1996.
(i) The rate of wastage and stagnation at the primary stage was high. The variation in the rate of wastage and stagnation among various classes was significant.

(ii) In spite of rapid increase in educational expenditure, efforts and facilities, the rate of wastage and stagnation remained constant.

(iii) There had been tremendous expansion of primary education during the post independence period and it was still continuing. The rate of wastage and stagnation at the primary level was higher among girls than that of boys.

(iv) The mean rate of wastage and stagnation at the middle stage up to Class VI was 9.96 percent whereas up to Class VII it was 38.45 percent. Corresponding figures for boys and girls were 10.36 and 36.65 and 8.69 and 43.31 percent respectively. The rate of wastage and stagnation in Class VI for pupils was 28.49 percent, for boys 26.29 percent and for girls it was 34.72 percent.

(v) The total rate of wastage and stagnation from Classes IV to VI was 9.96 percent. A large percentage of pupils left schools after Class VI and there were various reasons for this. The rates of wastage and stagnation at the primary level were much greater than that in the middle level.

(vi) The average rates of wastage and stagnation were 77.12 percent at primary and 38.45 percent at middle level for pupils in general.

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(vii) The total rate of wastagnation for pupils at the elementary level as a whole lay between 80.56 and 86.31 percent.

(viii) The rate of wastagnation among girls was higher than that of boys.

Devegowda and Parameswaran (1971) studied the Progress of Education in Mysore State from 1956–57 to 1968–69 found that the educational pattern, administration, availabilities of facilities for education and the percentage of children attending schools and colleges varied from area to area. The percentage of enrolment and their proportion with potential population also varied from area to area. To bring out a balance, the first state level educational survey was conducted in 1957–58. The recommendations made by the survey were given effect to during the Second and Third Five Year Plan Periods. On the basis of this survey larger provisions were made in the state budget for creating larger facilities at all levels in the field of education. After studying the growth of education in different fields, like pre-primary education, primary education, secondary education, university education, vocational, technical and special education and administration and control, it was concluded that the progress in the field of education at all levels of the State was very satisfactory.

Studies have brought out the importance of teacher training. Some have indicated the stage of affairs in primary schools with regard to their having trained teachers.

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Masauis (1971)\(^5\) studied on the wastage and stagnation amongst the tribals of Gujarat found that one of the causes of wastage and stagnation happened to be the untrained teachers.

Bran and Adhan (1972)\(^6\) studied the socio-economic problems of primary school teachers of Pachmanhi (Pipiya Block) in Madhya Pradesh. They found that seventy nine percent of the teachers were undergraduate and 2 out of 79 were post graduates; 64.8 percent of teachers were untrained.

In the primary Schools of West Bengal, it was found by Bose et.al. (1972)\(^7\) that teachers in primary schools ranged in their qualifications from those who did not pass their matriculation examination to those who held post graduate degrees, the percentage of under – matriculate teachers in rural areas being twenty – five.

Debri (1972)\(^8\) studied the progress of education in Assam, 1882 – 1937 and found that primary, secondly, and collegiate education was in a poor state of development. And there was slow progress in teachers’ training and special education relating to law, medicine, technical and industrial education. Both public and private sources contributed to a larger share than private sources. Expenditure for provincial funds increased by 22 times in terms of the total amount spent during the period. Assam’s Education Directorate did valuable service in its allotted sphere, but there were many defects. The machinery of inspection and supervision needed a thorough re-organisation. Reconstruction of the whole education system emerged in an urgent necessity if further progress is desired.

\(^6\) Ibid.
\(^7\) Ibid.
Das, R.C. (1974)\(^9\) conducted a study on Impact of School conditions on Primary Education, SIE, Assam.

The study revealed that there was significant relationship between efficiency in education and physical facilities in schools. The school conditions definitely seemed to have a favourable impact on school education. Better physical facilities increased the attractive and retentive power of the school as well as provided situations conducive for effective education and hence contributed towards better education of the children of that school.

The significant educational implication is the better provisions of physical facilities in school help in reducing wastage in education and in increasing its educational efficiency.

Patel (1975) studied the impact of the Panchayati Raj on the administration of primary education in Mehsara District of North Gujarat. It was found that the Panchayati Raj appeared to have impact on the expansion of primary education.

Vora (1975)\(^10\) found that out of the total responses from primary to secondary schools, one third of the secondary schools had no separate library rooms in the city of Bombay and in the interior of Maharashtra. Three fourths of the Secondary Schools having separate library rooms had not converted classrooms into library due to the problems of accommodation. In the secondary schools of Bombay except in few cases the number of chains and tables were insufficient. The total stock of books were found to be insufficient in Bombay and Maharashtra. Most of the Secondary schools


used English newspapers whereas in the interior parts, Marathi newspapers were subscribed

NIEPA (1979)\textsuperscript{11} The National Institute of Educational Planning and Administration studied the administration of Elementary education in relation to the Programme of universalisation in nine states Reports on all these were brought out by the NIEPA (1979)

The findings in general were that the annual census of school age children was by and large, incomplete or ill-conducted, the assessment of dropouts was also similar, planned efforts to enrol non-attending and dropout children were inadequate school timings lacked flexibility and were not adjustable to suit local conditions, the majority of the teacher did not reside at the place of their postings, incentives to non-attending children were inadequate However, midday meals and reading and writing materials were made available to scheduled caste and scheduled tribe students, to some extent. There was very little monitoring and supervision by higher officials

Das, R C (1979)\textsuperscript{12} studied on Administration of Elementary Education in relation to the programme of universalisation, SIE, Assam

The study mainly revealed that the area of administration of education at the elementary level was full of problems. The Directorate of Elementary Education was a newly created department and was yet to be fully strengthened. In comparison with the tremendous expansion of elementary education, the expansion of the machinery relating to administration, inspection, supervision and management was inadequate.

\textsuperscript{11} NIEPA (1979), A Study on the Administration of elementary education in relation to the Programme of Universalisation in nine States. Reports on all these were brought out by the NIEPA (1979) (Abstract taken from M B Buch, Third Survey of Research in Education)

\textsuperscript{12} Das, R C (1979), Administration of Elementary Education in relation to the Programme of Universalisation. SIE, Assam (Abstract taken from M B Buch, Fourth Survey of Research in Education)
The state had 21,559 primary schools, 3,816 middle-level schools, 45,387 primary school teachers, 20,296 middle level teachers, more than 22 lakh school children, 25 deputy inspectors, 16 additional deputy inspectors and 219 subinspectors and 62 assistant subinspectors of schools. The administrative machinery was not adequate even for administration at the current status of elementary education, let alone the expansion during the Sixth Five Year Plan for universalisation.

Mandal, G L (1980) studied on Universal Free and Compulsory Primary Education in Bihar. The study revealed that:

(i) Primary schools intended for children of 6 - 11, that is schools with Classes I - V were made available to 96 percent of them. Three fourths of the school going population in age group 11 - 14 found a middle school (Classes VI - VIII) within walking distance from their habitat.

(ii) Provisions of schooling facilities for Classes I - VIII within a walking distance of every child was the target to be attained within a period of children in the age group 6 - 14 were enrolled by 1978.

(iii) There was a kind of built in resistance among the landless agricultural labourers, scheduled castes and tribes, etc., to availing of the facilities for primary education and therefore, the seed for sustained and vigorous drives was imperative.

(iv) Out of every 100 children enrolled in Class I, only 25 reached V and only 15 went up to Class VIII.

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Kaur (1981) conducted a Critical Study of the Organisation of Educational Administration and Finance in the State of Uttar Pradesh. The main findings of the study were:

(i) There has been a very rapid increase in enrolment of students at all levels and in all types of Educational Institutions.

(ii) During the post–Independence period, there had been corresponding increase in the expenditure on education as well.

(iii) To ensure proper teaching, the number of teachers had also been raised and there had been no appreciable change in the teacher–pupil ratio over the years.

(iv) The strength of the supervisory staff in the Directorate of Education had also been raised considerably.

(v) Prior to Independence the Chief Secretary looked after the problems connected with education in addition to his various other duties. A separate Ministry of Education to look after the development of Education was set up there after.

(vi) There had been considerable increase in the expenditure on programmes for adult education.

(vii) The courses of study needed revision.

(viii) A majority of the teachers, heads of departments and principals felt that there was need for reform in the system of examination.

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(ix) The teachers felt that there was need for improvement in their working conditions. Their workload was heavy. Their pay scale sanctioned by the UGC in 1973 needed revision because of the rather rapid rise in prices over the years.

Acharya, A.A., (1984)\(^{15}\) conducted a study on compulsory Primary Education in Andhra Pradesh.

The findings of the study were:

(i) The period immediately after the close of the Second World War was in which no serious long-term policy measure relating to education in general and elementary education in particular could be contemplated.

(ii) With the return of power of the Indian National Congress a conspicuous change was noticed in the primary education programme.

(iii) In view of the constitutional directive to provide education to all children 6 – 14 years of age, the mid-day meals programme had become a boon to the poor children of the areas. It helped to a considerable extent in the increase of enrolment and retention of students of weaker section in the schools.

(iv) The majority of the executives, headmaster and teachers did not have clear knowledge of the legal provisions of the policy. Only a few could mention some of the provisions vaguely.

Important provisions like preparing schemes, making declarations, enumerating the school going children, and enrolling them in schools were not effectively followed.

The entire state was taken as the specified area for implementation of the compulsory education scheme and all schools under different managements were treated as approved schools.

There was only one special school in Warangal districts for physically and mentally disabled but no serious effort was being made to enrol all children of the village.

The extension officer and deputy inspector of schools had not insisted on regular enumeration, enrolment, attendance and retention of children in Schools for the last ten years, they confined themselves to advising the headmaster during school inspection.

Different processes of the legislation were taking penal action, issuing notice, conducting enquiry passing attendance orders, prosecution in a court of law, etc were not followed at all.

Headmasters and teachers did not show personal interest in accelerating enrolment and retention of children.

People preferred separate Schools for girls, at least special amenities for girls in mixed school to attract more girls.

There was agreement between teachers, executives and parents with regard to causes of poor enrolment and dropouts.
(xiii) The role of the rural elite and village people in the compulsory education programme, in providing all required provisions of universal education was not encouraging.

Acharyya, S C (1984)\(^{16}\) conducted a study on Pre – primary and Primary Education in Tripura and Cachar. The study mainly revealed

(i) As a result of the introduction of different schemes and due to the provision of increasing outlay in successive plan periods, there had been rapid expansion of pre-primary and primary education in Tripura and Cachar in all the major sectors such as the number of schools, teachers and children. The scope of teacher’s training and administrative machinery was enlarged.

(ii) During the first 20 years of independence the progress was most remarkable. In Tripura in 1947, 8 percent of the children of school going age attended school and 2 years later the percentage had increased to 86 percent and was expected to be 96 percent in 1978 – 79.

(iii) Total number of primary schools, excluding the attached sections rose in Tripura to 1531 in 1976 – 77, against 404 in 1950 – 51.

(iv) Similar developments took place, particularly in the field of primary education in Cachar. This growth took place more as a result of opening of new schools than through the expansion of existing one.

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\(^{16}\) Acharya, S C, Pre – Primary and Primary Education in Tripura and Cachar, Developments and Problems Ph D Education Gauhati University 1984 (Abstract taken from M B Buch, Fourth Survey of Research in Education)
(v) This rapid quantitative expansion had given rise to a number of problems. Some of the important problems of primary education in Tripura and Cachar were inadequacy of teaching staff, problems of physical plants, problems of single teacher schools, lack of properly qualified and trained teachers, lack of incentives in the Schools, absence of adequate school community relations, problems of accommodations for teachers, weak supervision and administration of primary education, working of the basic schools on non basic lines and acute problems of wastage of primary education arising out of dropouts and stagnation.

(vi) The availability of Text books in Tripura and Cachar left much scope for improvement.

(vii) There was no uniformity in respect of period of schooling in the primary stage of education in Tripura and Cachar.

(viii) The proportion of school going children of the backward classes and tribal communities was relatively low, universal primary education has remained a goal yet to be achieved.


The major findings were

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(i) Of the 98 single-teacher schools in the taluks, only six had independent building while 54 had adequate space of which 35 were hygienically sound.

(ii) Only two schools had independent playgrounds.

(iii) There were 160 chalkboards in the 98 schools; only 80 were in usable condition, while six schools had roll up blackboards.

(iv) Only nine teachers had a copy of syllabus which they used while the others were not of its need. Sixteen schools had an adequate number of books.

(v) Since working in a single teacher school involved living away from their families or spending a considerable amount of time on commuting each day, teachers were not willing to work in such schools.

(vi) Despite training, teachers were not adequately equipped to manage such schools efficiently; they were not aware of suitable teaching methods, were unable to give appropriate assignments or keep others gainfully occupied while handling one group. Teachers were also not able to prepare common timetable for the four grades.

(vii) Because of the remote location of the schools, supervision was either non-existent or negligible; besides, the supervisory staff was not competent to guide these teachers.

(viii) Follow-up of 819 boys and 368 girls in Class I revealed that only 227 boys and 45 girls had completed Class IV in four years; 71.3 percent
passed Class I, while the remainder dropped out, the same situation prevailed in Classes II, III and IV.

(ix) Reasons for dropping were poor economic conditions. Because of social and religious reasons, the girls stayed away.

(x) In the upgraded model tried out, a variety of methods, viz., individual instruction, group instruction graded teaching, and self study were used after appropriate orientation and training of teachers in preparing suitable assignments.


The major findings were:

(i) The position of Primary Education in Gujarat was admirable as the state ranked third in this respect among the other progressive states of India.

(ii) There was a considerable increase in the number of schools during the last three decades. The state had succeeded well in attracting more and more pupils to schools.

(iii) During the three decades from 1950 to 1980, there was an enrolment explosion. The number of boys on the roles – during the period increased three times and the number of girls five times.

(iv) The percentage of female trained teacher was less than that of male trained teachers during the years between 1950 – 51 and 1960 – 61.

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From 1965 – 66 onwards, a steep rise occurred in the number of male trained teachers and the same trend continued till 1979 – 80

(v) The expenditure kept on steadily increasing till it started doubling every five years

(vi) Efforts were made to overcome the two evils of wastage and stagnation but not much progress was seen

(vii) The problem of single-teacher schools also remained

Gogate, S B (1984)\(^{19}\) conducted a study on Primary Education in Marathwada. Some of the findings were

(i) Prior to 1948, almost all schools were conducted by the Nizam’s regime. Schools conducted by private managements were nonexistent. However, the freedom fighters of the State had opened schools at Aurangabad, Beed, Ambejogai, Parbhani, and Hippanga. These did not get any support from the Nizam’s government. Prior to 1948, though Marathi was the medium of instruction, Urdu used to be taught from Standard III.

(ii) Prior to 1948, Marathwada also had schools of non-formal education in Mosque (Maktabs) and pathsalas, and also in the estates of big land lords.

(iii) Girls’ education was non-existent prior to 1948.

\(^{19}\) Gogate, S B (1984) A Study of Primary Education in Marathwada, A project undertaken by the Swamy Ramanand Teerth Research Institute, Aurangabad in collaboration with the IIE Pune, 1984 (Abstract taken from M B Buch, Fourth Survey of Research in Education)
(iv) During 1984 – 85 the number of schools, students and teachers in Marathwada was Schools (10,293), boys (7,84,000), Girls (5,14,000), teachers (30,942).

(v) In urban areas 35 to 40 percent of the teachers were females. This percentage in rural areas was between six and seven. In urban areas 36.75% of the teachers did not stay at the place of work. This percentage in rural areas was 27.1. Ten percent of the rural teachers were involved in farming. Fifty percent of the teachers did nothing to improve their professional skills; similarly 25 percent of the teachers made no efforts to improve students. Thirty percent of the teachers did participate in monthly meetings. Most of them did not read educational literatures. From 50 to 60 percent of the teachers reported paucity of facilities in schools, while 25% complained of clerical and non other non educational work.

(vi) In rural and urban single teacher schools, 60 – 70% of the boys dropped out by the time they reached standard IV, in the case of girls this percentage was only 16. In multiple – teacher schools, the dropout rate was between 40 and 50%.

(vii) In the achievement test, (the test consisted of four parts, being for standard I, II, III and IV and each carrying 25 marks), 439 urban students scored 16.48, 11.62, 7.42 and 5.63 out of 25 respectively. About 702 rural students scored 15.62, 11.19, 7.43 and 6.21 respectively. Thus by and large, students of standard V had shown achievement which was barely equivalent to the level of standard II.
Many schools did not have basic facilities like the black boards, chairs, tables, benches, etc. Only 36 percent of the schools had drinking water arrangements. In almost all the schools, the environment around the school was not healthy.

Dutta, B (1985) studied on Primary Education in Calcutta.

The major findings were:

(i) There were three major types of schools, viz., Government, Quasi-government and non-government.

(ii) In all the three categories there were large differences both in structure and function. The most prevalent medium was Bengali (83 percent), followed by Hindi (6 percent), English (6 percent) and Urdu (1 percent).

(iii) Most of the schools were non-residential.

(iv) Vacation days ranged between 47 – 70 per year.

(v) School buildings were mostly under ownership but a few were rented.

(vi) The teachers were mostly in the age group of 21 – 50 years.

(vii) The percentages of female teachers were 62, 32 and 16 in city, metropolitan and rural areas respectively.

(viii) Educational qualifications of the teachers were low. The majority were matriculates, few were graduates and some were below matriculation, specially in rural areas.

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(ix) Teachers had experience of between 5 and 15 years.

(x) For the majority of teachers, the pay range was Rs. 300 to 500 per month.

(xi) Teachers were mostly married and living in small families in houses rented or owned.

(xii) The average distance between residence and school was about five kilometres.

(xiii) The syllabus was generally the same in all categories of schools, but most did not take care of physical education, sports, creative work and performing arts.

(xiv) In rural areas students of higher ages were found in all the classes from I to V.

(xv) The ratio between the students and teachers had great variation in different areas ranging from 150 : 3 to 225 : 8.

(xvi) Self instruction at home was a rare phenomenon, and home work and lesson preparation were done under the guidance of a family member, parent or sibling, or private tutor.

(xvii) Students belonged to all castes; but in Calcutta Brahmins, Vaidyas and Kayasthas were in higher proportion.

(xviii) The location of a school was not planned with respects to students, residence and congeniality of surroundings.

(xix) Most school lacked space.
The magnitude depth of the problems were not fully known and everybody (government, guardians and teachers' organisations) was afraid to face them.

Devi, Rajpati (1985) conducted a study on Barriers in the Primary Education of scheduled caste students (in Hindi). The study revealed that:

(i) There was no significant difference in the achievement levels of the pupils belonging to Scheduled Caste and the Caste Hindu pupils in the type of schools studied. All were performing at very low level.

(ii) Conditions in the schools were far from satisfactory. The teacher–pupil ratio was very poor. The teachers had just minimum qualifications and had poor training.

(iii) Methods of teaching were found to be defective and not suited to scheduled caste pupils. Teachers were not sincere in discharging their duties.

(iv) No discriminatory treatment towards scheduled caste pupil was noticed, though not much was done to induce them to achieve better than they were doing. These pupils were made to do work for others.

(v) Home background conditions were found to be not encouraging for achievement. The homes had poor facilities and there were very few persons who were literate or educated.

(vi) Most of these pupils suffered from poor eyesight and poor general health.

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Jain, A (1985) studied on Development of Primary Education under Local Bodies in Maharashtra

The major findings are

(i) Before 1963, all the primary schools were financed and administered by the State Education Department. In 1844 – 66, the receipts of local fund cess became available and a large number of primary schools were established and maintained from the cess fund.

(ii) The Primary Education Act of 1923 made a revolutionary change in the existing pattern of administration of primary education. All the major municipalities and district local boards were empowered to manage primary schools situated within the limits of minor municipalities in the districts, local boards were empowered to manage primary schools situated within the limits of minor municipalities in the districts and were regarded as ‘local authorities’.

(iii) The Primary Education Act of 1947 introduced major changes in the administration. Only a few authorised Municipalities were given the power to manage primary education within their areas and were vested with similar powers as the District Local Boards.

(iv) Till 1960, there were variations in the administrative set-up in three zones of the state, viz., western Maharashtra, Vidambha and Marathwada.

After 1960, the minister of education held the authority in the matter of proper reorganisation, management and control of education. The officers of the Department of Education and the local bodies shared the responsibility of administration of primary education in the state.

After 1962, the Zilla Parishads were made responsible for the administration of education for the districts and uniform pattern of administration was established throughout the state.

Grant in aid to Zilla Parishads was given by the state government which met about 90 percent of the expenditure of the Zilla Parishads.

The government had powers to give directions to the Zilla Parishads regarding subjects, curriculum, text books and standard for teachers.

There were municipal school boards and cantonment boards, which had till then been functioning in the state for management of primary education in the state to a certain extent.

The expenditure on primary education had been increasing during 1960 – 61 and it was expected to rise further. Salaries of teachers formed a major percentage of the total direct expenditure.

For the implementation of plans of compulsory primary education, local bodies were involved since 1884. But complete responsibility was not given over to them in administration and the provincial government held the major powers and responsibility. However, it was found out later, that local authorities were needed to carry on the administration of education.
(xii) The case studies of the local authorities undertaken in Pune district reflected on both the advantages and disadvantages of having local bodies carry out the administrative functions of primary education. However, much progress was noticed in the case of primary education of Pune area since the establishment of local bodies, viz., the municipal school board, the Zilla Parishad and the Cantonment board.

Biswas, N B (1986)\(^2\) conducted a study of the curriculum for Primary Education in Bangladesh. The major findings were:

(i) A contextual gap existed between framing of objectives by the National Education Commission and the National Curriculum and Syllabus Committee.

(ii) There was some gap between the curricular content recommended by the National Education Commission and that of the National Curriculum and Syllabus Committee.

(iii) Even though the National Curriculum and Syllabus Committee recommended inclusion of Environmental science, the National Education Commission did not recommend adopting such studies.

(iv) The text books were mostly according to the contents included in the syllabus prescribed by the National Curriculum and Syllabus Committee.

(v) The text books were very poor with regard to physical aspects.

(vi) The teachers' hand books were of high quality in terms of both content and production

(vii) The schools did not implement the curriculum appropriately

(viii) The questions set in the examinations were of the knowledge type and ignored other aspects like analytical thinking, logical reasoning, etc

(ix) The problems were related to lack of physical facilities, time-table, non-availability of appropriate teaching aids and materials. The workload was very high as perceived by the teachers

NIEPA (1986) Financing of Education and Equality of Opportunity with Reference to Uttar Pradesh and Kerala. The major findings of the study were

(i) There were inequalities of many kinds within Uttar Pradesh and Kerala

(ii) For the country as whole, the per-capita expenditure had gone up from Rs 48 70 in 1979 – 80 to Rs 81 00 in 1983 – 84. The coefficient of variation had gone down from 56.3 to 46.7

(iii) In Kerala there was a tendency towards greater equality at all levels of education due to various reasons like long tradition of primary schooling, spread of literacy, extension of free schooling to the high school stage and not beyond, the broad base of the educational system and the structure of higher education. The pattern of expenditure in terms of sectoral composition as well as by items for Kerala had been

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such that it had resulted in greater equality and the educational system was performing better.

The major policy conclusions of the study are to the effect that there is need for regionalisation of financial policies of states in the matter of releasing grants and funds to the districts. There has to be greater concern with the need of the individual region at all levels and appropriate planning and financial procedure changes.

NIEPA (1986) Education Financing and Equity: A Comparative Study of Haryana and Kerala. The major findings of the study were:

(i) Both the states presented a picture of educational growth. There was also marked reduction in inequalities between the groups.

(ii) The share of expenditure on hostels and scholarships declined as a part of overall decline in the indirect expenditure. This affected inequality adversely.

(iii) Non-teaching expenditure was very low, indicating that schools were going without needed equipment.

(iv) Private initiative in education was declining, thus drying up an important source of financing, which would affect expansion of education.

(v) The share of elementary education in allocation of expenditure needed to be considerably increased in Haryana.

(vi) Grants-in-aid rules needed to be liberalized, particularly in respect of backward areas.

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(vii) Capital Grants were needed on the basis of assessments of needs.

(viii) Free education would have limited impact on equity. A more substantial policy of compensatory finance was necessary for a breakthrough in equity. Attention to equality was equally necessary.

Dixit, M. (1986)\textsuperscript{26} conducted a Comparative Study of Job Satisfaction among Primary School Teachers and Secondary School Teachers. The main findings of the study were:

(i) Primary school teachers were more satisfied than secondary school teachers in Hindi medium schools.

(ii) In English medium schools the level of job satisfaction was the same among Primary and Secondary School teachers.

(iii) Female teachers were more satisfied than male teachers at both levels.

(iv) At the primary level, the group senior-most in age was most satisfied than the middle age-group. Among the secondary school teachers, those with greater length of service were more satisfied.

Rai, R.M. (1987)\textsuperscript{27} did a Survey of Elementary Education of Ghazipur District and the major findings of the study were:

(i) All primary schools worked under the administration of the Basic Education Council and there was a village committee for primary education in every village.

(ii) Average strength of teachers per school was four.

\textsuperscript{26} Dixit, M., A Comparative Study of Job satisfaction among Primary School Teachers and Secondary Schools Teachers, Ph.D., Education, Lucknow University, 1986 (Abstract taken from M.B. Buch, Fourth Survey of Research in Education).

(iii) There was a primary school for every 20,000 population. Average strength of students per school was 216.17.

(iv) In rural areas, 79.85 percent boys and 20.17 percent girls belonged to backward classes.

(v) Average literacy percentage in the district was 25.96 in which male literacy was 39.82 percent and female literacy was 12.4 percent.

(vi) Eighty seven percent of the school were located in buildings constructed by the Basic Education Committee.

(vii) The greatest problems of teachers in these schools was economic.

(viii) The main source of income of students in these areas was agriculture.

(ix) Forty three percent of teachers studied up to Class X only.

(x) About 23.93 percent of mothers and 44.31 percent of fathers were literate.

(xi) Ninety percent of the students used chalk for writing.

(xii) Internal assessment was prevalent in these primary schools.

(xiii) About 68 percent of the students sat on the floor during school hours.

Raina, B. L. (1988)²⁸ conducted a study of Education in a village of Jammu and Kashmir. The major findings are:

(i) The teacher – student ratio was found to be very low in the village and about 50% children of the 6 – 14 age group were out of School.

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However, no enrolment drive was undertaken to bring them back either by the teachers or administrations.

(ii) Schooling facilities did not affect student’s enrolment. Mostly students from the well to do families attended school.

Further, the girl students’ enrolment was found to be only 12%. The ill-equipped girls’ schools and attitude of the parents towards girls’ education were found to be the causes for this low enrolment.

(iii) High dropout was registered during the year 1970 (81% and 30.7% for High School and Primary School respectively). The average rate of the dropout was 13% over the years.

(iv) Two adult education centres operating in the village were unutilized but the two craft centres were functioning well, thereby causing the low enrolment of girl students in the school.

(v) The development programmes raised the awareness of the villages and they have shown keen interest in the programmes and utilised them effectively.

(vi) Education has led to the migration of the educated villagers to other parts of the State as well as outside the state.

Sarma, H N, Dutta, Bineeta and Sarma, Dipti (1991)²⁹ conducted a study on Identification of the problems of primary education. The major findings are

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(i) Lack of physical facilities at school was the major problem of the primary schools

(a) Forty-six percent of the schools did not have school buildings

(b) Forty-two percent of schools had adequate seating arrangement for their pupils

(c) Lack of facilities for health and hygiene was a serious problem. Sixty-one percent of the schools did not have facilities for proper drinking water, 73% did not have lavatories and 54% did not have urinals

(d) Games and sports were part of curricular activities of the primary school, but 54% of the schools did not have playground and 85% did not have any materials for games and sports

(ii) In 4% of the schools, there was only one teacher, in 19% there were two teachers and in 8% there were three teachers. The teacher-pupil ratio was found to be very high in one school (1:110) and that too in a tea garden school, in 24% of the schools the ratio was between 1:11-1:20 in 48%, it is between 1:21-1:30, in 28% of the schools the ratio was between 1:31-1:43

(iii) The government of Assam supplies text books free of cost to its pupils, but 87% of the teachers considered irregular supplies of text books as a major problem
(iv) Seventy one percent of the teachers considered guardians’ lack of co-operation as a serious problem of primary education

(v) Sixty-four percent teachers and headmasters considered pupils’ irregular attendance as a major problem

(vi) As regards the professional qualifications of the teachers, all the headmasters were trained. In case of assistant teachers only some had undergone normal/basic training course. Fifty three percent of the teachers did not apply training methodologies in the actual teaching-learning situation

(vii) There was a significant correlation between pupils’ academic achievement in Classes III and IV. This implies that if proper academic guidance is given, good students will tend to show better results in future

(viii) The correlation between pupils’ regular attendance and their academic achievement was found to be insignificant

(ix) The correlation co-efficient was found to be insignificant between pupils academic achievement and physical facilities at home

(x) It was found that 35% of the schools had no black boards. In 81% of the schools, no teaching aids were available

Pre, S M (1991) conducted a study on time-tables of the primary schools in the Maharashtra State with reference to the educational and administrative constraints. The major findings are

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(i) Forty-five periods per week each of 35 minutes duration, were mentioned in the syllabus. The distribution of these 45 periods would normally be eight periods per day from Monday to Friday and five periods on Saturday (or any other day convenient to the schools). This practice was followed in the municipal schools but not in the private schools were 42 periods weekly were mentioned.

(ii) Subjects such as the languages, mathematics and English were given prime importance in the time-table, were placed in the first half of the time-table.

(iii) In many schools (82 %) there was no provision for short recesses. According to 68.84 % teachers, it was not necessary since the school discipline was disturbed. Provisions for long recesses of 30 minutes duration was made in the time table.

(iv) Because of the shift system in cities many primary schools run 4 hours 45 minutes in the morning shift and 5 hours 40 minutes in the noon shift.

(v) As regards co-curricular activities there was no rigidity in the schools; the off periods, created due to the absence of the regular teachers were utilised mechanically without any planning which became sheer waste from the students’ point of view.
Naik, Sipra (1992)\textsuperscript{31} studied on Development of the Primary Education in Sundargarh district, Orissa with special emphasis on the role played by local leadership. The major findings are:

(i) There was a phenomenal increase in enrolments, in the number of schools and teachers at the primary school stage in Orissa in general and in Sundargarh District in particular between 1951 – 52 and 1988 – 89. Special efforts made by the state through the tribal sub-plan approach as well as the introduction of various incentives seemed to have helped to expand primary education facilities in the district.

(ii) The average expenditure per student on primary education in Sundargarh District was Rs 154.48 as per the figures for the late 1980s. The average non teacher cost was 1.02 % of the total expenditure.

(iii) The development trends in primary education in Sundargarh district showed that 68 % of the primary schools were set up in the post-Independence period, 52 % of the total enrolment were tribal children, and 71 % of schools did not have the one – teacher one – class status.

(iv) The percentage of boys dropping out of the primary schools was more than girls’ being in access in excess of 55 % in case of boys.

(v) The facilities available in primary schools were inadequate – 63 % of schools did not have their own playground and games materials; 65 % of them were not supplied with science kits and other

teaching aids, and the incentives like free books, mid-day meals, etc were not provided adequately

(vi) The Sevashram type schools had very poor building facilities. The student hostels provided were also found to be inadequately furnished. The amount sanctioned by the government came to Rs. 65 per pupil per month.

(vii) Leaders from areas where the 'good' schools were located showed an active, participative and positive involvement in matters connected with their local primary schools. The involvement took various forms. It was not so with the sample of leaders living near poor schools.

Ralte, Lalliani (1992)\textsuperscript{32} conducted an analytical study of Primary Education in Mizoram during the Post-Independence period. The major findings are:

(i) Primary education developed in a big way during the post-Independence period.

(ii) The female participation rate in primary education gradually improved from a low of 50 females per 100 males in 1947-48 to 93 in 1978-79.

(iii) The percentage of wastage of girls (36.8) was higher than the boys (31.3).

(iv) The expenditure on education as a proportion of the total Union Territory expenditure (revenue) declined from 18.2% to 15.5% between the years 1972-73 and 1985-86.

(v) The allocation on primary education to the total education outlay came down from 36% in the Fifth Plan to 12% in the Seventh Plan (1985–90)

(vi) The non-teacher cost per pupil was about Rs 27 in 1985 and Rs 75 in 1986–87

(vii) The expansion in enrolment was not matched by a proportionate increase in teacher population

(viii) Fifty-five percent of the schools had properly maintained classrooms. The store room, students' common room, crafts room, library room, etc., were almost non-existent in most of the schools.

(ix) The overall performance of a sample of candidates who had appeared in the Primary School Scholarship Examination was not satisfactory in the achievement tests in mathematics, English, and General Science. There was no significant difference between boys and girls regarding their performance in these subject tests.

Bindi, Bimlesh (1992) conducted a study on the growth and development of the primary education in Punjab from 1947 to 1987. The major findings are as follows:

(i) In 1947–48, there were 31% students in the age group 6–11 years who were enrolled in primary schools. In April 1962, the Compulsory Primary Education Act was introduced in the state. The enrolment rose by 23% within two years, but compulsion had not been...

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introduced by 1987 the all India percentage of enrolment in 1986–87 was 90.3, but for Punjab it was 64.77. During 1987–88, the number of boys and girls enrolled in the primary classes was 10.29 lakh, and 8.74 lakh respectively, which was 61.98% of the total population in the age group 6–11 years, the corresponding figure for India was 82.50%. The punitive clauses of the Act mostly remained on paper and the Department showed a lukewarm attitude in the implementation of the Act properly.

(ii) The conditions of buildings, furniture and equipment was unsatisfactory in almost all the primary schools. The rapid expansion, which has not been accompanied by the necessary resources, has been lowering the academic standards.

(iii) In 1947–48 there were 5,337 teachers and in 1964–65 the number rose to 50,654. During 1987–88, the total number of teachers was 47,493, which was nearly nine times of that observed in 1947–48.

(iv) The yearly expenditure on primary education in 1947–48 was 54.80 lakh, which was 20.5% of the total expenditure on education. During 1980–81, out of the total allocation of Rs 13,722.48 lakh for general education, primary education received 4,965.06 lakh, i.e., 36.18%.

(v) Since 1969, all text books have been prescribed and published by the Punjab School Education Board. In 1971, the Text Books Board was nationalised and with that all rights were vested with the Punjab School Education Board. After 1977, Punjab followed the recommendations of the Curriculum Review Committee and adopted its scheme of.
education, and in 1978, the Punjab School Education Board adopted the pattern of the NCERT at the Primary Stage.

The NPERC, 1991 and JRC, 1992\(^{34}\) both stressed the need of improvement in the actual implementation of WE in average and quality. Some of the major findings of the study areas follows:

(i) Though the primary teachers, in general are suitably qualified, it was found that nearly half of them had not undergone any type of in-service training in the field of work experience.

(ii) It was found that the subject Work Experience (WE) was not an essential part of the School Curriculum at the primary level. Instead, a child allowed to opt for either ‘Art’ or ‘Sewing’ as subjects depending on the facility available in the schools. Work Experience (WE) also does not figure in the report cards of the students.

(iii) While some of the primary schools have been provided with syllabus, guidelines, others are following their own syllabus in the subject of Work Experience.

(iv) Time allocation for WE shows a great deal of deviation from that suggested by by ‘National Curriculum of Elementary and Secondary Education – a Framework’ (1988) published by NCERT. Further, it varies from school to school. Two periods per week are allocated to this subject whereas it should be 20% of the total instructional time, i.e., at least 8 (eight) periods per week.

(v) Since WE does not enjoy the status of a compulsory subject so its planning is not done in the proper perspective by all schools at par with other subjects

(vi) It was observed that amongst the types of activities conducted at the Primary Level, paper work was the most popular activity. Sewing, knitting, embroidery and clay modelling were some other popular activities.

(vii) As the subject of 'WE' does not figure in the report card, evaluation is most of the schools is not being considered seriously. In a small percentage of schools evaluation is done along with other academic subjects during the two terminal tests and final examination. In some schools evaluation is conducted after every topic. The most popular method of evaluation has been found to be 'evaluation by observation'.

(viii) Most of the respondents report that the parents had a positive opinion about the subject. In some schools however, the problem of motivating the parents had arisen due to their lack of awareness of the importance of the subject.

(ix) The problems in the implementation of the WE programme were the non-availability of funds, lack of facilities in terms of materials, tools and equipments, less time allocation, lack of trained teachers in WE, absence of instructional material and teacher – guides.
After investigating into the present status of implementation of Work Experience Programme at Primary level, it is felt that following points are worth mentioning for the efficient functioning of the programme

(i) The subject of WE needs to be considered as an essential subject at the primary level in all the schools – boys, girls and co-educational. It should find a place in the report card also.

(ii) 'Work Experience' nomenclature should be used uniformly in all the primary schools instead of 'sewing'.


(iv) Orientation Programme and Work Experience Workshops may be organised on a continuous basis for the primary teachers and heads of schools.

(v) Time allocation for the subject may not be less than 20% of the total instructional time, i.e., at least eight periods per week for primary classes as stipulated in the National Curriculum for Elementary and Secondary Education.

(vi) Planning of Work Experience activities should be done with the help of School Work Experience Committee in the beginning of the session and a WE annual plan prepared.

(vii) Heads of the schools should select such WE activities as are suitable for the students depending upon the local conditions. A comprehensive list of WE activities may however, be drawn centrally and circulated to all the schools.
(viii) Uniform evaluation procedure may be adopted by all the primary schools

(ix) The parents may be educated by the heads of the schools regarding the importance of the subject in day-to-day life of the student

(x) The constraint regarding inadequacy of fund may be removed

2.2 STUDIES ABROAD

In a special issue bulletin of UNESCO Regional Office of Education in Asia, it is reported that the problem of wastage cannot be solved once for all but involves the whole educational system, which includes the quality of teaching, quality of supervision, instructional materials, the curriculum evaluation and the school community (Brown 1966)\(^5\) The quality of teaching can be improved only with better teacher training facilities and programmes

Studies Related to the Promotion of Primary Education UNESCO (1968)\(^6\) reported that in USSR facilities like mid-day meal, free supply of reading and writing materials and health programmes were provided to overcome the problem of dropout and stagnation

In the early sixties, experts Narbison and Myers (1964)\(^7\) were urging that the typical under-developed country should give absolute priority to second level education overall the other highly urgent educational needs By 1968, however, it was clear that the economic growth rate had not been as high as expected and Rene

\(^5\) Quoted from Lyndem, B A Critical Study of the Developmental Plans and Programmes in Primary Education in the State of Meghalaya since Independence unpublished Thesis Ph D NEHU

\(^6\) Ibid

\(^7\) Narbison, F, Human Resources and Development in UNESCO's Economic and Social Aspects of Educational Planning, Paris, UNESCO, 1964, p 50
Mahen, the Director General of UNESCO, pointed out at Nairobi that the shortfall in primary enrolment in the majority of African countries turns out to be so great that priority during the second phase should doubtless be given to primary education. But what sort of primary education? Camereion which has recently embarked on a scheme to spread a specifically rural type of primary education, hopes that the plan will prudent the conditioning of youth to an urban wage expectation. Authorities are anxious to stop the drift to the towns in search of work exemplified by figures from the ivory coast which showed that in some rural areas 97 percent of primary school leavers migrated from their villages.

In Indonesia, the Royal Decree of 1892 following the Dutch conquest "divided the natives primary schools into first and second class schools, the foremen being for the upper classes of the Indonesian society." Soon the new educational system became symbols of prestige and power associated with the ruling group, which in the course of time became so pervasive as to create a wide gulf between the educated class and the masses of the people and also between the educational aims and the national needs. The history of this period, thus holds the clue to the high prestige of liberal education, the rigidity of the power hierarchy, and its continuing influence over the market demand for education, and also the insensitivity of the educational systems to the needs of the nation. The values inspiring the goals of national development thus seem to be in a direct collision course with those originally shaping the existing educational systems, thus neutralizing much of the reform efforts.

A number of developing countries in the region, such as Burma, Ceylon, the Republic of China (Taiwan), South Korea, Malaysia, and the Philippines have either actually achieved or are very near achieving the goal of universal enrolment in primary education. Except Burma, all other countries already had 60 percent or more
of the age group in school at the beginning of the 1950s. Countries with large population, such as India, Indonesia, Thailand and Cambodia, which have reached the level of about 75% may be able to attain the goal by 1980. Some of the other countries may also find this possible if a vigorous programme can be mounted to eliminate the interferences.

2.3 CONCLUDING REMARKS

It can be seen from the foregoing pages that although a number of studies were conducted earlier covering various aspects of primary education, very few studies were conducted specifically on administration and financing of primary education. The present investigator felt that more studies should be carried out covering these aspects of primary education. Moreover, no earlier researchers had conducted any study on administration and financing of primary education in the three districts of Garo Hills. The investigator therefore, undertook a study of the kind in the Garo Hills districts. The present study would among other things throw light on the development of primary education as well as the present position of administration and financing of primary education in the three Garo Hills districts and offer suggestions for improving primary education in the three districts.