CHAPTER I

INTRODUCTION
1.1 BACKGROUND OF THE STUDY

Universalisation of Primary Education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries in particular are now engaged extensively in the formation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible.

Of the many tasks that India faced soon after her independence, one of the most stupendous was the reconstruction and expansion of her system of education. So, in the post-independence period, a great thirst for education was found in all sectors of the country. On the eve of independence, there was nearly 14 per cent literacy in the country. Democracy, with such meagre literacy, can not survive as it can not but thrive well if the people are literate and participate intelligently in all affairs of the country. This was realised and due importance was given to it by the Constitution makers of the country who, with their farsightedness, accepted the responsibility of the State and put:

The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years.
In pursuance of this Constitutional Directive, some States in India enforced Compulsory Primary Education Acts and special enrolment drives were launched to achieve the target as early as possible. The First Five-Year Plan, conceived soon after the adoption of the Constitution, stressed on elementary education. Drastic measures were taken to fulfil the Constitutional Directive, as a result of which appreciable rise in the number of children going to school increased. But then came the turn. As early as 1956, when the Second Five-Year Plan was adopted, it was realised that by 1960, the enrolment drive will be 61 percent of the children in the age group 6-11 and only about 23 percent of the children in the age group 11-14. In 1958, therefore, the education panel of the Planning Commission met at Poona to discuss the problems which occurred in the path of smooth implementation of the Constitutional Directive. It realised that the Directive can not be achieved in its entirety at one stage or within a specified period and the whole problem has to be tackled by stages. It recommended that the eight years of elementary education for the age group 6-14 should be divided into two - primary education for five years (age-group 6-11) and middle school education of three years (age group 11-14). It further recommended that by the end of the Third Plan period (1965-66), the first category of children will be given free and compulsory education and similar education at the middle school stage at the end of the Fifth Plan.
Thus, the most important scheme of school education included in the Third Plan was the expansion of facilities of education for the children in the age group 6-11. However, the progress made in this direction in the first year of this Plan (1961-62) was very encouraging as the additional enrolment of classes I - V rose to 3.87 millions as against the original target of 2.25 millions, and the total enrolment in these classes was nearly 67 percent of the total population of this age group.\(^5\) During this year, the Government of Andhra Pradesh and Punjab enacted new laws for Compulsory Primary Education on the model of Delhi Compulsory Primary Education Act., 1960. But unfortunately, despite the heroic efforts, the goal remained unfulfilled as the enrolment drive of the age group 6-11 children was 76.7 percent and that of 11-14 age group was 30.9 percent.\(^6\)

By 1968-69, the percentage of the children in the age group 6-11 was 77.3 and that of 11-14 age group was 32.3.\(^7\)

The Fourth Plan, with its manifold objectives in education stressed with the aim to provide as far as 85.3 percent of pupils in the age group 6-11 and 41.3 percent of pupils in the age group 11-14 by (i) opening new schools in schoolless habitations, (ii) encouraging the enrolment of girls and children of backward communities, and (iii) progressively reducing wastage and
stagnation. But at the end of the Plan, about 83 percent children in the age group 6-11 and about 37 percent children in the age group 11-14 were going to schools.

Under the Fifth Five Year Plan, a massive programme for Universal Primary Education (UPE) was implemented by the Ministry of Education and Social Welfare. That’s why, in the financial implications, nearly half the total amount on education was fixed to be spent on primary education. This task was, however, stupendous and was attempted in the following three phases.

(a) The first phase was ‘universal provision of school’ which meant that schools will be established within easy accessible distance from the home of every child.

(b) The second phase was the ‘universal enrolment’. It had three major aspects:

(i) Nearly 80 percent of the non-attending children belonged to girls, children of weaker sections of the community and children of the Scheduled Castes and Scheduled Tribes. The responsibility to look after the enrolment of these special groups had been given to the State Education Departments.
(ii) The number of non-attending children vary considerably from State to State. In the advanced group of States, e.g., Kerala, Tamil Nadu, Mysore, Maharastra and Gujarat, this number was small, but it was too high in the less advanced States like Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Orissa and Jammu and Kashmir. In order to enrol these children, the less advanced States required more finance and this was looked after by the Centre as these States were poor in resources.

(iii) In order to enrol the tribal children, Ashram Schools were decided to be established.

(c) The third phase was the 'universal retention'. In order to achieve this, five main programmes were developed in the Fifth Plan. They were:

(i) Attempts were made to enrol every child in the age group 6-14.

(ii) Ancillary services like books, slates, pencils, mid-day meals and even clothing were provided to poor students.
(iii) In order to enrol girls and keep them at school, creches and pre-schools were attached to primary schools because most of the elder girls look after the younger children at home.

(iv) The quality of education was improved so as to attract and retain children in the school.

(v) Educative propaganda for adults was taken up to help in this direction. In some cases, welfare services to the family were also provided.

As it seemed, the educational implications in the field of primary education during the Fifth Five-Year Plan were quite comprehensive. But the fulfilment of the target came under the vicious circle of suspicion due to want of resources. It was stated:

The Fifth Plan, which is in the process of being recast, may drop some of the ambitious education schemes envisaged in the original draft for want of resources. Against the 1973-74 allocation of Rs.127 Crores, the Ministry got Rs.113 Crores in 1974-75. Against the Rs.3,200 Crores education blueprint for the Fifth Plan published in 1972, the Draft Plan allocated only Rs.1,726 Crores. It is expected to be cut further. The plan recasting is likely to affect the pre-school and primary school age groups most.
being, the State Governments are likely to divert funds from primary education to higher education. They have done it in the past.\textsuperscript{12}

Thus, it is clear that primary education in India received top priority during the Five-Year Plans and it was made free in almost all the States which is evident from the following:

(i) All education was free in two States - Jammu and Kashmir and Nagaland.

(ii) Tamil Nadu had made all school education free including PUC classes.

(iii) All education up to the end of secondary stage was free in Andhra Pradesh, Kerala and Mysore.

(iv) In Maharashtra, Primary education was free and children of parents whose income was below Rs.1,200 a year had free education at all stages. A similar position existed in Gujarat with some changes in the income limits.

(v) In Rajasthan, all education was free for girls and primary education was free for boys.
(vi) In Punjab, Haryana and Madhya Pradesh, Primary education was free.

(vii) In Uttar Pradesh, education was free for girls till the end of class - X and for the boys till the end of class - VI.

(viii) In Bihar, Primary education was free in classes I - VIII.

(ix) In West Bengal, Primary education was free for girls in rural areas in classes I - VIII. In rural areas and in some urban areas, it was also free for boys in classes I - V, but in Calcutta and some urban areas, it was not yet free.

(x) In Orissa, Primary education was free.

(xi) In Assam, Primary education was free for girls in classes I - VIII and for boys in classes I - V.

(xii) In the Union Territories of Delhi, primary education was free.

(xiii) The other Union Territories followed the pattern of one or other of the States. But in all of them, primary education was free.
Thus, the first aspect, i.e., free primary education of Free and Compulsory Primary Education had been achieved by almost all the States and Union Territories of India. So far the second aspect of it, i.e. 'Compulsory Primary Education' was concerned, it was far behind. By the Fifth Plan, Compulsory Primary Education Act had been passed by all the States except Nagaland and Himachal Pradesh.¹⁴

The Planning Commission realised that the provision of universal education for all children upto the age of 14 years will be achieved latest by 1990-91; and the provision for the universal education for all children in the age group 6-11 would be completed by 1980-81.¹⁵

J.P. Naik, in this context, most realistically said:

It is greater tragedy that even today we have no official programme to tell us when; if at all we shall reach this goal—there are some States who want to do it by the Ninth Plan (1989-90) and some even by the Eleventh Plan(1995-2000)¹⁶.

Despite good intention and heroic efforts, the Constitutional Directive could not be fulfilled even by the end of the Fifth Five-Year Plan (1977-78). Numerous problems unfolded themselves before the searching eyes of the educational experts for this. Lack of adequate resources,
tremendous increase in population, resistance to the education of girls, large number of children of the backward classes, general poverty of the people and the illiteracy and apathy of the parents are some of the problems that hindered the fulfilment of the Constitutional Directive.

Though the Constitutional Directive has not been fulfilled, yet none dare deny that there has been phenomenal expansion in the facilities for education at elementary stage. Statistics in this regard are so encouraging that one is likely to be lulled into compliance.

The enrolment drive, the number of teachers, the number of schools as well as the expenditure on primary education have been increased from 1947-48 to 1977-78.

Unfortunately, effective enrolment tells a different tale. The general expansion of educational facilities, however, is not uniformly spread. Educational facilities have not spread uniformly among various sections of the community. The backward sections of the community such as Scheduled Castes and Scheduled Tribes and population in rural and hilly areas have not availed of all the educational facilities as enjoyed by other sections of the community.
It is universally accepted that the urban people enjoy all sorts of privileges regarding education. It is largely because it flourished in the towns and because towns-people were the first to perceive its utility ........ Education is in most countries almost entirely urban in character. 18.

The All India Educational Survey which was undertaken during 1957-59 revealed important gaps in the distribution of educational institutions. According to this survey, about 29 percent of rural habitation and about 17 percent of rural population were not served by any school in 1957 in India. In some States, these proportions were very much higher. 19

Before the adoption of the Fourth Five-Year Plan, it was found that about 5 percent of the rural population did not have facilities for primary education. Therefore, in the Fourth Five-Year Plan, priority was given for opening of primary schools in about 16,000 rural habitations which had a population of 300 and above, but had no schools within a distance of one mile. 20

The Second All-India Educational Survey conducted in 1966 revealed that on an average, a primary section in India had 104 pupils. In the rural areas, the average enrolment in a primary section was 90 and the corresponding figure for the urban areas was 226. 21
On the basis of the data available, one can not but come to the conclusion that urban areas avail of more educational facilities than rural areas. The observations of J.P. Naik in this regard are worth mentioning:

The expansion of elementary education achieved so far has in the main covered cities, towns and the bigger habitations. In future, we shall be called upon to expand education in difficult or inaccessible forest areas, among the poorest or destitute sections of society, in small hamlets of less than 200 persons and in several difficult situations such as those involved in educating the nomads.

The literacy rates for urban and rural areas also vary considerably, details of which are given in Table 1.1.

| TABLE 1.1 |
| LITERACY RATES IN INDIA BY SEX AND RESIDENCE (1961-91) |
| Residence | Year | Persons | Males | Females |
| Rural     | 1961  | 18.8    | 28.9  | 8.4     |
|           | 1971  | 23.7    | 33.8  | 13.1    |
|           | 1981  | 29.7    | 40.8  | 18.0    |
|           | 1991  | 36.7    | 47.4  | 25.4    |
| Urban     | 1961  | 46.9    | 57.4  | 34.4    |
|           | 1971  | 52.4    | 61.2  | 42.0    |
|           | 1981  | 57.4    | 65.8  | 47.8    |
|           | 1991  | 62.3    | 69.3  | 54.0    |

This variance in the literacy rates in urban and rural areas is only due to the educational facilities enjoyed by the urban people which are lacking in rural areas. “More the educational facilities, more the literacy rate.”

To provide effective education to the rural child is more urgent and complex in India than many other countries. Not only do the vast majority of her 560 million people live in the villages, but collectively, they form the most backward and ignorant section of the population, a vast predominantly uncreative mass in whose hands lies ultimately the destiny of India. The problem of the future of free India is very largely a rural problem, and any plan for rural reconstruction must aim at the solution of that problem. Such reconstruction cannot take place by legislation, or the more waving of an administrative wand; it will be made possible primarily through the right type of education. Therefore, Gandhiji, the Father of the Nation, emphasised that literacy should be given to all people primarily because, a literate farmer can produce more than an illiterate farmer. So education is the first basic requirement for the rural people of India.

The problem of primary education in Orissa is a vital problem. According to 1971 census, Orissa with its 26.12 percent literacy occupies the 21st position in literacy ranking. While comparing it with the most
educationally advanced States and Union Territories of India, one can but contemplate and justify to include Orissa in the less advanced group of States.

Out of the total population of 21,944,615, the percentage of urban population to the total population was 8.41 in Orissa in 1971. But this small group of population enjoyed better educational facilities in comparison to rural people. The Second All-India Educational Survey revealed the disparities of facilities between the urban and rural schools in Orissa. In 1965 the percentage of rural population with primary sections in their own habitations or within the walking distance of one mile was 91.61. This means nearly 8.41 percent of the rural population was not served by any primary school.

These evidences prove the non-availability of school facilities in the rural areas of Orissa. No doubt, these confirm that facilities for education were concentrated in urban areas, as a result of which the rural people in general and tribes in particular were deprived of these and hence, the percentage of literacy among the tribes in the State was only 9.6 against the general literacy 26.6.

It will be no exaggeration here to give the percentage of literacy of the 13 districts of Orissa which will speak of the non-availability of
facilities of education in rural and tribal areas. The following table shows the literacy figures of the 13 districts of Orissa.

**TABLE 1.2**

**DISTRICT-WISE PERCENTAGE OF LITERACY IN ORISSA**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>District</th>
<th>Percentage of Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
</tr>
<tr>
<td>1.</td>
<td>Balasore</td>
<td>47.5</td>
</tr>
<tr>
<td>2.</td>
<td>Bolangir</td>
<td>32.3</td>
</tr>
<tr>
<td>3.</td>
<td>Cuttack</td>
<td>49.8</td>
</tr>
<tr>
<td>4.</td>
<td>Dhenkanal</td>
<td>42.0</td>
</tr>
<tr>
<td>5.</td>
<td>Ganjam</td>
<td>37.8</td>
</tr>
<tr>
<td>6.</td>
<td>Kalahandi</td>
<td>23.2</td>
</tr>
<tr>
<td>7.</td>
<td>Keonjhar</td>
<td>32.4</td>
</tr>
<tr>
<td>8.</td>
<td>Korapur</td>
<td>16.1</td>
</tr>
<tr>
<td>9.</td>
<td>Mayurbhanj</td>
<td>28.0</td>
</tr>
<tr>
<td>10.</td>
<td>Phulbani</td>
<td>32.9</td>
</tr>
<tr>
<td>11.</td>
<td>Puri</td>
<td>49.8</td>
</tr>
<tr>
<td>12.</td>
<td>Sambalpur</td>
<td>40.6</td>
</tr>
<tr>
<td>13.</td>
<td>Sundargarh</td>
<td>36.7</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>38.3</td>
</tr>
</tbody>
</table>

Source: Census of India, 1971.

Thus, it is clear that there is great disparity in the level of education as well as literacy in the 13 districts of Orissa. Balasore, Cuttack and
Puri districts formed one group having 33.7 to 36.4 per cent literate persons. Dhenkanal, Ganjam, Sambalpur and Sundargarh formed the next group having 24.4 to 27.8 per cent literate persons. Five other districts have literate percentages falling between 13.9 to 21.3. Koraput district belonged to the lowest category having only 10.6 per cent literacy.

The answer to the grave disparity in literacy among the districts of Orissa is the little attention paid to backward districts. Educational facilities are concentrated in urban areas and the rural people are deprived of these. That is why, the number of illiterates is more in rural areas. Out of the total population of 21,944,615 only 1,845,395 lived in urban areas. But this small number of population enjoyed the best educational facilities available, as a result of which the literacy rate in urban areas is higher than rural areas.

1.2 NEED AND IMPORTANCE OF THE STUDY

Primary education is the backbone of the educational pattern of a country. Without having a sound primary education, no pattern of education can ever be successful as it prepares the child for higher education and lays down the deep foundations of the educational pattern of a country. Primary
education in India forms the base of the educational pyramid in the country. But 
to the very regret, primary education has been completely neglected in India. It is 
quite evident from the fact that when University Education Commission (1948-49) 
and Secondary Education Commission (1952-53) were set up for University and 
Secondary Education respectively, no such Commission was set up for primary 
education by the Government of India. Researches in the field of primary 
education are the most urgent need of the country today.

School education at the primary level in India is essentially a partnership of a local body and the State Government. In urban areas, the Municipal Committees or Corporations have been associated with primary education. In rural areas, the Panchayati Raj, the Zilla Parishad, the District Board or the Town Committee is in-charge of primary education. Thus, there is a considerable variation in the administrative arrangements of primary education. At present, in Orissa, almost all primary schools in rural areas are under the administrative control of the Panchayats and in the urban areas, they are managed by Municipalities. Only a few are under the direct control of the Government. As the administrative practices in urban and rural areas differ, so also differ the nature of the schools, physical facilities of the school, staff,
ancillary services and what not? Thus, it was felt necessary to conduct survey on the urban and rural primary schools.

Lastly, as no researcher has attempted to conduct research on the development of primary education in urban and rural areas of Orissa till date, the researcher was fascinated to conduct his study on this area.

1.3 STATEMENT OF THE PROBLEM

The project aimed at studying the developmental aspects of primary education in urban and rural areas of Orissa. Hence, it was stated as:

"A COMPARATIVE STUDY OF THE DEVELOPMENT OF PRIMARY EDUCATION IN URBAN AND RURAL AREAS IN THE STATE OF ORISSA".

1.4 OPERATIONAL DEFINITIONS OF THE TERMS USED

Needless to say that the study was a comparison of the development of primary education in urban and rural areas and the terms like
‘urban’ and ‘rural’ should be defined at first. The All-India Educational Survey distinguished between the urban and rural areas in the following lines:

In rural areas density of population is low, life more individualistic and the population predominantly agricultural in occupation, while in urban areas, due to large agglomeration of population and high density, social life and the existence of a self-governing institution a local authority......

The Second All-India Educational Survey (NCERT, 1967) distinguished urban and rural areas as follows:

Urban Areas:

All habitations located within the limits of Municipalities, Cantonment Boards, Notified Area Councils and other areas enjoying recognised local administrations, like the civil lines, have been regarded as urban areas. Other places satisfying the following three conditions have also been treated as urban areas.

(a) Population not less than 5,000.

(b) Density of population not to be less than 1,000 per sq.mile.
At least three-fourths of the adult male population should be employed in pursuits other than agriculture.

**Rural Areas:**

Areas which are not urban areas are treated as rural areas.

It is rather difficult, though not impossible, to state precisely any universally accepted criteria for this purpose, though what constitutes urban and rural is generally clear, as the urban life presents a sharp contrast with the rural one.

The Government of Orissa notifies through gazette the urban and rural areas from time to time. For this study, the areas declared as urban and rural by the Government of Orissa have been accepted.

**1.5 OBJECTIVES OF THE STUDY**

The objectives of the study were:

(i) To study the development of primary education in Orissa in respect of (i) enrolment, (ii) schooling facilities, and (iii) teaching force.
(ii) To compare the development of primary education in urban and rural areas of Orissa in respect of (i) enrolment, (ii) schooling facilities, and (iii) teaching force.

(iii) To study and compare the physical facilities available in urban and rural primary schools in Orissa.

(iv) To study the allocation of resources for primary education vis-a-vis secondary education and higher education in Orissa.

(v) To study the administration of primary education in Orissa.

(vi) To suggest measures, if any, to bridge the gap between urban and rural areas in Orissa in respect of development of primary education.

1.6 SCOPE OF THE STUDY

The scope of the present study embraced the development of primary education in urban and rural areas of Orissa from 1947-48 to 1973-74.
The investigation begins with the chapter 'Introduction' wherein the background, the need and importance, statement, objectives, scope, delimitations and methodology of the study have been discussed in great detail. Undertaken in this chapter is the logical representation of the period (1947-48 to 1973-74) with clear-cut operational definitions of urban and rural areas.

Chapter II is devoted to “Review of related literature” where the researcher has proved the study to be the first of its kind in the State of Orissa.

Chapter III has been devoted to ‘Glimpses of Orissa’ with a view to appraise the readers with the geographical, political, social, economic, cultural, population etc. of the State which directly or indirectly, have bearing on the primary education of the State.

Chapter IV discusses the development of primary education in Orissa from 1947-48 to 1973-74.
Expenditure on education has a direct impact on the enrolment, number of schools and number of teachers. Thus, financing of primary education in Orissa has been discussed in Chapter V.

Chapter VI has been devoted to Administration of primary education in Orissa.

A comparative study of the development of primary education in urban and rural areas of Orissa from 1947-48 to 1973-74 has been discussed in Chapter VII.

Chapter VIII is the last chapter of the study which contains summary, findings, recommendations and conclusion.

1.7 DELIMITATIONS OF THE STUDY

(i) The study was limited to primary education.

(ii) The study was limited to the post-independence period (1947-48 to 1973-74).

(iii) The study was limited to the undivided 13 districts of Orissa.
1.8 RATIONALE OF THE PERIOD FOR THE STUDY

Before the advent of the Britishers, a sound indigenous system of education was prevalent in India. With their coming and taking of administration in India, the age-old indigenous system of education suffered and at last perished. The Britishers implemented their own educational policy in India. Howell in his book "Education in British India" has aptly described the educational policy of the Britishers in India as, "Education in India during the British Government was first ignored, then violently and successively opposed, then conducted on a system now universally admitted to be enormous and finally placed in the present footing". The Britishers followed a policy by which they can create a class of people (clerks) who will work as mediators between the English rulers and the Indian masses and who will be Indians by birth and colour and westerners by taste and style. The serious drawbacks of the British system of education in India were (i) it was not related to the needs of India, (ii) it was an urban system of education in a rural country, (iii) English dominated the curriculum, (iv) the system of education was too bookish, (v) it was examination oriented, (vi) it was very wasteful, (vii) it produced clerks by and large, (viii) it followed a single track, (ix) it was unplanned, (x) it neglected vocational, commercial and technical training, (xi) it was very expensive, (xii) it created a
The wide gulf between an elite class educated in English and the masses who remained illiterate, (xiii) it led to contempt for manual work, and (xiv) the rate of illiteracy became very high.28

India became free on August 15, 1947 and with the departure of the Britishers, their educational policy in India came to an end. Altogether a new educational policy emerged in independent India which reflected the hopes and aspirations of the Indian people. Education took a new turn from 1947-48. There was a deep concern for education from all quarters in India and accordingly education was accorded top priority in the Five-Year Plans commencing from 1951. As a result, more and more funds were allocated to education in the Plan period. As education in India developed to grow in a new perspective from 1947-48, the researcher intended to study the development of primary education in urban and rural areas of Orissa from 1947-48.

Further, 1973-74 has been taken as the cutting point for the study for three reasons (i) a study of 26 years (1947-48 to 1973-74) is quite a sizeable period, (ii) the year 1973-74 marked the end of the Fourth Five-Year Plan, and (iii) the year 1973-74 marked the end of the Third Educational Survey in India.
1.9 METHODOLOGY OF THE STUDY

The present study was historical in nature and for this, data were gathered from primary and secondary sources. Primary sources of this data-base study included publications of the Ministry of Education, Government of India; publications of the Education Department, Government of Orissa; publication of the Finance Department, Government of Orissa; publications of the Planning Commission, Government of India and publications of the Planning and Co-ordination Department, Government of Orissa. Further, unpublished records, survey reports, abstracts, articles, theses, census reports etc. were consulted extensively. The secondary sources of the study included various books on education in general and primary education in particular.

REFERENCES


4. ibid.


7. ibid.

8. ibid.


11. ibid. p. 16.


14. ibid. p.177.


27. Second All-India Educational Survey (1967), NCERT, p.5.