

Chapter I

Introduction and Methodology

The challenge of quality elementary education for all the children in the age group of 6 - 14 years continues to elude India. In spite of the remarkable expansion of the elementary education system in the last few decades, a very large number of India's children continue to be out of school. Most of those who enrol in class I do not complete the 8 years of education. The growing needs of primary education have not been met by all the efforts made so far and there continues to be fairly large gaps in achievement levels. Of all children enrolled at primary stage, a very high percentage drop out even before reaching class V.

The habitation pattern in India makes the provision of facilities a real daunting task. Spread over more than a million habitations in small population sizes, it is impossible to provide schooling facility in each of these habitations especially in tribal dominated pockets of Madhya Pradesh, Andhra Pradesh, Orissa, West Bengal and Bihar. Similar is the pattern in many dry regions of Rajasthan, Maharashtra and the hill areas of Uttar Pradesh, Meghalaya and Manipur, the number of habitation having primary or upper primary stages in them. In a state like Kerla, the total number of habitation is 8840 and out of these 8601 habitation have primary or upper primary facilities. It indicates how a clustered habitation pattern helps in developing adequate school infrastructure. Similarly, in small states and Union Territories like Goa, Chandigarh and Delhi, we find most habitations covered with schooling facilities. In a state like Bihar, almost 50 per cent of the habitation do not have primary schooling facility. State like Madhya Pradesh, Utter Pradesh, Rajasthan, Orissa and West Bengal have also this serious problem of dispersed population. One of the states which has managed to face upto the challenge of dispersed habitation is the tiny state of Himachal Pradesh, where indicators of schooling are perhaps the best among all the Hindi speaking states. In spite of a hill terrain, the state of Himachal Pradesh, through its large

scale investment in education, has been able to provide schooling and boarding facilities even in very distantly located habitation. States like Madhya Pradesh, Rajasthan and Gujarat having the concentration of Bhil and Bhilala tribes, with their 'falias' (few household in a hamlet) make reaching education a very daunting task.

The recent World Bank Report (1996) on India's Primary Education, its achievement, and challenges, lists the following facts on the positive side.

- i. More than 80 per cent of 6 year old are enrolled in school;
- ii. The enrolment of girls increased by 20 per cent between 1986 and 1993;
- iii. About 63 per cent of children aged 6 to 10 years attend school regularly.

On the Negative side, the report lists the following facts :

- i. Growth in enrolment between 1986 and 1993 was modest (13.8 per cent) and the official gross enrolment rate increased only 4.2 per cent in 1993-94;
- ii. There are severe shortage of teachers and class rooms especially in the most populous states;
- iii. About 15 to 20 per cent of the children enrolled do not come to school regularly;
- iv. About 35 per cent of those who enrol drop out before completing the primary school;

These facts have certain regional pattern. States like Kerla, Tamil Nadu, Himachal Pradesh have almost achieved the goal of education for all the primary stages. Even a backward state like Orissa now has the capacity to enrol most children in the 6 to 10 years bracket and can reach goal of education for all. The World Bank Report also highlights the fact that 75 per cent of the children who are out of school live in six states, namely, Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh and West Bengal. It also estimates that almost half of the additional class rooms and teachers are required to enrol all children 6 to 10 years are needed in Utter Pradesh and Bihar. These six states pose the most formidable challenge in the achievement of education for all.

The position of teacher-student ratio continues to be grave in many states. In spite of the fact that there were almost 3 million teachers in India in 1993, student-teacher ratio nationally increased from 45.1 in 1986 to 49.1 in 1993. In educationally backward states the ratio of student-teacher has been worse in Andhra Pradesh (58), Bihar (65), and Gujarat

(79). The World Bank Reports estimate that nearly the entire age group 6 to 10 would require 1,66,000 additional teachers in Uttar Pradesh, 1,70,000 additional teachers in Bihar, 78,000 additional teachers in Madhya Pradesh 53,000 additional teachers in Gujarat and 44,000 additional teachers in Rajasthan. It only indicates the need for enhancing expenditure outlays for primary education.

The issue in primary education need to be framed in the overall context of the size of the problem in India. In spite of 42.13 million children enrolled in primary and 13.42 million enrolled in the upper primary stage in 5.75 lakh primary school and 1.61 lakh upper primary schools, there are still a large number of India's nearly 160 million children in 6-14 age group, who do not enrol in school (based on sixth Educational Survey Data and available statistics on 5-14 age group children in India). Among those who enrol, nearly half of them drop out before completing the primary education.

Table 1:1

Proportion of Children Attending School, Aged 5-14, 1993 - 94

State	Rural			Urban		
	Male	Female	All	Male	Female	All
Andhra Pradesh	68.0	50.8	59.3	85.4	80.0	82.8
Assam	75.8	72.6	74.4	82.0	80.7	81.4
Bihar	58.4	38.6	49.7	76.1	71.7	74.1
Gujarat	75.9	60.6	68.8	86.7	83.7	85.2
Haryana	80.2	66.0	73.5	83.3	86.6	84.7
Himachal Pradesh	90.2	82.0	86.0	91.9	93.2	92.5
Karnataka	73.0	62.3	67.8	86.1	84.0	85.0
Madhya Pradesh	61.4	44.2	53.5	87.0	81.2	84.3
Maharashtra	82.8	73.0	78.1	89.1	85.3	87.3
Orissa	66.9	54.0	60.7	80.7	72.0	76.3
Punjab	79.6	72.8	76.5	88.2	87.1	87.7
Rajashthan	68.3	31.4	51.6	81.8	69.6	76.2
Tamil Nadu	82.6	74.0	78.4	87.6	86.4	87.0
Uttar Pradesh	66.7	44.5	56.8	77.2	68.1	73.0
West Bengal	68.9	61.2	65.2	84.5	76.3	80.2
All India	70.3	55.4	63.3	84.5	80.0	82.4

Source - NSSO (1997) Table 4.3.1

Table 1:2

Distribution of Primary Schools by number of Teachers, 1993

	Number of Teacher				Total
	0	1	2	>3	
Lakshwadeep	0.0	0.0	0.0	100.00	100
Kerala	0.1	0.1	0.7	99.1	100
Delhi	0.6	0.5	0.9	98.1	100
Daman & Diu	0.0	0.0	3.3	96.7	100
Chandigarh	0.0	0.0	7.1	92.9	100
Sikkim	0.0	1.5	6.3	92.2	100
Nagaland	0.0	7.0	14.0	78.9	100
Pondicherry	0.0	5.7	22.1	72.2	100
Tripura	1.1	7.6	25.0	66.2	100
Mizoram	0.0	15.4	20.0	64.6	100
Manipur	0.0	19.0	21.2	59.8	100
West Bengal	0.2	7.2	33.1	59.5	100
Utter Pradesh	0.5	9.3	34.2	56.0	100
A & N Island	0.0	11.2	33.5	55.3	100
Punjab	0.0	11.5	36.7	51.8	100
Tamil Nadu	0.0	12.7	35.8	51.5	100
Haryana	2.5	15.6	33.3	48.6	100
India	0.8	20.1	41.9	37.2	100
Goa	0.0	17.0	46.8	36.2	100
Rajasthan	0.3	28.6	37.9	33.2	100
Orissa	0.0	17.0	50.0	33.0	100
Maharashtra	0.1	18.3	51.0	30.7	100
Madhya Pradesh	0.6	30.4	38.7	30.3	100
Assam	0.0	20.9	49.1	30.0	100
Himachal Pradesh	1.0	21.2	51.5	26.2	100
Meghalaya	0.0	37.1	38.0	24.9	100
Bihar	1.9	22.0	53.0	23.1	100
Andhra Pradesh	2.8	33.5	42.7	21.0	100

Arunachal Pradesh	0.6	45.5	34.9	19.9	100
Gujarat	0.8	28.8	56.9	13.5	100
Jammu & Kashmir	0.8	35.3	51.7	12.3	100
Karnataka	2.1	27.7	61.7	8.5	100
Dadra & Nagar haveli	0.0	50.4	43.2	6.4	100

Source : Sixth All India Educational Survey, 1997

Improving Participation of Girls

The participation of girls even at the primary education level has been found to be unequal compared to boys of the same age. The percentage increase in the gross enrolment of girls over the last 10 years has been higher than that of boys but the gender gap continues to be quite significant. The drop out of girls becomes more marked at upper primary and secondary levels. There appears to be a developing consensus, that girls also need to be in schools. Whenever, on account of cost, of schooling or on account of work at home the question of withdrawing a child comes, it is still the girl child. Very clearly societal values continue to hold back the participation of girls in school in most parts of the country. State like Punjab, Haryana, Rajasthan and Western Uttar Pradesh are more prone to gender discrimination which get marked as the years of schooling increase. The District Primary Education Programme in its initial phase concentrates only on the primary level, but provision for investment on the upper primary level specially for girls have been made in the second set of agreements for the programme. The Lok Jumbish project for Basic Education in Rajasthan has focused on education for girls and due emphasis has been paid to organising women. The Mahila Samakhya component of the Bihar Education Project has similarly highlighted the mobilisation of women to ensure participation of girls in schools.

Investment in Education :

Expenditure on Education as percentage of GNP increased from 1.2 per cent in 1950-51 to 3.9 per cent in 1986-87. Now a decision has been taken to enhance educational expenditure to 6 per cent of GDP. Plan expenditure on education increased from Rs. 153 crore in the First Plan to Rs. 19600 crore in Eight Plan.

Table 1 : 3

Plan Expenditure on Different Sectors of Education

(Rs.Crores)

Plan	Elementary	Secon.	Higher	Technical	Others	Total
1st Plan	85(56)	20(13)	14(9)	20(13)	14(9)	153(100)

2nd Plan	95(35)	51(19)	48(18)	49(18)	30(10)	273(100)
3rd Plan	201(34)	103(18)	87(15)	125(21)	73(12)	589(100)
4th Plan	239(30)	140(18)	195(25)	106(13)	106(14)	786(100)
5th Plan	317(35)	156(17)	205(22)	107(12)	106(14)	912(100)
6th Plan	836(33)	530(22)	559(12)	273(11)	497(11)	2530(100)
7th Plan	2849(37)	1832(22)	1201(12)	1083(17)	668(11)	7633(100)
8th Plan	9201(47)	3498(18)	1516(8)	2786(14)	2559(13)	19600(100)
Outlay						

Note : Figures in parenthesis percentages to total expenditure.

Statement of the Problem

It is well recognized by policy planners as well as by educationists that elementary education is the most substantive and critical input for the development of child. Recognition of this truth has been unambiguously reinforced and restated by the framers of the Indian Constitution. India as a democratic polity is committed to the values of Equality, particularly Equality of Opportunities to all, irrespective of distinctions of sex, caste, creed or status. To translate this lofty principle in reality Article 45 of our Constitution enjoins upon the State to provide universal primary education to all children of the age group of 6 to 14 years. Article 46 goes still further and directs the State to protect with special care the economic and educational interests of the weaker sections of society, which in common parlance are known as SCs, STs or OBCs, who, in fact, are the "wretched of the earth".

It is really a tribute to Indian educational policy planners and executioners thereof who have taken upon themselves to face the challenges of the herculean task of universalization of elementary education in India. Without going into details about various steps taken in the direction of creation of a network of educational facilities for child development, suffice it to say here that the fact of universalization of education for children, both for boys and girls, has been the central concern of the educational plans and policies ever since our Independence. A glance at the provisions made for educational expansion under the various five -year plans, the recommendations of bodies like Education Commission (1964-66), the National Policy on Education, Operation Black Board, DPEP etc. would amply convince us that all such recommendations and steps taken thereafter aim at equalization of educational opportunities to all by attending to the specific needs of the deprived sections of society, more so for literacy of girls.

Literacy for girls has very far reaching implications both for society as well as the recipient girl. Literacy for girls is a crucial input for developing/preserving human resource development, which in the ultimate analysis is a national asset. As far the individual recipient girl, literacy/education equips her to enjoy the fruits of social justice, social culture and of social, political and economic rights.

Such are the lofty ideals of girls' literacy and in all right earnest steps have been taken by the Union and State governments to realize them in practice. And yet, the ground realities of achieving the goal of universalization of education differ from State to State and from various strata of society to society. We find such disparities of educational facilities, educational growth and educational status existing differently from society to society, region to region in Indian States. Thus, there exists in India now a dichotomy of 'educationally forward States' and 'educationally backward States', a dichotomy of forward -backward States, regions, districts or social castes in terms of education.

Here then, lies the crux of the problem related to girls' literacy. In one State, reckoned as 'Educationally Forward State', elementary education for girls has succeeded in achieving its qualitative and quantitative targets while in the neighbouring State such targets are not achieved and hence it is recognized as an "Educationally Backward State". Why so ? Even when various schemes related to elementary education for girls' have been implemented in both the States without any element of discrimination in terms of inputs, resources etc., why one State or its any region, lags behind while the other one moves forward and attains its determined targets? This is the fundamental question that requires empirical investigation/research. For the present study Maharashtra and Madhya Pradesh are taken as educationally forward and backward states respectively.

Objectives of the Study:

Objectives of the study are as follows

- (I) Why the various schemes introduced in two or more states have succeeded in one and failed in the case of the other state?
- (II) What are the causal socio-cultural, administrative, managerial and financial factors/ circumstances for the success or the failure of the scheme?
- (III) Whether the scheme introduced /implemented in the States has some inherent weaknesses and does this scheme requires any modification suitable to the socio-cultural peculiarities of the region?
- (IV) To find out related questions like inadequacy of implementation, administrative failure in reaching the benefits, lack of convergence of schemes etc.

Methodology

A Suitable methodology has been followed to undertake the present study. It comprises of the universe of the study, sampling frame and procedure, unit of observation and sample size, data collection and data analysis.

(a) *Universe of the Study* -

The locate of the study was Maharashtra and Madhya Pradesh - the two states recognised by the Planning Commission as the 'Educationally Forward' and ' Educationally Backward' respectively.

From each state one district was selected for the study - from Maharashtra, Pune and from Madhya Pradesh, Ratlam district were selected purposively. Maharashtra is educationally forward state and Pune is one of its progressive district with higher literacy rate. Madhya Pradesh is educationally backward state and the characteristics of Ratlam district are not different from the state.

(b) Sampling Frame and Procedure -

One block each from the said two selected districts was chosen. Due consideration was given to the representation of SC, ST and other population within block while selecting the blocks. In Pune, Junnar block and in Ratlam, Jaora block were selected for the study. 10 villages each were selected from both of said two blocks to collect primary data.

(c) Unit of Observation and Sample Size -

Units of observation were parents, teachers, panchayat raj representatives and senior/ educated villagers/NGO workers. From each village 10 parents, 5 teachers, 5 panchayati raj representatives and 5 senior/educated villager/NGO workers (In Jaora block of Madhya Pradesh, there is no NGO working in rural areas and therefore only educated villagers could be taken in this category) were taken and interviewed. Thus, from each selected district 100 parents, 50 teacher (54 teachers in Maharashtra), 50 panchayat raj representatives and 50 senior/educated villagers/NGO workers (30 educated villagers in Madhya Pradesh). The total number of respondents from Pune district was 254 and from Ratlam district was 230 making total size of sample from both the districts 484. (In Madhya Pradesh, number of teachers in some villages was less them 5, so to achieve the required sample size, teachers of nearby villages were selected)

Table 1 : 4

Sampling Design : Maharastra

District - Pune , Block - Junnar

S No.	Village	Selected PR Representative	Selected Parents	Selected Teachers	Selected Educated villagers/NGO
1.	Narayangaon	05	10	06	05
2.	Hadsar	05	10	05	05
3.	Nimgiri	05	10	06	05

4.	Kukadinagar	05	10	05	05
5.	Khamgaon	05	10	06	05
6.	Ghatghar	05	10	05	05
7.	Agar	05	10	06	05
8.	Vitthalwadi	05	10	05	05
9.	Aldare	05	10	05	05
10.	Nagarwadi	05	10	05	05
	Total	50	100	54	50

Table 1 : 5

Sampling Design : Madhya Pradesh

District - Ratlam , Block - Jaora

S No.	Village	Selected PR Representative	Selected Parents	Selected Teachers	Selected Educated villagers/NGO
1.	Rewas	05	10	05	05
2.	Arjala	05	10	04	03
3.	Mindli	05	10	02	02
4.	Hanumantia	05	10	04	03
5.	Aalampur Thikria	05	10	04	02
6.	Piplodi	05	10	04	03
7.	Sidurkiya	05	10	05	03
8.	Lalakheda	05	10	05	04
9.	Richachanda	05	10	06	03
10.	Moyakheda	05	10	04	02
11.	Jhalva	--	--	02	--
12.	Jogi Pipliya	--	--	02	--
13.	Dehri	--	--	03	--
	Total	50	100	50	30

(d) *Data Collection and Analysis -*

For the purpose of the study, four separate Interview Schedules were prepared for Parents, Teachers, Panchayat Raj Representatives and Senior/Educated villagers/NGO

workers. Schedules were prepared to specifically find out the status of girls' literacy, awareness towards girls literacy and problems and probable prospects to boost the girls literacy. The prepared Interview Schedules were first pre-tested in the field. All necessary additions and alteration were made in Interview Schedules on the basis of field experience of pre-testing. Open ended questions were also given due space in schedules to know the ground reality of problem under research. An observation diary was maintained in the field to elicit all related information.

After data collection separate code-books were prepared for each of the four Interview Schedules (to code the open ended questions). The Interview Schedules were coded accordingly. A programme was developed for entering the collected data in computer. Accordingly all the coded data from Interview Schedules were entered in computer.

As desired by the Planning Commission more stress was given on the assessment of various schemes, mechanism of implementation, budget allocation, organisational set-up and other operational aspects of elementary education in general and girls' literacy in particular. For this purpose frequent visits to State capitals were made to obtain all relevant information and data. Data were collected from the Secretariat and Directorate of both the States.

The report is divided in 6 part. Part I presents Introduction and methodology of the study. Part II provides the details of education system, status of education and other relevant information based on the secondary sources appertaining to Madhya Pradesh. Part III covers the details of education system, status of education and other relevant information based on secondary sources in Maharashtra. Part IV gives the analysis of primary data of Madhya Pradesh. Part V interprets the primary data of Maharashtra. Part VI concludes the study and also makes suitable suggestions.

Profile of the study Area

Ratlam (Madhya Pradesh)

Ratlam district has a population of 971888 with 1.47 per cent share of state's population (1991 census). The district is surrounded on the west by Rajasthan, on the north by Mandsaur district, while the districts Ujjain, Dhar and Jhabua of Madhya Pradesh bound the district towards east, south and south-west respectively. The total geographical area of the district is 4900 sq. kms. which constitutes 1.10 per cent of the total area of the state. Rural population is 68.1 per cent and 31.9 per cent population is urban. Out of state's population, population of SC is 13.7 per cent and population of ST is 23.3 per cent. Density of population is 200 per sq. km. Total inhabited villages are 1053.

As far literacy is concerned, male literacy is 58.4 per cent and female literacy is 29.1

per cent. The district has 1507 primary schools, 377 middle schools, 59 high schools and 53 higher secondary schools.

Pune (Maharashtra)

Pune has a long history of social reform movements spearheaded by Agarkar, Mahatma Jyotiba Phule and Savitribai Phule, D.K. Karve etc. which propagated education for women. Second, the Pune District is educationally progressive since in western Maharashtra, compulsion was introduced in primary education for the age group 7-11 in 1948-49 in villages with a population of 1000 and above unlike, Aurangabad and Nagpur regions which introduced it in 1965-66. Third, it has a representative population covering both urban and rural areas unlike Mumbai. Pune district is the second highest populated district in the State with half of the population living in the urban areas. Pune district has the fourth highest literacy rate - 71.5 per cent while with regard to female literacy rate, it is seventh in the State. Fourthly, Pune is known to be an educational centre and in studying the educational administration in a close-by rural area, we would have a glimpse of the city's influence on the educational development of a rural area near the city. Fifthly, the district adequately contains regional or topographic variations in its area to assess the impact of all the Government schemes for girls' literacy in a rural area. Sixthly, the performance of the Pune Zilla Parishad is reported to be not too poor nor excellent and hence it could be taken as a representative of the average type of Zilla Parishad.

The policy decisions on important matters of educational administration are taken by the Zilla Parishad Education Committee or the Zilla Parishad. The decisions regarding most of the matters of implementation are taken by the Taluka Panchayat Samitis. The working of these bodies and the functionaries constitutes the main subject matter of study.

From the selected Pune district, the Junnar block was selected for intensive study as this tehsil is considered to be one of the most educationally progressive pockets of the district because of the active participation of the community in the promotion of educational activities. Junnar which is 87 kilometres from Pune by road, has a tribal belt inhabited by the Kolimahadeos and Thakkars which constitute the highest rural population - 56810 as compared to the total population of 282535, according to the 1991 census. The Scheduled Caste population is 9732. The percentage of Scheduled Tribe population to the total population is 20.11 per cent. The percentage of the Scheduled Caste population to the total population is 3.44 per cent. Junnar has historically been a trading centre for agricultural produce and therefore a comparatively rich tehsil. Given the economy of Junnar, the well-to-do sections of the society can afford to equip, cloth and feed their children and send them to schools for five to six hours every day. Thus, Junnar is ideal for the impact assessment of Government schemes and programmes for girls' literacy in the underprivileged and backward community. Given the two distinct sections of the Junnar tehsil population - one

the economically well off and the other, economically backward and backward caste -tribal population, the study would yield rich data on the issue in the area of primary education for the girl child. The study would survey the quantitative and qualitative aspects of primary education for the girl child.

Thus, the location of the village or town, proximity to urban centres, caste composition, settlement pattern, levels of social and economic development, attitude of villagers towards literacy and female education, availability of schools and teachers and transport facilities are some of the important factors which have a close impact on the level of literacy in any given area. Pune district occupies the fourth place in literacy rates of the State. It thus occupies a high place in the State mainly because of greater educational facilities available in the district coupled with the mass movements in the field of education.

For the district as a whole, the literacy rate for males - 81.56 percent is substantially higher than that of females - 59.77 percent (1991 census). It is observed that tehsils having large urban centres have higher literacy rates than others confirming the fact that urban centres and surrounding areas have better educational facilities. In the rural areas, of the district the total literacy rate is 60.75 per cent with male literacy at 74.76 per cent and female literacy at 46.28 per cent. In Junnar, the total literacy is 63.80 per cent with male literacy being 78.25 per cent and female literacy at 49.57 per cent. In the rural areas, the total literacy is 62.38 per cent and for males the literacy is 77.19 per cent and for females the literacy is at 47.93 per cent. Thus, the literacy rates of Junnar tehsil are slightly higher than the literacy rates in the rural areas of Pune district.

The total literacy rates for Scheduled Caste population in Junnar is 64.49 per cent. In rural areas, the total literacy rate is 62.66 per cent. The total literacy rates for scheduled tribe population in Junnar is 40.03 per cent.

From the Junnar block, ten villages have been selected for administering the interview schedules and carrying out an intensive study - 1. *Narayangaon* - a bigger educationally established village with a population of 13133 and having a Central School (Kendra Shala) for boys and a girls school. 2. *Hadsar* - Adivasi village with a population of 1278. 3. *Nimgiri* - Adivasi village with a population of 1484 and very well developed educationally because of the efforts of Dr. Govind Ghare who was the Commissioner of the Adivasi Vikas Mandal and President of the Adivasi Parishad. It has a high school and a primary school. 4. *Kukdinagar* (Khamgaon colony) situated in the tribal belt is a two-teacher school having standards I -IV. The two teacher school was established in the tribal tract to make available schooling facilities nearby so that the problem of school dropouts does not arise due to far off schools. 5. *Khamgaon* with a population of 2630 has a Central School. 6 *Ghatghar* - Adivasi village with a population of 555 is the last stop for the State Transport bus. 7. *Agar* - a village with a population of 2464 and close to the town of Junnar and having a group

gram panchayat. The school here is for 2-3 habitations. 8. *Vithalwadi* - has a two teacher school. 9. *Aldare* village with a population of 1137 has a primary school. It is located near the Junnar town and has no adivasi students. 10. *Nagadvadi* has a central school for 10-11 schools and has a population of 1040.