



Elementary Schooling in Uttar Pradesh: An Analysis

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Abstract: Education plays a critical role in the process of economic growth and development of a state/nation. Uttar Pradesh has continued to make investment over the years in all sectors of education. The Serva Siksha Abhiyan (SSA), a Universal Elementary Education Scheme has been the main catalyst in recent years in spreading this transformation in education in the Uttar Pradesh. By year 2014-15, Uttar Pradesh has more than 14 lacs schools at primary and upper primary levels across all types of managements including Government and Private schools. Uttar Pradesh has done tremendous progress over the last ten years on the facility indicators i.e. access, infrastructure, teacher etc. Access and good infrastructure may have good impact on enrollment and transition rates, but it does not ensure quality education. ASER has reported declining performance of students over a period of years especially after implementation of RTE. The gap in reading levels between students enrolled in private schools and government schools seems to be increasing over time. In spite of huge investment & political commitment by Government of Uttar Pradesh, public school system has been opined as unworthiness by most of the parents. The goal of universalization of primary education cannot be achieved without community participation & quality of primary education cannot be improved without sincere support from parents. The present paper analyses the achievements & gaps of elementary schooling in Uttar Pradesh.

Key Words: Education Development Index, Elementary Education, GER, Retention Rate

'I had been to other countries - in Europe, Asia and the Middle East - but none of them had provided even half as much variety, or so much to see and experience and remember, as this one State in northern India. You can travel from one end of Australia to the other, but everywhere on that vast continent you will find that people dress in the same way, eat the same kind of food, and listen to the same music. This colorless uniformity is apparent in many other countries of the world, both East and West. But Uttar Pradesh is a world in itself.' -**Ruskin Bond**

Introduction

The state of Uttar Pradesh is the main largest state of Northern India. Being referred to as Hindi Belt Uttar Pradesh was created on 1st April, 1937 as the United Provinces and was renamed Uttar Pradesh in 1950. On 9th November, 2000, a new state Uttaranchal carved out from the Himalayan hill region of Uttar

Pradesh. Uttar Pradesh is the most populous Indian state with population 199,812,341 persons (See Census 2011). Uttar Pradesh is geographically surrounded by Bihar in the East, Madhya Pradesh in the South, Rajasthan, Delhi, Himachal Pradesh and Haryana in the west, Uttaranchal in the north, Jharkhand and Chhattisgarh in the south-east and Nepal touches the



northern border of Uttar Pradesh. It covers total area of 240,928 sq. km., equal to 7.33% of total area of India. It is the fourth largest Indian state by area. According to Census 2011, there are 75 districts, which have been classified into 18 Divisions. In sheer magnitude it is ten times of Belgium, seven times of Switzerland, four times of Ireland, three times of Portugal, half of the area of France and a little bigger than England. Hindi is the official language and widely speaking language in its 75 districts. Uttar Pradesh is at second position with share of 8.24% of total India's GDP with gross state domestic product in year 2013-14. (See Indian states by GDP, Ministry of Statistics and Programme Implementation, Lastly updated on 20th August, 2015).

Education is a human right with immense power to transform education is desired for itself as it opens up a vast word of opportunities and ideas to the educated person. Education plays a critical role in the process of economic growth and development. After Independence, the Uttar Pradesh has continued to make investment over the years in all sectors of education and has achieved significant success in overcoming general educational backwardness and illiteracy. The increase in overall literacy rate is due to persistent multipronged efforts made by the Government to enroll and retain children, especially of weaker sections, in schools. According to the report of Census 2011, the literacy rate in the Uttar Pradesh is 69.72%. This is a noticeable improvement when compared to literacy rate of 56.27% recorded in 2001. The Serva Siksha Abhiyan (SSA), a Universal Elementary Education Scheme has been the main catalyst in recent years in spearheading this

transformation in education in the Uttar Pradesh. UNICEF (The United Nation International Children's Emergency Fund) supported SSA to ensure all children have admittance to quality education and complete a full course of elementary schooling {the term "Elementary schooling encompasses both primary (1st to 5th) and upper Primary (6th to 8th) section}.

Today the state of Uttar Pradesh has total 240,332 Schools and total 974,120 teachers to take care of the needs of the 36,726,500 students in year 2013-14. State Report Card 2014-15 (Elementary Education in India: Where do we stand? NUEPA, New Delhi) discloses that 69.72% of literacy rate and 36,838,720 school going students at elementary level, the state of Uttar Pradesh has turned its hurdled into benchmarks, ensuring that 93% of children are enrolled in schools. However, as per ASER (The Annual Status of Education Report) 2014, 52.8% children (class 1st to class 8th) are enrolled in private schools.

Legislative history of elementary education in U.P

Earlier to 1972, the primary and upper primary schools in Uttar Pradesh were run, maintained and controlled by District Boards and municipalities as well as municipal corporations etc. constituted under several acts related to management of local bodies i.e. *U.P. Kshetra Samiti and Zila Parishad Adhinyam, 1961*, *U.P. Municipalities Act, 1916*, *U.P. Nagar Mahapalika Adhinyam, 1959*. Considering vital need to improve literacy in the state, it was felt that education needed planned interventions from the state Government. In this regard, the Government of Uttar Pradesh passed the



Uttar Pradesh Basic Education Act, 1972 (U.P. Act No. 34 of 1972). The main objective of this act is to organize, harmonize and control imparting of basic education in schools other than high schools or intermediate colleges. By this Act, a sovereign body named "*Uttar Pradesh Board of Basic Education*" was constituted under chairmanship of the Director, Basic Education. Each and every schools which were managed and controlled by local bodies have since then been transferred to the Board. The Board of Basic Education controls appointment, posting and transfer of basic school teachers, determines school timings and gives recognition to private schools imparting elementary education in the Uttar Pradesh.

The *Right of Children to Free and Compulsory Education Act, 2009* (RTE Act, 2009) came into power in India with effect from 1st April, 2010. In implement of the powers conferred by section-38 of the Right of Children to Free and Compulsory Education Act 2009 (Act No. 35 of 2009) the Uttar Pradesh State Government made '*The Uttar Pradesh Right of Children to Free and Compulsory Education Rules, 2011*' came into force in Uttar Pradesh on 27th July, 2011. The Uttar Pradesh Right of Children to Free and Compulsory Education Rules, 2011 provides that in respect of children in grade I-V, a primary school shall be established in habitation which has no any school within a distance of 1 kilometer and has population of at least 300. In respect of children in grade VI-VIII, an upper primary school shall be established in habitation which has no school within a distance of 3 kilometer and has population of at least 800.

Involvement of local communities

: National Policy of Education (1986) supported the involvement of local communities. It was determined that suitable bodies would be assigned a major role in school management activities to establish a link between school and local community. With 73rd and 74th constitutional amendment in 1992, provision for a village level education committee was also made. Article 40 of the Constitution of India states that 'the State shall take steps to organize village Panchayats and give them with such powers and authority as may be essential to enable them to function as units of self government'. Uttar Pradesh Board of Basic Education Act 1972 has been amended in year 2000; incorporating principle of decentralization of powers to the village community and management of education has been decentralized for empowering grass root participatory agencies. Other acts concerning to basic education were also amended. Village Education Committee (VEC), School Management Committee (SMC), Mid-Day-Meal Committee (MDMC), Parent Teachers Association (PTA) are popular and active bodies are made by village community for every school.

Village Education Committee-

There is an educational committee for each village or group of villages called Village Education Committee, also called Gram Shiksha Samiti, whose constitution is as follows-

- Gram Pradhan- *Chairman*
- 3 Guardians (one woman) of students of basic schools- *Members*
- Head Teacher of Basic School or senior most head teacher if there are more than one school in



Gram Panchayat- *member secretary.*

Gram Shiksha Samiti would establish, control and plan basic schools in its Gram Panchayat areas. It would set up plans for development and progress of the schools.

School Management Committee (SMC)- Under the section 21 of 'Right to Free and Compulsory Education act-2009', every school is required to setup an SMC- a local body composed of parents, guardians, women, head teacher and representatives of the gram panchayat. The thought behind the formation of an SMC is to promote parental involvement to demand better functioning of the education system. The SMC will set up a school development plan and facilitate expansion of facilities, beautify the school environment, develop playground, children's park and plantation on the grounds.

The committee will make sure enrolments of all non-enrolled children through enrolment constrain and their retention in school till they complete the elementary stage of education. It would make sure regularity of attendance of children in the school and prevent momentary discontinuance and dropping out of children. Attendance of teachers and teacher's absenteeism will be reported by the SMC to the standing committee, the guidelines added. Since the enactment of the RTE Act, SMCs have been constituted in 88% of the schools in India. In a state like Uttar Pradesh, where poverty and lack of awareness about the importance of education force one million children to remain out-of-school each year, a powerful tool like SMC is working towards ensuring kids reach schools and not work in the fields. Of the total nineteen members of the standing

committee, twelve members would be parents. Among the parent members, one male and one female should belong to ST or SC or disadvantage groups, while one female and one male parent from financially weaker section should be members of the SMCs. Other members of the committee will comprise one ward member of the locality in which the school is situated, one health worker or Asha Karmi, one anganwadi member; head teacher of the school will be the member convener. Besides, one member from among the teachers of the school to be determined by the teachers, two student members will also be included in the committee.

Mid-Day Meal Programme

National Programme of dietary Support to Primary Education also known as Mid-Day Meal Programme was launched as a centrally sponsored scheme on 15th August 1995. Its objective was to enhance universalization of primary education and to improve the nutritional status of children by the food being given to them at the school. In compliance of the Hon'ble Supreme Court's of India order dated 28th November, 2001, cooked meal is being served to the beneficiaries of Mid-Day Meal from 1st September, 2004. The food being served has been enriched by raising its protein contents and calorific value from 15th August, 2006 and at present it must have 450 calories of energy and 12 grams of protein in Primary Schools. In Upper Primary Schools, it should provide 20 grams of protein and 700 calories. In Upper Primary Schools, the mid-day meal programme has started from 17th October, 2007 in 695 Educationally Backward Blocks and Forest Areas of 66 districts. Now, mid-day meal programme is running in upper primary schools of all



blocks of the State. Better weekly menu has been circulated. The menu provides for such a diet so as to meet the protein contents and enhanced energy level.

Structure of Educational Administration in Uttar Pradesh

The education system of Uttar Pradesh is governed by following two ministries as:

- (1) Ministry of Elementary Education, and
- (2) Ministry of Secondary Education.

A- Ministry of Elementary Education oversees the-

- Directorate of Basic Education
- Directorate of Saksharta and Alternative Education
- Directorate of State Council of Educational Research and Training
- Directorate of Education for All (SSA), and
- Madhyahn Bhojan Pradhikaran (Mid-Day Meal Authority).

For the purpose of educational administration and management of elementary education, there are 18 Assistant Directors (Basic Education) at divisional level in Uttar Pradesh. The state, Uttar Pradesh is divided into 75 districts. In every district, there is one office headed by district Basic Shiksha Officer (BSA) who looks after all issues related to basic education, Mid-Day Meal and Education for All. Sometimes, they also manage Saksharta and Vaikalpik Shiksha (as per directives of district level committee). Basic Education Department has appointed a Block Education Officer (BEO) who had worked previously as the academic head, at the block level.

B- Ministry of Secondary Education oversees the-

- Directorate of Secondary Education, and

- Uttar Pradesh Madhyamik Shiksha Abhiyan {A body established to implement the Rastriya Madhyamik Siksha Abhiyan (RMSA) scheme for universalization of secondary education}.

For the purpose of educational administration and management the department of education in Uttar Pradesh is divided into 18 divisions. Each division is headed by a Joint Director of Education and a Divisional Deputy Director of Education. Both these officers look after the issues that relates to secondary education.

The School System

After implementation of RTE, education system is as follows-

- Primary Section- Classes I to V,
- Upper Primary Section- Classes VI to VIII ,
- Secondary Education (High School)- Classes IX to X, and
- Higher Secondary Education (Intermediate)- Classes XI to XII.

In terms of organizational structure the school system consists of government schools, private aided schools, private unaided schools, minority institutions (madarsas) and missionary schools. The largest number consists of the private unaided schools. The role of private schooling is rapidly increasing in the state while that of public schooling is declining in relative terms. In addition to the U.P. state boards (U.P. Basic Education Board Allahabad and The Board of High School and Intermediate Education Uttar Pradesh, Allahabad) there are a few schools affiliated to Central Board of Secondary Education (CBSE), New Delhi, Indian Certificate of Secondary Education (ICSE), especially



in town and cities. There is a going trend observed in urban area of enrolling children in schools affiliated to boards other than the State Boards.

School Education

In this section, the comparison has been made between the state and national figures on various indicators showing progress of education over a

1- Number of Schools

Table-1: Number of Schools by Management in 2004-05 & 2014-15
(Elementary Education Level)

Management (All Area)	2004-05		2014-15	
	U.P. State	All States	U.P. State	All States
Total Government Schools	116347	880545	160942	1080747
Total Private Schools	26509	157268	78094	328845
All Management Schools	142856	1037813	243014	1445807

Table-2: Percentage of Schools by Categories in 2004-05 & 2014-15
(Elementary Education Level)

Category (All Management, All Area)	2004-05		2014-15	
	U.P. State	All States	U.P. State	All States
Primary Only	77.41	66.78	63.77	58.59
Upper Primary Only	17.86	6.93	25.87	10.19
Primary with Upper Primary	3.03	17.26	4.67	19.21

By 2014-15, the state had more than 14 lacs schools at primary and upper primary levels across all types of managements including government and Private schools (Table-1).

Initially, there were separate schools for boys and girls. Primary schools became co-educational only during 1980-81, while others continue to remain non co-educational schools. Only

span of ten years. The indicators have been as per the categories given in the U-DISE (Unified District Information System for Education) Data.

A- School based Indicators

Elementary education in Uttar Pradesh is mostly managed by the Public sector.

in the last 3-4 years, some schools established under RMSA have been made co-educational. Further, the number of all management schools in Uttar Pradesh has been increased by 70.1% which is much more than as that of 39.3% at national level since 2004-05. Out of total no. of schools, 66.23% schools are managed by the government by 2014-15. Primary schools have increased by 74%,



upper primary schools by 254%. This increase has had a direct impact on the enrolment numbers at all levels of schooling. Percentage of upper primary schools has increased by 8.01%; however, the percentage of primary only schools has decreased by 13.64% over the period of ten years (Table-2).

2- Schools with All-weather Roads and SMC

3- Student Classroom Ratio (SCR)

Table-3: Student Classroom Ratio at Elementary Level of U.P. & India

SCR	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
U.P.	48	46	41	39	36	35	34	32	31	31
INDIA	39	36	35	33	32	31	30	29	28	27

According to the U-DISE Data, at elementary level, the student classroom ratio was 48 as against national average of 39 in 2005-06, which has reduced considerably from 48 to 31 in 2014-15, in the last ten years. In Uttar Pradesh, 41.9% schools at Primary only schools have SCR greater than 30 against 27.5% schools at all states level and 29.3% schools at Upper Primary level have SCR greater than 35 against 29% schools at national level in 2014-15.

B- Facility Indicators

The position of Uttar Pradesh has been shown in the Table-4 on some of the important facility indicators. The data in the table show that over the period of ten years, the Uttar Pradesh has made tremendous progress on most of the facility indicators, especially with ramps, boy's toilet & girl's toilet. The gap between state and national figure has decreased in 2014-15 as compared with 2005-06, however the gap between state & national figures of computers has increased. Except library, Mid Day Meal,

Uttar Pradesh has a well spread network of roads across the state. 96.3% of schools are approachable by all weather roads in 2014-15 as against the national average of 89.2%. According to the U-DISE Elementary Education Report Card 2014-15, The School Management Committees (SMCs) have been established in 95.8% schools in 2014-15 which is higher than the national average of 93.4% of the schools.

computer and electricity, proportion of schools having these facilities is better than the national average. Still there is a long way to go for electricity and computer. As in 2014-15, there are 71.0% schools having playground facility and 9.0% schools have electricity and computers, 16.6% upper Primary Schools have computer Aided Learning Lab, 74.6% schools have library and 98.1% schools providing MDM have kitchen-shed, whereas 5.2% schools providing MDM but not prepare in school premises. Though, on paper the percentage of schools having girl's toilet seems to be significant but the actual number of functional toilet is much lesser than this.

C- Enrolment Related Indicators

1- Enrolment

A significant rise in the enrolment is observed. In the year 2004-05, there were 27,087,566 children enrolled at elementary level, by 2014-15 this figure of enrollment increased up to 36,838,720 in Uttar Pradesh (Table-5).



Table-4: Facility Indicators (Elementary Education Level)

Indicators (% of Schools with)	2005-06		2014-15	
	U.P. State Figures (in %)	National Figures (in %)	U.P. State Figures (in %)	National Figures (in %)
Drinking Water	94.9	83.1	98.6	96.1
Girls Toilets	69.4	37.4	98.0	87.1
Boys Toilets	-	-	99.3	95.4
Boundary Wall	43.6	50.7	70.6	64.5
Electricity	-	-	40.6	54.8
Computer	3.6	10.7	12.5	25.2
Ramp	12.4	17.1	84.7	77.4
Library	-	-	74.6	82.1
Kitchen Shed	-	-	98.1	77.4
MDM	-	-	93.6	96.9
Text Books	-	-	99.0	98.7

Table-5: Enrolment in 2004-05 & 2014-15 at Elementary Level

Level	2004-05				2014-15			
	Boys	Girls	Total	% of Girls Participation	Boys	Girls	Total	% of Girls Participation
PS	117234 13	107487 92	224722 05	47.8	132193 84	125875 45	258069 29	48.8
UPS	256600 7	204935 4	461536 1	44.4	551710 6	551468 5	110317 91	50.0

Table-6: Participation of OBC, SC, ST & Muslim Students at Elementary Level

Year	% of OBC Students		% of SC Students		% of ST Students		% of Muslim Students	
	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level
2004-05	-	-	28.5	28.4	1.0	0.9	-	-
2014-15	51.4	50.7	28.5	27.4	0.8	0.7	14.0	11.6

Table-7: Girl's Participation by Caste at Elementary Level

Year	% of OBC Girls		% of SC Girls		% of ST Girls		% of Muslim Girls	
	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level	Primary Level	Upper Primary Level
2004-05	-	-	47.8	43.6	46.9	41.2	-	-
2014-15	48.9	50.2	48.7	49.9	48.8	50.9	48.2	50.5



Percentage share of Scheduled Caste (SC) students shown to be reduced at upper primary level but there is no change in percentage of SC students enrolled at primary level over the period of 10 years. From the year 2004-05 to 2014-15, Percentage of shares of Scheduled Tribe (ST) students shown to be reduced at both level (Table-6). Table-7 shows caste and level wise participation of girl's enrolment. One can see that the percentage of participation of ST girls is better among all other categories. In SC,

ST & Muslim castes, proportion of girls to be little increased over the period of ten years.

2- Transition Rate from Primary to Upper Primary Level

Transition Rate is the number of pupils admitted (new entrants) to the first grade of a higher level of education in a given year, expressed as a percentage of number of pupils enrolled in the final grade of the lower level of education (i.e. Grade V) in the previous year.

Table-8: Transition Rate from Primary to Upper Primary Level

Year	Uttar Pradesh	India
2004-05	57.62	-
2014-15	78.45	89.74

The state figure of transition rate is lesser than all India figure by 11.29 from primary to upper primary level in 2014-15. In 2004-05, it was 57.62 from primary to upper primary level, which has increased up to almost 36.15% within ten years. The transition rate improved in Uttar Pradesh as well as at the national level over the last ten years.

In terms of drop out, it is the average number of student that enrolls in the school but could not complete the education i.e. percentage of children opting out of the education system or has not been able to attend the school in that academic year is the drop-out rate. Drop-out Rate is calculated by subtracting sum of promotion and repetition rate from 100 in a given school year.

3- Average Annual Dropout Rate

Table-9: Average Annual Drop-out Rate by Educational Level (2013-14)

Level	Uttar Pradesh	India
Primary	7.08	4.34
Upper Primary	0.53	3.77

At primary level, the Uttar Pradesh figure is higher than all India figure in 2013-14. On outcome related variables, Uttar Pradesh stands on 26th and 35th rank at the primary and upper primary level respectively on The Composite Education Development Index: 2013-14. A total primary enrolment in school is 74.3% with pupil

teacher ratio (PTR) more than 30 and upper primary enrolments in school are 49.8% with PTR more than 35.

4- Retention Rate

Enrolment in Class V (minus repeaters) in a year as a proportion to enrolment in Class I four years back is termed as retention rate at the Primary level.

**Table-8: Retention Rate at Elementary Level by Caste (2014-15)**

State	General			Scheduled Caste			All Castes		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
U.P.	62.72	66.89	64.73	59.37	65.52	62.32	62.13	67.69	64.80
India	69.91	71.67	70.75	63.37	65.64	64.46	66.68	68.14	67.38

The retention rate of all caste students in the school at elementary level in Uttar Pradesh at primary level is 3.83% lesser than the average retention rate of all caste students at national level in 2014-15. According to U-DISE 2014-15, In Uttar Pradesh, The retention rate of girls belonging to general caste is more than that of girls belonging to scheduled caste at elementary level. However, the retention rate of all castes students at national level is greater than that of all castes students at state level of Uttar Pradesh.

5- Gross Enrolment Ratio (GER) Table-8: Gross Enrolment Ratio (2014-15)

Level	Uttar Pradesh			India		
	Boys	Girls	Total	Boys	Girls	Total
Primary	91.54	98.93	95.00	98.85	101.43	100.08
Upper Primary	68.14	82.28	74.54	87.71	95.29	91.24

Gross Enrolment Ratio is a statistical measure used in educational sector to determine the number of students enrolled in school at different grade levels and examine it to analyze the ratio of the number of students who lived in the country to those who qualify for the particular grade level. At state level, Gross Enrolment Ratio at primary level is about 95% compared to 74.54% at upper primary level. Whereas, at all states level, the gross enrolment ratio at primary level is about 100.08% compare to 91.24% at upper primary level.

D- Teacher Indicators

As per the U-DISE 2014-15 data, there are total 1,009,333 teachers in the Uttar Pradesh at elementary level, out of which 39.1 % are female teachers. Out of total number of teachers, 8.6% of teachers are appointed in private aided schools and 53.4% of teachers in government schools at elementary level. Of the total number of teachers, 77.2% regular teachers and 44.3% contractual

teachers are professionally trained. Of the total number, 14.7% teachers belong to SC and 1.0% to ST category respectively. 16.5% teachers of the total numbers of teachers are on contract.

55.7% schools at primary level have PTR greater than 30 and 32.8% schools at upper primary level have PTR more than 35. The PTR in Government schools is 32, in Private Aided school is 28 and in Private Unaided schools are 45. The PTR is 36 in 2014-15 at elementary level, which were 57 in year 2005-06. 10.3% teachers are aged above 55 years. The state figure of PTR (PTR in U.P. is 36) is greater than that of India (PTR is 25 in India).

Conclusion

A good school cannot run in isolation. It has to develop a close acquaintance with the community. The community and the school are related to each other in a recurring relationship of mutual benefit. But, the real condition is



far from satisfactory. This is one of the main reasons that Uttar Pradesh has not been able to universalize primary education even after more than sixty nine years of independence. The relative position of literacy in most of the Northern states has remained low not merely because the primary education system has failed in enrolling all the children of school going age. Today, the requirement for educating children is admitted by all, even the poorest of the poor. Although there is inspiration, children are not attending schools. The main cause for low enrolment and irregular attendance in the parent's opinion is unworthiness of the public school system. Slow progress of the child is one of the main factors of parental lack of interest in schooling, especially in village primary schools. It was also found that parents blame teachers for this discouraging affair and teachers blame parents for low achievement, but there is no dialogue between the two. The role of the teacher is of leading importance here. If he starts by engaging himself honestly in providing quality education to pupils, confidence of the village community would automatically increase. There is no additional way out. The goal of universalization of primary education cannot be achieved without community participation. Access and good infrastructure may have good impact on enrollment and transition rates, but it does not ensure quality education. Now it is time to think about the quality Universalisation of Quality Elementary Education, otherwise there will be no education in spite of having sufficient number of schools, trained staff and so on.

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