

Elementary Education in Uttrakhand

An Appraisal

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Abstract

The article 45 of Indian constitution has provision of free and compulsory education for all children upto the age of 14 years. Systematic and planned efforts were made by Government to achieve and fulfill this commitment. In the year 1986 a new education policy was adopted and efforts were made through successive five year plans to achieve the target of 100 % literacy through compulsory and free education for the children of age group 6-14. After the District Primary Education Programme (DPEP) of 1994, the govt. has now launched the “**Sarva Shiksha Abhiyan**” or **SSA** in 2001 to universalise and improve the quality of elementary education in India through community ownership of elementary education. However, even after sixty two years of India’s independence the goal of universal elementary education has not been achieved so far. About 10 million children of school going age are not attending elementary schools due to various reasons.

This paper discusses the scenario of elementary education in Uttrakhand keeping in view the Government efforts for universalising the elementary education. The data for this paper are accumulated from different sources such as 7th All India School Education Survey 2002, survey conducted by NCERT, and State Report Cards prepared by NUEPA, Delhi etc. Educational parameter at district level are discussed and analysed to draw the attention of researchers, policy makers, administrators, and educationist for achieving the target of SSA in the State.

After independence, systematic and planned efforts were made in our country to fulfill the national commitment enshrined under article 45 of the

Constitution for providing free and compulsory education for children up to the age of 14 years. Efforts were made through successive five year plans to

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achieve the target of 100 per cent literacy through compulsory and free education for the children up to the age 14. The National Policy on Education 1986 and 1992 has given top priority for the achievement of goals of Universal Elementary Education (UEE). Various programmes and incentives were initiated for universalising and improving the quality of elementary education in India. However, even after sixty two years of India's independence the goal of universal elementary education has not been achieved so far. About 10 million children of school going ages are not attending elementary schools due to various reasons such as poverty, no access to schools, etc.

Government of India launched a scheme; known as **Sarva Shiksha Abhiyan (SSA)** in the year 2001-2002 in partnership with the state Governments and local self-governments. It is a comprehensive and integrated flagship programme of government of India to attain universal elementary education covering the entire country in a mission mode. The following are the main objectives of the scheme: (i) Enrolment of all children in school, Education Guarantee Centre, Alternate Schools, Back -to- School camp by 2003; (ii) All children complete five years of primary schooling by 2007; (iii) All children complete eight years of elementary schooling by 2010; (iv) Focus on elementary education of satisfactory quality with emphasis on education for life; (v) Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; (vi) Universal retention by 2010. Besides this, Government of India

launched many other incentive schemes to retain the children in the schools which are given below: (1) Free text books; (2) Free uniforms, stationary, school bags etc; (3) Mid-day meal scheme; (4) Attendance scholarship for girls etc.

The present paper discusses the scenario of elementary education in the State of Uttarakhand keeping in view the Government efforts for Universalising the Elementary Education in the state. In this paper primary and upper primary stage education i.e. elementary education situation have been critically analysed. All India Education Surveys conducted by NCERT has been useful sources of data in educational planning and formulation of policies. Information from recently released report of 7th All India School Education Survey conducted by the NCERT has been exploited for the analyses.

The Uttarakhand is one of the newly constituted states of Indian Union. The State was carved out from merging the hilly districts of the Uttar Pradesh on 9th November 2000 as 27th States of India. Uttarakhand is located in the foothills of the Himalayas and it has international boundaries with (China) Tibet in the North and Nepal in the East. On its Northeast lies Himachal Pradesh while on the South is Uttar Pradesh. According to 2001 Census, the state has 13 districts with a total geographical area of 53,483 square kilometers. According to 2001 Census, Uttarakhand has total population 84, 89,349 (50.96 per cent males and 49.04 per cent females). The literacy is relatively higher in the state as compared to country as a whole, the total literacy rates was 71.6 per cent in 2001, 83.3 per cent for

males and 59.6 per cent for females. (Census, 2001).

Schooling facilities in habitations of the State

As per SSA norms there should be primary education facilities within one kilometer and upper primary within 3 km of every habitation. In Uttarakhand there are 25,495 habitations in 15768 villages with a rural population of about 64 lakh, i.e. 1.62 habitations per village. Out of 25,495 habitations, 81.44 per cent has primary stage education facilities within one km and 85.96 per cent has upper primary education facilities within 3 km (Table 1). This show that still 18.56 per cent and 14.04 per cent habitations are without primary and upper primary stage education facilities respectively. The

proportion of habitations not having primary stage facilities within one kilometer was higher in hilly districts like Champawat (25.86%), Pithoragarh (21.49%), Tehri Garhwal (19.46%), Uttarkashi (18.20%), Chamoli (19.21%) and Almora (18.95%). On the other hand, only 6.31 per cent habitations in Haridwar district were not having primary school within one kilometer. Similarly, the proportion of habitations without any upper primary school within 3 kilometer was highest in Champawat district (26.24%) and minimum in Rudraprayag district (8.57%). Nearly one out of seven habitations did have any upper primary school with 3 Km in Champawat (26.24%), Haridwar (21.26%), Dehradun (19.90%), Uttarkashi (18.65%), Pithoragarh (17.26%), and Bageshwar (16.08%).

Table 1 : Numbers of Habitations and Percentage of Habitations not having Primary School and Upper Primary Schools as per SSA norms

S. No.	Districts	Percentage of habitation have no		No. of Habitations
		Primary School within 1 km	Upper Primary within 3 km	
1	Almora	18.95	13.47	3378
2	Bageshwar	17.66	16.58	1478
3	Chamoli	19.21	14.54	2056
4	Champawat	25.86	26.24	1311
5	Dehradun	18.48	19.90	1412
6	Garhwal	18.11	8.25	3877
7	Hardwar	6.31	21.26	602
8	Nainital	15.39	9.44	1897
9	Pithoragarh	21.49	17.26	3383
10	Rudraprayag	15.96	8.57	1178
11	Tehri Garhwal	19.46	12.02	2729
12	Udham Singh Nagar	14.30	9.96	1084
13	Uttarkashi	18.20	18.65	1110
	Uttarakhand	18.56	14.04	25495

Number of Primary and Upper Primary recognised Schools

As per 7th AISES there were 13,902 primary schools and 3,471 upper primary schools in Uttarakhand. It is important to notice that about 90 per cent primary schools and 85 per cent upper primary schools were running in rural areas. Most of the schools, both

primary and upper primary in the state are government run schools (Table 2).

More than 80 per cent primary and 70 per cent Upper primary schools were purely government schools and less than 1 per cent schools were running by local bodies. About 99 per cent primary and 80 per cent upper primary schools are co-education schools.

Table 2 : Schools According to Area, Type and Management

Management	Primary			Upper Primary		
	Rural	Urban	Total	Rural	Urban	Total
Government	10759	511	11270	2334	108	2442
Local Body	84	21	105	31	8	39
Private Aided	65	29	94	125	53	178
Private Unaided	1558	875	2433	462	350	812
Total	12466	1436	13902	2952	519	3471
Boys	73	16	89	257	47	304
Girls	25	17	42	348	66	414
Co-ed	12368	1403	13771	2347	406	2753

Table 3 : District-wise Number of Primary and Upper Primary Schools in Rural and Urban Areas

Sl. No.	District	Primary			Upper Primary		
		Rural (%)	Urban (%)	Total	Rural (%)	Urban (%)	Total
1	Almora	96.79	3.21	1466	95.59	4.41	227
2	Bageshwar	98.50	1.50	600	97.94	2.06	97
3	Chamoli	93.39	6.61	1013	90.17	9.83	234
4	Champawat	95.77	4.23	497	91.96	8.04	112
5	Dehradun	68.12	31.88	1396	62.19	37.81	447
6	Garhwal	96.37	3.63	1792	93.72	6.28	478
7	Hardwar	74.88	25.12	1031	65.87	34.13	252
8	Nainital	84.95	15.05	1116	81.87	18.13	342
9	Pithoragarh	95.82	4.18	1197	93.03	6.97	244
10	Rudraprayag	98.76	1.24	565	97.93	2.07	145
11	Tehri Garhwal	96.19	3.81	1468	94.67	5.33	394
12	Udham Singh Nagar	78.17	21.83	985	74.23	25.77	291
13	Uttarkashi	96.52	3.48	776	94.23	5.77	208
	Uttarakhand	89.67	10.33	13902	85.05	14.95	3471

About 90 per cent primary and 85 percent upper primary schools were located in rural areas. Only 10 and 15 per cent primary and upper primary schools were in urban areas respectively. But about 32 per cent primary schools were in urban areas in Dehradun district, followed by 25.12 per cent in Haridwar, 21.83 per cent in Udham Singh Nagar and 15.05 per cent in Nainital district. Similarly, about 38, 34, 26 and 18 per cent upper primary schools were in urban areas of these districts respectively.

School Infrastructure

In the 7th AISES survey information was also collected on school infrastructure, such as type of school building, etc. Out of 13,902 primary schools, 788 primary schools (5.7%) were running in non-pucca building (partly *pucca*, *kuchcha*,

tent and open space) in the Uttarakhand state in year 2002. The remaining 13,114 schools (94.3%) were functioning in pucca building. Among 3471 upper primary schools, 3,200 (92.2%) were running in pucca building while 7.8 per cent in non-pucca building. Relatively more primary schools in Pithoragarh (9.0%), Dehradun (9.0%), Rudraprayag (8.0%) and Tehri Garhwal (7.8%) were running in non-pucca buildings, i.e. either in semi-pucca, *kuchcha*, Tent or in open space. But more than one-fourth upper primary schools in Tehri Garhwal district and more than 10 per cent in Rudraprayag, Uttarkashi, and Chamoli districts were running in non-*pucca* buildings.

Teachers in Schools

Teachers (including para teachers) are defined as persons whose professional activity involves the transmission of

Table 4 : Type of School Buildings of Primary and Upper Primary Schools

Sl. No.	District	Primary			Upper Primary		
		Rural (%)	Urban (%)	Total	Rural (%)	Urban (%)	Total
1	Almora	97.8	2.2	1466	96.5	3.5	227
2	Bageshwar	99.0	1.0	600	94.8	5.2	97
3	Chamoli	94.6	5.4	1013	89.7	10.3	234
4	Champawat	94.8	5.2	497	91.1	8.9	112
5	Dehradun	91.0	9.0	1396	91.1	8.9	447
6	Garhwal	93.2	6.8	1792	96.0	4.0	478
7	Hardwar	96.4	3.6	1031	97.6	2.4	252
8	Nainital	98.6	1.4	1116	98.2	1.8	342
9	Pithoragarh	91.0	9.0	1197	97.1	2.9	244
10	Rudraprayag	92.0	8.0	565	89.0	11.0	145
11	Tehri Garhwal	92.2	7.8	1468	73.4	26.6	394
12	Udham Singh Nagar	95.5	4.5	985	98.6	1.4	291
13	Uttarkashi	92.5	7.5	776	89.9	10.1	208
	Uttarakhand	94.3	5.7	13902	92.2	7.8	3471

Others: Partly *Pucca*, *Kuchcha*, Tents, Open Space

knowledge, attitudes and skill that are stipulated in a formal curriculum programme to students enrolled in the formal educational institutions. Of the total 79,722 teachers in the Uttarakhand state in year 2002; 37,068; 15,326, 6,354 and 20,973 teachers (46.50, 19.22, 7.97 and 26.31%) were respectively working in primary, upper primary, secondary and higher secondary schools.

Teacher School Ratio (TSR), i.e. number of full time teachers per school can be considered a good measure of quality of education. In Uttarakhand State on an average 2.5 teachers were teaching in primary schools and 4.4 teachers in a upper primary school. It is interesting to observe that on an average urban schools (both primary and upper primary) have higher teachers irrespective of type of managements. On average 5 teachers in primary and 5.9 in upper primary schools were posted in urban areas as compared to 2.2 and 4.1 teachers respectively in rural areas. Teacher School ratio (TSR) in was appreciably high in private aided and unaided schools as compared to Government schools (Table 5).

Teacher school ratio in primary schools was highest in Haridwar district

(3.9 teachers per school), followed by Udham Singh Nagar (3.7) and Dehradun (3.5) and it was just about two teachers per primary school in Almora, Bageshwar, Chamoli, Garhwal and Pithoragarh districts. In case of upper primary school, the availability of teachers per upper primary school was less than 4 teachers in Pithoragrh (3.9) and Tehri Garhwal (3.6) districts, whereas it was about five teachers per school in Haridwar (5.1) and Nanital (4.9) districts (Table 6).

Out of total primary schools, 18 per cent were running in the hand of only one teacher whereas 1.1 per cent schools were not having any teacher. About half of the schools (48.32%) are running in the hand of 2 teachers. In rural areas 1.2 per cent primary schools were not having any teacher and about 72 per cent were having two or less teachers in rural schools. In urban areas all schools have atleast one teacher, and only 3.4 per cent were having only one teacher. More than 60 per cent urban schools were having 5 or more teachers (Fig 1).

According to 7th Educational survey, in Uttarakhand state more than half of the (55.63%) primary teachers were female. The ratio of primary female

Table 5 : Average Number of Full Time Teachers per School (TSR) in Primary and Upper primary Schools by Type of Management of Schools

Management	Primary Schools			Upper Primary Schools		
	Rural	Urban	Total	Rural	Urban	Total
Government	1.9	3.6	2.0	3.9	5.4	4.0
Local Body	1.9	4.1	2.3	4.3	6.5	4.8
Private Aided	3.6	7.5	4.8	5.1	6.8	5.6
Private Unaided	4.6	5.8	5.0	4.8	5.9	5.3
Total	2.2	5.0	2.5	4.1	5.9	4.4

Table 6 : Average Number of Full time Teachers per School (TSR) in Primary and Upper Primary Schools by Districts of the Uttarakhand

Sl. No.	District	Teachers per School	
		Primary	Upper Primary
1	Almora	2.1	4.3
2	Bageshwar	1.9	4.3
3	Chamoli	2.0	4.5
4	Champawat	1.8	4.0
5	Dehradun	3.5	4.7
6	Garhwal	2.0	4.4
7	Hardwar	3.9	5.1
8	Nainital	2.6	4.9
9	Pithoragarh	2.1	3.9
10	Rudraprayag	2.3	4.2
11	Tehri Garhwal	2.3	3.6
12	Udham Singh Nagar	3.7	4.5
13	Uttarkashi	2.2	4.1
	Uttarakhand	2.5	4.4

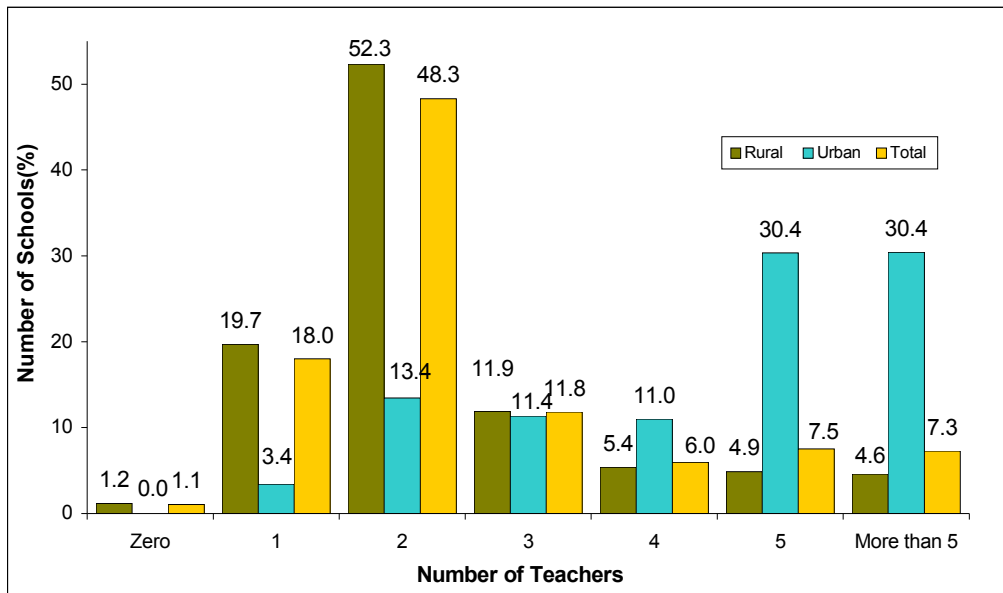


Fig. 1 : Primary Schools with Number of Full time Teachers

teachers to total primary teachers was much higher in urban areas as compared to rural areas. This ratio was highest in Dehradun district (80.03%) followed by Nainital district (70.63%). However, out of thirteen districts seven districts namely Almora, Bageshwar, Champawat, Rudraprayag, Tehri Garhwal, Udham Singh Nagar and Uttarkashi have less than 50 per cent female teachers (Table 7). But in case of upper primary schools, the proportion of female teacher was much lower as less than one-third of upper primary teachers were female teachers. The proportion of female upper primary teachers was much higher in urban areas as compared to rural areas. Similar to primary schools, in upper primary schools too the predominating districts like Dehradun, Haridwar and Nainital have relatively more female teachers

(Table 7). This clearly indicates imbalanced distribution of female teachers among different districts of the state and their strong preference for posting in urban areas.

Pupil Teacher Ratio (PTR) in Schools

Pupil Teacher Ratio is one of the best educational parameter to measure the quality of education being provided to children. The PTR is used to measure the level of human resources input in terms of number of teachers in relation to the size of pupil population. According to SSA norms there should be one teacher for every **forty students** in primary schools and one teacher **for every section** in upper primary school. On the basis of the school enrolment and number of teachers, Pupil Teacher Ratio (PTR) had been computed.

Table 7 : Availability of Female Teachers in Primary and Upper Primary Schools in Uttarakhand

Sl. No.	District	Female teachers in primary schools (%)			Female teachers in upper primary schools (%)		
		Rural	Urban	Total	Rural	Urban	Total
1	Almora	40.1	74.5	42.5	17.3	55.2	19.8
2	Bageshwar	37.4	66.0	38.6	13.7	63.6	15.0
3	Chamoli	52.4	61.9	53.5	11.5	33.1	14.5
4	Champawat	37.9	52.8	40.1	16.0	40.7	19.2
5	Dehradun	73.1	89.4	80.0	36.4	78.1	54.3
6	Garhwal	53.7	61.3	54.3	28.4	55.9	30.9
7	Hardwar	46.6	75.9	55.7	35.4	73.2	52.6
8	Nainital	67.9	78.4	70.6	28.9	70.5	38.4
9	Pithoragarh	54.4	64.6	55.6	19.2	43.4	21.9
10	Rudraprayag	45.4	51.4	45.6	13.5	23.5	13.8
11	Tehri Garhwal	47.1	61.7	48.3	21.5	42.2	23.3
12	Udham Singh Nagar	40.5	64.5	48.7	22.8	51.6	31.6
13	Uttarkashi	48.4	57.9	49.0	13.7	49.0	15.8
	Uttarakhand	50.92	74.9	55.6	23.2	64.5	31.5

In Uttarakhand, Pupil Teacher Ratio was 29 in primary schools and 19 in upper primary schools. Government primary schools have more students per teacher as compared to private aided and unaided schools. Pupil-teacher ratio was higher in rural schools (29) as compared to urban areas (27). PTR was 32 in government primary schools as compared to 29 in private aided and 22 private unaided schools. This ratio was much higher in urban primary school (41 students per teachers) as compared to rural schools (32 students per teacher). But contrary to above findings, in case of upper primary schools, PTR was relatively higher in urban areas (22) as compared to rural upper primary schools (19). Private Schools (either aided or unaided) have higher pupil-teacher ratio as compared to Government and local bodies schools (Table 8).

To study the district wise variation in pupil-teacher ratio (PTR), PTRs are computed for both primary and upper primary schools at district level. Districts Haridwar and Udham Singh Nagar has maximum primary PTR of 43:1, while Pithoragarh district has minimum ratio of 22:1. In case of upper primary schools, pupil teacher ratio was more than 30

students per teacher in Udham Singh Nagar and Haridwar and it was less than 20 students per teacher in Chamoli, Garhwal, Dehradun, Nainital, Pithoragarh, Rudraprayag, Tehri Garhwal and Uttarkashi districts (Table 9). PTR in rural primary schools was higher as compared to urban schools in all districts, except Nainital, where PTR in urban primary school was 30 as compared to PTR of 27 in rural areas. In case of upper primary school PTR, it was higher in urban areas in most of the districts, except Almora, Dehradun and Hardwar districts.

Participation of Children in Schools

An important indicator of educational outcome, the Gross Enrolment Ratio is the ratio of children enrolled under child population of a particular age group. Gross Enrolment Ratio for primary stage is the ratio of children enrolled at primary stage under child population of age group 6-11 years. In Uttarakhand GER at primary stage was 104 (combined for Boys and Girls) in year 2002. The GER at primary stage was little bit higher for girls (105) as compared to boys (103), which is also true for rural areas. But in urban areas GER was 104 for boys as

Table 8 : Management-wise Pupil Teacher Ratio

Management	Primary Schools			Upper Primary Schools		
	Rural	Urban	Total	Rural	Urban	Total
Government	32	41	32	18	23	18
Local Body	30	26	28	15	24	18
Private Aided	25	32	29	26	24	25
Private Unaided	22	22	22	20	21	20
Total	29	27	29	19	22	19

Note: Pupil Teacher Ratio has been worked out by including the Para teachers.

Table 9 : District-wise Pupil Teacher Ratio in Primary and Upper Primary Schools

Sl. No.	District	Primary			Upper Primary		
		Rural	Urban	Total	Rural	Urban	Total
1	Almora	27	18	26	20	18	20
2	Bageshwar	28	27	28	21	22	21
3	Chamoli	24	18	23	16	18	16
4	Champawat	31	27	31	19	22	20
5	Dehradun	27	23	25	17	15	16
6	Garhwal	23	23	23	12	14	12
7	Hardwar	48	31	43	37	29	33
8	Nainital	27	30	27	17	22	18
9	Pithoragarh	22	20	22	18	24	19
10	Rudraprayag	26	19	25	16	25	16
11	Tehri Garhwal	27	22	26	17	19	17
12	Udham Singh Nagar	45	39	43	30	30	30
13	Uttarkashi	24	19	24	14	15	14
	Uttarakhand	29	27	29	19	22	19

Note: Pupil Teacher Ratio has been worked out by including the Para teachers.

compared to 99 for girl children (Table 10). GER more than 100 may be due to children enrolled are of over ages and/or children from other states might have enrolled in Uttarakhand. This may be true as state Uttarakhand is well know for its good schooling, the state has many good school, particularly in districts like Dehradun, Nanital and Haridwar.

At upper primary stage combined

(Girls + Boys) GER was 76 and it was 78 and 73 for Boys and Girls respectively. A GER of 76 at upper primary stage indicates that on average 24 per every 100 children of age group 11-14 are not enrolled at upper primary stage.

Discussion

In the post independence period a major concerns of the Union and states

Table 10 : Gross Enrolment Ratio in Primary and Upper Primary Schools

Stage	Rural			Urban			Total		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Primary Stage (I-V)	103	107	104	104	99	102	103	105	104
Upper Primary Stage (VI-VIII)	75	68	72	87	88	88	78	73	76
Combined for Primary & Upper Primary (I-VIII)	92	92	92	97	95	96	93	92	93

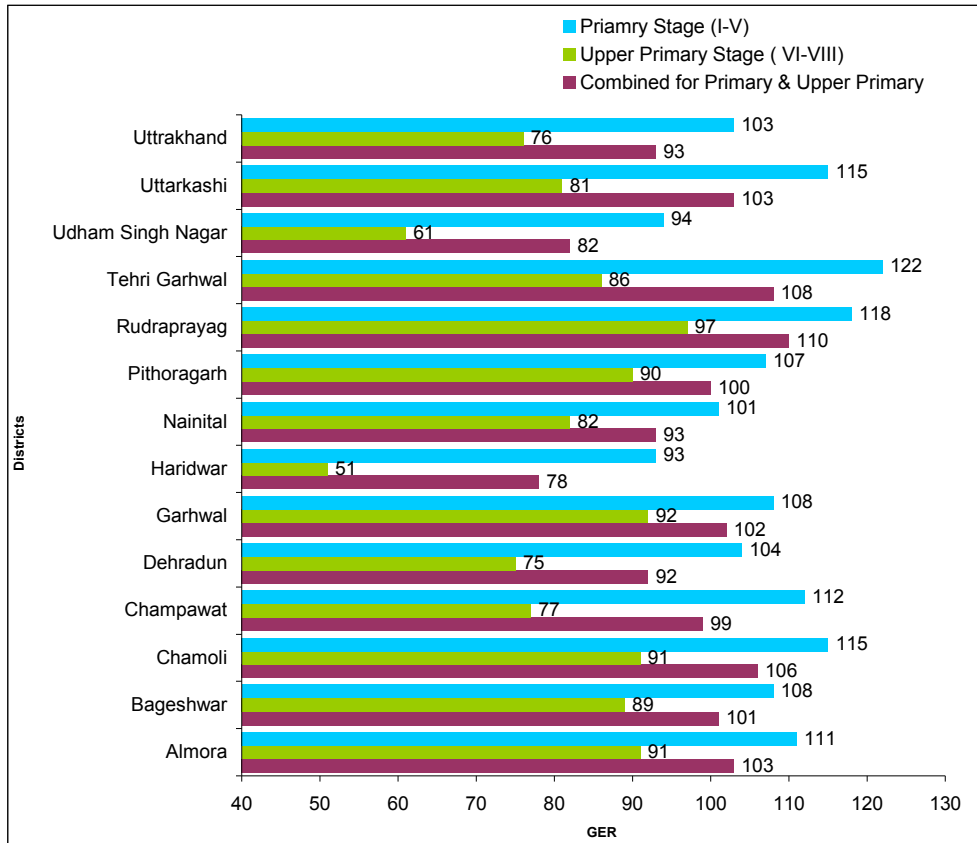


Fig. 2 : Gross Enrolment Ratio (GER) in Primary and Upper Primary Stages in Districts of Uttarakhand

Government has been to give increasing attention to education as a factor to national progress and security. After the District Primary Education Programme (DPEP) of 1994, the government has now launched the "**Sarva Shiksha Abhiyan**". *Sarva Shiksha Abhiyan* was launched in 2001 to universalise and improve the quality of elementary

education in India through community ownership of elementary education. Uttarakhand is dominantly rural state and has a historical advantage in literacy in India and in the last many years considerable actions have been taken to bring education at school level to the rural precincts. Despite all the efforts, the universalisation of elementary

education in state remains a distant dream. Based on above captioned results based on the 7th All India School Education Survey, following observation emerged with regard to the elementary education in Uttarakhand state.

The analyses show that still 18.6 per cent and 14.0 per cent habitations are without primary and upper primary stage education facilities respectively. The proportion of inhabitations not having educational facilities within habitation's peripherals is higher in hilly districts like Champawat, Pithoragarh, Tehri Garhwal, Uttarkashi, and Chamoli. More than 80 per cent primary and 70 per cent upper primary schools were purely government schools and less than 1 per cent schools were run by local bodies. Though most of schools Uttarakhand have pucca buildings but still about seven to eight percent of primary and upper primary schools are running in non-pucca edifices. Most of the primary schools (72%) have only two teachers, i.e. on average two teachers are taking care of five classes (1st to 5th stages). More than half primary teachers and one-third upper primary teachers are female teachers. The proportion of female teachers in primary and upper primary schools was much higher in urban areas as compared to rural areas. The predominating districts like Dehradun, Haridwar and Nainital have relatively more female teachers. This clearly indicates imbalanced distribution of female teachers among different districts

of the state and their strong preference for posting in urban areas.

In Uttarakhand GER at primary stage was 104 (combined for Boys and Girls) in year 2002. A GER of more than 100 is an enigma, but this may be due to: (a) children for higher ages are enrolled at lower stages, (b) children from other districts/states enrolled here, (c) some children may be enrolled in different schools. But overall the combined enrolment for primary and upper primary is less than 100 and enrollment at upper primary schools is far less than 100, this reflect a drop out of children from primary to upper primary, i.e. before completing the eight years elementary education.

Conclusion

Lot of efforts are being made to provide education to all but unless and until children get access to school, other efforts would not be much effective. Therefore, hard work are needed in the field of accessibility i.e. each habitation should have at least primary and upper primary stage facilities within 1 and 3 km. Government should also make sure that all schools should have their own pucca buildings. There is also a need to improve teacher-school ratio and improve the pupil-teacher ratio, particularly in government schools. The proportion of female teachers needs to be improved, especially in upper primary schools, and they should be uniformly posted in all districts.

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