Chapter – V

EXECUTIVE ACTION ON RIGHT TO EDUCATION IN UP: MAJOR INITIATIVES, PROGRAMMES AND SCHEMES

When the Constitution of India was adopted in 1950, education was in the ‘State List’, however it got transferred to the ‘Concurrent List (the list of subjects in the Constitution of India on which both the Centre and the State Governments legislate) in 1976.¹ This was effected through the 42⁴ Constitutional Amendment Act², which implied that in case the State Law differed from the Central Legislation, the Law of the Centre would prevail. Therefore, before 1976, only State laws were existed for the provision and governance of mass education.

The 73⁴ and 74⁴ Constitutional Amendments giving a fillip to this process, since 1992 have provided for decentralisation of powers and responsibilities to a third-tier of Panchayati Raj Bodies. This had added a new chapter to the process of democratic decentralisation in India through which developmental planning is made more responsive and adaptable to regional and local needs of the population.³ Education is one of the subjects that have been recommended in the Eleventh and Twelfth Schedules of the 73⁴ and 74⁴ Amendments to the Constitution for transfer to the Panchayati Raj institution with these two aforesaid developments, however, it has became possible for the Central Government to legislate on Elementary Education. It was the time when the Central Government realised that education must be of the satisfactory

² The Forty-second Amendment of the Constitution of India, enacted in 1976, attempted to reduce the power of the Indian Supreme Court and High Courts to pronounce upon the Constitutional validity of laws. It also declared India to be a Socialist and Secular Republic by adding these words to the Preamble of the Constitution of India. It laid down the Fundamental Duties of Indian citizens to the nation. This amendment brought about the most widespread changes to the Constitution till then, and is often called a “Mini-Constitution”.
quality and started thinking on the line that when the education would satisfy the quality, people would be willing to pay the opportunity cost of sending their children to schools.4

Keeping this in mind the Government of India under the National Education Policy of 1986 and the Programme of Action, 1992, reaffirmed national commitment to the Universalisation of Education (UEE, up to eighth standard) the NPE, 1986, resolved that the, "Free and compulsory education of satisfactory quality should be provided to all children up to fourteen years of age before we enter the twenty-first century".5 With the Advent of the National Policy on Education and its revised version (1986 and 1992), the Government of Uttar Pradesh (GOUP) like the other Indian States proceeded towards the speedy and meaningful implementation and follow up of the spectrum of reference, relating to educational structure, content, process and management.6 For achieving the goals of universal access, universal enrolment, universal retention and quality improvements7 it had started several State level educational policy initiatives which have three distinct features:

i) Expanding access especially with reference to the focused groups

ii) Ensuring quality of performances in terms of teaching learning outcomes teacher inputs, teaching learning material and physical infrastructure

iii) Institutional capacity building with an eye on promoting sustainable development through use of innovative policies

iv) Expedient for addressing the gaps in the system.8

4 Ibid.
Keeping in view the above discussed features, the Government of Uttar Pradesh (GOUP), has started a number of programmes and policies to achieve the goal of UEE. In the Indian Federal System, many of legal, social and constitutional mandates and policies are being implemented by the Government of India (GOI), in partnership with States to address the needs of the children in school going age groups. This is the prime reason that any educational programme and specific schemes are run concurrently at both the Central and the State levels. The State of UP being the largest State of India has received special attention by the Central Government in the pursuit of the ‘new programmes’ for educational development. The following programmes may be mention in particular which the Centre is implementing in association with the GOUP. While almost all the programmes or interventions have already been discussed in terms of national initiatives for the development of the Right to Education in the country in general, however, here those programmes are being analysed in terms of implications in the State of UP in particular.

**UP Operation Blackboard**

The OB Scheme, started in 1987, aimed at improving the classroom environment by providing infrastructural facilities, additional teachers and teaching-learning material to Primary Schools and by provision of a third teacher to schools, where the enrolment of students exceeded hundred has been extended to Upper Primary Schools. The Government of India had sanctioned grants in three successive years of 1987-88, 1988-89 and 1989-90 for the supply of Teaching-Learning Material (TLM) under the scheme called OB in UP. The coverage of schools under the scheme is indicated in Table 5.1.

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Table 5.1 Coverage of Schools in Respect of TLM (1987-90)\textsuperscript{10}

<table>
<thead>
<tr>
<th>Year</th>
<th>Blocks</th>
<th>Primary Schools</th>
<th>Amount (Sanctioned in ooo)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1987-88</td>
<td>277</td>
<td>18924</td>
<td>151587</td>
</tr>
<tr>
<td>1988-89</td>
<td>372</td>
<td>26633</td>
<td>186657</td>
</tr>
<tr>
<td>1989-90</td>
<td>246</td>
<td>19831</td>
<td>157378</td>
</tr>
<tr>
<td>Total</td>
<td>895</td>
<td>65388</td>
<td>495622</td>
</tr>
</tbody>
</table>

As the above Table reveals The TLM consisting of about thirty-seven items were supplied to 65388 Primary Schools. During 1986-87 the assistance was provided for the creation of second teacher in 7224 single teacher Primary Schools under this Scheme. Accordingly teachers were appointed by the year 1989-90.\textsuperscript{11} But the nine years later the programme was found far from success by the PROBE (Public Report on Basic Education) Team, which has made a survey in four States of India including Uttar Pradesh in 1999.\textsuperscript{12} The team remarked that no PROBE School had achieved the Operation Blackboard benchmark.\textsuperscript{13} Further it should be noted that the appointment of extra teachers under OB (mainly to dispense with single teacher schools) has to some extent substituted for the normal teacher appointments rather then supplemented them.\textsuperscript{14}

\textbf{UP Mahila Samakhya}

An externally assisted programme with a specific focus on gender is Mahila Samakhya. The Programme was started in 1988-89 in three different


\textsuperscript{11} Ibid.

\textsuperscript{12} The Public Report on Basic Education (PROBE) Team surveyed the States of Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh and Himachal Pradesh and brought out its Report in 1999 on the educational status that also included Operation Blackboard.

\textsuperscript{13} Bhaskar Chatterjee, \textit{Education for All: The Indian Saga}, Lotus Press, New Delhi, 2006, p. 96.

\textsuperscript{14} Ibid.
States of India i.e. Uttar Pradesh, Gujarat and Karnataka. In Uttar Pradesh it was launched in four districts (Varansi, Banda, Tehri Gharwal and Saharanpur. It aims to promote women's education and empowerment of woman in rural areas particularly women of socially and economically marginalised group. Mahila Samakhya has reached the poor and marginalised women who have been able to overcome their social barrier and are addressing issues such as child marriage, child labour, violence against women and education of a girl child. Till 2000 the programme was implemented in over 9000 villages in fifteen district spread over the States.

**Uttar Pradesh Basic Education Project (UPBEP)**

Keeping in view the National Policy on Education (NPE, 1986 and 1992), a World Bank assisted Project called, ‘Basic Education Project’ has been undertaken in 1993, for expansion of quality basic education in the State. The State Government launched the UPBEP-I with World Bank assistance in 1993, in seventeen districts with the aim of achieving Universalisation of Education (UEE). Looking at the success of previous one the UPBEP-II was also started in the same districts to balance the increase in enrolment rates. The Programme was concluded in 2000. For the smooth running of this Project, a society "Uttar Pradesh Sabhee Ke Liye Shiksha Pariyojna Parishad" (UP Education for all Project Board) has been established on 17th May, 1993 under the Society Registration Act of 1860 to oversee, guide and co-ordinate overall Project implementation, allocate funds to approved programmes, maintain Project

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18 Niranjan Pant, *op. cit.*, p. 81.
20 The UPBEP was the first major Primary Education Project funded by the World Bank in India.
accounts, co-ordinate procurement and monitor implementation progress. The Parishad has been established to function as a societal mission for bringing about a fundamental change in the education system and through it in the overall socio-cultural situation. The following purposes of the Project are pursued by the Parishad:

- Universalisation of Primary Education, viewed as a composite programmes of;
  
  (i) Access to Primary Education for all children upto fourteen years of age
  
  (ii) Universal participation till they complete the primary stage through formal or non formal education programmes and
  
  (iii) Universal achievement at least of the minimum level of learning.

- Provision of continuing education and skill development for youth

- Making suggestions for greater gender equality in education and female empowerment

- Making necessary interventions to provide the equal educational opportunity to children, belonging to the scheduled caste, scheduled tribes and the poorest section of the society etc.

- Laying special emphasis on all educational activities on culture and communication

- To improve science and environment and inclination of a sense of social justice. The main policy of Uttar Pradesh Basic Education Project (UPBEP) was to reorganise the importance of capacity building and its role in human development. The Project had its two main dimensions in this regard:

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1. Strengthening of relevant structures and

2. Improving the flow of information for decision making.\(^{26}\)

The Project had one central District i.e. Barabanki and has established an elaborated network of decentralised machinery up to the village level (from District Education Project Committee (DEPC) to Village Education Committee (VEC)).\(^{27}\) The Project activities at the district level took place under the overall guidance and supervision of the DEPC. The District Institutes of Educational Training (DIETs) were developed under the Project to shoulder the responsibility for improvement of the quality of education and also to serve as the professional support agency for schools with reference to UPBEP and District Institute for Educational Planning (DIEP).\(^{28}\) These institutions were assigned the following responsibilities:

- Academic and resource support to basic education system in the districts through;
  - i) Training
  - ii) Inviting resource persons
  - iii) Introductory training of newly appointed teachers
  - iv) In service training of Primary and upper Primary School teachers
  - v) Non Formal Education (Shiksha Ghar) instructors and Early Childhood Care Education (Shishu Shiksha Kendra) Workers
  - vi) Village Education Committee (VEC) members\(^{29}\)

- Development of Region-based instructional materials

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\(^{26}\) Ibid.

\(^{27}\) Ravi S. Srivastava, *op. cit.*, pp. 95-96.


• Building up data-base of local facts, folklore, dialects etc.

• Establish a relationship with Block Resource Centers (BRCs) and Nayaya Panchayat Resource Centers (NPRCs) to monitor and supervise activities at there centers

• Action research and experimentation to deal with specific problems in the areas of basic education

• Development of locally relevant teaching learning materials

• Analysis of Educational Management Information System (EMIS) and micro planning data to plan and suggest appropriate interventions for quality improvement of basic education.\(^{30}\)

The DIETS had also scrutinised and assessed the applications of Non Governmental Organisations for the innovative experiments and thus played a constructive role in evaluating the educational interventions.\(^{31}\) The State Council for Educational Research and Training (SCERT) was also strengthened and motivated to initiate and sustain a variety of interventions to improve the quality of basic education in State.\(^{32}\) The VEC members were trained and assigned their duties to increase community involvement. They were also served as school managers. Consequently the awareness building and regular interaction with teachers and school managers were featured to bring school and community together.\(^{33}\)

At the end of the Project, the SCERT conducted a Baseline Survey to access the impact of UPBEP in 1996. The Findings of the survey indicated that ninety-five per cent of teachers had been trained in the State. Improvement in teacher support services and training had positively impacted upon their


\(^{31}\) Ibid.


motivation for making the learning stimulus and sustainable for the children. As a result about sixty to seventy per cent teacher were reported for the making and using teaching aids and also a perceptible improvement had been seen in teacher’s performance and motivation. The growth rate of enrolment in Basic Education Project (BEP) districts appeared about twenty two per cent higher than the non BEP districts and the enrolment of girls (particularly in SC girls) increased more rapidly than the over all rate. The Official enrolment data of Ministry of Human Resource Development (MHRD) showed an increase in total enrolment from 2.6 million in1992-1993 to five million in 2000, along with the percentage of girls enrolment which increased from thirty-one per cent to forty-three per cent during the period.\textsuperscript{34}

**UP Mid Day Meal Scheme**

The National Programme of Nutritional Support to Primary Education commonly known as the Mid-day Meal programme was launched in 1995. It aims to give a boost to Universalisation of Primary Education by increasing enrolment, retention and attendance and simultaneously improving the nutritional status of students in the primary classes. Under the Scheme, cooked meals are served with calorie value equivalent to hundred gm of wheat or rice per student per school day. The honour of starting the Mid-day Meal Scheme in Elementary Schools in the country goes to Tamil Nadu.\textsuperscript{35}

Under this Scheme all students in Government aided schools, Madarsas, Educational Guarantee Scheme Centers and Alternative and Innovative Education Centers are supplied for free mid day meal. The Government of UP started supplying cooked mid day meal since November 2004, and gradually the whole State has been brought under its coverage. To ensure successful implementation of this Scheme, Committees have been set up from the State level to the village level for monitoring the progress and to provide necessary guidance. The responsibility of supplying mid day meal has been given to Gram

\textsuperscript{34} Ravi Srivastava, *op. cit.*, p. 9.
\textsuperscript{35} Tenth Five Year Plan, *op. cit.*, para 24, p. 28.
Pradhans in villages and Ward Committees in city areas. In some city areas the responsibility has also been entrusted to the NGOs. Cooking responsibility has been entrusted to Gram Vikas Vibhag in villages and to District Urban Development Agency (DUDA) and State Urban Development Agency (SUDA) in city areas. Instructions have been issued to employ cooks belonging to SC/ST, widowed ladies on a priority basis and the food is to be cooked under hygienic conditions. Under this Scheme nearly 1.86 crore children studying in over 93000 schools are covered.  

The Scheme has shown good results and is in general a very welcome measure. Certain shortcomings in the implementation of the Scheme have been observed. Often complaints are received about poor quality of food etc. In some schools the food is provided through private contractors or NGOs. It has created problem of low quality food. Evaluation studies have brought out certain problems with MDM scheme. These problems should be looked into carefully and remedied immediately so that full benefits of the Scheme start accruing to children. Thus one may find that, although the MDM was started in 1990’s the focus has received in recent years. The nutritional level of MDM is being determined on the norms presented by National Rural Health Mission (NHRM). A huge amount of expenditure on rupees 7000 crores was envisaged for the budget 2009-10 by the Government of India for all the States.

UP District Primary Education Programme (UPDPEP) II and III

The Government of India launched the District Primary Education Programme as a constantly sponsored scheme with financial and technical assistance to the States for the development of Primary Education. The DPEP-II was launched in March 1997. The programme, covering twenty two districts of the State has ended in 2003. As the programme was proved a successful

37 Ibid., p. 44.
initiative since from the very beginning of its implementation the DPEP-III was also started in thirty-two districts of the State in 2000. The third phase of programme had wind up on 31st March, 2006.40

The qualitative aspects, such as school effectiveness, teacher’s training and motivation and social management have been considered in this programme as an important aspect of growth of Primary Education.41 The alternative methods of schooling have been given a great significance and the holistic view has been taken to enroll all the out of school children in to the schools. To facilitate the energetic development of Primary Education, convergence of services has also been given a prime importance.42 The programme was also guided by the spirit of bringing the ‘equity of male and female’. That is why a gender perspective has been incorporated in all aspects of planning and focus has been provided for improvement in access, retention and achievement levels of girls.43 The programme was specially aided to implement and develop a sustainable and effective environment of learning in the Project districts. The DPEP had the following specific goals:

- To reduce differences in enrolment, dropouts and learning achievements among gender and social groups to five per cent
- To reduce overall primary drop-out rate for all students to less than ten percent
- To raise average achievement level by at least twenty-five per cent in basic literacy and numeracy competencies and a minimum of forty per cent achievement level in other competencies and

41 Tenth Five Year Plan, op. cit., Chapter, 2.2, para. 19, p. 27.
43 Ramesh Chandra, op. cit., p. 114.
• To provide access through formal and alternative system of schooling.\textsuperscript{44}

To achieve the above mentioned goals the programme had developed its unique approach of implementation having the following components:

i) Building and strengthening institutional capacity,

ii) Improving the capacity of reducing dropouts from; and expanding access to Primary School education, and

iii) Developing a distance education programme.\textsuperscript{45}

The Project was directed with three tier approach as follows:-

1. Planning and management to achieve UEE

2. Local need based planning

3. Active participation of the Local Bodies, teachers, non governmental organisations and community as a whole in the planning and distributions of powers to ensure ownership.\textsuperscript{46}

The District Primary Education Programme (DPEP) was introduced in the State with major focus on widening access to education, effective learner participation and their efficiency level. Initially fifteen districts were included which had the male literary rate below forty per cent and female literacy rate much below twenty per cent. Later on the Project was expanded in eighteen districts and again included four more districts. Hence the total number of DPEP districts has been increased to thirty-eight in the III phase of DPEP. Alternative Schooling Programme (ASP) is one of the major interventions of DPEP in providing flexible access to Primary Education. Different designs of ASP have emerged keeping in view the children needs, expectations, background and

\textsuperscript{44} N.V. Varghese, “DPEP: Logic and Logistics”, \textit{Journal of Educational Planning and Administration} Vol. 8, No. 4, 1994, p. 450, also see in Digumarti Bhaskara Rao, \textit{District Primary Education Programme}, Discovery Publishing House, New Delhi, 1998, p. 127.

\textsuperscript{45} Digumarti Bhaskara Rao, \textit{Ibid.}, p. 139.

\textsuperscript{46} School Education in Uttar Pradesh: Status Issues and Future Perspectives, \textit{op. cit.}, pp. 67-68.
surroundings. Different designs of ASP launched during 1998-99 under the auspices of UP DPEP are:

- Shiksha Ghar
- Bal Shala
- Pratham Pathshala
- Strengthening of Maktabas – Madarsas
- Rishi Valley Model Based Alternative Schooling (AS) Centre
- Camp Model and Bridge courses
- AS Centers for working children

Keeping in view the successful venture of Madhya Pradesh in implementing the Shiksha Guarantee Schemes (SGS) for school non-goers, the State of UP has also designed SGS during the year 1999-2000. As the special initiative to achieve the goal of UEE the Scheme touched the hearts of common people. The teachers those who have been teaching primary classes in the School of Hardoi (a district in Uttar Pradesh) for the past twenty years can feel the change in the air brought about by the DPEP. A teacher of the same school acknowledged the successful role of District Primary Education Programme (DPEP) in terms of girl’s education. He mentioned that "In our times, girl education was never encouraged but all that has now been changing under the DPEP scheme, the teachers carry out a door to door campaign and try and convince parents to send their children to school”. The School staff further added that, "New buildings have come up and there are proper sanitation and water facilities available in schools, books are provided free of cost to all children and those attending classes regularly are given three kilograms of wheat.

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as incentives, scholarships are given to children who perform well in regular tests.”  

The mentioned example indicates the success of the UPDPEP is not less than massive.

As reported by the State, for the DPEP-III districts, the Gross Enrolment Ratio (GER overall) has gone up to 99.67 which is higher than the overall GER for the State which is 98.45. The same advantage is maintained for boys and girls separately. This reflects a positive impact of the Project in terms of the progress of Elementary Education in the State. Interestingly, the GER for girls is higher than for boys at 102.14 and 99.57 respectively. This means that the State is making all efforts to enrol the children in Schools. A household survey was conducted by the schools of UP with the help of the community in April-May in 2005 under the Scheme. The purpose of the survey was to identify children who are out of school and the identified children were enrolled by fifth of July through the very participatory and involving district officials under the ‘School Chalo Abhiyan’. The Scheme had also made a great deal with the problems of teacher scarcity and teacher student ratio.

Even then it has been observed from the various sources that the Primary Schools are under staffed in large number of rural areas in UP. The average teacher student ratio was 1:44 during 1990-91 and 1:42 during 1999-2000. The Management Information System (MIS) data of 2000, revealed that in fifteen UP DPEP (II) districts 26.58 per cent teachers were placed in single teacher school by ‘Shiksha Mitra Yojna’ or the scheme of ‘para-teacher’s.

**UP Janshala**

The Janshala (GOI-UN) programme is a collaborative effort of the Government of India (GOI) and United Nations (UN) organisation for providing support to ongoing efforts towards UEE for five years from 1998 to 2002. At the

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50 Times of India (Lucknow), September 3rd, 2001.
52 Ibid.
State level the programme is implemented through existing structure of educational administration. Janshala has started a large number of schools in small and remote habitations in the programme areas including Lucknow, other major areas of achievement are in teacher training, multi-grade teaching and intention for education of the disabled, setting up of block and cluster resources centre and strengthening capacities at the State, district and block level.\textsuperscript{53}

**Serva Sikhsha Abhiyan (SSA) in Uttar Pradesh**

The programme was launched towards the end of the Ninth Plan (1997-2002), in 2001 and was expected to take off where the DPEP had left to achieve the goal of UEE (includes universal access, universal enrolment, universal retention, quality and improvement)\textsuperscript{54} through a time bound integrated approach, in partnership with the States and the Centre. The Scheme stands for:

i) To keep all children in the age group of six to eleven years complete Primary Education by 2005;

ii) To ensure that all children in the age group of six to eleven years complete Primary Education by 2007; and

iii) To ensure universal retention of children in school by 2010.\textsuperscript{55}

While we talk about the UP SSA programes for UEE in a Project of Government of India and Government of Uttar Pradesh, the Project is being managed by the State project office of the Board with its wings spread all over Uttar Pradesh as its District Project Office (DPO's) and District Education Institute of Education and Training (DIET)\textsuperscript{56}. Under the programme the habitation plans were prepared after micro-planning, household surveys, schools mapping and diagnostic studies, form the basis for the District Plans (DEEP)\textsuperscript{57}.

\textsuperscript{53} Tenth Five Year Plan, \textit{op. cit.}, para 30, p. 29.
\textsuperscript{54} Ibid., para 31, p. 30.
\textsuperscript{55} www.education.nic.in/Elementarynew/ssa/jrm1.asp, Accessed on 7/8/2008
\textsuperscript{57} Tenth Five Year Plan, \textit{op. cit.}, para 19, p. 27.
The Sarva Shiksha Abhiyan is expected to accord the highest priority to community monitoring, transparency in programme, planning and implementation of capacity building at all levels as also to the adoption of a mission approach by the mainstream department of education functionaries.\textsuperscript{58} A National Mission for SSA was constituted in November 2000, after the Eighty-sixth Constitutional Amendment Act to the Constitution. The SSA has been the single largest holistic programme addressing all aspects of Elementary Education covering over one million elementary schools under the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) for about twenty crore children.\textsuperscript{59}

The SSA has brought Primary Education to the door steps of millions of children and enrolled them in Uttar Pradesh. According to the Seventh Educational Survey, 2002, the number of habitations that had a Primary School with a distance of kilometer was 10.7 lakh (eighty-seven per cent), whereas the number of habitants that had upper Primary Schools within a distance of three kilometers was 9.6 lakh (seventy-eight per cent). That was a great starting. The number of Primary Schools in the early 2001-2002 increased from 664 lakh in to 7.68 lakh in 2004-2005\textsuperscript{60}.

The enrolment at level increased from 159 million in 2001-02 to 182 million in 2004-05 an increase of twenty-three million. The Table\textsuperscript{5.3} shows the Gross Enrolment Ratio (GER) for Primary, and Elementary level for 2001-02 to 2004-05 for all the State of India including, Uttar Pradesh.\textsuperscript{61} SSA interventions have brought down the number of out of total schools for children from thirty-two million in 2001-02 to 7.0 million in 2006-07. UP districts amongst the States

\textsuperscript{58} Ibid., para 32, p. 30.
\textsuperscript{60} Ibid, paras 1.9, 1.10.
\textsuperscript{61} Ibid., para 1.12.
of India accounted for over 5000 out of school children each. The number of such district declared to twenty-nine in 2005-06.62

Table 5.2  GER in Primary and Upper Primary Schools According to Selected Educational Statistics, 2004-05 63

<table>
<thead>
<tr>
<th>Stages</th>
<th>Gross Enrolment Ratio</th>
<th>%age Fail Woman</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2001-02</td>
<td>2002-03</td>
</tr>
<tr>
<td>Primary (I-V)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boys</td>
<td>105.3</td>
<td>97.5</td>
</tr>
<tr>
<td>Girls</td>
<td>86.9</td>
<td>93.1</td>
</tr>
<tr>
<td>All</td>
<td>96.3</td>
<td>95.3</td>
</tr>
<tr>
<td>Upper Primary (VI-VIII)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boys</td>
<td>67.8</td>
<td>65.3</td>
</tr>
<tr>
<td>Girls</td>
<td>52.1</td>
<td>56.2</td>
</tr>
<tr>
<td>All</td>
<td>60.2</td>
<td>61.0</td>
</tr>
<tr>
<td>Elementary (I-VIII)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boys</td>
<td>90.7</td>
<td>85.4</td>
</tr>
<tr>
<td>Girls</td>
<td>73.6</td>
<td>79.3</td>
</tr>
<tr>
<td>All</td>
<td>82.4</td>
<td>82.5</td>
</tr>
</tbody>
</table>

62 Ibid.
Fig. 5.1

Fig. 5.2

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Ibid.

Ibid.
The figure shows that though there is an improvement in the number of girl’s students but, gender disparity exists. Serva Shiksha Abhiyan (SSA) programs also reduced the percentage of out of school children from 3.20 crore to 0.70 in 2006-07. The social composition of out of school children indicates that 9.97 per cent of Muslim children, 9.54 per cent of Schedule Tribes (STs), 8.17 of Schedule Castes (SCs) and 6.97 per cent of Other Backward Class (OBC) are out of school children and among them majority consists of five States. UP is one of them having twenty-two per cent of out of school children, the second largest in this regard as it comes exactly after Bihar with 23.6 per cent out of school children.

The fact that the children drop out of school early or fail to assume basic literary and numeracy skills, partially reflects poor availability of education. The average school attendance was around seventy per cent of enrolment in 2004-05. In States like UP, the average attendance was low as fifty-seven per

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66 Ibid.
67 Ibid.
69 Ibid.
cent, one third of the teachers almost twenty per cent do not attend schools.\textsuperscript{70} Besides this the repetition rates in such States are also very high, resulting in wastage of human and material resources. Teacher attendance, ability and motivation appear to be the weakest links of programme in UP.\textsuperscript{71} The latest phase of SSA for the children in the age groups of six to fourteen the mandate for free education under the Fundamental Rights (RTE Act, 2009) is being run with greater zeal and additional resources.\textsuperscript{72} The current goals of the SSA \emph{interalia} include the enrolment of children through Education Guarantee Centre (EGS), Alternative Schools (AS) and Back to School Chalo Camp’. It is also working for the retention of the enrolled children and bridging the gender gaps in UP as well as all the educationally backward States of India.\textsuperscript{73}

\textbf{Special Educational Programmes in UP}

A number of special educational programmes have been introduced by the State Government to address the problem of education of the children of the deprived sections of society and special category of students including SCs, STs, minorities, girls, below poverty line families and the handicapped children. A number of concessions, free ships and other incentives are given to the special category of students and girls. Some of the special programmes are discussed briefly like education for SCs/STs children, education for minority students, Madrasa modernization and special education for girls.\textsuperscript{74}

\textbf{National Programme for Education of Girls at Elementary Level (NPEGEL) in UP}

The National Programme for Education of Girls at Elementary level, is a focused intervention of Government of India, ‘to reach the hardest to reach’

\textsuperscript{70} Ibid.
\textsuperscript{71} Ibid.
\textsuperscript{72} Economic Survey, 2010-11, MHRD, \textit{op. cit.}, p. 309.
\textsuperscript{73} Ibid.
\textsuperscript{74} Ibid.
The programme provides for development of a ‘Model School’ in every cluster with more intense community mobilisation and supervision of girls enrolment in schools. Gender sensitization of teachers, development of gender-sensitive learning materials, and provision of need based incentives like escorts, stationery, work books, and uniforms are some of the endeavours under the programme.  

Due to the success of NPEGEL the State of UP had decided to take the Project work further in 2374 Primary Schools, to re-scrutinise the Primary Education programmes and to give a boost to women's literary rate in Uttar Pradesh. The Project was initiated by the Meerut district administration to transform the arduous school routine into fun-full learning experience for children in rural Primary Schools. After some time the State Government has taken an initiative to include the Project under NPGEL, under the ambitious of Education for All. However, 680 numbers of blocks were covered under NPGEL as on 31st December 2001. While the target was to cover 690 blocks till 2007-08 which had faced a delay but covered the whole by 15th July 2009.

UP Kasturba Gandhi Balika Vidyalal Scheme (KGBVS)

The KGBVS was launched in July, 2004 for setting up of residential schools at upper primary level for girls, predominantly belonging to the SCs, STs, Other Backward Classes (OBCs) and minorities in Educationally Backward
Blocks (EBBS). The Scheme is being implemented in educationally backward blocks where rural female literacy is below thirty per cent. It is also being run in selected urban areas where female literacy is below the national average.\textsuperscript{81} A minimum of seventy-five of enrolment in KGBVS is reserved for girls from the target groups and the remaining twenty-five per cent is open for girls belonging to the Below Poverty Line (BPL) category. The Tenth Plan allocation for the survey was 427 crore. Over 1700 Balika Vidyalaya or residential schools for girls have been set up by the Ministry of Human Resource Development in educationally backward district across twenty-four States.\textsuperscript{82} As of January 10, 2008, one 1724 KGBVS were reported to be functional, with 123571 girls enrolled across the country.\textsuperscript{83} Everyday, the lives of hundreds of adolescent girls belonging to the scheduled castes and scheduled tribes and OBCs in Uttar Pradesh are changing for the better.\textsuperscript{84} The Schools are run or supported by the local NGOs like Dishain, Saharanpur; Shashwat Sanathan in Sitapur, Manav Vikas Kendra in Gorakhpur etc.

Education has made a world of a difference to the lives of the young girls and even in their parent lives and way of thinking. Heera, the seventeen year old girl is a student at KGBV Gorakhpur, ran away from house and joined the school two years ago when her parents were insisting on getting her married. Now as she is set to sit for her class-X Exam, her father admits that his daughter's decision to study was right one. As accepting the importance of getting educated he said, "Now if nothing else we will at least be able to find a better groom for her".\textsuperscript{85} Mahila Sevakendra has initiated a new disaster management training programme in their KGBVS, depending on relative region-specific natural disaster, for examples, children in district like Behraich, Balrampur, Shrawasti, Chitrakoot, Allahabad, Mau and Varanasi will receive training in managing

\textsuperscript{81} Economic Survey, 2010-11, MHRD, op. cit., p. 309.
\textsuperscript{82} Ibid.
\textsuperscript{84} Ibid.
\textsuperscript{85} Ibid.
floods, water management and ground water and water harvesting.\textsuperscript{86} In these circumstances it is fortuitous that Uttar Pradesh which scores low on every indicator of social and educational development and particularly women's education (female literacy in UP is forty-two per cent against the national average of 53.67 per cent) boost in 323 KGBVS spread across ninety-eight educationally backward Blocks in the State. KGBVS offer SC, ST and minority girl children a chance to assist their Right to Education.\textsuperscript{87} Though the Government of UP is trying to remove gender disparity by all its means, however, the situation is still alarming, which presents a contradictory picture of UP at a time. It has been rightly remarked by the social activists about the State that ‘a society where one of two women is illiterate and where millions of girl children are now enrolled in school’.

**UP Saakshar Bharat Programme**

This is the name of the National Literacy Mission (NLM), which has been re-caste as Saakshar Bharat in 2009. This Scheme has focused on female literacy. This is a flagship Programme of the Government of India to be implemented in all the States. This Scheme is having the provisions for both the Primary and the Secondary stages of education. The State of Uttar Pradesh is running the Scheme both as an independent programme and as a part of SSA.\textsuperscript{88}

**Role of Non the Governmental Organisations (NGOs) in UP**

The Non Governmental Organisations include recognised aided and recognised unaided schools in State. These organisations are playing a significant role in managing school education in the State, particularly for Primary to Upper Primary. They manage fifty per cent of Upper Primary Schools.

\textsuperscript{86} Ibid.
Besides, there are some voluntary organisations, trusts and societies managing educational institutions at various levels for example: DAV Education Society Kali Prasad Trust, Allahabad; Radha Swami Trust, Agra; Mahanand Mission, Ghaziabad; Mahabodhi Society, Sarnath Varanasi; Shanti Siksha Nilayam, Varanasi; Jain Trust, Varanasi; Bira Education Trust, Nainital; Modi Education Trust, Meerut; Jaipuria Educational Trust, Kanpur; Guru Nanak Trust, Dehradun; Institute of Blessed Virgin Mary, Allahabad; Irish Christian Brothers, Nainital; and Bishop Catholic Church, Lucknow.\textsuperscript{89} These voluntary organisations are working for bringing the improvement in the Primary Education in State by including all its aspects such as, enrolment, retention, quality improvement, teacher training and so on.

**Role of Community Participation in UP**

National Education Policy 1986, specially emphasised on giving prominence to people's involvement in educational development of State, including association of non-governmental agencies and voluntary efforts.\textsuperscript{90} These details clearly lead to an environment where both the State and the community are equal partners in the spread and quality of. The influence of local community is critical to grass root capacity building for Universalisation of Elementary Education.\textsuperscript{91} In Uttar Pradesh, three types of community based organisations are in function:

- Village Education Committees,
- Mother/Parents-Teacher Associations, and
- Women Motivator Groups

Increasing community involvement through Village Education Committees is seen as the most effective way to ensure that teachers work and schools functions properly.

\textsuperscript{89} School Education in Uttar Pradesh: Status Issues and Future Perspectives, op. cit., p. 19.
\textsuperscript{91} Ibid.
Role of Village Education Committees (VEC)

Fig. 5.4

However baseline studies conducted in three districts, namely Varanasi, Sitapur and Nainital in 1992-93, found that the awareness of the community about VECs was very low and the VEC meetings were not organised regularly.\footnote{World Bank Document, \textit{op. cit.}, p. 10.}

Financing Elementary Education in Uttar Pradesh

Investment in education benefits and perpetuates those benefits to the future generations. Since providing the free and compulsory education is a constitutional directive under Article 45, which is recently mandated as a Fundamental Right under Article 21-A, it is the Fundamental Duty of the Government to finance it.\footnote{Anuradha Raman, “The Lost Chapter”, \textit{Outlook}, Vol. 48, No. 36, September, 2008, p. 17.} Thus under the Constitution of India, the Primary
Education is the responsibility of the Government more particularly the State Government.\textsuperscript{94}

**Sources of Educational Finance**

School education in UP (Primary and Elementary) draws on multiple sources of educational finance. Though it is largely based on internal or domestic resources, some specific schemes at elementary level are assisted by external donor agencies.\textsuperscript{95} The internal or domestic resources in turn can be classified in Private and Public. The later one indicates the involvement of Governments (Centre, State and Local Bodies) in financing education in India. Private resources is of two types in State i.e. voluntary and compulsory includes donations and endowments and students fee and other charges that have to pay while being enrolled in schools.\textsuperscript{96} Being a federal country, it is all the three levels of the sources of finance, which play an important role in funding education in India. However, with regard to the financing of school education in UP, it is the State that shoulders the largest responsibility.\textsuperscript{97}

**Financial Role of the Central Government**

The Central Government provides funds to the State budget of UP for the following schemes at primary level:

- Central Plans and Schemes
- Centrally Sponsored Schemes
- Special Component Plan of Scheduled Caste\textsuperscript{98}


\textsuperscript{95} Geeta Kingdon, Mohd. Muzammil, op. cit., p. 82.


\textsuperscript{97} School Education in Uttar Pradesh: Status Issues and Future Perspectives, op. cit., p. 161.

\textsuperscript{98} Shankaragouda Hanamantagouda Patil, Central Grant and State Autonomy, Atlantic Publishers and Distributors, New Delhi, 1995, p. 60.
Externally Financed Schemes

External financing for a very large State like UP is not very important.\textsuperscript{99} However, finance from the World Bank, its sister concern International Development Agency (IDA), and the United States International Development Agency (USIDA) are playing a significant role in supporting special educational schemes in certain areas:

- Education for All in UP (UPEFA)
- Education for All EFA(II)
- District Primary Education Programme (DPEP) II
- District Primary Education Programme (DPEP) III

Financial Responsibility of State Government

Despite of the federal character of the country financing of the school education remains the main responsibility of the State Government in UP at primary level the GOUP has two types of financial responsibilities:

- To maintain existing educational institutions;
- Direction and inspection of schools\textsuperscript{100}

Pattern of Financing in UP

Financing in Uttar Pradesh can be analysed by examining the relative importance given to State’s income, Government budget expenditure and in the total education expenditure in State’s Annual Plans. It can also be examined by analysing the allocations of State’s share for the expenditure of as against the national one, in Five Year Plans.

The data Table 5.3 shows that around 1.2 to 2.4 per cent of the State Domestic Product is allocated for over a period of twenty years to Elementary Education. However, to bring back the two crores of out-of-school children into

\textsuperscript{99} Geeta Kingdon, Mohd Muzammil, \textit{op. cit.}, p. 83.
\textsuperscript{100} \textit{Ibid.}, p. 83.
Table 5.3  Budget Expenditure on as Percent of State Domestic Product (SDP), Revenue Expenditure and Total Expenditure on Education in Uttar Pradesh (1980-2001)

<table>
<thead>
<tr>
<th>Year</th>
<th>% of SDP</th>
<th>% of Revenue Expenditure</th>
<th>% Elementary Education in total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-81</td>
<td>1.22</td>
<td>9.99</td>
<td>45.32</td>
</tr>
<tr>
<td>1981-82</td>
<td>1.25</td>
<td>9.88</td>
<td>44.37</td>
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<tr>
<td>1982-83</td>
<td>1.33</td>
<td>9.88</td>
<td>41.74</td>
</tr>
<tr>
<td>1983-84</td>
<td>1.36</td>
<td>9.60</td>
<td>41.83</td>
</tr>
<tr>
<td>1984-85</td>
<td>1.57</td>
<td>10.23</td>
<td>42.67</td>
</tr>
<tr>
<td>1985-86</td>
<td>1.54</td>
<td>10.26</td>
<td>44.41</td>
</tr>
<tr>
<td>1986-87</td>
<td>1.63</td>
<td>10.21</td>
<td>64.11</td>
</tr>
<tr>
<td>1987-88</td>
<td>1.50</td>
<td>8.99</td>
<td>39.52</td>
</tr>
<tr>
<td>1988-89</td>
<td>1.79</td>
<td>10.48</td>
<td>45.08</td>
</tr>
<tr>
<td>1989-90</td>
<td>2.43</td>
<td>13.21</td>
<td>50.10</td>
</tr>
<tr>
<td>1990-91</td>
<td>2.45</td>
<td>12.70</td>
<td>52.75</td>
</tr>
<tr>
<td>1991-92</td>
<td>1.86</td>
<td>10.25</td>
<td>47.58</td>
</tr>
<tr>
<td>1992-93</td>
<td>1.75</td>
<td>8.56</td>
<td>39.00</td>
</tr>
<tr>
<td>1993-94</td>
<td>1.60</td>
<td>8.41</td>
<td>42.31</td>
</tr>
<tr>
<td>1994-95</td>
<td>1.80</td>
<td>9.23</td>
<td>42.31</td>
</tr>
<tr>
<td>1995-96</td>
<td>2.10</td>
<td>10.61</td>
<td>42.32</td>
</tr>
<tr>
<td>1996-97</td>
<td>2.10</td>
<td>11.09</td>
<td>48.14</td>
</tr>
<tr>
<td>1997-98</td>
<td>1.99</td>
<td>10.15</td>
<td>50.82</td>
</tr>
<tr>
<td>1998-99</td>
<td>2.82</td>
<td>12.23</td>
<td>49.27</td>
</tr>
<tr>
<td>1999-00</td>
<td>1.90</td>
<td>10.25</td>
<td>45.57</td>
</tr>
<tr>
<td>2000-01</td>
<td>1.92</td>
<td>9.61</td>
<td>74.63</td>
</tr>
</tbody>
</table>

schools, the resource allocation needs to be further enhanced. The relative importance of the State budget ranges from eighth to thirteen per cent. However,

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there is a fluctuation among various years specifically in the period of 1990s, which could be attributable to its slow growth of income and fiscal crisis and to some extent the impact of structural adjustment program and economic reforms.\textsuperscript{102} As far as the share of expenditure in the total expenditure on education is concerned, it ranges from thirty-nine to sixty-four per cent in the State. In many years, it is between forty to fifty per cent. In the 1990s, when there was greater mobilisation of resources and various movements towards achieving the goals of Education for All (EFA), the norm in many States with regard to intra-sectoral allocation for Elementary Education was sixty per cent. In Uttar Pradesh, the share was only forty-nine per cent even in 1998-99.\textsuperscript{103}

Share of the expenditure on Primary Education in Uttar Pradesh indicate that the share of Primary Education to the total expenditure on education was as high as seventy per cent during the First Plan period. This was much higher as compared to the corresponding percentage at the all India level. Even in the case of State we find wide fluctuations as far as the share of Primary Education to the total education is concerned in different Five Year Plans.\textsuperscript{104} There is also a declining trend in the sense that during the Eighth Plan the share of Primary Education was forty-four per cent lower than the all India average.\textsuperscript{105} Infact the money spent on education in our country is decreasing in every Five Year Plan\textsuperscript{106} as the table shows that the share was a healthy fifty-six per cent during the First Plan. This share dropped quite considerably to thirty-five per cent during the second plan and remained almost constant even in the Third Plan.\textsuperscript{107} There were fluctuations during the Fourth Plan to Sixth Plan. Even during the Eighth Plan of Primary Education was much below that was set aside during

\textsuperscript{103} Ibid.
\textsuperscript{104} Y.P. Singh and A. Joshi, \textit{op. cit.}, p. 12.
\textsuperscript{105} A. Joshi, \textit{Ibid.}
\textsuperscript{106} Hindustan Times (New Delhi), June 26\textsuperscript{th}, 1995.
\textsuperscript{107} Y.P. Singh and A. Joshi, \textit{op. cit.}, p. 12.
First Plan.\textsuperscript{108} The situation was started to improve during Ninth Plan to Tenth Plan but again declined during Eighth Plan. (Table 5.4)

**Table 5.4 Educational Expenditure (Primary and Elementary) in Five Year Plans India, UP\textsuperscript{109}**

<table>
<thead>
<tr>
<th>Plans</th>
<th>India</th>
<th>U.P.</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Plan (1951-56)</td>
<td>56</td>
<td>70</td>
</tr>
<tr>
<td>Second Plan (1956-61)</td>
<td>35</td>
<td>59</td>
</tr>
<tr>
<td>Third Plan (1961-66)</td>
<td>34</td>
<td>66</td>
</tr>
<tr>
<td>Annual Plans (1966-69)</td>
<td>24</td>
<td>60</td>
</tr>
<tr>
<td>Fourth Plan (1969-74)</td>
<td>30</td>
<td>67</td>
</tr>
<tr>
<td>Fifth Plan (1974-79)</td>
<td>35</td>
<td>53</td>
</tr>
<tr>
<td>Sixth Plan (1980-85)</td>
<td>33</td>
<td>42</td>
</tr>
<tr>
<td>Seventh Plan (1985-90)</td>
<td>37</td>
<td>56</td>
</tr>
<tr>
<td>Annual Plans (1990-92)</td>
<td>37</td>
<td>39</td>
</tr>
<tr>
<td>Eighth Plan (1992-97)</td>
<td>47</td>
<td>44</td>
</tr>
<tr>
<td>Ninth Plan (1997-2002)</td>
<td>66</td>
<td>60</td>
</tr>
<tr>
<td>Tenth Plan (2002-2007)</td>
<td>65.6</td>
<td>58</td>
</tr>
<tr>
<td>Eleventh Plan (2007-2012)</td>
<td>62</td>
<td>57</td>
</tr>
</tbody>
</table>

A quick review of educational development in the State reveals that the goal of Universalising in a resource-poor State seems to be elusive in the near future. Resources required for achieving that goal remains high. Furthermore, the financing pattern of education in Uttar Pradesh in terms of any

\textsuperscript{108} D.D. Aggarwal, \textit{op. cit.}, p. 222.

of the indicators (share of education expenditures in SDP and revenue expenditures, resource allocation under various Five Year Plans, and for) exhibit a pessimistic prospect for educational development in the State of UP. Considering the magnitude of out-of-school children and the dropped-out children vis-à-vis the resource allocated toward, the State has not yet allocated the required resources to achieve the goal of Universalising Elementary Education. Acquiring the additional resources required to universalise would require significant adjustment in overall expenditures with federal assistance. Further, pressures of non-plan expenditures (basically salaries) have forced reductions in plan expenditures, which is essential for the growth of the school system in the State. It is to be noted that the northern hill region of Uttar Pradesh shows improvement in literacy rates and enrolment with active involvement of the government and community participation. The analysis reaffirms that resources allocated to financing in Uttar Pradesh are greatly inadequate; the public education system in the State is extremely inefficient. It is to be reiterated that given the public value of, the State and Central Government should shoulder the entire responsibility of funding and ensuring the twin principles of equity and efficiency in the public education system. This requires an indomitable political commitment in terms of spending priorities and improving the resource-use efficiency in the State.

As per the Constitutional provision, Article 45 continued to govern the policy making for education until 1976 (Forty-Second Amendment). Later on the Central Government assumed greater responsibility and came out with specific programmes of educational development of primary and upper primary levels. Since the decade of 1990’s the participation of Non Governmental Organisations (NGO’s), other Voluntary Organisations and Community at large have increased significantly. The system of financing in UP has evolved on federal lines in which all the Governments (Central, State and Local) play their respective roles. However the residual responsibility of the financing education rest with the State Government that plays predominant role in financing Primary
Education and that is why the financial implications of RTE Act, 2009 is likely to be most severe for the State Government.