



Pro-Poor Growth and Education in India

The Case of Andhra Pradesh and Tamil Nadu

Research Question: What should be done and how should it be done?



1. Outline

- 2. Pro-Poor Growth
- 3. The Education Sector
- 4. Policy Formulation
- 5. Ability and Willingness
- 6. Policy Implementation
- 7. Ability and Willingness
- 8. Lessons Learned

Promoting Pro-Poor Growth:

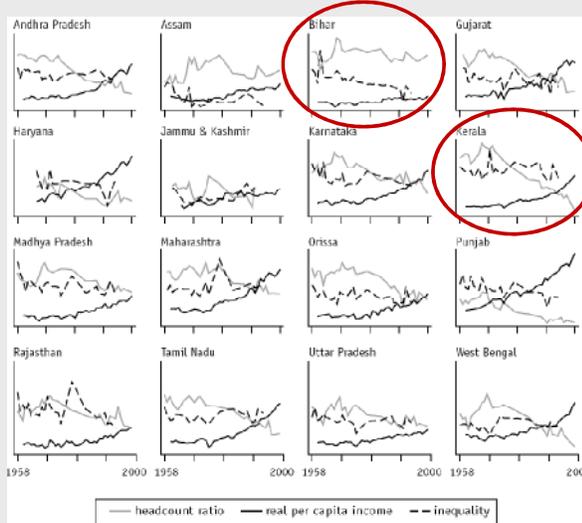
➤ What should be done?

➤ How should it be done?

Changes in Total Real Income per Capita, Total Official Poverty, and Inequality by Indian States (1957-2000)



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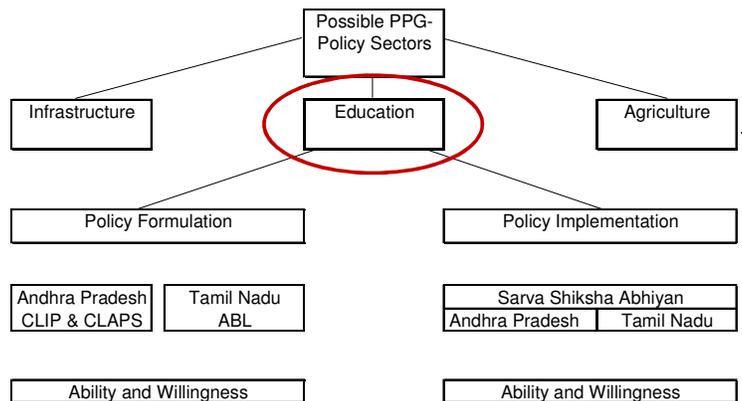
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Outline



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Importance of the Education Sector for Pro-Poor Growth

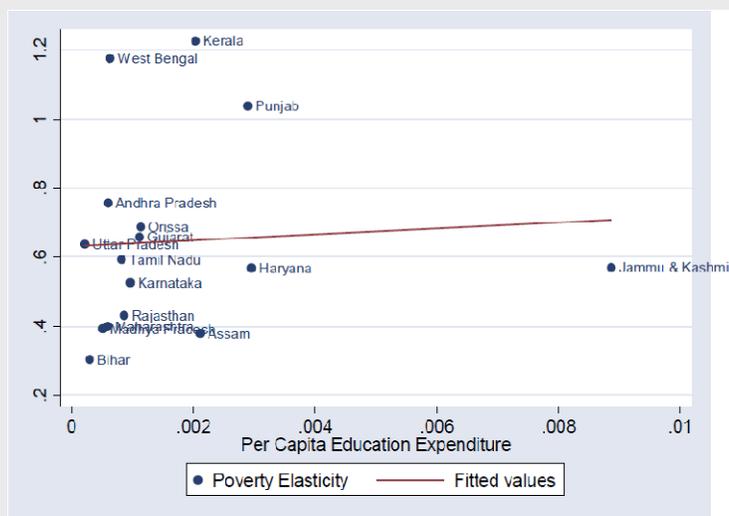


	B(2000)	DK(2002)	LZ(2002)	LS(2003)	CS (2003)	K(2004)	L(2004)
1. Outline							
2. Pro-Poor Growth	Better Education	+	+	+	+		+
3. The Education Sector	More Trade	-	+	o	-	o	-
	More Financial Depth		-	+	o	-	-
4. Policy Formulation	Less Government Spending	+	+	-		o	-
5. Ability and Willingness	Better Rule of Law	+	+			o	
6. Policy Implementation	Better Infrastructure				+		+
	Lower Inflation		+	+	+	+/-	+
7. Ability and Willingness	^a Positive entries indicate that the policy/outcome in the first column contributes to more equality. Negative entries indicate a contribution to higher inequality. o indicates no significance and a blank indicates that the policy was not considered.						
8. Lessons Learned	B(2000): Barro (2000); DK(2002):Dollar and Kraay (2002); LZ(2002): Li and Zou (2002); LS(2003): Lundberg and Squire (2003); CS(2003): Calderon and Serven (2003); K(2004): Kraay (2004);						

Intuitive Relationship But Different Outcomes



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Why Andhra Pradesh and Tamil Nadu?



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	Andhra Pradesh	Tamil Nadu
Geographic Condition	- Sea access - 10.2 villages per 100 sqkm	- Sea access - 12.5 villages per 100 sqkm
Population	- 76 million - Age group 0-6: 13% - ST/SC: 23% - Hindus: 89%	- 62 million - Age group 0-6: 12% - ST/SC: 20% - Hindus: 88%
Economy	- GDP: 3.7 billion Rs - 50% Tertiary - Work participation: 46%	- GDP: 3.4 billion Rs - 57% Tertiary - Work participation: 45%

However...

	Andhra Pradesh	Tamil Nadu
Literacy rate	- 61%	- 74%
Net Enrolment Ratio (UP)	- 58%	- 88%
Education Development Index	- Rank 12	- Rank 4

Investments in Education: Quantity vs. Quality



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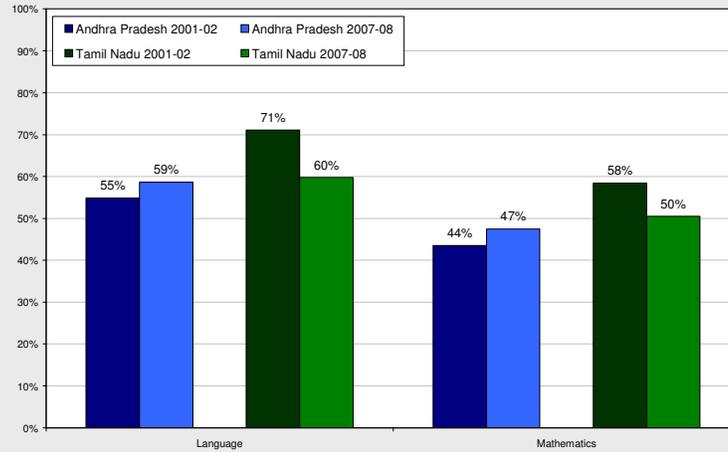
	Andhra Pradesh	Tamil Nadu
Expenditure	- 2% of GDP	- 3% of GDP
Schools	- 3 schools per 10 sqkm - 15% schools without building - 47% with girls toilet	- 3 schools per 10 sqkm - 0.1% schools without building - 62% with girls toilet
Classrooms	- Student-classroom-ratio: 26 - Average number: 4 - Need for major repair: 6%	- Student-classroom-ratio: 29 - Average number: 6 - Need for major repair: 4%
Teacher	- Pupil-teacher-ratio: 21 - % Para-teachers: 15%	- Pupil-teacher-ratio: 31 - % Para-teachers: 1%

However...

Recent Development in Learning Achievements



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The Importance of Policy Formulation: The Example of Activity Based Learning



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Introduced in 2003 by M.P. Vijaya Kumar. Idea:

- Radical turn from focus on grades and memorizing to learning achievements, instead joyful learning on self-selected pace (learning ladders)
- Ease of re-entries: reducing effects of seasonal drop-outs and absenteeism

Surveys give hints for households' preference for ABL:

- 16 of 28 households able to describe ABL
- 12 of 16 express strong preference of ABL due to learning progress of children are learning better
- 2 oppose system since they feel helping their children got more difficult
- All children expressed favour for the new system

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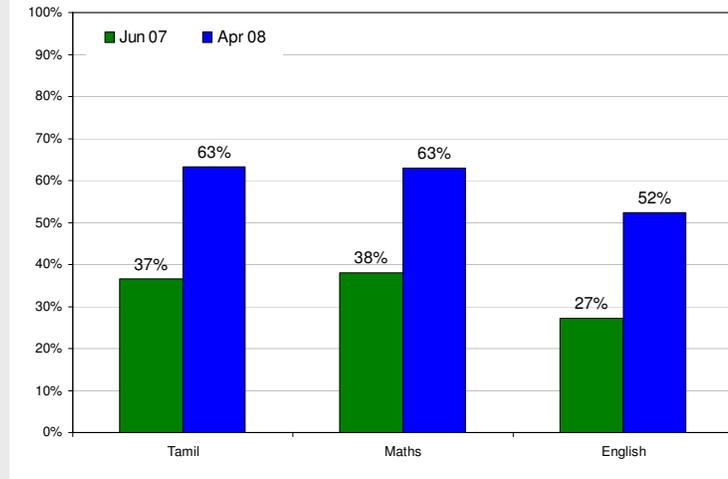
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Ability: Development of Learning Achievements under Activity Based Learning



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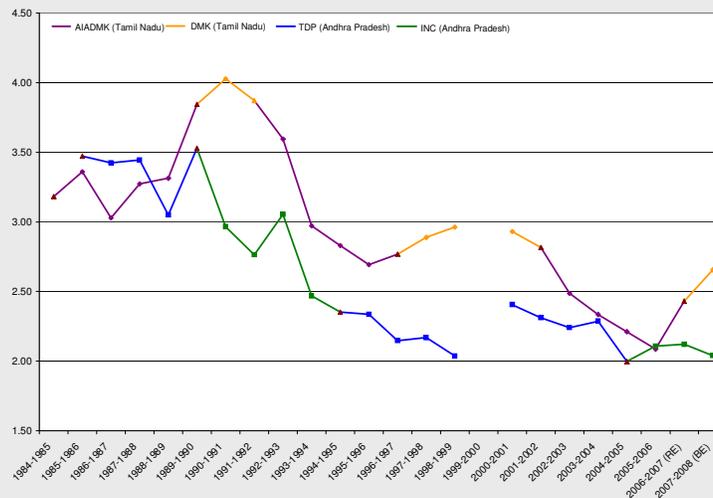
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Willingness of Political Decision Makers



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Policy Implementation: Sarva Shiksha Abhiyan and Midday-Meal-Scheme



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	Andhra Pradesh	Tamil Nadu
Sarva Shiksha Abhiyan (Progress 2002-2008)		
- Number of Schools	+ 3%	+ 4%
- Number of Classrooms*	+ 13%	+ 14%
- Number of Teachers	+ 12%	+ 82%
	(23% Para-Teachers)	(0.35% Para-Teachers)
Midday-Meal Scheme		
- Effective rate of served meals	87%	97%
- Calories	450	476
- Protein	12	15

* Since 2004

Policy Implementation: Indicators for Ability and Willingness



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Indicators for Ability:

- Financial Ability: plan, releases and expenditure under SSA
- Administrative Ability: bureaucracy, degree of centralization, corruption

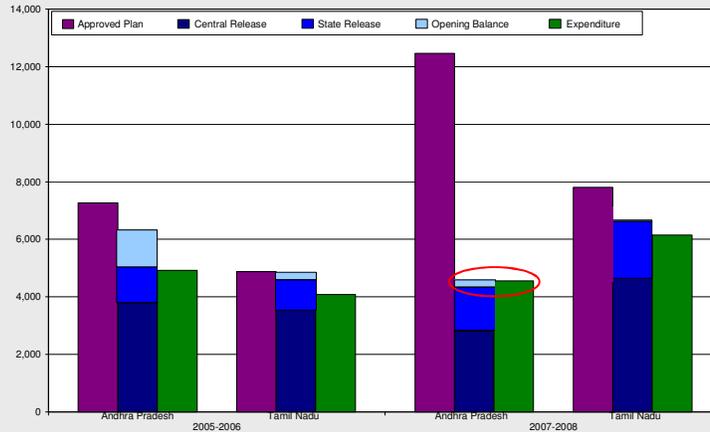
Indicators for Willingness:

- Intrinsic Motivation: efforts of single actors
- Willingness induced by pressure of target groups

Financial Ability: Plan, Releases and Expenditure under SSA



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Administrative Ability: Bureaucracy, Degree of Centralization, Corruption



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- 42nd Constitutional Amendment (1976): education removed from "State List" and placed under "Concurrent List", since then joint responsibility of central and state governments
- Same problems for both states:
 - Bureaucracy: Different implementation societies, boards, curricula, syllabi, frequently changing officers
 - High centralization: Village Education Committees often inactive, state government responsible for appointment, assignment, and promotion of all government teachers
- Prevailing corruption

However...

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Administrative Ability: Power Play in Tamil Nadu



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- This is NOT an example for good practice!
- July 2, 2003: Reform act issued by Chief Minister Jayalalitha Jayaram (AIADMK) inter alia reducing benefits for government teachers and government employees
- About a million government teachers and employees declared indefinite strike
- Within 4 days, more than 200,000 employees were dismissed
- High Court and then Supreme Court ruled in favour of the government declaring that public employees have no legal right to strike
- Concerned employees were step-wise reinstated, last 1000 in February 2004, however not without financial penalties and a deep-seated shock
- Result: Resistance of Teacher Unions broken in Tamil Nadu

Willingness: Intrinsic Motivation and Accountability



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- Example for intrinsic motivation is the introduction of ABL due to efforts of M.P. Vijaya Kumar
- However: "In India, things are mainly working *despite* the system and not because of the system."
- Little monitoring, prevailing corruption, dysfunctional buildings
- What about accountability?

Willingness: Lack of Accountability by Disinterest of those Paying for Education



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- Middle-class, i.e. tax payers, are not beneficiaries:
 - Own children enrolled in private schools
 - Interest in high quality of public tertiary education
- Some statements gathered by PROBE report:
 - “Why should government take the responsibility for educating children?”
 - “We have worked. We pay taxes. We should get something in return.”

Willingness: Lack of Accountability due to Reluctance of Beneficiaries



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Households seem to be **good informed**:

- A grade schools described as good or very good schools by 25 of 27 households
- D grade schools described as bad or very bad schools by 14 of 18 households

Households seem to **esteem education**:

- In urban areas 21 of 53 households pay for tuition

75 Rs	100 Rs	120 Rs	150 Rs	200 Rs	300 Rs
2	10	1	9	3	2

Households seem to be **reluctant to question** school management:

- Out of 54 discontent households only 11 actually questioned school management
- Reason: They are not paying for the service they receive

However...

Willingness: Implementation Enforced by Beneficiaries



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- In a village in Andhra Pradesh a father, member of local Panchayat, told his story:
- Quality of midday meal at local government school very bad
- He informed other parents of their rights and mobilised them to change the situation
- After fighting local school management, cooks were released, new cooks appointed
- Group members now alternate with monitoring meal quality
- Now, quality of midday meal at school is very good

Preliminary Lessons Learned



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- Investments in education should be both quantity as well as quality oriented, indicators to help monitor the progress in both areas should be developed
- Para-teacher scheme should be analyzed very carefully especially regarding its effects on learning achievements
- Merger of elements of CLAPS and ABL? Main reproaches with regard to ABL is lack of monitoring learning achievements – the very strength of CLAPS
- Voter mobilization to render education an issue in elections, e.g. huge gap between plan and releases under SSA in Andhra Pradesh should be made public to put pressure on state government to increase state releases
- Time government officials spend in office should be prolonged, frequent changes undermine effectiveness of implementation

Preliminary Lessons Learned



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- At this time performance-dependent salaries for teachers should not be considered due to anticipated suing of teachers, instead fostering of decentralization, especially strengthening of Village Education Committees
- Once VECs are responsible for teachers, performance-dependent salaries might be considered
- Urgent need for (independent) monitoring system, e.g. to reduce corruption, problem of dysfunctional buildings, etc.
- Beneficiaries of public services should be informed and trained in citizen rights, should be actively engaged in monitoring implementation processes to promote accountability on all levels

Thank you!