

**Social Sector Development:  
A Perspective from  
Punjab**

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# Presentation Scheme

I. Punjab at a Glance

II. Issues in Social Sector Development

III. Conclusion

# I. Punjab at a Glance

I.1 A Profile

I.2 Economic Growth

I.3 Stagnation in Agriculture

I.4 Industrial Deficit

I.5 Industrial Stagnation

I.6 Weak and Vulnerable Finances

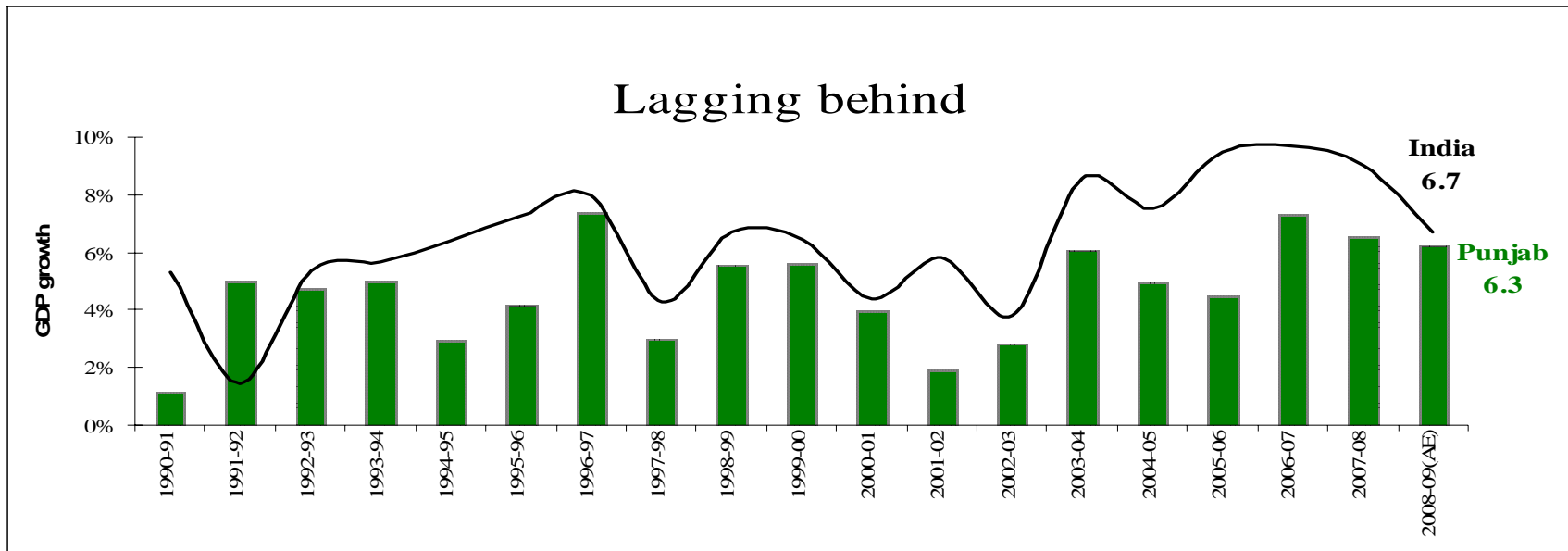
## I.1 A Profile

One of the richest states of India  
6<sup>th</sup> Rank in per capita income.

Lowest incidence of poverty - 8.4 per cent  
All-India incidence - 27.5 per cent

Highest proportion of scheduled castes - 29 per cent  
All-India proportion - 16 per cent

# I.2 Economic Growth



## Ambition lowered

### Growth Targets

	Punjab	India
10th plan –	6.4	8.0
11th plan –	5.9	9.0

(Lowest of all states)

## **I.3 Stagnation in Agriculture**

### **A. Stagnating yields of wheat and paddy**

Meager investment in irrigation

Subsidies preempt resources for investment

Declining water tables

Free electricity encourages pumps for groundwater

Free water discourages conservation

Deterioration in Soil Quality

Imbalanced use of fertilizers

Mono-cropping

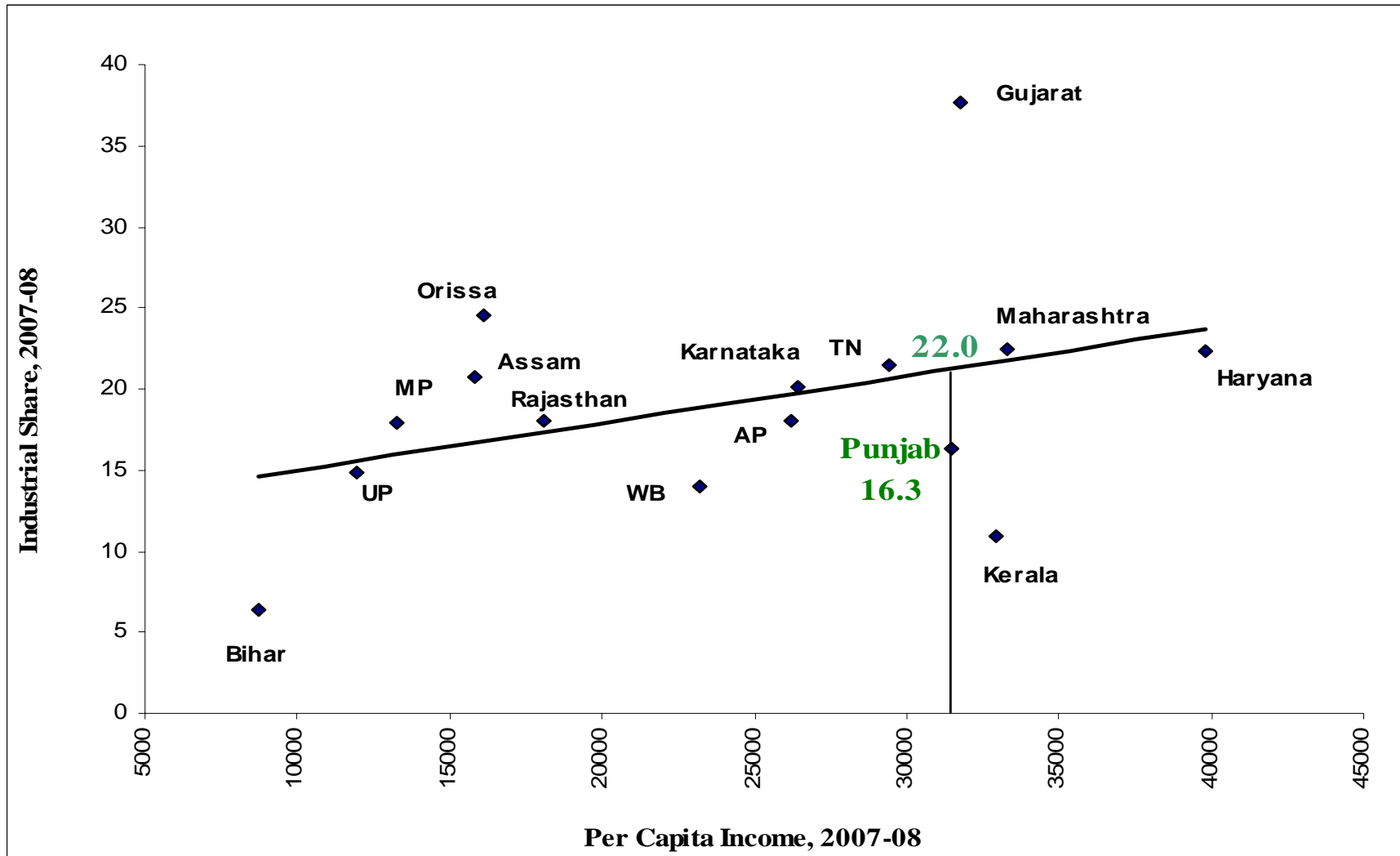
Neglect of research

### **B. Highly sub-optimal Crop Diversification**

Lack of institutions for risk mitigation

Inertia - procurement policies, APMC Act.

# I.4 Industrial Deficit



Source: Central Statistical Organisation.

# I.5 Industrial Stagnation

Large scale industry

Meager presence

Moved out to other states

Small scale industry

Little modernization

Factors behind industrial stagnation

Land unaffordable

Administrative apathy and Corruption

Power scarcity

Non-utilization of Central schemes

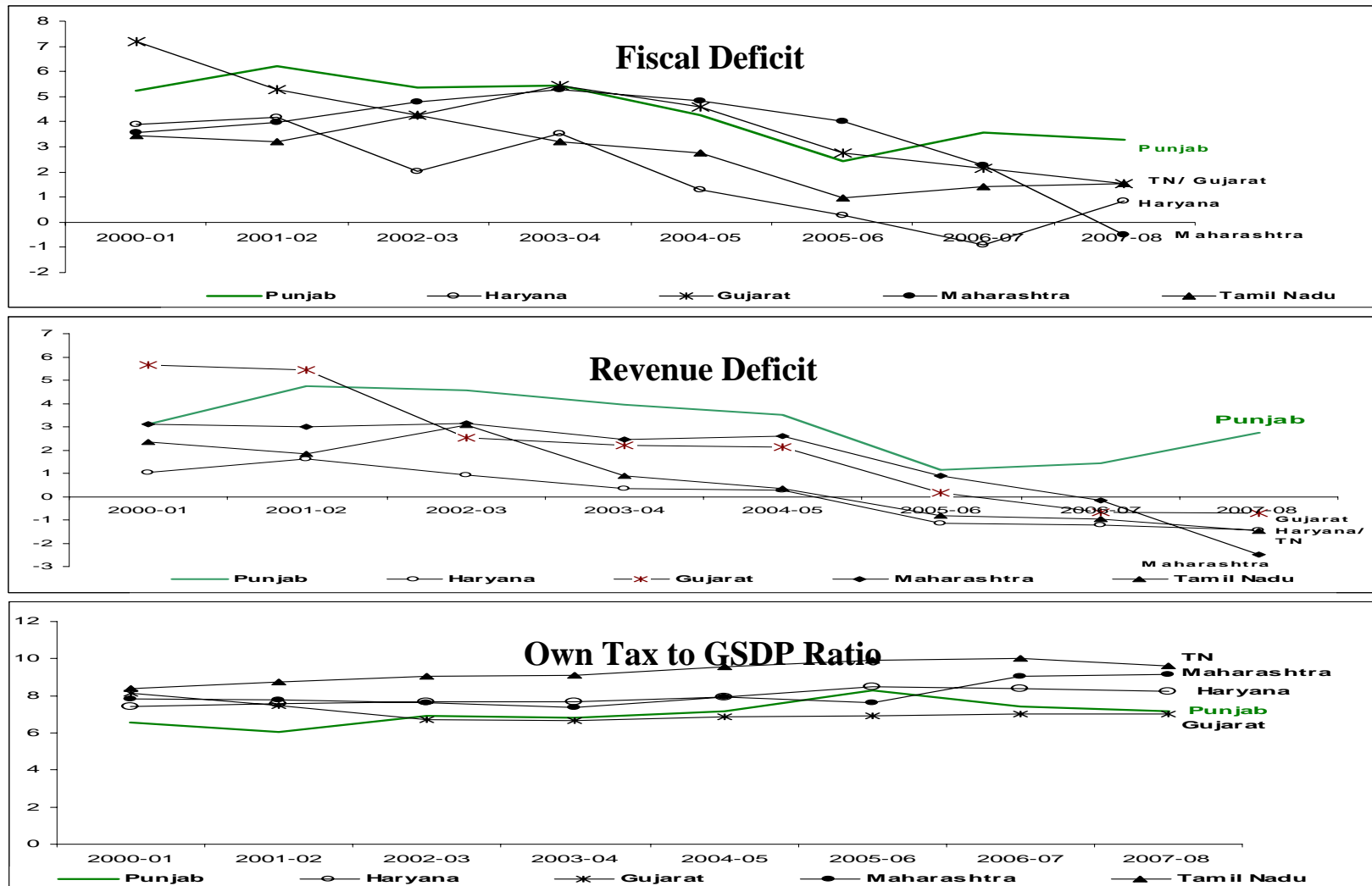
Skill shortages

Little connect between industrial policy and Punjab's rich agricultural base

An Agrarian mind-set



# I.6 Weak and Vulnerable Finances



Source: Finance Department, Punjab and Planning Commission.

## **II. Issues in Social Sector Development**

II.1 Social Outcomes

II.2 Declining Social Sector Expenditures

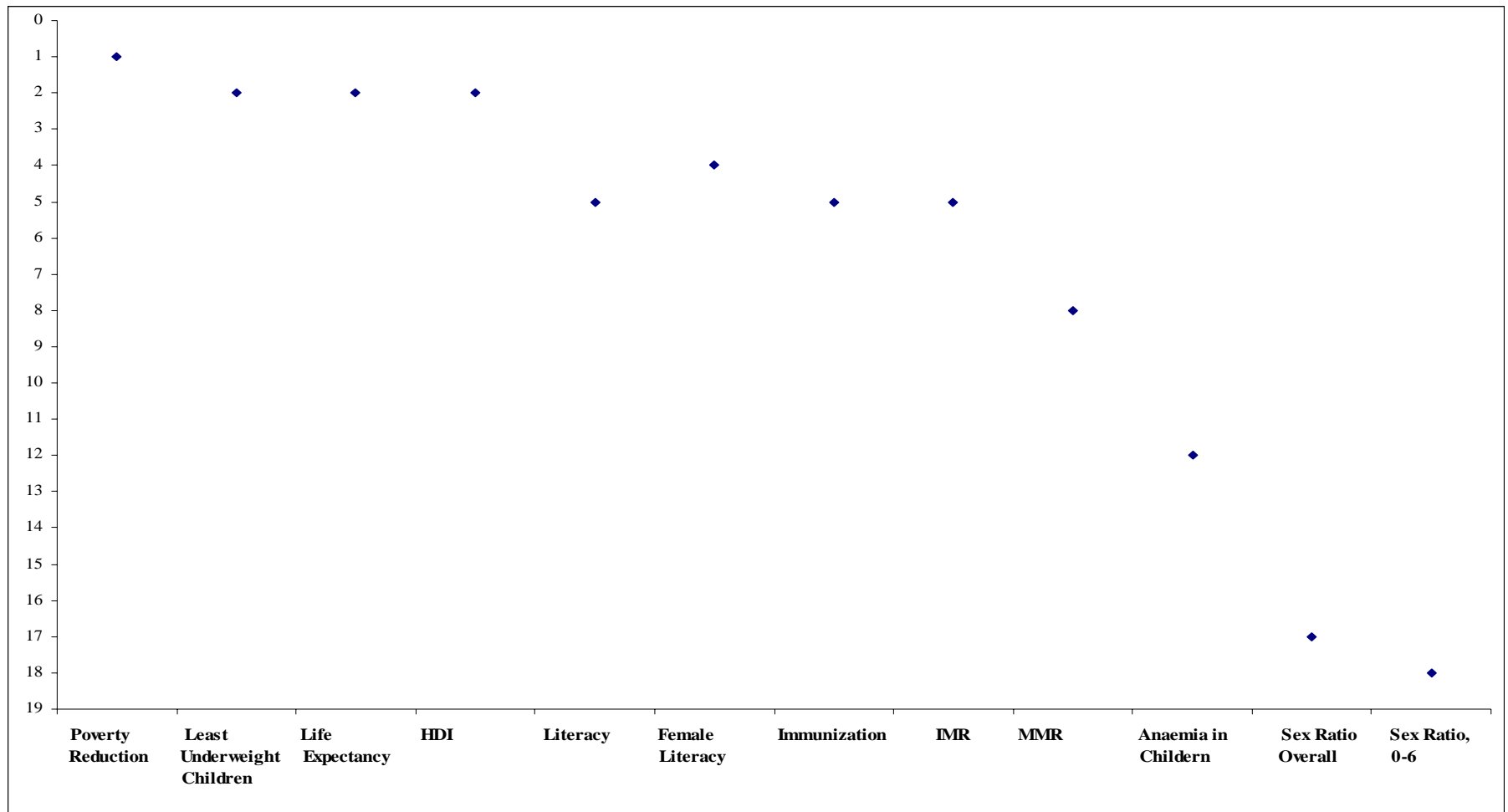
II.3 Education

II.4 Health

II.5 Gender Deficit

# II.1 Social Outcomes

## Punjab's Rank Among Major States

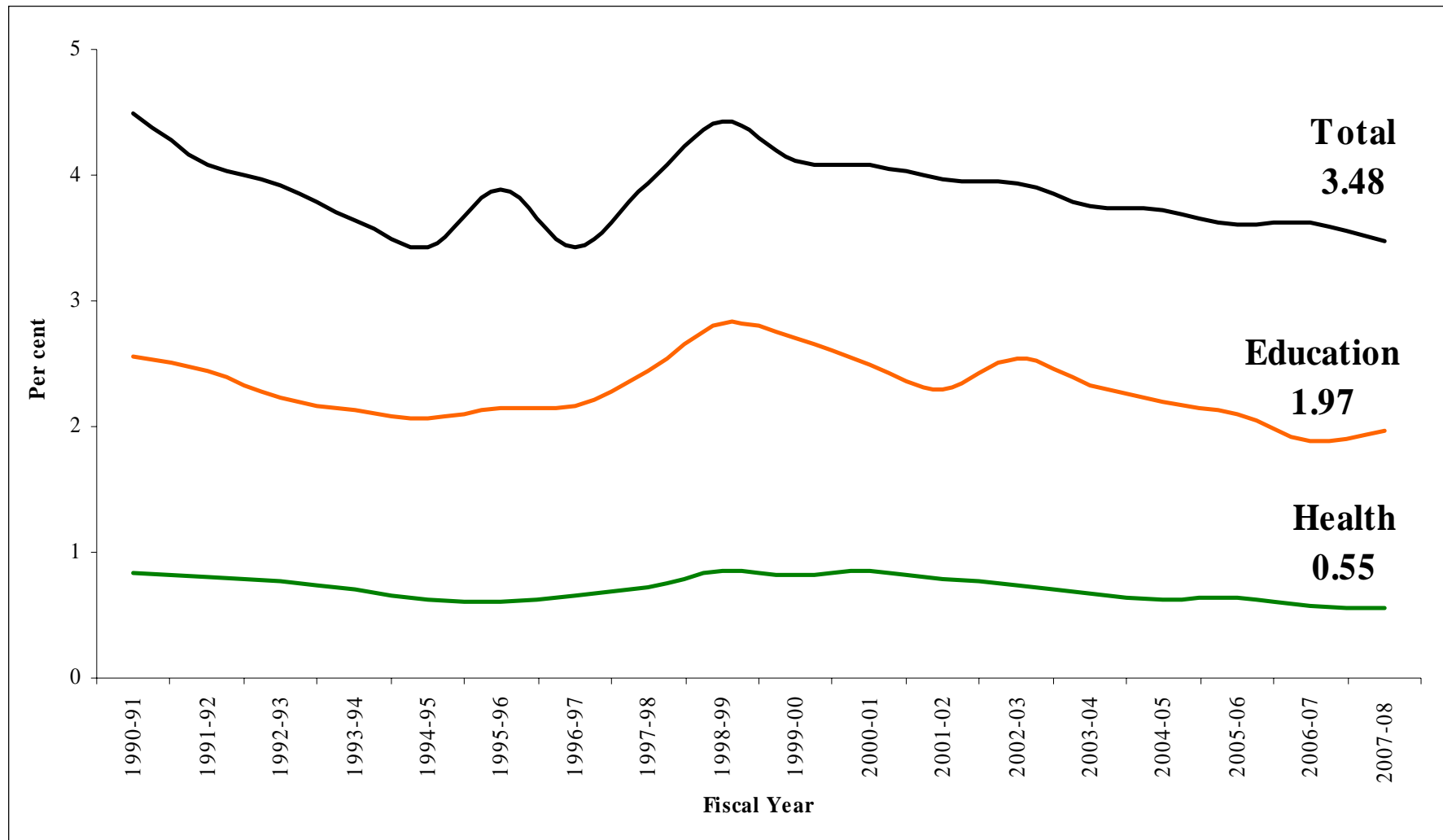


Note: Infant Mortality for 2008, HDI, Literacy and gender variables for 2001, Life expectancy for 2002-2006, Maternal Mortality for 2004-2006, Poverty for 2004-05, others for 2005-06.

Sources: Planning Commission, National Family Health Survey, Sample Registration System, and Census.

## II.2 Declining Social Sector Expenditures

(per cent of GSDP)



Sources: Budget Documents.

## II.3 Education

### II.3a Excellent Physical Infrastructure

Punjab Ranked in top 3 on Educational Infrastructure Index

Elements of Educational Infrastructure Index:

Availability of drinking water	- 97 per cent
Common toilets	- 90 per cent
Toilets for girls	- 80 per cent

Access to schools in Rural Areas

Punjab	- 93.5 per cent
All-India	- 87 per cent

Source: National University of Educational Planning and Administration (NUEPA)

## II.3b Very Poor Learning Outcomes

Punjab Ranked 25<sup>th</sup> on Educational Outcome Index

Elements of Educational Outcome Index:

	Punjab	India
Boys securing 60 per cent and more	40.8	50.2
Girls securing 60 per cent and more	44.8	50.5
Repetition rate	7.7	5.2
Drop-out rate	2.9	8.0
Gross enrollment ratio	76.2	115.3
Transition rate from primary to upper primary	100.0	82.7
Gender parity index in enrollment	0.8	0.9
SCs enrollment	50.6	19.9
STs enrolment	0.1	11.7

## II.3c Survey Findings on Learning Outcomes NCERT

Ranking of Punjab						
Class	III		V		VII-VIII	
	2004	2008	2002	2007	2004	2008
Language	25/ 29	14/ 32	17/ 30	23/ 33	27/ 27	5/32
Mathematics	22/ 29	22/ 32	8/30	10/33	17/ 27	8/32
Mean Marks Attained (Percent)						
Class	III		V		VIII	
	2008		2007		2008	
	Punjab	India	Punjab	India	Punjab	India
Language	67.2	< 67.8	57.8	< 60.3	62.0	> 56.7
Mathematics	58.1	< 61.9	48.4	< 48.5	44.1	> 41.2

## **II.3c Survey Findings on Learning Outcomes NCERT (Contd..)**

Except for Upper Primary (class VII/VIII) in 2008, Punjab ranks rather low among 30 or so states/UTs.

For class III, very poor ranking in mathematics, and some improvement in language from very poor in 2004 to middling rank in 2008.

For class V, deterioration with very poor rank in language and middling rank in mathematics in 2007.

Only in Upper Primary in 2008 the mean marks obtained in Punjab are higher than the average for all-India, reflecting a significant improvement from 2004.



## II.3c Survey Findings on Learning Outcomes ASER 2009

<b>Class V students</b>	Punjab	Haryana	Gujarat	Tamil Nadu	Maharashtra	All-India
Who cannot read level two text	35.7	34.2	55.6	64.7	26.2	47.2
Who cannot divide	51.1	45.3	75.4	86.1	49.0	62.0
<b>Class VIII students</b>						
<b>Class VIII students</b>	Punjab	Haryana	Gujarat	Tamil Nadu	Maharashtra	All-India
Who cannot read level two text	13.1	13.6	22.8	30.9	8.5	17.5
Who cannot divide	26.3	17.9	43.7	58.0	20.2	31.3

### Parho Punjab Initiative for Remedial Teaching 2008

Improvement

<b>Class V students</b>	From	To
Who can read stories	46	58
Who can divide	29	40

### Digital Equalizer 2008

## II.3e Possible Explanations for Poor Outcomes

High incidence of teacher absenteeism

More than 34 per cent of teachers absent during unannounced visits to government schools - third highest among 19 surveyed states (Kremer et al, 2003)

15 per cent absenteeism in primary schools - amongst the highest of all states and deteriorated between 2007 and 2009 (ASER)

## **II.3e Possible Explanations....(Contd..)**

### Factors behind Teacher Absenteeism

Teachers hired at state level with transferability across the state

Strong Trade Unions ensure job security

Appointments, promotions, transfers - strong political influence

System of supervision non-existent

Accountability to remote authorities implies that teachers can get away with absenteeism and/or subcontracting teaching

## II.3e Possible Explanations....(Contd..)

### Teacher Recruitment Scenario

Maximum age limit for new entrants 42, pressures to raise further

Gender discrimination in recruitment

Questionable practices, court stay orders on recruitment

Vacancies of teachers 20,815 against a total strength of 96,601 sanctioned posts, as of 2007-08

Student-Teacher Ratio of 38 - 14<sup>th</sup> among major states

### Poor Inspection System

Political dominance of institutions of regulations/standards

## II.3f Market Response

A rapidly rising demand for good education in a rich state like Punjab has generated a market response - proliferation of private primary schools

More than 85 per cent of the private primary schools are unrecognized

Private Unrecognized schools account for 25 per cent of total enrollment:

- Teachers with higher academic qualification

- Teachers paid substantially less than government teachers

- Have more favorable pupil-teacher ratios

- A greater percentage of female teachers

- A greater percentage is English medium

## **II.3g Sarva Shiksha Abhiyan Opportunity for Reform**

Only 5-6 per cent allocated for teachers' training, teaching equipment, research, evaluation, monitoring and supervision, etc.

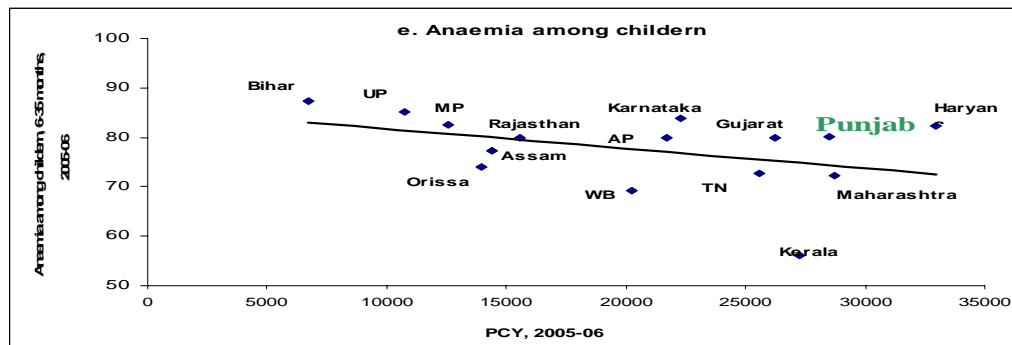
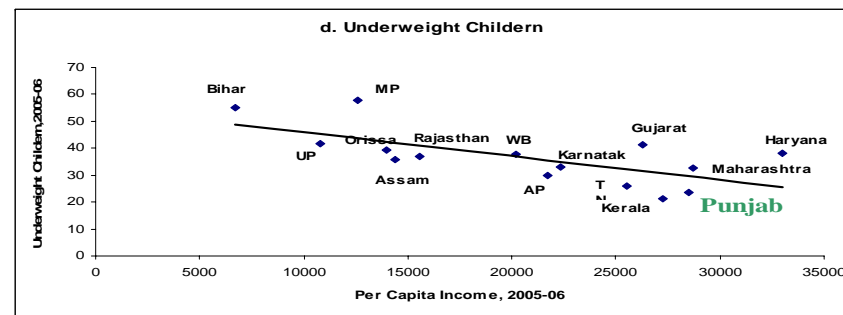
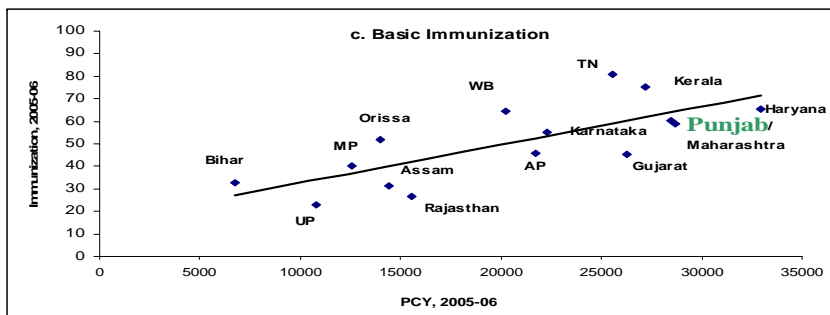
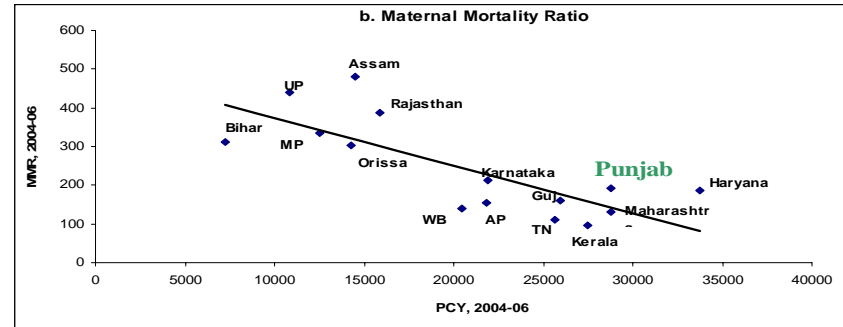
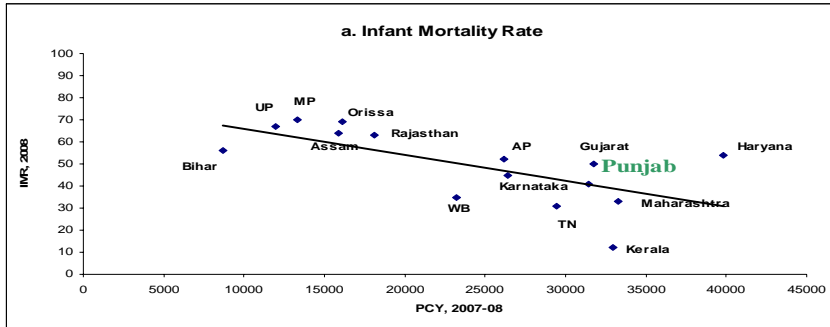
Only 4-5 per cent of funds set aside for innovative activities for improving course content, using IT in education, etc.

Utilization of funds compares poorly with other comparator states till 2007-08, but close to 100 per cent in 2008-09

Significant improvement in 2008-09 both in allocation pattern and utilization of funds

# II.4 Health

Health outcomes not commensurate with the high per capita income and extensive infrastructure of healthcare



Note: Exceptions, Nutrition and IMR

## **II.4a Weak Institutions of Delivery**

Fundamental problems in the functioning of the healthcare system in the state stem from weak institutions of delivery as well as heavy political interference in the deployment of health personnel, and in the management of health centres and hospitals

Centralized hiring and ineffective supervision encourages absenteeism and indiscipline

Outsourcing primary health care to private sector- mixed results



## II.4a Weak Institutions of Delivery (Contd..)

### Recruitment scenario

Restrictive policies in the hiring began in 1997, and grew worse with growing fiscal stress

18 per cent of Auxiliary Nurse Midwives (ANM) positions in Punjab were vacant, as of 2007-08

60 per cent of the obstetrics/gynecology positions were vacant in Community Health Centres and sub-district hospitals, as of 2007-08

Flexibility provided in National Rural Health Mission (NRHM) is highly inadequately utilized

## II.4b Maternal Mortality

Lower social status of women in society comes in the way of using existing infrastructure of better and safer delivery

Only 52.5 per cent of the births at institutions

Only 68.6 per cent attended by the skilled health personnel

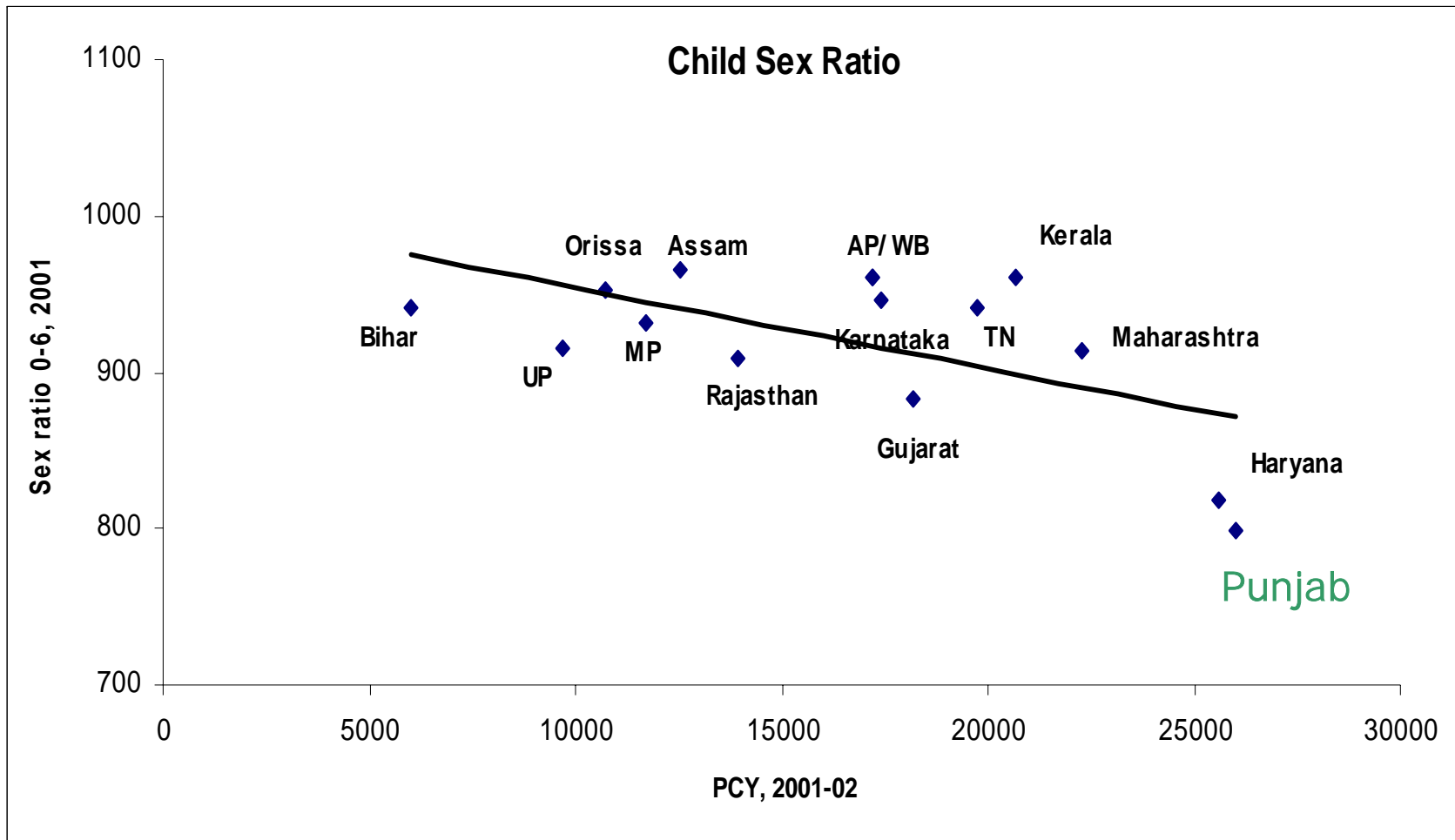
Both much lower than other states

## **II.4c Poor State of Water and Sanitation**

Gains of nutrition are drained away by diseases resulting from unsafe drinking water and the poor state of sanitation.

The Government of Punjab has initiated a project with the Naandi Foundation for providing safe drinking water at a nominal charge.

## II.5 Gender Deficit



Punjab's child sex ratio below the expected level.

## II.5 Gender Deficit (Contd..)

Declining and the lowest child sex ratio of 798 among all states.

Of the 10 districts in India that have the lowest child sex ratio, 7 are in Punjab (UNDP 2004)

Evidence of turnaround in few districts:-

In Nawanshahr child sex ratio improved from as low as 774 in March 2005 to over 900 in 77 out of the 475 villages of the district by March 2006, due to a vigorous drive of the social audit of pregnant mothers, the medical audit of scanning centres, and the active involvement of NGOs, religious leaders, and young students.

## III. Conclusion

1. Physical infrastructure takes you only so far
2. Private sector offers no panacea, specially for the poor
3. Institutions for delivery have to improve
4. Governance reform crucial
5. Innovation - Use of IT, Digital Equalizer