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\textsuperscript{th} 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

Lagging behind

Ambition lowered

Growth Targets

<table>
<thead>
<tr>
<th></th>
<th>Punjab</th>
<th>India</th>
</tr>
</thead>
<tbody>
<tr>
<td>10th plan</td>
<td>6.4</td>
<td>8.0</td>
</tr>
<tr>
<td>11th plan</td>
<td>5.9</td>
<td>9.0</td>
</tr>
</tbody>
</table>

(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
1.6 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


Sources: Planning Commission, National Family Health Survey, Sample Registration System, and Census.
## II.2 Declining Social Sector Expenditures

(per cent of GSDP)

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990-91</td>
<td>4.48</td>
</tr>
<tr>
<td>1991-92</td>
<td>3.97</td>
</tr>
<tr>
<td>1992-93</td>
<td>3.48</td>
</tr>
<tr>
<td>1993-94</td>
<td>3.07</td>
</tr>
<tr>
<td>1994-95</td>
<td>2.65</td>
</tr>
<tr>
<td>1995-96</td>
<td>2.18</td>
</tr>
<tr>
<td>1996-97</td>
<td>1.71</td>
</tr>
<tr>
<td>1997-98</td>
<td>1.32</td>
</tr>
<tr>
<td>1998-99</td>
<td>1.00</td>
</tr>
<tr>
<td>1999-00</td>
<td>0.75</td>
</tr>
<tr>
<td>2000-01</td>
<td>0.55</td>
</tr>
<tr>
<td>2001-02</td>
<td>0.55</td>
</tr>
<tr>
<td>2002-03</td>
<td>0.55</td>
</tr>
<tr>
<td>2003-04</td>
<td>0.55</td>
</tr>
<tr>
<td>2004-05</td>
<td>0.55</td>
</tr>
<tr>
<td>2005-06</td>
<td>0.55</td>
</tr>
<tr>
<td>2006-07</td>
<td>0.55</td>
</tr>
<tr>
<td>2007-08</td>
<td>0.55</td>
</tr>
</tbody>
</table>

### 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 25th on Educational Outcome Index

Elements of Educational Outcome Index:

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

Source: National University of Educational Planning and Administration (NUEPA)
## II.3c Survey Findings on Learning Outcomes

### Mean Marks Attained

<table>
<thead>
<tr>
<th>Class</th>
<th>III</th>
<th>V</th>
<th>VII-VIII</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language</td>
<td>2004</td>
<td>2002</td>
<td>2004</td>
</tr>
<tr>
<td></td>
<td>2008</td>
<td>2007</td>
<td>2008</td>
</tr>
<tr>
<td>Mathematics</td>
<td>25/29</td>
<td>17/30</td>
<td>27/27</td>
</tr>
<tr>
<td></td>
<td>14/32</td>
<td>23/33</td>
<td>5/32</td>
</tr>
<tr>
<td></td>
<td>22/29</td>
<td>8/30</td>
<td>17/27</td>
</tr>
<tr>
<td></td>
<td>22/32</td>
<td>10/33</td>
<td>8/32</td>
</tr>
</tbody>
</table>

### Ranking of Punjab

<table>
<thead>
<tr>
<th>Class</th>
<th>III</th>
<th>V</th>
<th>VII-VIII</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2008</td>
<td>2007</td>
<td>2008</td>
</tr>
<tr>
<td>Language</td>
<td>Punjab</td>
<td>Punjab</td>
<td>Punjab</td>
</tr>
<tr>
<td></td>
<td>India</td>
<td>India</td>
<td>India</td>
</tr>
<tr>
<td>Mathematics</td>
<td>67.2</td>
<td>57.8</td>
<td>62.0</td>
</tr>
<tr>
<td></td>
<td>&lt; 67.8</td>
<td>&lt; 60.3</td>
<td>&gt; 56.7</td>
</tr>
<tr>
<td></td>
<td>58.1</td>
<td>48.4</td>
<td>44.1</td>
</tr>
<tr>
<td></td>
<td>&lt; 61.9</td>
<td>&lt; 48.5</td>
<td>&gt; 41.2</td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Class V students</th>
<th>Punjab</th>
<th>Haryana</th>
<th>Gujarat</th>
<th>Tamil Nadu</th>
<th>Maharashtra</th>
<th>All-India</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who cannot read level two text</td>
<td>35.7</td>
<td>34.2</td>
<td>55.6</td>
<td>64.7</td>
<td>26.2</td>
<td>47.2</td>
</tr>
<tr>
<td>Who cannot divide</td>
<td>51.1</td>
<td>45.3</td>
<td>75.4</td>
<td>86.1</td>
<td>49.0</td>
<td>62.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Class VIII students</th>
<th>Punjab</th>
<th>Haryana</th>
<th>Gujarat</th>
<th>Tamil Nadu</th>
<th>Maharashtra</th>
<th>All-India</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who cannot read level two text</td>
<td>13.1</td>
<td>13.6</td>
<td>22.8</td>
<td>30.9</td>
<td>8.5</td>
<td>17.5</td>
</tr>
<tr>
<td>Who cannot divide</td>
<td>26.3</td>
<td>17.9</td>
<td>43.7</td>
<td>58.0</td>
<td>20.2</td>
<td>31.3</td>
</tr>
</tbody>
</table>

Parho Punjab Initiative for Remedial Teaching 2008

<table>
<thead>
<tr>
<th>Class V students</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who can read stories</td>
<td>46</td>
<td>58</td>
</tr>
<tr>
<td>Who can divide</td>
<td>29</td>
<td>40</td>
</tr>
</tbody>
</table>
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
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 - 14th 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.
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
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