



Attaining the MDGs in India
The Role of Public Policy and Service Delivery
Conference Delhi, 17/18 June 2004

**DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH
EXPERIMENT**

Mrs Rao looked at the tables once again. To be or not to be? She had to decide on the future strategy of the APSWREIS for the residential schools set up for children from backward communities. There was a proposal to open several more schools. Also, several other states were keen to learn from the AP experience. She realized that her recommendation would be closely examined and discussed.

Background

Andhra Pradesh had been a pioneer in starting residential educational institutions for poor rural children since 1971; the state government later established separate residential schools for scheduled castes. The schools were to be run on a pattern similar to that of the residential schools run under the supervision of the Department of Education. With the growth in the number of residential schools, as shown in **Exhibits 1** and **2**, an autonomous organisation called Andhra Pradesh Social Welfare Residential Educational Institutions Society (APSWREIS) was established in 1987. The Jawahar Navodaya Vidyalayas, established by the Government of India in 1986 are based on the APSWREIS model.

Poverty and low and irregular income prevented parents from sending their wards to schools. In order to sustain the family livelihood, children above 10 years were forced to work either part-time or full-time. This was a widespread social problem. At the same time, a majority of government schools were unable to provide quality education for want of facilities and teachers. It was in this context that the APSWREIS schools were created. The Society provided not only high quality general, technical and vocational education, but also organized co-curricular activities, served a balanced, nutritive diet, and offered qualified medical care to children. The Society ran a total of 294 residential schools, of which 198

This case was prepared by Kamal Gaur, with the collaboration of K. Ramachandran, Professor of ISB at the Indian School of Business in Hyderabad, to serve as a basis for discussion and not to approve or criticize the programs or decisions described. The preparation of this case was sponsored by the World Bank. Nevertheless, the points of view and interpretations in this document are attributable to its authors alone. The facts and figures presented in the case are real but the characters and their views are imaginary.

were for girls and 96 for boys, in different parts of the state. From 1985-1990, no new school was opened due to changes in government policies. Special efforts were made by the Society to mobilise girl child labour from weaker sections and mainstream them through long-term bridging courses before they entered regular schools and residential schools exclusively for girls.

Exhibit 3 shows the Pupil-Teacher Ratio (PTR) in different types of institutions. APSWREIS schools had qualified teachers in place. All the schools had similar numbers of staff and students. The Society recruited post-graduate, trained teachers. APSWREIS by design had a maximum of 560 children per institution and a minimum of 25 teachers. These teachers were placed one scale higher than teachers in the state government schools as they put in more hours and effort.

Admission Process and Student Profile

The APSWREIS schools catered to the 9-14 age group (Class 6 to Intermediate). Admission to these schools, except residential Industrial Training Institutes (ITIs) and Polytechnics, was in Classes 5, 6, 8 and 11, for 80 children in two sections of 40 each. At full operational level, all schools put together could provide formal education to as many as 1.65 million students. It took 3-5 years to upgrade a school to the intermediate level. In 2002-03, the total number of students in all the schools stood at 192,138, with 5,909 teaching and non-teaching staff.

Admission into residential schools was widely publicized, and was based on an entrance test conducted throughout the state; applications for the admission test were submitted by schools, but the number of applications varied from school to school. The school principals acted as facilitators for the transition of students into residential schools. This exercise was done for each APSWREIS school. Only children from the catchment area were eligible to apply for admission to the school. Demand for places varied from school to school, with some having unfilled places. Competition was stiff for admission to schools close to urban centres and with a better performance record. Competition was also greater for children from Backward Classes and Other Backward Classes¹, as only a limited number of places was reserved for them (see **Exhibit 4**).

Admission to APSWREIS schools was open to those who fulfilled the following conditions: (a) parental income below Rs.12,000/- per annum, (b) first-generation learners, and (c) resident in the district in which the school was located. In fact, some of the parents were not first-generation, since a typical first-generation learner often lacked the capabilities for attaining the targeted level of achievement.

On admission to the residential schools, students underwent a bridging course, that prepared them for the entry-level class. Still, the initial period after joining the school was tough for the students, and they took time to adjust. Besides home sickness, the children had to adjust to new food and a new life style. The schools encouraged parents to visit them every Sunday.

¹ Names given to the most disadvantaged groups in Indian society.

Facilities Provided

In a few remote schools, where power cuts were frequent during the examination season, solar lighting systems had been installed to fully light five class rooms. Older schools had an area of 50-70 acres; the area of new schools had been reduced to save costs. The construction cost of new schools had been lowered by using innovative designs, e.g. providing a raised platform as a sleeping area instead of cots, and constructing multi-purpose rooms. A comprehensive environmental impact assessment had been done at all the construction sites. Rainwater harvesting and disabled-friendly services had also been provided in the schools.

Most schools had co-curricular and extra-curricular activities, besides good laboratories, libraries, and audiovisual equipment and other teaching aids. Librarians had been trained as career guidance counselors in the schools, in addition to their duties as librarians. Computer literacy classes had been introduced in Classes 8, 9 and 11 in a few of the schools, to be extended to the others later. It has also been planned that these schools would be linked to the APSWREIS head office in Hyderabad through a communication network.

In some of the schools, each student was given a trunk for keeping his or her belongings, besides plates and glasses. The items of essential daily use such as toothbrush, toothpaste, soap and hair oil were also supplied by the government. Two pairs of school uniforms and one set of PT dress, along with a pair of canvas shoes and a pair of socks, were given to each student yearly.

One qualified staff nurse was posted in every school to look after the health needs of the inmates, and the required medicines were dispensed free of cost. Ayurvedic and homeopathic medical graduates were appointed as Health Supervisors. In case of serious ailment or emergency, students were taken to the nearest Primary Health Centre or government hospital for proper treatment. Health records were kept by the Health Supervisor. As a matter of policy, sick children were not sent home, except in the event of contagious or infectious disease. Sanitary napkins were provided to girl students studying in Class 8 and above. Weak students were given extra remedial coaching during hours of study.

Attracting and Retaining Talented Teachers

Teachers received higher pay, residential quarters, a medical allowance, and free education for their children in these schools. They were also compensated for the extra time spent in the school. However, non-performance could lead to termination of their contract. The performance of teachers was monitored on a monthly basis on parameters such as punctuality, regularity, coverage of syllabus, classroom preparation, and performance of the students in various internal tests/examinations. Computerisation of subject-wise results for the previous five years had helped in this process. Based on performance parameters, the schools were regularly classified, as shown in **Exhibit 5**. All APSWREIS schools had computerised their accounting and administrative systems. The Society paid special attention to C and D category schools. If the subject teacher's performance continued to be below C/D category even after a warning, disciplinary action was taken against the teacher. Teachers were punished for non-performance. If the subject result was below average, their yearly increments were kept on hold. However, teachers were not under tension at work.

A system of incentives for good performance had also been introduced. The best principals and best teachers, one from a boys' school and one from a girls' school, were nominated to the Board of Governors for a period of one year. There were also cash incentives in the form of salary increments of Rs.150-200. Transfers were compulsory for teaching and non-teaching staff every 3-5 years. Transfers and postings were done through counseling at zonal levels. The Society leadership had successfully resisted any pressure tactics, including political interference.

Academic Policy

The semester system had been introduced gradually in all non-public examination classes. For Class 6, during the first semester, only bridging courses were taken, to strengthen the foundation, and the Class 6 textbooks were not introduced until the second semester. Further, it was decided to introduce the system by which students may repeat a year in Class 8, thereby giving students from disadvantaged backgrounds one more chance to improve their performance. Students were assessed academically through a series of examinations such as unit tests, quarterly, half yearly and annually. Based on their performance in these examinations, they were graded and remedial instruction was given. Performance of students and other problems or issues in the schools were monitored by the Society at state level by officers designated to oversee a group of schools.

Parents were allowed to meet their wards on every second Sunday of the month. Once a month, a parent-teacher meeting was held for each "House," in which the child's academic progress and other child-specific issues were discussed with parents. However, not all the parents attended such meetings. Most parents were either labourers, coolies, auto rickshaw drivers, security guards or politicians. They were all concerned about their children's education. They were satisfied with the progress of their children and were of the opinion that the school took care of the children. Some of the parents/family members had studied in APSWREIS schools.

Learning in the English medium had been introduced in 46 institutions and an entrance test was conducted to admit students to English medium schools. The Central Institute of English and Foreign Languages (CIEFL) in Hyderabad facilitated this process in Class 6 in nine schools in Hyderabad, Rangareddy and Medak Districts, with a view to improving the quality of English language teaching in these schools. As part of the collaboration with CIEFL, teachers of the APSWREIS schools received specialized training at their Institute. Instructional materials were also specially developed for children at these schools. CIEFL's faculty visited the schools periodically to assess the performance of the trained teachers and the efficacy of the new materials.

Coaching to prepare students for the admission test to the Indian Institutes of Technology (IITs) had been initiated in 1998 in two colleges, one for boys and one for girls in each of the Society's six zones, in association with a Premier IIT coaching institute in Hyderabad.

School Administration

Each section of the year's intake, or class, was treated as a separate "house," and the teacher was given the duties of a "House Parent," whose responsibilities extended beyond

the classroom. The teacher played the role of a parent, ensuring the overall welfare of the group of students under his or her care. Some of the children coming from the bridge camps to the residential schools had nowhere to go, because they had no idea about their families, or because their families had meager resources to spend on them. The society had started keeping these children in schools only.

Students were made members of the Mess Committee, where they took responsibility for issuing rations, monitoring the quality of cooking, etc. The other two important committees were the Disciplinary Committee and the House Keeping Committee. Proper functioning of these committees was the overall responsibility of the principal. These committees were a combination of teachers and students and they planned and implemented the decisions undertaken by the committees.

The Society had decided not to recruit class-4 employees² in the future. Catering services were in the first phase of privatization in several places and sanitary services, in the second phase. Students confirmed that the catering system worked well and that there had been an improvement in the quality of food served.

Financing of Schools

The state government provided grant-in-aid to the Society to meet the entire expenditure on: (i) salaries of the staff at both Society and school level, (ii) meals, (iii) other student amenities, such as uniform, textbooks, notebooks, cots, bedding material, shoes and socks, etc., and (iv) infrastructure for the institutions and hostels (see **Exhibit 6**). The schools reported to the Society's head office on administrative and financial matters. The school principals drew and disbursed necessary funds at the school level.

A matching grant was provided by the central government for construction of the hostels. The State was divided into six zones and for each zone there was one Zonal Deputy Secretary, who took care of zonal administration, academic affairs, finance and maintenance of institutions. This person was also responsible for administrative matters related to the transfer and posting of teaching/non-teaching staff, and monitoring and supervision of schools located in his or her zone. The Society had no provision for district level institutions. The Deputy Secretary had to travel frequently. Even the principals and teachers had to travel frequently to the APSWREIS head office.

The monthly government allocation for each student for meals was Rs. 270/- per student for Classes 6 and 7, Rs 330/- from Class 8 to Intermediate, Rs 370/- for Industrial Training Institute (ITI) students, and Rs. 525/- for Polytechnic students.

Academic Achievement

A typical school day began at 5 a.m. with physical education and yoga, and ended at 9.30 p.m., after a full day of study and leisure. A comparison of Secondary School Certificate (SSC, Class 10) results of APSWREIS schools and Andhra Pradesh state schools

² Low-level, menial workers.

is shown in **Exhibit 7**. The differences in pass percentages by category are shown in **Exhibits 8, 9 and 10**. An APSWREIS school student came first in the SSC examination. So far, 12 students had been awarded places at IITs. Many had qualified for the various engineering colleges. Some of them went on to higher education, thanks to support from the teachers. For instance, in the case of a student who passed the intermediate examination with 84 percent and was admitted to one of the government engineering colleges but did not have any money to pay the fees, Society staff and teachers mobilized the funds and were able to deposit the fees.

Boys and girls of the APSWREIS schools had represented Andhra Pradesh in national games in kabaddi, kho-kho, handball and athletics. Their Scouts and Guides had won several awards.

APSWREIS Budget

The APSWREIS budget was calculated on the basis of the authorized number of students and teachers, with some contingency funds for maintenance under a non-plan component. The planned budget comprised construction and expansion costs. The APSWREIS budget had increased from Rs. 147 million in 1991-92 to Rs. 1,116 million in 2002-03 (see **Exhibit 11**). In real terms, the increase had been 8.16%. The percentage of the education budget allocation to the Society grew from 12% to 24% over the same period. A breakdown of the budget by categories is given in **Exhibits 12 and 13**.

Efficiency of APSWREIS

Expenditure per institute is shown in **Exhibit 14**.

Expenditure in APSWREIS schools was about four times higher than in regular schools. APSWREIS had reached out to the marginalized and hard-to-reach sections of society; it covered only 9% of the total school-going Scheduled Caste (SC) population. The pattern of relations between authorized and actual student numbers over the years is given in **Exhibit 15**.

The Future

The Society had to decide its future plans. Should it open more schools? What about costs? The note put up for a discussion of the Society's Board of Governors contained three scenarios (see **Exhibit 16**). The question remained whether these were the only options for the future. If so, which should they choose and why? What should be the future course of action?

Mrs Rao opened the file once again to take a final look at the report on the schools before making up her mind. She thought she should also look at the figures reproduced in **Exhibits 17 and 18** in this regard. □

Exhibit 1

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

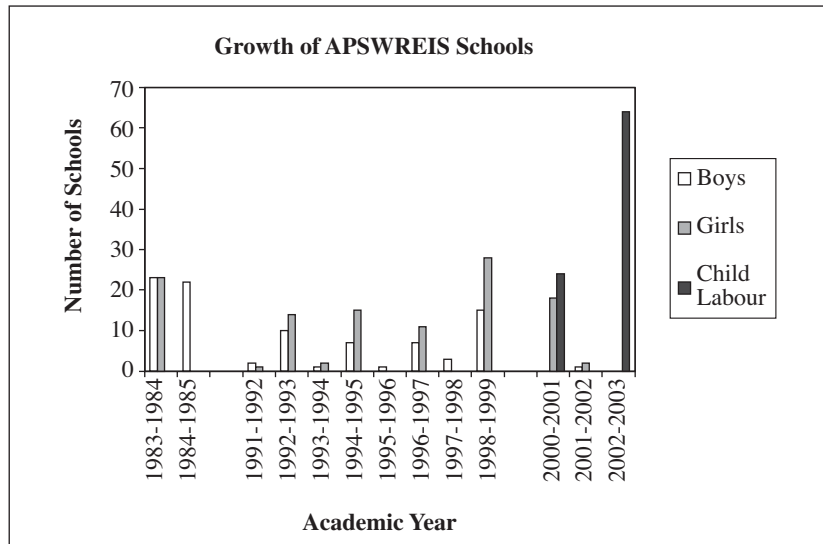


Exhibit 2

Different Categories of Schools

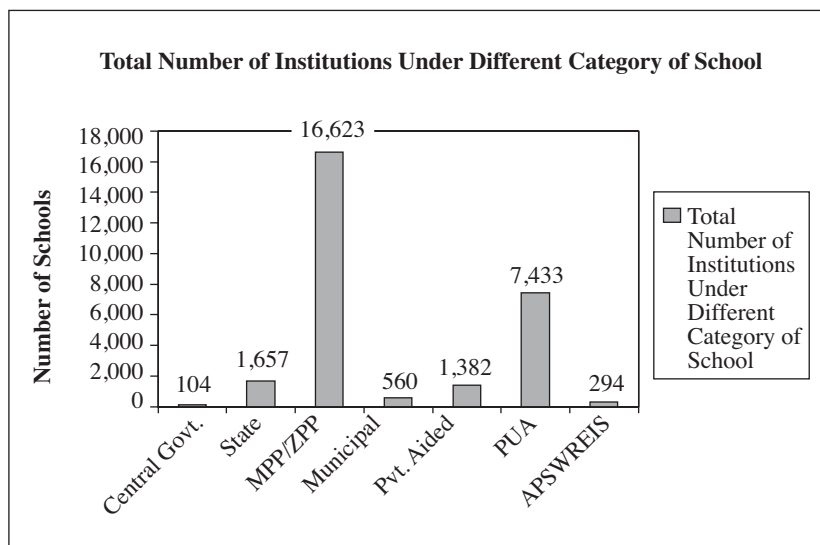


Exhibit 3

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

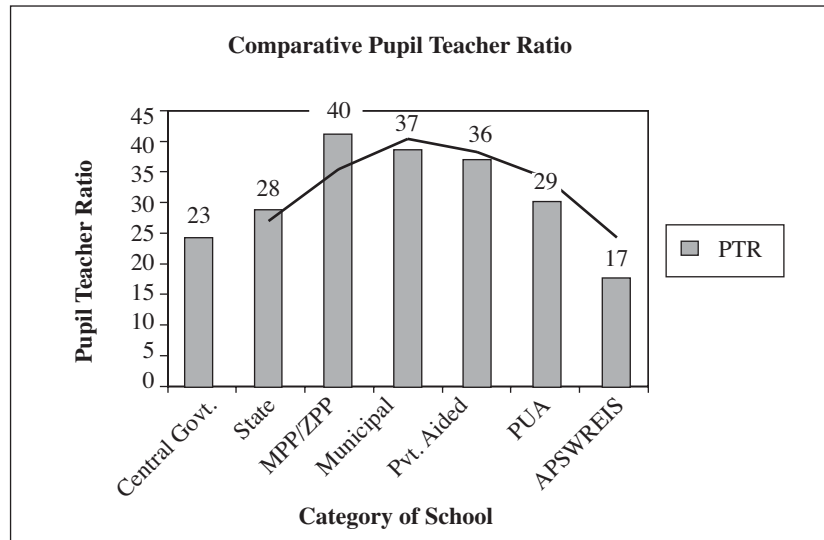


Exhibit 4

Reservation Pattern in APSWREIS Schools	
Scheduled Castes (SC)	75 Percent
Scheduled Tribes (ST)	6 Percent
Harijan Christians (HC)	12 Percent
Backward Classes (BC)	5 Percent
Other Backward Classes (OC)	2 Percent

Exhibit 5

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

Categorisation of Schools in APSWREIS

Category	Class 10 and Intermediate Commerce & Arts	Intermediate Science
A	90 percent or more	80 percent or more
B	Between 60 and 90 percent	Between 60 and 80 percent
C	Between 50 and 70 percent	Between 40 and 60 percent for Science Group
D	Less than 50 percent	Less than 40 percent

Exhibit 6

Expenditure per School (2003) Rs. million	
Category	Expenditure
Building Construction	45.00
Other Non-Recurring	2.50
Recurring (Annual)	
Salaries	3.00
Meals	1.50
Student Amenities	0.90
School Contingent Expenditure	0.20
Total	53.10

Exhibit 7

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

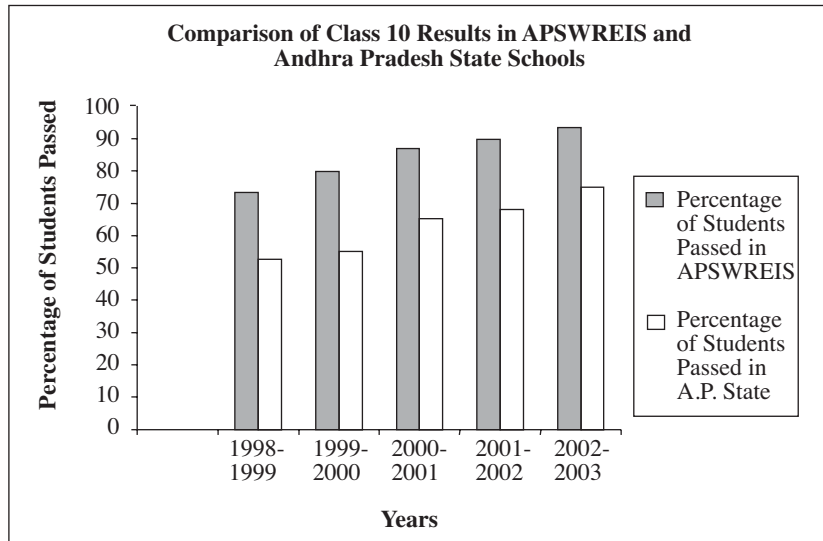


Exhibit 8

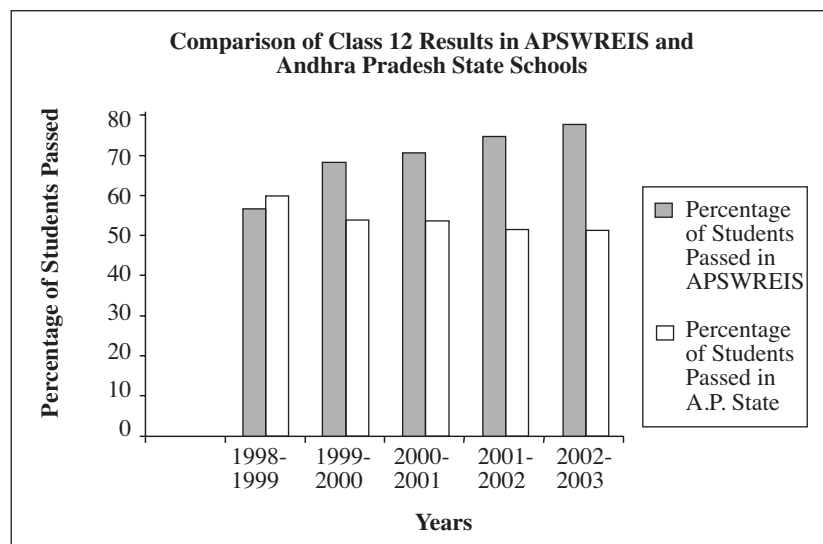


Exhibit 9

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

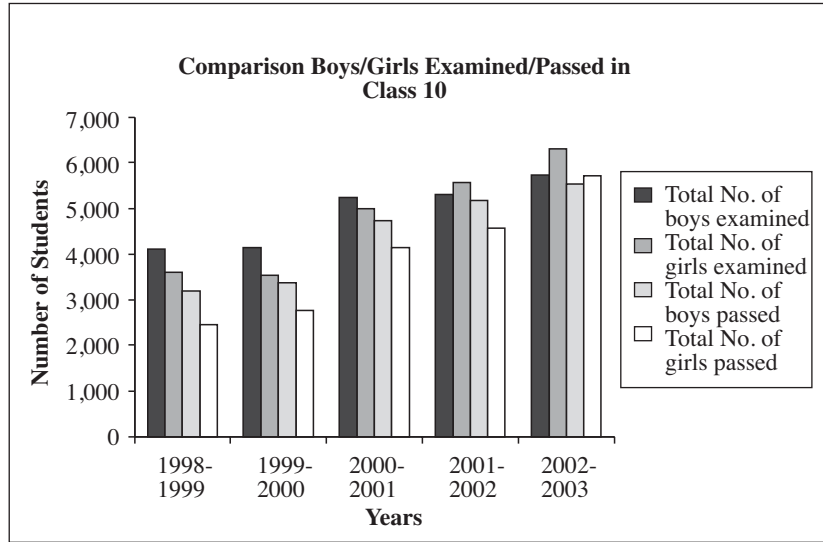


Exhibit 10

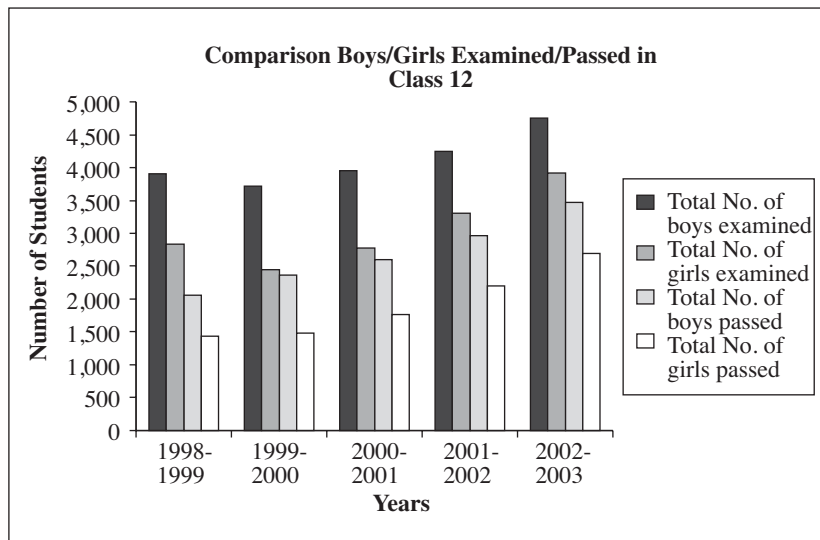


Exhibit 11

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

Plan and Non-Plan Expenditure of APSWREIS Budget (Rs. '000s)									
Year	Salaries			Others			Total		
	Non-Plan	Plan	Total	Non-Plan	Plan	Total	Non-Plan	Plan	Total
1991-1992	N.A	N.A	N.A	N.A	26,553	26,553	120,763	26,553	147,316
1992-1993	73,965	N.A	73,965	181,540	55,834	237,374	255,505	55,834	311,339
1993-1994	80,178	N.A	80,178	181,540	77,480	259,020	261,718	77,480	339,198
1994-1995	82,583	N.A	82,583	224,497	102,000	326,497	307,080	102,000	409,080
1995-1996	84,636	N.A	84,636	214,983	215,994	430,977	299,619	215,994	515,613
1996-1997	169,271	N.A	169,271	130,350	283,041	413,391	299,621	283,041	582,662
1997-1998	236,071	N.A	236,071	301,599	50,000	351,599	537,670	50,000	587,670
1998-1999	251,136	N.A	251,136	466,906	214,189	681,095	718,042	214,189	932,231
1999-2000	337,237	N.A	337,237	402,547	249,550	652,097	739,784	249,550	989,334
2000-2001	337,287	15,387	352,674	416,885	83,043	499,928	754,172	98,430	852,602
2001-2002	344,084	127,160	471,244	400,725	207,040	607,765	744,809	334,200	1079,009
2002-2003	357,837	126,105	483,942	426,772	205,324	632,096	784,609	331,429	11160,38

Source: Budget documents on Social Welfare.

Exhibit 12

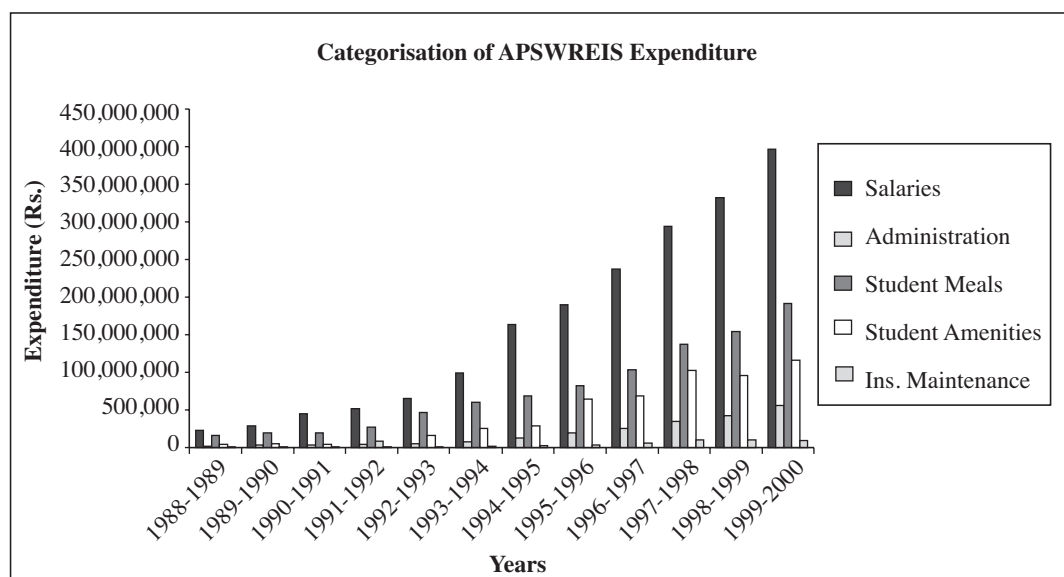


Exhibit 13

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

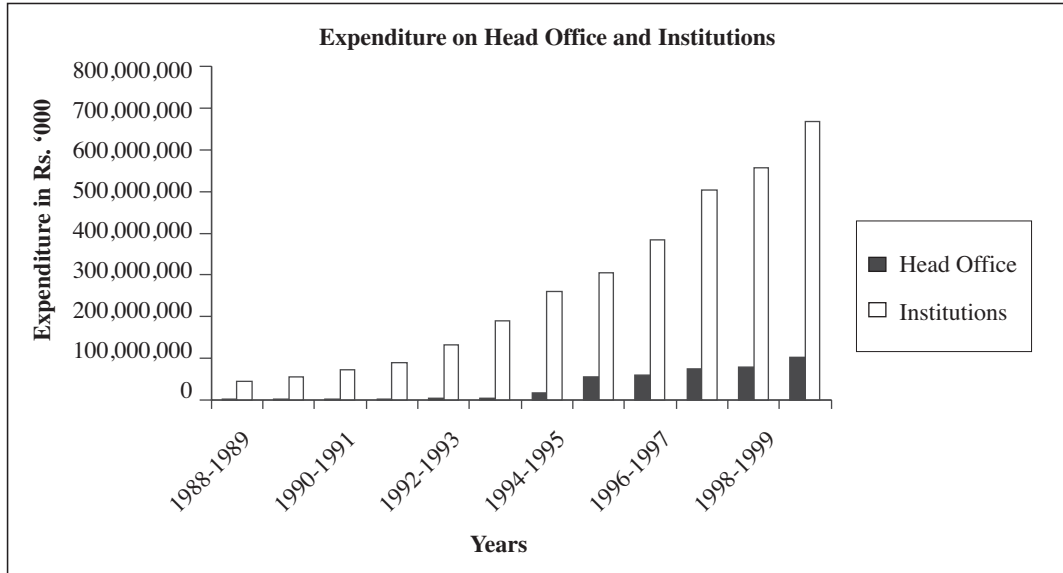


Exhibit 14

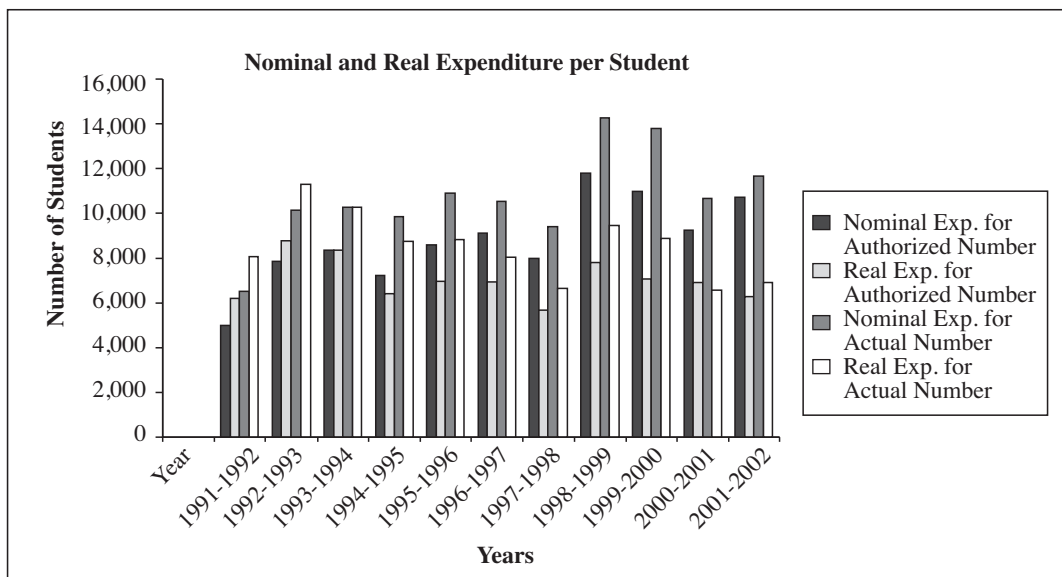


Exhibit 15

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

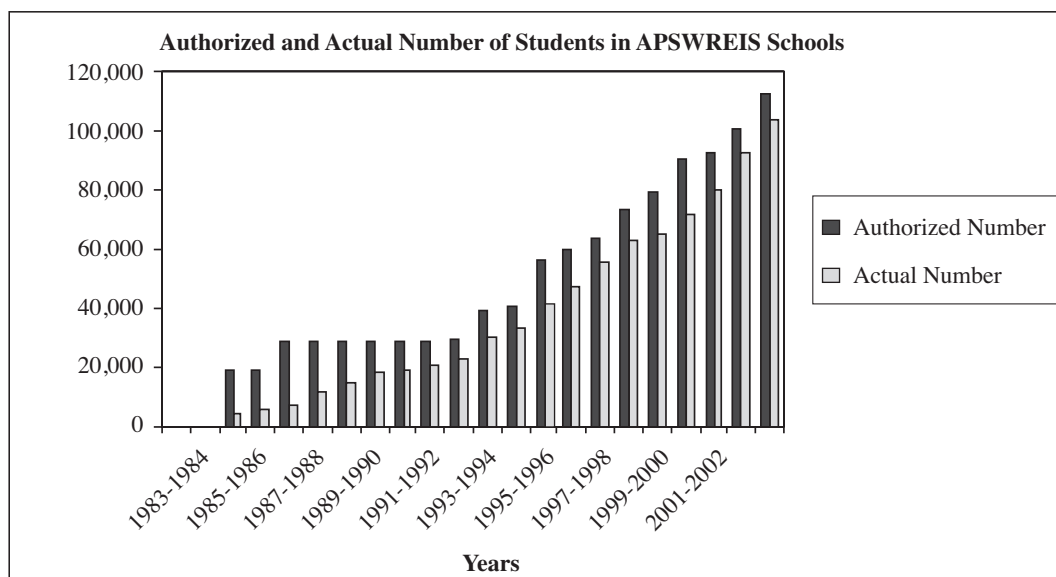


Exhibit 16

Scenarios for APSWREIS							
	No. of Children	Exp. on other items than students (Rs.)	Exp. on students (DIET and Amenities) (Rs.)	Total exp. on Institutions (Rs.)	Per child Exp./year (Rs.)	No. of Teachers per School	Pupil Teacher Ratio
Current Case	560	50,700,000	2,400,000	53,100,000	4,285.71	26	21.53
Case-I	600	50,700,000	2,571,429	53,271,429	4,285.71	26	23.07
Case-II	650	50,070,000	2,785,714	53,485,714	4,285.71	26	25.00

Exhibit 17

DE-MARGINALISING THE MARGINALISED AN ANDHRA PRADESH EXPERIMENT

Education Indicators (2000-01)						
Type of schools	No. of Students/ Institute	No. of Teachers/ Institute	Expenditure/ Institute	Expenditure/ Teacher	Teacher Pupil Ratio	No. of Teachers/ 100 Students
Central Govt.	652	28	NIL	NA	23	4
State	415	15	925,867	62,451	28	4
MPP/ZPP*	356	9	1,025,849**	11,457**	40	3
Municipal	483	13	NA	NA	37	3
Private Aided	605	17	1,678,743	96,605	36	3
PUA***	579	20	NA	NA	29	3
APSWREIS	340	20	5,348,000	177,051	17	6

* Administrative divisions between municipal and state level.

** This expenditure has been combined for MPP/ZPP and Municipal Schools.

*** Private unaided.

NA = Data not available.

Exhibit 18

Nominal and Real Exp. per Student for Authorized and Actual Student Numbers (Rs.)				
Year	Authorized Number		Actual Number	
	Nominal Exp.	Real Exp.	Nominal Exp.	Real Exp.
1991-1992	4,990	6,191	6,502	8,066
1992-1993	7,862	8,755	10,131	11,281
1993-1994	8,363	8,363	10,258	10,258
1994-1995	7,222	6,408	9,843	8,733
1995-1996	8,582	6,957	10,888	8,826
1996-1997	9,098	6,945	10,517	8,028
1997-1998	7,993	5,664	9,383	6,648
1998-1999	11,788	7,807	14,263	9,446
1999-2000	10,978	7,059	13,795	8,871
2000-2001	9,233	6,910	10,667	6,572
2001-2002	10,698	6,280	11,662	6,897