White Paper

on

Human Resources and Social Development

in

Andhra Pradesh

Hyderabad - 500022
31st July, 2014
OBJECTIVE

An efficient, resilient and healthy social sector is essential for growth, poverty reduction and overall human development. A good and healthy social structure ensures well being of the people. The objective of this white paper is to provide an understanding of the dynamics of the social sector in Andhra Pradesh over the last two decades.

INTRODUCTION

In the state of Andhra Pradesh with its administrative jurisdiction now limited to 13 districts, 70.4% of the total population of 4,93,86,799 is rural and 29.6% is urban. Male and Female population constitutes 2.47 crore and 2.46 crore respectively. 84,45,398 belong to Scheduled Castes (17.1%) while 22,74,398 (5.3%) belong to Scheduled Tribes.

The population structure has both strengths and issues of concern. The child population (0-14 age) of about 26% and the young population (15-25 age) of about 24% together represent the major share of the population of the State, whose potential can be tapped to reap rich demographic dividend. At the same time, the State also has the responsibility of providing special care to the elderly (60 plus) who constitute 8% of the population.

The past decade is characterised by stagnation or inadequate improvement in Key Human Development indicators in AP, and a failure to build on the firm foundation and strong momentum that was available in the State in 2004, as brought out in this paper.

1. POVERTY AND HUMAN DEVELOPMENT SCENARIO IN ANDHRA PRADESH

Growth is not the sole objective of economic policy. It is necessary to ensure that the benefits of growth accrue to all sections of the society. Eradication of poverty is thus an important objective (of governance)\(^1\). The poverty levels in the state i.e., the percentage of people below poverty line (BPL) appreciably declined from 1993-94 to 2004-05. The firm ground provided to people during this period by way of implementation of livelihood and employment-generating programmes paved the way for further decline in poverty by 2011-12. The dramatic reduction of poverty in AP is

\(^1\) Report of the expert group to review the methodology for measurement of poverty, Planning Commission, GoI, 2014
attributed to the strong and visionary leadership that brought in the new paradigm of governance that shifted from being a controller of the economy to an enabler of its growth. The trend setting Vision 20-20 stated, “Economic growth will stimulate development in two ways. First, it will increase incomes for the people by creating employment opportunities. Second, it will generate additional resources for the government. The government will invest these resources mainly in social development, that is, eradicating poverty, improving education and health, promoting rural and urban development, and providing services such as housing, water, power, transportation and so on.”

The fall in poverty level is more predominant in case of rural areas, reflecting participation of dynamic Self Help Groups (SHGs) of women in rejuvenating the rural economy during mid-nineties and early twenties. The foundation for the emergence of this powerful “social capital” in AP has roots in the Literacy and Anti-arrack movements in the early 90’s and the large-scale mobilization of rural women into SHGs with a firm belief in the power of the poor to organize and take control of their lives. The positive results in terms of genuine women empowerment through building of strong networks of SHGs and their federations at village and mandal levels encouraged the Govt. to scale up the model to all the districts in the state from 2000 onwards that ushered in a new era of women empowerment called ‘Velugu’, which became a torch bearer for the self help movement of rural women for the entire nation. The Velugu programme of AP was recognized as the most successful initiative that ushered in a new paradigm of poverty reduction through women’s empowerment.

Apart from setting up an institutional architecture for the SHGs of rural poor women, the institutionalization of a sustainable credit access process through the SHG-Bank Linkage mechanism was the single most visible and laudable achievement of the movement.

This “social capital” had the potential to change the contours of the social and economic landscape of AP and take the state closer to achieving the Millennium Development Goals (MDGs). The post 2004-05 periods saw greater emphasis on credit access with relatively less concern for the utilization of the loans and the cash flow management by the poor households. However, the seamless integration of improved

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2 The missing economic model – Mudith Kapoor, Prof, ISB, Hyd & Reuben Abraham, IDFC Inst, Mumbai
incomes through diversified livelihood portfolio to investments in health, nutrition and education has not taken place. Identifying good livelihood investments that provide reasonable returns for the poor to repay and still be left with funds for improving their health and education concerns is the need of the hour.

The recent Raghuram Rajan Committee (2013), intended to capture the real picture of underdevelopment in different states based on different underdevelopment indicators such as monthly per capita consumption expenditure, education, health, household amenities, poverty rate, female literacy, percentage of SC/ST population, urbanization rate, financial inclusion and connectivity, categorized Andhra Pradesh state as a less developed state with the underdevelopment index value at 0.521.

The Human Development Indices of Andhra Pradesh have not showed a great progress in terms of relative rankings among the states. In fact, Andhra Pradesh has not even marginally moved up from its position in 2004-05 as it remained at the same rank during 2011-12 HDI rankings.

The elected state governments in the last decade, despite having readymade growth momentum, did not properly take advantage of the sound economic fundamentals and solid foundation readily made available, eventually resulting in insignificant improvement and in some cases even dip in the achievements in various development parameters. It was a real case of missed opportunity!

2. EDUCATION IN ANDHRA PRADESH

Literacy level and Educational attainment are vital indicators of development in any society. Attainment of universal primary education is one of the millennium goals. Literacy rate and educational development are considered to be key variables affecting demographic indicators like fertility, mortality and migration. These greatly contributes in improving quality of life particularly with regard to life expectancy, infant mortality, learning levels and nutrition levels of children. Higher level of literacy and educational development lead to greater awareness on one hand and help people in acquiring new skills on the other hand.

As reflected in 2011 census, unfortunately A.P. with 67.66 literacy rate stands at 31st position out of 35 ranks of states and union territories put together. It is above only Bihar, Arunachal Pradesh, Rajasthan and Jharkhand.
Earlier, in the decade from 1991 to 2001, Andhra Pradesh had witnessed a steep rise in literacy rates. Literacy in Andhra Pradesh rose by a phenomenal 17.01% points between 1991 and 2001 Censuses, as compared to a rise of 13.17% at the All-India level. Female literacy rose by about 18.47% in AP as compared to 14.87% All-India, and was considered an unprecedented landmark.

During 1991-2001, Andhra Pradesh was recognized as the State that contributed the maximum decline of 53.66 lakhs among illiterates. Such a huge improvement in literacy during this period was the result of several factors, including formation of School Education Committees for involving the parents, local community, public representatives and other stakeholders; as well as active involvement of self-help groups of women, youth, Vana Samrakshana Samithies etc; besides filling up of vacancies of teacher posts along with deployment of Vidya Volunteers; and emphasis on infrastructure, providing adequate number of classrooms.

In comparison, between the 2001 and 2011 census, female literacy went up by only 8.57% and total literacy went up by even lower 6.55% in Andhra Pradesh, which was much lower than the increase of 11.30% in female literacy and 8.66% in total literacy at the national level. In fact, the gap between female literacy percentage of Andhra Pradesh and all India widened in 2011 as compared to 2001.

**Literacy Rate in Andhra Pradesh (23 Districts) & India from 1951 to 2011**

<table>
<thead>
<tr>
<th>YEAR</th>
<th>ANDHRA PRADESH</th>
<th>INDIA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Males</td>
</tr>
<tr>
<td>1951</td>
<td>12.30</td>
<td>17.80</td>
</tr>
<tr>
<td>1961</td>
<td>21.20</td>
<td>30.19</td>
</tr>
<tr>
<td>1971</td>
<td>24.57</td>
<td>33.18</td>
</tr>
<tr>
<td>1981</td>
<td>29.94</td>
<td>39.26</td>
</tr>
<tr>
<td>1991</td>
<td><strong>44.10</strong></td>
<td><strong>55.10</strong></td>
</tr>
<tr>
<td>2001</td>
<td><strong>61.11</strong></td>
<td><strong>70.85</strong></td>
</tr>
<tr>
<td>2011</td>
<td><strong>67.66</strong></td>
<td><strong>75.56</strong></td>
</tr>
</tbody>
</table>
### Decadal Growth in Literacy

<table>
<thead>
<tr>
<th>YEAR</th>
<th>ANDHRA PRADESH</th>
<th>INDIA</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Males</td>
</tr>
<tr>
<td>51-61 Growth</td>
<td>8.9</td>
<td>12.39</td>
</tr>
<tr>
<td>61-71 Growth</td>
<td>3.37</td>
<td>2.99</td>
</tr>
<tr>
<td>71-81 Growth</td>
<td>5.37</td>
<td>6.08</td>
</tr>
<tr>
<td>81-91 Growth</td>
<td>14.16</td>
<td>15.84</td>
</tr>
<tr>
<td>91-01 Growth</td>
<td>17.01</td>
<td>15.75</td>
</tr>
<tr>
<td>01-11 Growth</td>
<td>6.55</td>
<td>4.71</td>
</tr>
</tbody>
</table>

Decadal decline of '01-'11 over '91-'01
-10.46 -11.04 -9.90 -4.51 -5.43 -3.57

### A) SCHOOL EDUCATION:

A comparison of performance in terms of major indicators pertaining to the education sector has revealed that not much progress has been made during the last ten years. Gross Enrolment Ratio (GER) in the state, which is a key monitorable indicator specified under the Millennium Development Goals (MDGs), has not kept pace with neighbouring southern states. The GER for Andhra Pradesh for classes I-VIII (6-13 years) during 2012-13 is only 80.42% which is much lower than other southern states – Tamil Nadu with 100.25%, Karnataka with 88.67% and Maharashtra with a GER of 92.27%.

Dropout rate upto elementary level is high, standing at 19.06% which is against the spirit of Right to Education (RTE) Act. The dropout rate at secondary level is even higher, standing at 24.62%.

Adequate priority was not accorded to this sector in the recent past. While 1,125 new Primary Schools were started in 2001-03, only 966 Primary Schools were started during 2004-2014. Similarly, while 3,525 schools were upgraded during 2001-03, only 1,005 Upper Primary Schools (UPS) were upgraded between 2004-14. 593 new UPS buildings were constructed during 2001-03, whereas only 452 new UPS buildings were constructed during 2004-2014.

Government schools failed to attract students during the last few years due to fall in the quality of standards. Many reports, like Advanced Studies in English Research (ASER) and National Council of Educational Research and Training (NCERT) studies
have concluded this. ASER estimated 45.5% of the students enrolled in Govt. Schools in V standard can’t read even Standard II level text. The 4,513 Primary Schools in AP are with only 10-20 students which resulted in Govt. schools losing importance. Percentage of children in Government schools thus came down from 76% in 2003-04 to 59% by 2013-14.

Teachers’ recruitment through DSC too witnessed a slide. As against recruitment of 1.72 lakh teachers during 1994-2003, only 79,898 teachers have been recruited during the period 2004-14. There are nearly 15000 teachers working at places where they are not required, while 172 schools are without teachers and 5,566 schools are with only a single teacher.

In addition to above failures in the critical education sector many Govt. of India schemes were not grounded properly:

- The computer programme for 3,827 schools was not finalized and as a result, an amount of Rs.761.57 crores lapsed.
- Similarly, 355 model schools sanctioned in 1st phase were not yet fully completed due to lack of state funding. Moreover, 30 model schools were not grounded for Rs.90.60 crores.
- Yet another 234 model schools sanctioned in 2nd phase with an estimate of Rs. 706.68 crores were not grounded.
- Rashtriya Madhyamika Shiksha Abhiyan (RMSA) Phase III was also not launched inspite of funds availability of Rs.400 crores.
- Some of the scams committed in Flagship Programmes like SSA have tarred the reputation of Andhra Pradesh at the National level. Such incidents led to Andhra Pradesh being kept under ‘scanner’ resulting in poor fund flow even for important programmes related to children’s education.
- Scholarships introduced earlier like “Pratibha” which ignited many bright students to become IITans or seek admission into National level prestigious institutes were diluted by non-release of budgets on time.
During the year 1999-2000 allocation for education sector was 13.65% of the state budget. It dwindled between 10.01% to 10.78% during the period to 2010-11 which implied that adequate budget was not provided by the State Government. However, during the last two years due to receipt of substantial grants from the Government of India towards Sarva Siksha Abhiyan (SSA) and RMSA the budget outlay for educational sector was 13.06% of the total budget outlay. Inspite of receipt of good amounts from the Government of India and booming economy in AP State, the allocation of budget to education department fell below allocations made during earlier government.

B) INTERMEDIATE EDUCATION:

The activities of Department of Intermediate Education can be grouped under 3 broad Sectors namely: 1. Academic; 2. Management; 3. Infrastructure

All 3 sectors are adversely affected from 2004-05 to 2013-14 as shown below:

1. Academic issues are related to students & academic performance and they recorded a declining trend in Government sector during 2004-14.

1.1 No. of Junior Colleges and Enrollment:

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Government Sector Jr. Colleges</td>
<td>678</td>
<td>996</td>
</tr>
<tr>
<td></td>
<td>Students strength</td>
<td>1,23,345</td>
<td>1,22,337</td>
</tr>
<tr>
<td>2</td>
<td>Private Sector Jr. Colleges</td>
<td>1005</td>
<td>2238</td>
</tr>
<tr>
<td></td>
<td>Students strength</td>
<td>1,44,585</td>
<td>3,21,880</td>
</tr>
</tbody>
</table>

During the period though the no. of Government Jr. Colleges increased by 47% from 678 to 996, students' enrollment showed declining trend in Government Jr. Colleges. In the private sector, the number of colleges increased by 123% and there was an increase of enrollment of students in Private sector Jr. Colleges by 122.6%.

Thus, the Government sector was comparatively neglected and the Vocational education meant for self employment was also affected adversely.

1.2. National Vocational Education Qualification Framework (NVEQF)

During the year 2012-2013 the Govt. of India approved a pilot project to be implemented in the State on Vocationalisation of Education. The Government of India
even released 50% of the non-recurring cost of Rs.662.17 lakhs in the month of February, 2013.

But the State Government did not release the funds and as a result, 46 identified Junior Colleges were unable to implement the scheme.

2. Management Issues:

2.1. Faculty position needs improvement in both Govt & Private Aided Junior colleges:

For the period from 1995-2004, APPSC recruited 1,570 and through DPC 2,176 total 3,746 Junior Lecturers. But for the period from 2004-14 only 1,595 by APPSC and through DPC 409 total 2,004 Junior Lecturers i.e., only 53%.

Government accorded permission for filling up of 4523 posts of Junior Lecturers in the State, but these posts were not filled up. At present 131 Private aided junior colleges are existing in the State, but Government imposed a general ban, for recruitment in aided Junior colleges, except for SC & ST backlog vacancies. With a lot of retirements of both teaching and non-teaching staff in aided junior colleges, there is need to fill up the vacancies.

2.2. Failure to Tap Funds of Govt. of India at +2 Level:

Rashtriya Madhyamika Siksha Abhayan (RMSA): Higher Secondary Education pattern as followed in CBSE is not followed in Andhra Pradesh. As a result, the +2 level education was affected in about 800 Govt. Junior Colleges by not-tapping of RMSA funds. These funds are meant for development of infrastructure, facilities and strengthening of curriculum in Govt. sector colleges.

Information and Communication Technology (ICT): During 11th Five year plan the Government of India approved Computer Education Programme (ICT) for 700 Government Junior colleges with a project cost of Rs.93 Crores under CSS. The scheme was not implemented and the entire amount of Rs.93.00 crores was lapsed.

3. Infrastructure:

During 2004-14 infrastructure development saw a decline in the Government Junior Colleges. In 2003-04, 381 Government Junior colleges were functioning in the State. 58 Government Junior Colleges were sanctioned in the 10 years period from
2004-05 to 2014-15 without any supporting infrastructure or teaching and non-teaching staff. These 58 New GJC’s are functioning in Z.P. High School premises without land and buildings of their own. As a result, there is a dislocation of teaching activities in both High Schools and Junior Colleges.

C) HIGHER EDUCATION:

Between the period 1994-95 to 2004-05, the State Govt. gave a special focus on higher education particularly as Hyderabad was being developed as a major IT hub and to give thrust to growth in the bio-tech, pharma, defense, auto and various other industrial sectors. Institutes like IIIT-Hyderabad, NALSAR, Urdu University and ISB were established and participation of the private sector was encouraged in the expansion of Technical colleges and professional courses to meet the growing demand of skilled manpower. During the year 1996-97 there were only 37 Engineering colleges with an intake of 10,455 which increased to 236 colleges with an intake of 81,925 by 2004-05.

However after 2005-06 there was unbridled expansion and several new Universities and colleges were established particularly due to the fee reimbursement scheme which finally resulted in spreading the resources thin, poor quality of education, inadequate and un-qualified faculty and poor infrastructure. Some universities like Adikavi Nannaya University, Krishna University and Vikrama Simhapuri University have been started in an absolute make-shift environment, thereby defeating the very purpose of creating a university. The number of engineering colleges in the combined State went up to 717 particularly leading to acute faculty shortage. The same was the case with degree colleges.

The Government could have focused on consolidating the higher education sector and could have taken all necessary steps to improve the quality of higher education and concentrated on skill development and employability of students.

3. HEALTH AND NUTRITION SCENARIO IN ANDHRA PRADESH

From 1995 to 2004 the State Government accorded very high priority to the strengthening of public health services with focus on Maternal and Child Healthcare (MCH) and Population Stabilization.
AP was the first State in the country to formulate and adopt the State Population Policy in 1997, thereafter a few other States also formulated their population policies and GoI formulated the National Population Policy in 2000. The 1997 Policy document was a statement of resolve by the State government “to bring about a change in the size, structure and distribution of population to improve the standard of living and quality of life”. “Fertility reduction was said to be at the heart of the development of the state”.

The State accepted the ownership of the population stabilization programme and ensured the availability of MCH services, which were critical factors for the successful implementation of the policy. As per the policy, institutional structures were set up at State, district and mandal levels. A charter of social action was adopted for achieving population stabilization on the model of total literacy campaign and Pulse Polio Campaign. Women’s Self Help Groups were actively involved in promoting the use of spacing methods, advocating late marriage, raising literacy levels and improving the status of women. The focus was on safe motherhood and child survival, adopting pro-women, pro-children and client driven quality services. The whole effort was led from the front by the Chief Minister with the participation of political leaders at all levels.

This led to an unparalleled decline in the Total Fertility Rate (TFR) from 2.6 as per National Family Health Survey-1 (NFHS-1) (1992-93) to 1.8 as per NFHS - 3 (2005-06)! This also got reflected in the remarkable decline in the decadal population growth rate of 24.2% in 1981-91 to 14.59% in 1991-2001 to 10.98% in 2001-11. The reduction in TFR had its own direct impact in terms of reduced IMR & MMR due to reduced number of pregnancies.

During the period 1995-2004, the State significantly improved the infrastructure, logistics and services in PHCs and referral hospitals. For the first time, the concept of “round-the-clock” PHCs was introduced and more than 600 “round-the-clock” PHCs were in place by 2004-05. A new scheme called ‘Sukhibhava’ was introduced to motivate women to have institutional deliveries, providing Rs 300/- as transportation charges to help women reach the nearest health institution. This led to an increase in institutional deliveries from 34.3% as per NFHS-1(1992-93) to 68.6% as per NFHS-3 (2005-06).
The State also strengthened the Immunization programme for children and introduced Hepatitis B vaccine and the use of auto-disabled syringes for the first time. Supporting committees called "Janani" were formed by the Sarpanches and Self Help Groups to create a demand at the local level. Urban Health Centres were also established in large numbers to cover the urban slums.

These efforts continued to stabilize the population, improve immunization, and contributed to the reduction of IMR and MMR which was observed subsequently. IMR reduced from 64 as per SRS-1993 to 41 as per SRS – 2013. While the MMR reduced from 220 as per SRS - 1997 to 110 as per SRS – 2013.

After 2005, this sector did not receive adequate attention and the full range of Maternal and Child Health services was not provided in a systematic manner. The strength of Self Help Groups was also not leveraged for tackling the Health and Nutrition concerns. Though universalization of ICDS and liberal funding from NRHM enabled the State to deploy 10,800 additional Auxillary Nurse Midwives (ANMs) and 77,000 Accredited Social Health Activists (ASHAs), the State failed to harness this massive increase in the number of field functionaries to strengthen health services in a commensurate manner.

The rate of decrease in IMR has been very disappointing in the State despite the increase in institutional deliveries. An analysis of IMR shows that most of the deaths among infants occur during the Neonatal period i.e. first four weeks of life (66% of total IMR) and more so during the first one week which is referred to as Early Neonatal period (80% of Neonatal deaths).

As per the existing trend, it will be difficult for the State to achieve the MDG goal of reduction in IMR and MMR by 2015. The State continues to trail behind the other southern states as seen in the table below:

<table>
<thead>
<tr>
<th>SRS report of 2012</th>
<th>Maternal Mortality Rate</th>
<th>Infant Mortality Rate</th>
<th>Under 5 years Mortality Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>178</td>
<td>42</td>
<td>52</td>
</tr>
<tr>
<td>Andhra Pradesh</td>
<td>110</td>
<td>41</td>
<td>43</td>
</tr>
<tr>
<td>Karnataka</td>
<td>144</td>
<td>32</td>
<td>37</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>90</td>
<td>21</td>
<td>24</td>
</tr>
<tr>
<td>Kerala</td>
<td>66</td>
<td>12</td>
<td>13</td>
</tr>
</tbody>
</table>
Not only was there failure to build on the momentum gained during 1990s reflected in low TFR and high institutional delivery, the improvements were not commensurate to the manpower and availability of funds under NRHM and ICDS. The following glaring gaps in delivery of health services have further aggravated the situation:

- **Shortage of Specialists for MCH services:** Availability of specialists (Obstetricians, Paediatricians and Anaesthetists) in referral hospitals is critical for handling complications during and post delivery. At present, out of the 236 Referral institutions (113 established under the Secondary referral hospitals system of AP Vaidya Vidhana Parishad and 120 CHCs under Director Public Health), only 46 (21%) have a full team of MCH specialists, even though posts are sanctioned in 219 hospitals.

- **Lack of functional referral systems as compared to Tamil Nadu / Kerala:** As a result of lack of MCH specialists in the referral hospitals, the patients including the mothers and children lose time in reaching fully functional Government facilities or end up in the Private sector hospitals that entail high out-of-pocket expenditure. Systems to ensure assured referral services have not been established in the State.

- **Shortage of nurses in the Tertiary care leads to deterioration in patient care:** Nurses are required in the ratio of 1:3 for beds in general care and 1:1 in the Intensive Care Units as per the norms of Nursing Council of India to provide quality patient care. But presently in the teaching hospitals in AP, there is a deficit of 7141 sanctioned posts of nurses, that results in poor levels of patient care.

- **High out of pocket expenditure:** Out of pocket expenditure by people on health care continues to be very high due to lack of certainty of availability of Doctors, Diagnostics and Drugs in public health institutions. Strengthening of the diagnostic services has not taken place for the basic minimum requirements, though in few Teaching Hospitals a PPP arrangement was made for advanced diagnostics.
• **Poor quality of Medical, Nursing and Paramedical education:** An increase in the number of private institutions in medical, dental, nursing and paramedical education is accompanied by an alarming fall in the quality of Medical, Nursing and Paramedical Education due to the lack of qualified staff and infrastructure as well as lax regulation.

• **Nutrition Levels of Women and Children:** On the Nutrition front, one in every five children is born with a Low Birth Weight of less than 2.5 kgs; one in every three children (below five years) is underweight; and two in every three children and adolescent girls are anaemic. The prevalence of anaemia is also very high among pregnant and lactating mothers. The problem is compounded by the fact that 54.8% of girls are getting married below the age of 18 years.

• **Falling Child Sex Ratio:** The sex ratio among 0-6 years has come down in Andhra Pradesh (13 districts) from 964 in 2001 (Kadapa, Nellore and Chittoor being the lowest ranging from 951 to 954) to 944 in 2011 (Kadapa, Anantapur and Chittoor being the lowest ranging from 918 to 931).

• **Aarogyasri:** Aarogyasri is a resource intensive insurance scheme launched in 2007, shifting the focus to curative rather than preventive and primary healthcare. Only 1.5% of the eligible families / individuals finally get the benefit from this scheme. Despite Aarogyasri, out-of-pocket expenditure on healthcare remains high in AP, as per the Policy Research Working Paper 6883 of World Bank 2014. The hospitals empanelled under Aarogyasri are mostly from the private sector and the contribution of Public Health hospitals in providing services under Aarogyasri is less than 30%. Aarogyasri funds therefore get distributed more to the private sector at the cost of the public health system. Even within the participating Government hospitals, Aarogyasri funds are cornered by very few departments, leading to a skewed distribution of funds.

• **ICT in Health:** The use of ICT in health systems in AP is abysmally low compared to States like Tamil Nadu and Rajasthan. The use of ICT in A.P. is more or less limited to the systems developed by Government of India for the National Programmes.
4. SC, ST, BC & MINORITIES WELFARE

Development in its true sense means equitable development. Growth must necessarily be accompanied by a reduction of inequalities in order to be meaningful. The fulfillment of our State’s development agenda depends on the well being of the Scheduled Castes (SCs), Scheduled Tribes (STs), Backward Classes (BCs) & the Minorities, who for historical reasons have been excluded from the development agenda. The level of poverty that persists amongst these communities is relatively higher than that of the other social groups. They have an equal right to benefit from the fruits of growth & development.

The programs & schemes implemented by the Government for the Welfare of these (4) social groups can be classified into the two broad categories of advancement of education & economic support for asset creation & livelihoods.

Further, recognizing the peculiar disadvantages & deprivation suffered by the SCs & STs, an important strategy adopted, is the implementation of Scheduled Castes Sub Plan (SCSP) & the Tribal-Sub Plan (TSP), which mandates earmarking & incurring the Plan Budget for the welfare of SC/STs, in proportion to the SC/ST population.

The status of the implementation of the various schemes for the welfare of the SC, ST, BC & the Minorities is detailed, as follows:

A) SOCIAL WELFARE:

1. Promotion of Education Among SCs:

1.1 Social Welfare Residential Schools:

The S.W. Residential School system was conceived for holistic development of the SC children & has been successful in ensuring their all-round development. Its results have been consistently higher than the State SSC & Intermediate results.

The Government, recognizing the efficacy of the Residential School system, has sanctioned 97 (15 Boys & 82 Girls) Residential Schools, during the period-1994-95 to 2003-04. During this period, the sanctioned strength has also risen from 24,106 to 67,281 & the budget from Rs 25.32 crores to Rs 157.80 crores.
Further, to give a definitive thrust to the education of the SC girl child, who suffer from poor educational attainment levels & high drop out rates, the Government had especially accessed funds from the World Bank, under the DPIP & the APRPRP projects, for sanctioning 52 Residential Schools for Girls. Thus, the Government was able to ensure that the benefit of the Residential School system could be accessed by more number of SC children, especially girls.

In contrast, during the period from 2004-05 to 2013-14, the number of Residential Schools has remained almost static. Only 6 new schools (2) Boys, (2) Girls & (2) Co-educational were sanctioned and the strength increased from 71,688 in 2004-05 to 90,131 in 2013-14.

**COMPARATIVE STATEMENT**

<table>
<thead>
<tr>
<th>Period</th>
<th>New Residential Schools Sanctioned</th>
<th>Increase in Strength</th>
</tr>
</thead>
<tbody>
<tr>
<td>1994-95 TO 2004-05</td>
<td>97(15 BOYS &amp; 82 GIRLS)</td>
<td>43,175</td>
</tr>
<tr>
<td>2004-05 TO 2013-14</td>
<td>6(2 BOYS, 2 GIRLS &amp; 2 COED)</td>
<td>18,443</td>
</tr>
</tbody>
</table>

1.2 Social Welfare Hostels:

To enable poor SC children to get educated, the Government has established the Social Welfare Hostels. However, the number of the SW Hostels in the combined State, during the period from 2004-05 to 2013-14, has come down from 2,312 to 2,240 & the maintained strength declined sharply from 2,72,653 in 2004-05 to 1,86,201 in 2013-14.

The decline in the strength is a pointer towards the diminishing quality of infrastructural facilities & the care & support provided to the boarders, the inconsistent results in the SSC examinations & overall decline of the faith of the parents in the Hostel system, as a whole.

2. Schemes for Asset Creation & Livelihoods:

2.1 Economic Support Schemes:

The AP Scheduled Caste Cooperative Finance Corporation Ltd. (APSCCFCL) is mandated with the implementation of economic support schemes for the Scheduled
Castes. It’s performance has been uneven & in recent times, it has not been able to achieve the targets set, both quantitatively & qualitatively.

During the period from 1994-95 to 2003-04, 7,41,171 beneficiaries were assisted by APSCCFCL, while during the period from 2004-05 to 2013-14, 4,95,905 beneficiaries were assisted & only 50% of the physical & 39.5 % of the financial targets were achieved. In fact, during 2013-14, only 1,642 beneficiaries were assisted under the SC Action Plan, even though the subsidy component was increased to 60%.

2.2 NSFDC & NSKFDCL:

The National Scheduled Caste Finance Development Corporation (NSFDC), & the National Safai Karamchari Finance Development Corporation (NSKFDC), of the Government of India, provides soft loans to the APSCCFCL, to promote livelihoods among the Scheduled Castes & Manual Scavengers/Safai Karamcharis, respectively.

During the period from 1994-95 to 2003-04, Andhra Pradesh accessed Rs 154.36 crores from the NSFDC, of which Rs 79.72 crores was utilized for providing Self-employment schemes & Rs 31.18 crores for Land Purchase schemes. Similarly, during the period from 1994-95 to 2003-04, the APSCCFCL accessed an amount of Rs.39.71 crores from the NSKFDC for the rehabilitation of Manual Scavengers. The scheme was extremely useful for the poorest of the poor among the SCs who could not access to loan linkage from the Banks.

However, the Government took a decision of not utilizing the soft loans from NSFDC & NSKFDC from 2008-09 onwards. This deprived a large number of the SCs from getting an opportunity to access sustainable livelihoods.

3. Scheduled Caste Sub-Plan (SCSP):

The key mandate of the SCSP & TSP is to ensure the channelizing of the flow of outlays & benefits, in the Plans, for the development of SC/STs, so that the gaps in development between the SC/STs & the general population can be bridged.

During the period from 1994-95 to 2003-04, the cumulative outlay under SCSP was Rs.5,077.98 Crores & the expenditure incurred was Rs. 4466.25 Crores. (87.95 %). However, during the period from 2004-05 to 2013-14, while the cumulative outlay under SCSP was Rs. 51986.23 Crores, the expenditure incurred was only Rs.33387.35
Crores. (64.22%). Thus, though the outlays have risen manifold during the period from 2004-05 to 2013-14, the expenditure has not kept pace & the desired results may not have been achieved.

In the year 2013, the Government has enacted the “Andhra Pradesh Scheduled Castes Sub-Plan & Tribal Sub-Plan (Planning, Allocation & Utilization of Financial Resources) Act, wherein the Sub-Plans were given a statutory framework. However, the implementation has continued to be plagued by many shortcomings, as mentioned hereunder:

a) The Rules under the Act were not formulated and enacted.

b) The Administrative & Technical Support Unit for Planning & Monitoring of the Sub-Plans was not constituted.

c) The HMDA was allocated Rs.8245.16 lakhs, under SCSP towards loan for Outer Ring Road (ORR) Project & Rs.2508.87 lakhs was incurred. The benefits accrued cannot be stated to have an impact on the development of SCs.

B) TRIBAL WELFARE:

The Scheduled Tribe (ST) population in the State is 26.31 lakhs, as per the 2011 Census & constitute 5.33 % of the total population. There are (34) Scheduled Tribes, of which (6) tribal groups are categorised as Particularly Vulnerable Tribal Groups (PTGs) with a total population of 3.81 lakhs. The tribal areas in (5) districts, covering (4,444) villages is included in the V Schedule of Constitution of India for ensuring peace & good governance.

An analysis of the Policies and Programs and their implementation over the past decade (2004-2014) brings out the following areas of concern:

1. Improving Quality Education among STs:

   The Human Development Indicators (HDI) of the ST population are much lower than the HDI of the rest of the population in all parameters. The literacy rate of STs was 49.2% as per the 2011 Census, which is much below the State average. The literacy among ST Women was 40.09% & Male Literacy was 58.35%. Similarly, the dropout rate among tribal school going children of Class I to X is also alarming. During the year 2008-
09 it was 81.77% against the State average of 60.73% & among ST girls it was 82.76% as against State average of 61.38%. The low literacy & high dropout rate especially among tribal girls are the areas of serious concern.

2. Area Development & infrastructure development:

The Government is funding basic infrastructure development, like connectivity, drinking water, electrification, etc., in ST habitations under various schemes. However, the social & physical infrastructure in tribal areas is inadequate & much lower than the plain areas. (6,422) ST habitations still have no road connectivity & (1,662) habitations are lacking drinking water facility & (927) ST habitations lack electrification.

3. Good Governance in Tribal areas:

In order to ensure effective administration & good governance in the Tribal areas, the ITDAs have been set up in 1975 & the policy of single line administration was introduced in 1986. In order to strengthen the governance in the tribal areas senior time scale IAS officers were posted as Project Officers of ITDAs with an assured tenure of a minimum 2 years. This practice has been given up & the administration in tribal areas has hence suffered an irreversible setback in this last decade.

C) BACKWARD CLASSES WELFARE:

The Backward Classes in Andhra Pradesh constitute approximately (42) percent of the population & comprise 138 communities. To provide a sharper focus to their needs & aspirations, a new Department for Backward Classes Welfare was created, in 1994, to implement Welfare schemes specifically designed for them.

Presently, a disproportionate share of nearly 80% of the budget of the Backward Classes Department is on the schemes of Scholarships & Fee Reimbursement disbursed to the educational institutions. Further, the annual provision made in the Budget for the Backward Classes is not commensurate to the requirements of the community, considering its sizeable share of the population & its relative backwardness.

The ratio of expenditure towards the BC Welfare hostels, as a proportion of the total budget has reduced considerably over the years. (364) out of the (895) Pre-matric hostels are in rented buildings. This stark infrastructure gap adversely impacts on the
quality of service provided to the boarders. There is also a dire need to address the problem of enrolment in hostels, which is falling over the years.

On the other hand, the BC Residential Schools are consistently exhibiting good academic results but are not able to be upgraded to the Intermediate level due to a shortage of resources. There is an imperative need to upgrade Hostels to Residential Schools & Residential Schools to Residential Junior Colleges.

It is a matter of serious concern that, even today, several Backward Classes communities are marginally represented in enrolment in the Welfare educational institutions & in accessing the Welfare schemes, thus highlighting the necessity for enhancing the outreach to the Most-Backward communities.

Similarly, the proportion of expenditure for Economic Support Schemes vis-a-vis the total budget of the Department has reduced drastically. This is in sharp contrast to the earlier years, when the scheme of ‘Aadarna’ was implemented for the welfare of the BC occupational groups.

At present, there are 10 existing BC Federations of which 6 were created during the last one year. Practically no development plans have been conceived or implemented, excepting the sanction of loans with bank loan and subsidy pattern. A concrete plan of action is essential to facilitate modernization of traditional skills, diversification of occupations, financial inclusion, and formation of Self-Help groups, capacity building for the Societies formed & training for upgradation of skills.

D) MINORITIES WELFARE:

The Welfare of the religious minorities is an important concern of Government. Providing full access to education & employment, improving living condition by infrastructural development in the minority concentration areas & improving health care access are urgent concerns.

The Muslim population is concentrated in Kurnool, Kadapa, Guntur, Anantapur, Chittoor & Nellore districts. The Muslim community is plagued by the problems of low enrolment, high dropout rates & low levels of educational attainment.
Earlier, the schemes of Roshini & Dukan-o-Makan were initiated for the welfare of the Minorities. However, in the recent times there was no attempt to bridge the gaps in development.

CONCLUSION & WAY FORWARD

Andhra Pradesh in the present form with 13 districts has started a new beginning in the development path after a painful bifurcation process by losing its resource rich capital to its counterpart. The present white paper made an effort to outline the status of human resources and social development and identified areas of concern for the future course of action. The state has significant proportion of young population who are the future of the state that calls for an urgent calibrated action for their all round development. The performance of the state in terms of human development index, reduction of poverty levels and provision of employment is not at a satisfactory level especially when compared to the other southern states. Though there is some reduction in poverty, the state is still categorized as “less developed” by the Raghuram Rajan committee.

The literacy rates in the state are still below the national average. Though there has been a significant improvement in accessibility of primary schooling, the dropout rates are very high at upper primary and secondary level. These are very high among marginalized sections i.e. muslims, SCs, and STs. The quality of education in the government schools is facing challenges to face the competition from private schools that offer English medium education. “BADI PILUSTONDI” will be implemented in the State to achieve 100% enrollment in schools and finally to record 100% literacy levels. The performance of residential school is quite encouraging in this aspect. Contact programme with High Schools will be taken up to improve the enrolment in Intermediate Education. Besides streamlining the regular courses, Vocational education can be taken up under National Vocation Education Qualification Framework (NVEQF) on priority basis with the support of GOl funds from 9th to 12th classes for development of multiple skills. Apprenticeship (skill development) training and placements through Job Melas will be taken up at +2 level on a large scale. There can be no compromise in the quality of higher education and state will be established as a “Knowledge Hub”. The capacity in this sector needs to be utilized in close collaboration with industry that can bring rich dividends both in terms of employability and in attracting investment.
Employable youth will be afforded Skill upgradation opportunities in close collaboration with user groups and industry.

The performance of the state in terms of vital health indicators like IMR, MMR, Weight at birth and nutrition status is found to be poor. There are huge gaps in tracking mother-child health, management of health information system and in referral systems. There are deficits in terms of hospitals and human resources in the tertiary health care which are mostly concentrated in the erstwhile state capital. The most acclaimed Rajiv Aarogyasri has adversely affected the public health system in the state as a lion’s share of its expenditure is being utilised by private hospitals and most of them are in Hyderabad whereas the budget allocation for non-Aarogyasri head is found to be very dismal.

The goals of social welfare for marginalized groups i.e. SCs, STs, BCs and minorities is a still less travelled road. The sub-plan funds for SCs and STs could not be fully utilized and have been diverted. The amount spent on skill development is very meager. The achievement under Economic Support Schemes for SCs / STs is much lower than the physical target.

From above discussion in the White Paper it is apparent that several initiatives that were launched by earlier government (between 1993-94 to 2003-04) that were path-breaking were not followed up by successive governments and no gains were made.

The shortcomings indicated in the White Paper in the area of Human Resources and Social Development in Andhra Pradesh point to the need to find more inclusive, humanistic and sustainable policy directions and interventions. Literacy will receive special attention to achieve 100% literacy level in the state. Through District Selection Committees recruitment of teachers will be undertaken and all vacancies will be filled up.

Among such initiatives, this Government will lay emphasis on social mobilisation and citizen participation through various programmes which have all been implemented in the past with resounding success. The Self Help Groups with formidable numbers and spread will provide the needed participation to all the poor households and enable them to alleviate themselves by taking support from the
myriad of programmes being implemented by the Government. Such participation will surely impact on health, economic and social indicators.

As a first step in this direction the Government of Andhra Pradesh is determined to leverage the potential of the demographic dividend & huge social capital available in the form of the Velugu groups. The Government has taken a decision to provide a capital grant of Rs. 1 lakh to each Self-Help Group totally amounting to Rs. 7,500 crores. This will enable the Velugu groups to further invest in income generating activities & use the additional income to improve the quality of their lives by investing in health, nutrition & education. This will help the State to achieve the Millenium Development Goals (MDGs).

Efforts will also be undertaken to upgrade skills in both formal and non-formal institutions to improve the employability of employable human resources. Adequate funds will be spent in this direction across the State. By enhancing access to improved medical care even by providing ‘health cards’ to all eligible, all sections of the society will benefit from these initiatives.

The World Happiness Report 2013 reveals fascinating trends in the data judging just how happy countries really are. India is ranked at 111 among the 156 countries surveyed. On a scale running from 0 to 10, people in over 150 countries, surveyed by Gallup over the period 2010-12, reveal a population-weighted average score of 5.1 (out of 10). Six key variables explain three-quarters of the variation in annual national average scores over time and among countries. These six factors include: real GDP per capita, healthy life expectancy, having someone to count on, perceived freedom to make life choices, freedom from corruption, and generosity.

Having taken stock of the present quality of the human resources of the State & the progress of social development the new Government is determined to create a poverty free “Navya Andhra Pradesh” with an overarching framework to promote sustainable & inclusive growth resulting in a Healthy & Happy Society.

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