

# Partnering with Government

Read India Experiences  
from states of  
Gujarat and Rajasthan

## **READ INDIA CONFERENCE**

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- Mandate
- History of the States':
  - Society and Education
  - Structure and Characteristics
- Current Strategies
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# Pratham and state Education department have same goals but different strategies

## Common goal: Universalization of Primary Education

### Context: The Goals of Sarva Shiksha Abhiyaan

- All children in school, EGS, alternate school or 'to school' camp by 2003.
- All children complete five years of primary schooling by 2007.
- All children complete 8 yrs of schooling by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.

### Pratham has a mandate of

- *Supplementing not supplanting the Govt initiatives*
- *Create scalable, replicable and low cost models*
- *Involve community, citizens at large in all the initiatives*



# Historical Background of Rajasthan State

## *Society and Governance*

- Few pockets participated in Independence movement fully.
- Hardly any reformist movement on mass scale.
- Rain fed Agriculture and Livestock mainstay of the economy.
- Feudal values and social hierarchies are quite rigid.
- Thin population spread and big distances.
- Amalgamation caused the multi-polar administrative set up!
- Weak language-culture-literature identity.

## *Education Machinery*

- Early strides made in taking up project based innovative initiatives.
- Lok-Jumbish, ShikshaKarmi, DPEP 1<sup>st</sup> and DPEP 2nd and now SSA.
- Gender gap has always been a big challenge.
- Problem of Access to school has been solved to a great extent.
- Teachers' lobby is one of the strongest govt employee's lobby.
- Several respectable NGOs but do not generally work together.

# Historical Background of Gujarat State

## *Society and Governance*

- Leaders like Gandhi ji and Sardar Patel led full fledged participation in Independence movement.
- Cooperative and Language movements on mass scale (AMUL)
- Greater degree of women participation (SEWA).
- Along with Agriculture and Livestock early industrialization.
- Intermingling of various social groups with high geographical and upward mobility weakened feudal values and social hierarchies.
- Still large - relatively underdeveloped-pockets.
- Comparatively evolved Municipal/local self governance system but Education gets low priority!
- Strong language-culture-literature identity.

## *Education Machinery*

- Examples of focus on 'Universalization of Primary Education' as early as 19<sup>th</sup> Century.
- Took up many project based innovative initiatives including 'VaGaLe'; focusing on learning basic skills.
- Problem of Access to school has been solved to a great extent.
- Hardly any NGOs working on quality of learning outcomes in primary education on large scale!
- In spite of several 'centers of excellence' in state, education not a priority in collective business psyche!

# Interlinked Spread of Structures (Raj.)

- **Secretary Primary Education: Jaipur**
  - Holds the following three together!
  - Is Headed by a senior Bureaucrat, an IAS officer!
  - Open to new ideas willing to partner on equal footing!
- **RCEE: Jaipur**
  - The nodal agency for implementing SSA and DPEP!
  - Responsible for bringing in innovations (Training, TLM, Assessment etc.)
  - Headed by an IAS officer, has a parallel machinery of ADPCs, BRCFs and CRCFs.
  - With Central sponsorship, has to abide by annual need analysis, goal setting and review processes.
- **State Education Department: Bikaner**
  - Main body with long term responsibility for schooling system.
  - Effective in HR (staffing/transfer) and Administrative (time table etc.) issues only.
  - Headed by another IAS officer.
- **SIERT: Udaipur**
  - Extension of NCERT.
  - Designing and Training work responsibilities at the top,
  - Away from Implementation reality,
  - A sense of being ‘more knowledgeable but helpless’ prevails.

# Different but interlinked departments (Guj).

- **Secretary, Primary Education**
  - A senior level bureaucrat, IAS
  - Responsible for overall performance of state in Primary Education, holds the above three together
- **Sarva Shiksha Abhiyaan (SSA)**
  - A nation wide govt program aimed at UPE by 2010.
  - Execution role with focus on enrolment, retention and quality in education
  - Is headed by a state project director, an IAS or a GAS. May or may not be linked to education
- **Department of Primary Education (DPE)**
  - Mainly administrative Role
  - Concerned with human resource issue, teacher salary, transfer etc
  - Is also responsible for education inspectors
  - Is headed by a director, Gujarat Education Services Cadre.
- **Gujarat Council of Education Research and Training (GCERT)**
  - Extension of NCERT at state level
  - Deals with school level education
  - Planning only execution is not in their hands
  - Is headed by a Director, Gujarat Edn Services Cadres, PhD in Education.



# Current Strategies

## Edu-Deptt.-Guj

- VaGaLe: Train the teachers, intensive, high energy, short duration work with children.
- GAP: Internal evaluation of children on std specific competencies. Results are discussed internally.
- Only **contracts** to the civil society partners.

## Edu-Deptt.-Raj

- No programme focused on basic skills improvement before **Read.**
- QAP: Internal evaluation of children on std specific competencies. Results are discussed internally.
- Has created Rajasthan Education Initiative (REI), a forum on the lines of Jordan Initiatives for civil society partnership.

## Pratham

- Read India: mobilize volunteers, train teachers, supply TLM and involve public at large.
- ASER: Evaluate the learning outcomes through citizen's audit and public sharing
- **Collaborate/partner** with Govt and NGOs for greater effectiveness in solving the problem in a meaningful time frame.



# The Partnership Paradigm

## Centre-State-District-Village

- Cognizance of the Issue
- Initiation of Joint exploration of answers
- Designing (Pace and Scale)
- Resource sharing
- Executing, reviewing and being accountable!

# Unilateral improvement efforts threatened by external participation – No collaboration with outside partners on a big scale.

		Mutuality	
		Low	High
Organizational Identity	High	2 Contracting	1 Partnership
	Low	3 Extension	4 Co-optation & Gradual Absorption

*Mutuality is high but org identity seems to feel challenged!*

Figure 1. Partnership model.

# Learning

- The district level may respond much easily as education is not their ‘only’ responsibility!
- SDMCs’ org identity is questionable in practice, for capacity building at the community level, volunteers may become the change agent and bring life to the SDMC mechanism !

# Questions

- Can this experience be useful to develop similar goal oriented programme in other sub sectors like health?!
- What could be the structural and strategic shift that may lead to a better and effective partnership?

Thank You!



# Case Study: History of Govt.-Pratham partnership in Rajasthan

- Janshala -2001: GoR invited Pratham
- Small experiments here and there because of local official's interest.
- ASER caused:
  - cognizance of the issues
  - Initially a little distance from Pratham and
  - Greater debate everywhere on 'how to improve?'
- After a 4000 village pilot and long persuasion Govt Signed an MOU in OCT 07!
- Even in the light of encouraging results after the 3 months of the classroom practice, the taking up of the programme to all the state is still pending.



# Various Partnerships and attitude towards partnership in Rajasthan

- REI:
  - On the lines of Jordan Initiative
  - GoR, WEF, CII and Gesci are the core partners.
  - 19 MOUs in 1<sup>st</sup> year, 14 ICT and 5 Non-ICT partners.
  - Trying many new thing instead of focusing on solving problems on scale one by one!
  - In most of the cases the govt provides access to schools and to teachers for the training, the partner brings the resources to try out the pilot.
  - Even for scaling up of a successful pilot partner is still expected to contribute beyond know how and resource persons.

Gujarat Primary Education set up does not have any such formal approach towards partnership!



# The Partnership Paradigm

	Pratham led	50-50	State leads
Cognizance of the Issue	Through ASER		Later QMF and QAP
Initiation of Joint exploration of answers	4 distt pilot!		
Designing (Pace and Scale)	Read Rajasthan MOU		Access to school!
Resource sharing	TLM, Block and distt team.		Trg slot in existing monthly meeting mechanism.
Executing, reviewing and being accountable!	Submitted its internal assessment data.		Reports have yet not been submitted.

# A few opportunities among many hurdles (Guj.)

- Unilateral improvement efforts threatened by external participation – No collaboration with outside partners on a big scale.
- Different actors within the same government have different characteristics and present different opportunities
  - GCERT, politically influenced, office is insular.
  - SSA has the stress of delivering on project outcomes and thus invites support although in a risk - averse manner:
  - Dept of primary education, neither an inhibitor nor a facilitator, however an important authority to be kept informed:.
  - Secretarial dept – *progressive, task oriented, neutral and consensus builder:*

# Opening many small windows that finally lead to one main door (Guj.)

- Along with advocacy on the top, opportunities for pilots on the ground sought through identifying district level openings.
- Pilots were scaled to demonstrate success to the higher officials: *ICDS*
- District level partnership was closely developed: *Meetings and follow up with Collectors, Dist Development officers and Dist Primary Education officers.*
  - District level partnerships were easier because of the IAS cadre who had education as a priority
- Other departments were tapped as they were independent of the politics yet were entry into the government system – *Tribal Development Department, ICDS, Disaster Management Authority and Gender.*
- National level success was leveraged to pursue the state level govt. – *Success stories of Himachal Pradesh, Madhya Pradesh*
- Meanwhile a big opportunity arose in the exit of the then GCERT head – *An insular department suddenly opened up.*