

# ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

## BUDGET BRIEFS

### Sarva Shiksha Abhiyan, GOI 2012-13

The Sarva Shiksha Abhiyan (SSA) is the Government of India's (GOI) flagship elementary education programme. Launched in 2001, it aims to provide universal primary education to children between the ages of 6–14 years. SSA is now the primary vehicle for delivering the Right to Education.

This brief uses Government reported data to analyse SSA performance along the following parameters:

- Overall trends in allocation and expenditures,
- Expenditure performance across key SSA activities,
- Coverage and outputs.

**Cost Share and Implementation:** In FY 2009–10 60% of SSA funds came from GOI. This has now been revised to 65%.

Complete expenditure data is available for FY 2010–11

#### Highlights

1	GOI allocation for education in FY 2011–12 (in crores)	₹63,363
2	GOI allocation for SSA in FY 2011–12 (in crores)	₹21,000
3	% spent out of allocation in FY 2010–11	70%

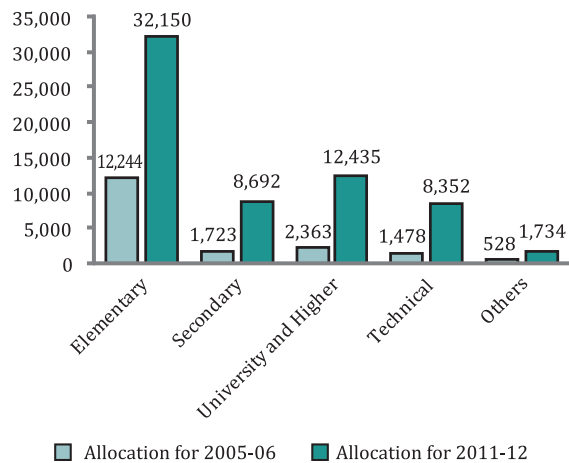
#### Summary and Analysis

- The Government of India's (GOI) budget for Sarva Shiksha Abhiyan (SSA) has more than doubled in the last 6 years from ₹7,166 crores in FY 2005–06 to ₹21,000 crores in FY 2011–12.
- In FY 2011–12, per child allocation for SSA, from GOI and State governments, stood at ₹4,269.
- In FY 2010–11, allocations for teachers accounted for 40% of the total SSA budget. School infrastructure accounted for 36% and children accounted for 14%.
- Expenditure, as a proportion of planned allocation, has declined from 79% in FY 2008–09 to 70% in FY 2010–11.
- There are wide inter-state variations. Spending in Andhra Pradesh and Uttar Pradesh increased by 9 and 5 percentage points between FY 2009–10 and FY 2010–11. Spending in Tamil Nadu and Madhya Pradesh dropped by 34 and 31 percentage points in the same period.
- Despite increases for allocations, learning levels are low. According to the Programme for International Student Assessment 2009 results, of the 74 countries tested, Tamil Nadu and Himachal Pradesh (the two Indian States that participated in the study) ranked 72<sup>nd</sup> and 73<sup>rd</sup> in both reading and mathematics.

## Trends in Overall Allocations and Expenditures at GOI level

- **Allocation:** Since FY 2005-06, allocations for education have increased by over 3 times. Allocations for FY 2011-12 stood at ₹63,363 crore.

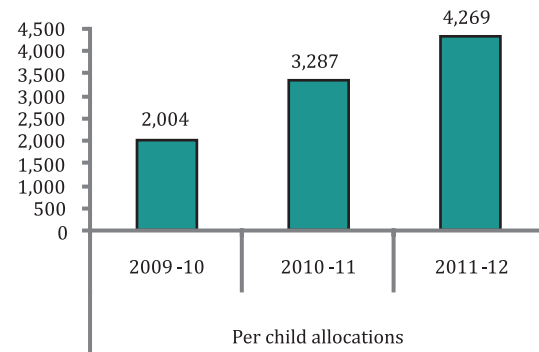
Over 3-fold increase in allocations for education since FY 2005-06.



Source: Union Expenditure Budget, Vol.2, 2006-07 till 2011-12, calculated from the Ministry of Human Resource Development. Note: All figures in crores of rupees and include North-East component. "Others" consists of components such as Adult Education, Development of Languages and Development of ICT. Figures for 2011-12 are Budget Estimates.

- Elementary education remains a priority, accounting for 51 percent of the total allocation for education in FY 2011-12.
- Sarva Shiksha Abhiyan (SSA) is the largest scheme, accounting for 65 percent of the total elementary education budget. In FY 2011-12, GOI allocated ₹21,000 crore to SSA, up from ₹7,166 crores in FY 2005-06.
- Concomitant with the increase in SSA outlays, per child allocation has also risen. On average in India, per child allocation for SSA (GOI and state share) has more than doubled from ₹2,004 in FY 2009-10 to ₹4,269 in FY 2011-12.

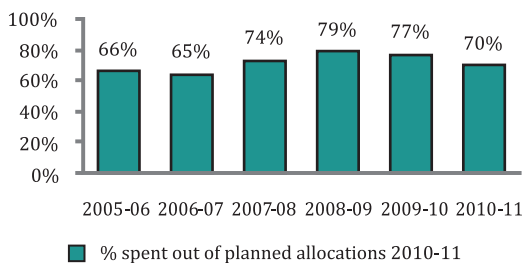
Per child allocation has more than doubled between FY 2009-10 and FY 2011-12.



Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12. Enrolment numbers are from DISE Flash Statistics (2009). Please note enrolment figures are as on September 2009.

- **Expenditure performance:** Analysis of SSA expenditure can be based on: a) planned allocations and b) funds available. Planned allocations are those approved as per the Annual Work Plan and Budget (AWP&B) submitted to GOI by the State governments. Funds available for expenditure in any given year include unspent balances from previous years along with GOI and State releases for the current financial year.
- Spending, as a proportion of planned allocation, has declined from 79 percent in FY 2008-09 to 70 percent in FY 2010-11.
- One reason for underspending in FY 2010-11 was that not all allocated funds were released. Across India 72 percent of the state share and 65 percent of GOI share was released in FY 2010-11.
- Partly because releases were low, expenditures as a proportion of funds available (releases and unspent balances), increased from 70 percent in FY 2008-09 to 90 percent in FY 2010-11.
- In FY 2010-11, GOI provided a supplementary budget or additional financial assistance to states for the implementation of the Right to Education Act (RTE), 2009.

**70% of planned allocations were spent in FY 2010-11.**

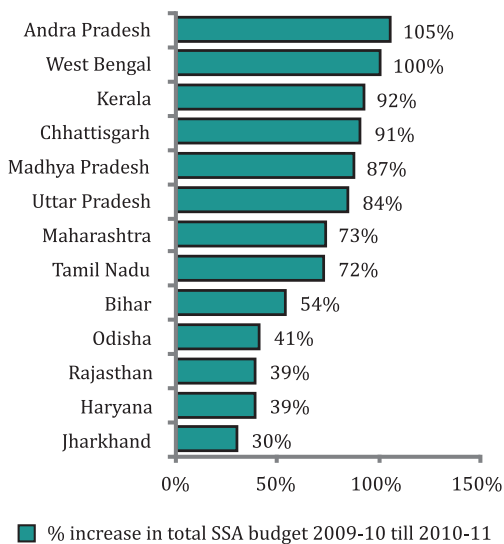


Source: Calculated from SSA portal, Financial Management. Data for 2008-09, 2009-10 and 2010-11 is from the 10<sup>th</sup>, 12<sup>th</sup> and 14<sup>th</sup> Joint Review Mission. Note: "Funds available" includes Opening Balance and Amount Released.

**Trends at the State Level**

- **Allocation:** State SSA budgets saw a significant increase between FY 2009-10 and FY 2010-11. This increase has not been uniform across states.

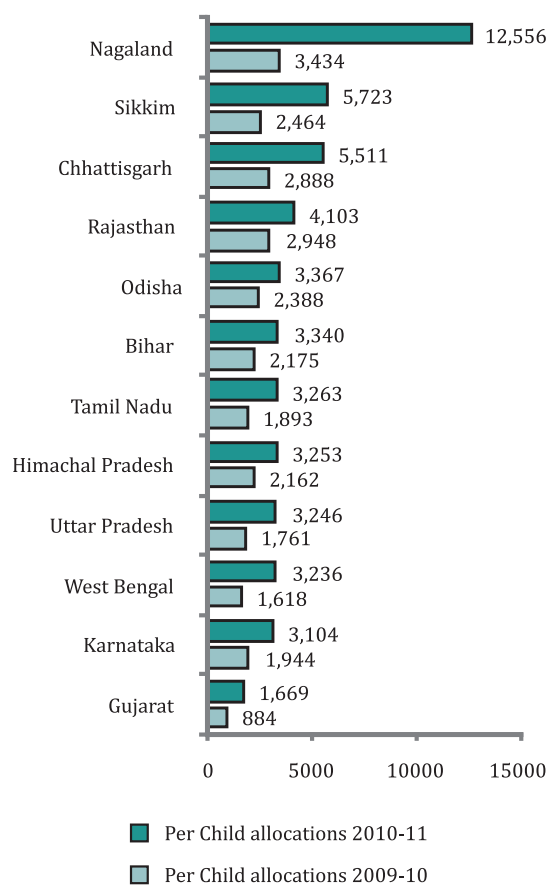
**Outlays in Andhra Pradesh and West Bengal doubled while Orissa, Rajasthan, Haryana and Jharkhand had a minimal increase.**



Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12.

- While Andhra Pradesh, West Bengal, Chhattisgarh and Kerala increased their SSA budget by over 90 percent, Rajasthan, Haryana and Jharkhand increased their budget by less than 40 percent.
- In FY 2010-11, per child allocation for most states ranged from ₹3,100 and ₹3,600. Per child allocations for Nagaland were highest at ₹12,556, followed by Sikkim and Chhattisgarh at ₹5,723 and ₹5,511, respectively.

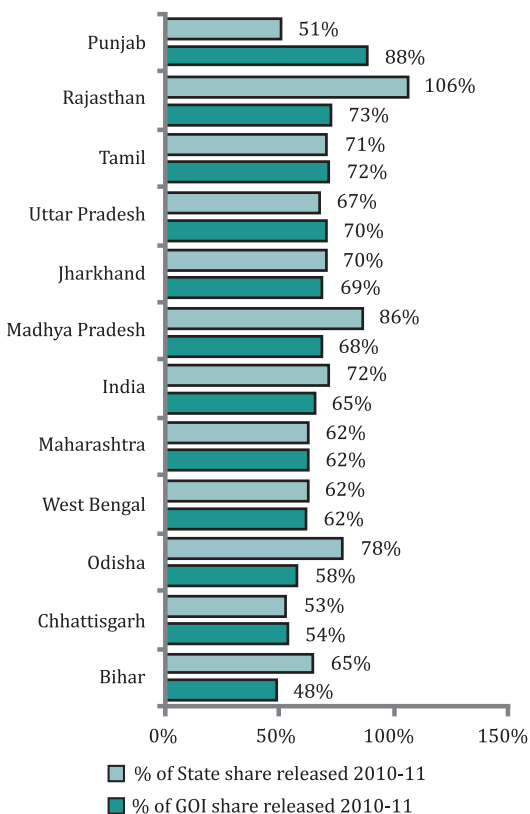
**Nagaland allocated ₹12,556 per child while Gujarat allocated ₹1,669.**



Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12. Enrolment numbers are from DISE Flash Statistics (2009). Please note enrolment figures are as on September 2009.

- Interestingly, while Gujarat increased its SSA budget by **89** percent in FY 2010-11, the State’s per child allocation is amongst the lowest at **₹1,669**. In contrast, Rajasthan’s per child allocation was amongst the highest at **₹4,103**, despite a marginal increase in its SSA budget.
- In FY 2010-11, GOI and State governments did not release their entire share.

**In Punjab, GOI released 88%, while the State released 51% of its share.**

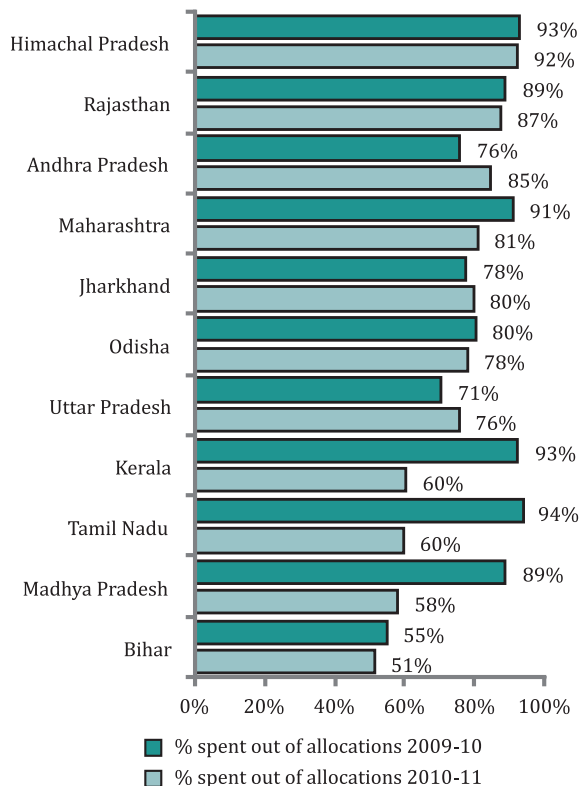


Source: Calculated from SSA portal, Monitoring, 14th Joint Review Mission.

- In FY 2010-11, Madhya Pradesh and Odisha released **86** and **78** percent of their shares, respectively while Punjab released only **51** percent. Rajasthan was the only state where the State government released more than its required share.

- **Expenditure performance:** Trends over two years indicate that spending has been variable across states, improving in some and worsening in others.
- Spending (as a proportion of allocations) in Andhra Pradesh and Uttar Pradesh increased by **9** and **5** percentage points between FY 2009-10 and FY 2010-11. Himachal Pradesh and Rajasthan, on the other hand, spent most of their allocated funds in both financial years.
- Spending in Tamil Nadu, Kerala and Madhya Pradesh dropped by **34**, **33** and **31** percentage points between FY 2009-10 and FY 2010-11, respectively.

**Spending has improved in Andhra Pradesh, Jharkhand and Uttar Pradesh.**

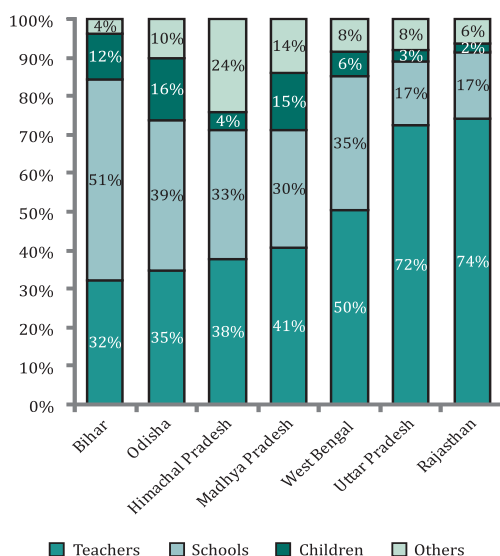


Source: Calculated from SSA portal, Monitoring, 10th, 12th and 14th Joint Review Mission.

### Trends in Break-up of Allocations and Expenditures

- SSA allocations can be broadly categorised into: a) teachers (including salaries, training, and teaching inputs such as teaching learning materials); b) schools (comprising of schools infrastructure and maintenance); c) children (consisting of mainstreaming out-of-school children, special trainings and entitlements such as uniforms and textbooks); and d) others (comprising of administration, community training and mobilisation, Learning Enhancement Programme, and an innovation fund of ₹1 crore grant given to every district).

Rajasthan and Uttar Pradesh allocated more than 70% of their SSA budget for teachers. Bihar and Odisha prioritised school infrastructure.

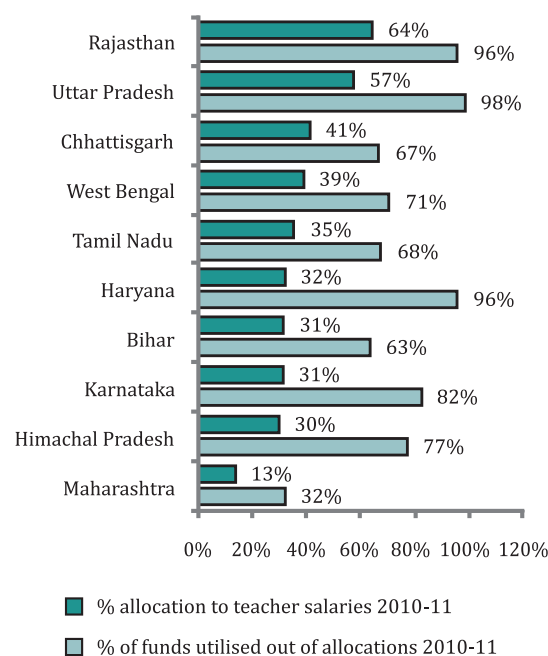


Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12. "Teachers" consists of teacher salaries, teacher inputs (such as training, materials etc). "School" consists of school infrastructure. "Children" consists of entitlements such as uniforms and textbooks, and mainstreaming of out-of-school children. "Others" refers to administration, innovation fund, learning enhancement programme and community training and mobilisation.

- In FY 2010-11, at an all-India level, allocation for teachers stood at 40 percent of the total SSA budget. School infrastructure accounted for 36 percent of allocations and allocations to children stood at 14 percent.

- However, there are variations in allocations across states. Bihar prioritised infrastructure spending, to which it allocated 51 percent of SSA funds. Rajasthan and Odisha, on the other hand, allocated over 70 percent to teachers.
- Odisha and Madhya Pradesh allocated amongst the highest to children at 16 and 15 percent, respectively.
- Allocation and expenditure performance for teacher salaries:** Salaries to teachers constitutes the largest component, for both the teachers category, as well as the overall SSA budget. Rajasthan and Uttar Pradesh allocated 64 and 57 percent of their SSA funds to teacher salaries, respectively and spent most of their allocations. On the other hand, Haryana allocated only 32 percent but spent 96 percent of this money. Maharashtra allocated 13 percent of its SSA budget to teacher salaries and spent 32 percent.

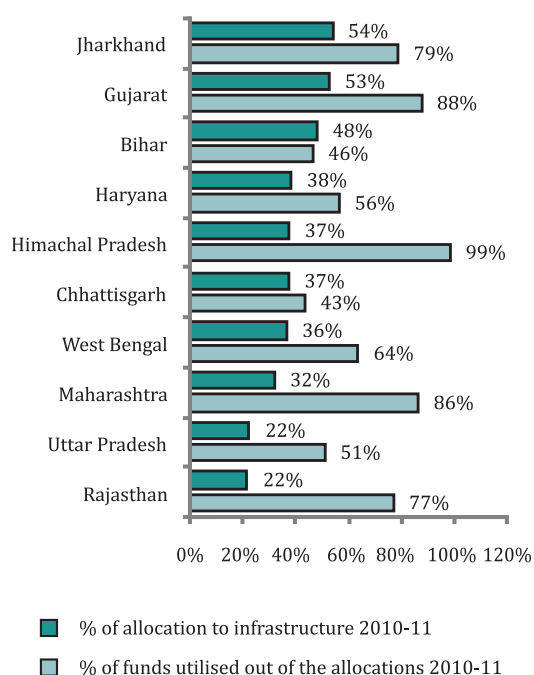
Rajasthan allocated 64% of its budget to teacher salaries and spent most of it. In contrast, Maharashtra allocated only 13% and spent 32%.



Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12.

- **Allocation and expenditure performance for school:** Jharkhand and Gujarat allocated more than 50 percent to infrastructure and spent 79 and 88 percent of their allocations, respectively.
- Both Himachal Pradesh and Chhattisgarh allocated 37 percent of SSA funds to infrastructure. However, expenditures varied. Himachal Pradesh spent 99 percent while Chhattisgarh spent 43 percent of their infrastructure allocation.

Jharkhand and Gujarat allocated over 50% to school infrastructure and spent 79% and 88%. Rajasthan and Uttar Pradesh allocated only 22%.

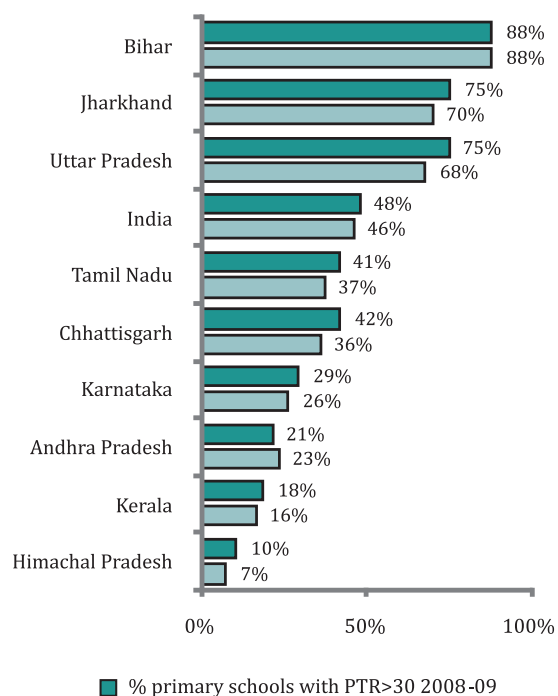


Source: Calculated from SSA portal, Planning, PAB Minutes 2010-11 and 2011-12.

## Coverage and Performance

- RTE norms mandate a) access to schools within 1 km of a habitation; b) provision of a functional toilet and, c) an adequate Pupil Teacher Ratio (PTR) of at least 1:30 for primary schools and 1:35 for upper primary schools.
- **Access:** Most states have met the access norm of a primary school within 1 km of a habitation. However, some states continue to have a large gap. For instance, there still remain 1,756 and 11,734 habitations without access to primary schools within 1 km in Bihar and Uttar Pradesh, respectively.
- **Provision of functional toilets:** Access to separate girls' toilet facilities as prescribed in the RTE is low. As of September 2009 (latest national level data available), 36 percent schools across India did not have a functional toilet and 25 percent lacked a separate toilet for girls.
- The shortfall is particularly acute in Odisha, Karnataka and Jharkhand, where more than 60 percent schools did not have a functional toilet. 47 and 46 percent of schools in Odisha and Jharkhand, respectively also did not have a separate girls' toilet.
- **Pupil-Teacher Ratios (PTR):** In India, 48 percent of primary schools had a PTR greater than 30 in 2008. This improved by 2 percentage points in the subsequent year.
- 88 percent of primary schools in Bihar had a PTR of over 30 in both 2008 and 2009.
- Despite showing an improvement in 2009, 70 and 68 percent of schools in Uttar Pradesh and Jharkhand, respectively, still had a PTR higher than the RTE norm.

### 88% of schools in Bihar had fewer teachers than the RTE norm.



Source: DISE Flash statistics 2008 and 2009. Available at: [www.dise.in](http://www.dise.in)

### Outcomes

- GOI's elementary education outlay has more than doubled in the last 6 years. Moreover, per child allocation has doubled over the last 2 years.

- While India is close to achieving SSA's goal of universal enrolment and expanding education infrastructure, learning levels remain a challenge.
- The Programme for International Student Assessment (PISA) 2009 surveyed 74 countries, including the two Indian states of Tamil Nadu and Himachal Pradesh. PISA's objective was to assess the extent to which 15-year-old students near the end of their compulsory education have acquired the knowledge and skills essential in everyday life. Students were tested in the domains of reading, mathematics and science. For reading, there were seven levels of proficiency. Level 1b requires the lowest, followed by Level 1a, Level 2, Level 3, and so on, up to Level 6.
- According to PISA 2009 results, of the 74 countries tested, the two Indian states were ranked 72<sup>nd</sup> and 73<sup>rd</sup> in both reading and mathematics. In fact, 60 percent of students were below Level 1 for mathematics and a majority of students were at the lowest levels (Level 1 and Level 1b) for reading.

**This section offers some practical leads to accessing further and more detailed information on the union government's education sector budget. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.**

Data Sources	Useful Tips
Union Budget, Expenditure Vol.2 <a href="http://www.indiabudget.nic.in">www.indiabudget.nic.in</a>	This volume provides total Ministry-wise and Department-wise allocations, as well as disaggregated data according to sectors and schemes from 1998-99 onwards. The data has both revised and budgeted estimates and should be calculated according to the Major-Head and Sub Major-Head. For elementary education, the head is 2202.01.
Ministry of Human Resource Development <a href="http://mhrd.gov.in/">http://mhrd.gov.in/</a> Accessed on February 10, 2012.	Details of all the schemes run by the Ministry of Human Resource Development.
SSA Portal, Monitoring, Project Approval Board Minutes 2011-12 and 2010-11. <a href="http://ssa.nic.in/page_portletlinks?foldername=planning">http://ssa.nic.in/page_portletlinks?foldername=planning</a> Accessed on February 10, 2012.	State-wise and Component-wise allocation and expenditures for SSA from 2008-09 till 2011-12. For approved expenditure data, please look at the next years PAB Minutes. For instance, for approved expenditure data for 2010-11, PAB Minutes 2011-12 would have the latest figures.
SSA Portal, Monitoring, Joint Review Mission <a href="http://ssa.nic.in/monitoring/joint-review-mission-ssa-1">http://ssa.nic.in/monitoring/joint-review-mission-ssa-1</a> Accessed on February 17, 2012	10th Joint Review Mission has updated expenditure data for 2008-09. 12th Joint Review Mission has updated expenditure data for 2009-10 14th Joint Review Mission has updated expenditure data for 2010-11
SSA Portal, DMU Report <a href="http://ssa.nic.in/news/DMUReport_ShaL_30-06-11.xls">http://ssa.nic.in/news/DMUReport_ShaL_30-06-11.xls</a> Accessed on February 20, 2011.	Has information on access, enrolment, retention and status of facilities and teachers.
District Information Systems for Education (DISE) <a href="http://www.dise.in/">http://www.dise.in/</a>	Has District and State Report Cards which give information on a number of educational indicators, including enrolment, access, facilities, teachers, etc. DISE Flash Statistics are a consolidation of the above and has some analysis as well. The latest Flash Statistics are available for 2009-10.
School Report Cards <a href="http://www.schoolreportcards.in/">http://www.schoolreportcards.in/</a>	Has school-wise information on basic indicators.

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