

# ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

## BUDGET BRIEFS

### Sarva Shiksha Abhiyan, GOI, 2013-14

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 implementing the Right to Free and Compulsory Education Act (RTE).

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, and
- Coverage and output

**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 2011–12.

#### Highlights

1.	Government of India (GOI) allocations for education in FY 2013–14 (in crores)	₹79,451
2.	GOI allocations for SSA in FY 2013–14 (in crores)	₹27,258
3.	% spent out of allocation in FY 2011–12	61%

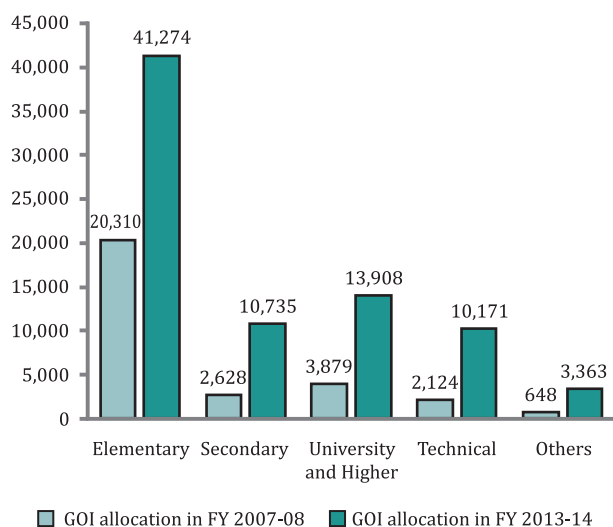
#### Summary and Analysis

- During the Eleventh Five-Year Plan the Government's (GOI and states) budget for SSA increased nearly 3-fold from ₹21,360 crores in FY 2007–08 to ₹61,734 crores in FY 2011–12.
- In this period, the per-student allocation has more than tripled from an India average of ₹1,598 in FY 2007–08 to ₹4,746 in FY 2011–12.
- Expenditure has failed to keep pace. Only 61 percent of allocations were spent in FY 2011–12.
- There are a large number of vacancies in key SSA posts like Block Resource Coordinators (BRCs) across states. In FY 2011–12, 60 percent of BRC posts in Bihar and 58 percent of BRC posts in Odisha were lying vacant.
- The share of enrolments in private schools as a percentage of total enrolments is increasing. In Punjab, for instance, the total share of enrolment in government schools dropped from 83 percent to 70 percent between 2007 and 2010.
- Learning levels are low. According to the Programme for International Student Assessment (PISA) 2009 results, of the 74 countries tested, Tamil Nadu and Himachal Pradesh (the two Indian states that participated in the study) ranked 72nd and 73rd in both reading and mathematics.

## Trends in Overall Allocations and Expenditures

- **Allocations:** Since FY 2007–08, allocations for education have increased over 2-fold. In FY 2013–14, ₹79,451 crores has been allocated to education.

Over 2-fold increase in allocations for education since FY 2007–08.



**Source:** Union Expenditure Budget, Vol.2, 2006-07 till 2013-14, calculated using data from the Ministry of Human Resource Development.

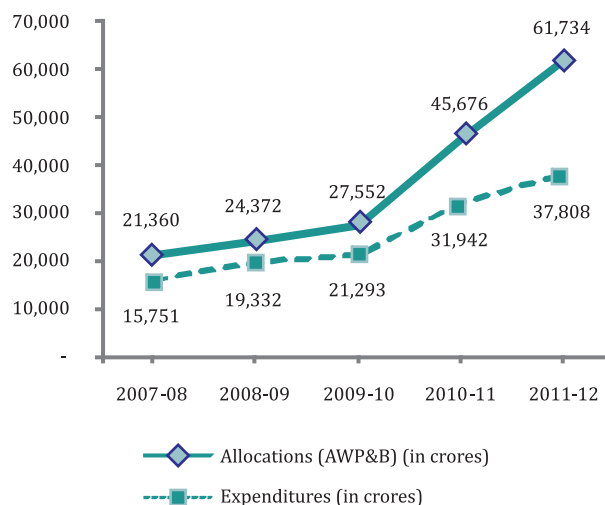
**Note:** All figures are in crores of rupees and include north-east component. 'Others' consists of components such as adult education, development of languages, and development of Information, Communication and Technology (ICT). Figures for 2013-14 are budget estimates, while those for FY 2007-08 are revised estimates.

- Elementary education accounts for bulk of the expenditure. In FY 2013–14, 52 percent of the total education budget has been allocated to elementary education.
- Sarva Shiksha Abhiyan (SSA) is the largest scheme accounting for 66 percent of the total GOI elementary education budget. In FY 2013–14, GOI allocated ₹27,258 crores to SSA.
- SSA allocations are based on an Annual Work Plan and Budget (AWP&B) which is meant to be an aggregation of school, district, and state level plans. Allocations

are shared between GOI and states in a 65:35 ratio.

- During the Eleventh Five-Year Plan the total SSA budget (including Kasturba Gandhi Balika Vidyalaya (KGBV) and National Programme for Education of Girls at the Elementary Level (NPEGEL) increased nearly 3-fold from ₹21,360 crores in FY 2007–08 to ₹61,734 crores in FY 2011–12.
- Concomitant with this increase, per-student SSA allocations have also risen. On average in India, per-student allocation has more than tripled from ₹1,598 in FY 2007–08 to ₹4,746 in FY 2011–12.
- **Expenditure performance:** Expenditures have failed to keep pace with the increase in allocations. In FY 2007–08, over 70 percent of allocations were spent. This dropped to 61 percent in FY 2011–12.

SSA expenditures failing to keep pace with rising allocations.

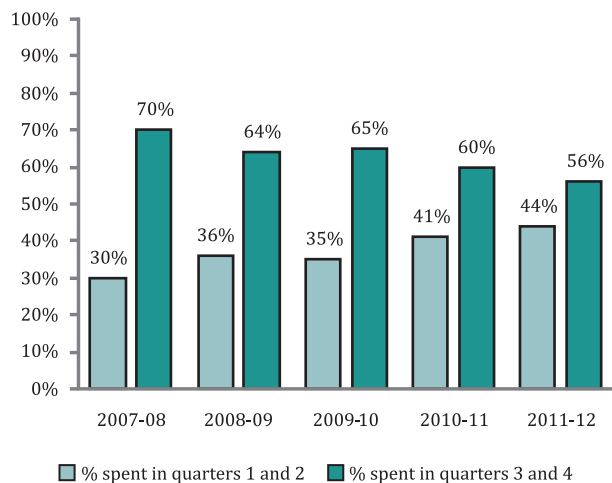


**Source:** Joint Review Mission Reports. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1> and 16th Joint Review Mission (JRM) is available online at <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1/the-aide-memoire-of-16th-jrm-on-ssa>.

**Note:** All figures in crores of rupees. Figures include KGBV and NPEGEL allocations and expenditures.

- While overall spending as a proportion of allocations has decreased, there has been an improvement in the timing of this spending.

**Expenditure in the first 2 quarters of the financial year improved from 30% in FY 2007-08 to 44% in FY 2011-12.**



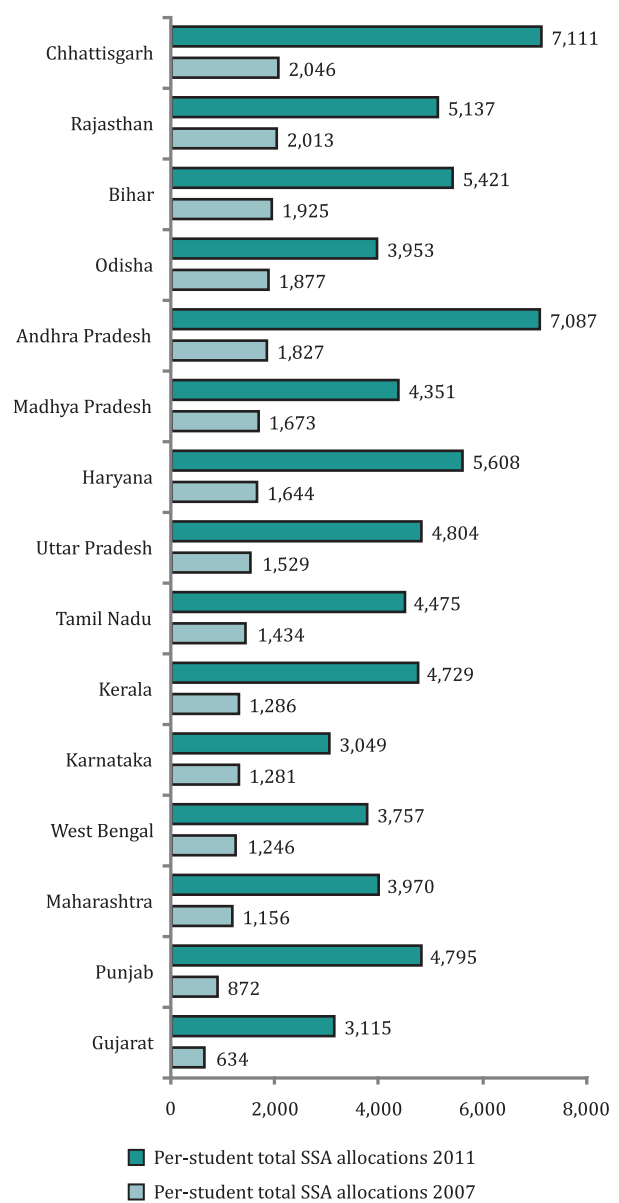
**Source:** Calculated from 16th JRM. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1/the-aide-memoire-of-16th-jrm-on-ssa>

- In FY 2007-08, 70 percent of the total funds were spent in the last two quarters of the year. In FY 2011-12, expenditure was incurred more evenly with 44 percent spent in the first two quarters and 56 percent in the last two quarters.
- According to the Joint Review Mission (JRM), this improvement is due to the introduction of a new format for monthly reporting (FMR). However, the quality of reporting is a concern. In FY 2010-11, audited expenditure for Chhattisgarh was 65 percent less than the FMR. Similarly, audit reports indicated 37 percent less expenditure than the FMR in Bihar and 36 percent less expenditure in West Bengal and Odisha.

**Trends at the State Level**

- Allocations:** There are wide variations in per-student allocations across states.

**State-wise per-student SSA allocations.**

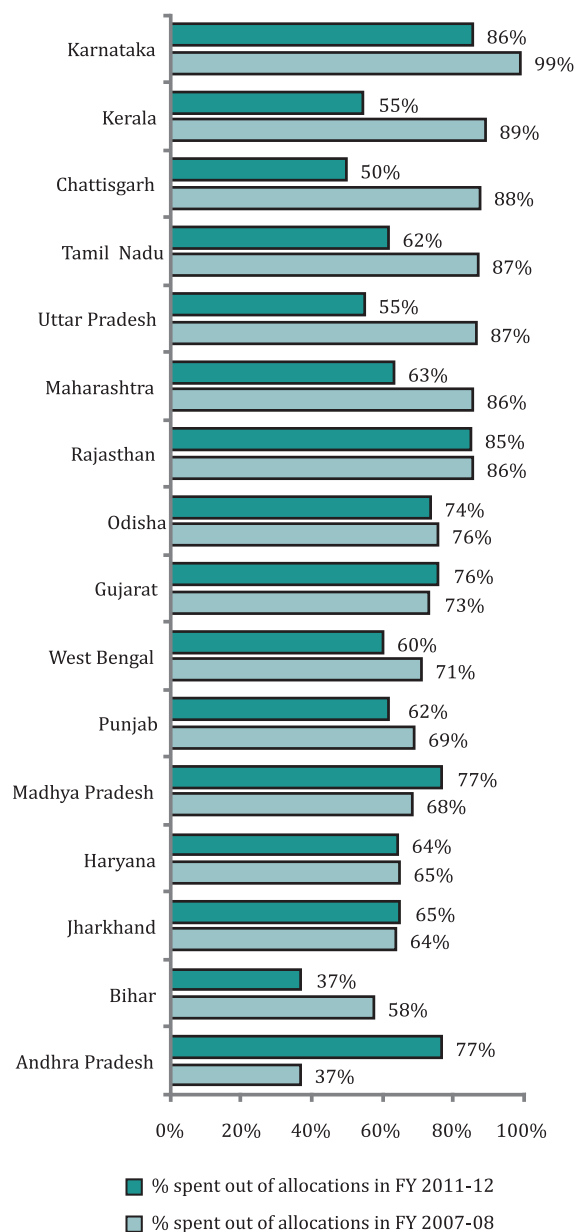


**Source:** State-wise allocations taken from 8th and 16th JRM. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1/the-aide-memoire-of-16th-jrm-on-ssa>  
**Note:** Enrolment numbers are from State Report Cards for various years. These figures are as on September 2007 and September 2011. Figures include allocations for KGBV and NPEGEL.

- In FY 2011-12, Chhattisgarh had amongst the highest per-student allocations at ₹7,111. This was followed by Haryana, Rajasthan, and Bihar at over ₹5,000 per student.

- **Expenditure performance:** The increase in allocations has been met by an overall slowdown in expenditure.

**Bihar spent only 37% of its allocations in FY 2011-12; Karnataka spent 86%.**



**Source:** JRM Reports. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1>. The 16th JRM is available online at <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1/the-aide-memoire-of-16th-jrm-on-ssa>

- In FY 2007-08, Kerala had spent 89 percent of its allocations. This dropped to 55 percent in FY 2011-12.

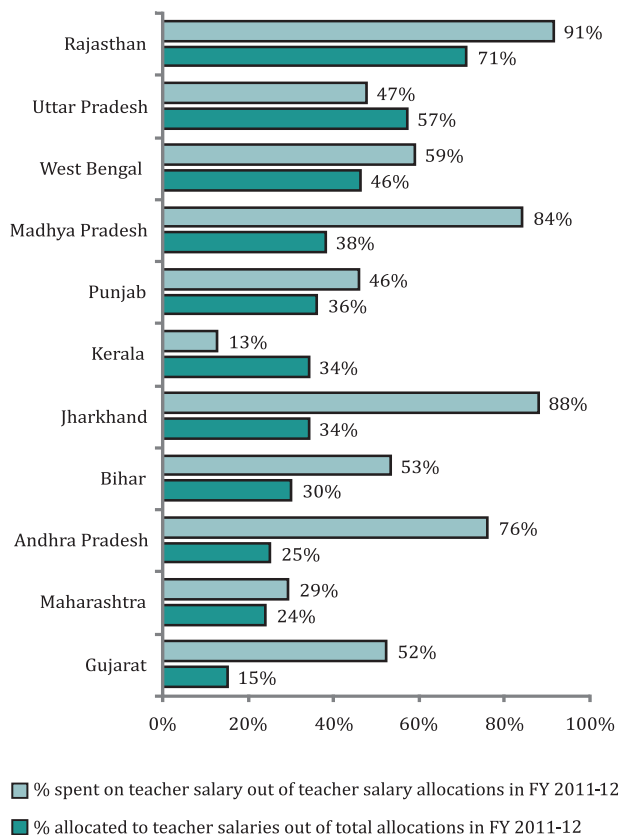
### Component-wise Break-up of Allocations and Expenditures

- In FY 2007-08, at an all-India level, teacher salaries accounted for 32 percent of the SSA budget, while school infrastructure (civil works including major repairs, libraries, furniture, and maintenance grant) accounted for 40 percent. In FY 2011-12, allocations for teacher salaries out of the total SSA budget increased to 38 percent and those for infrastructure decreased to 37 percent.

### Teacher Salaries

- In FY 2011-12, teacher salaries accounted for the largest component of SSA allocations.

**State-wide variations in allocations and expenditures for teacher salaries.**



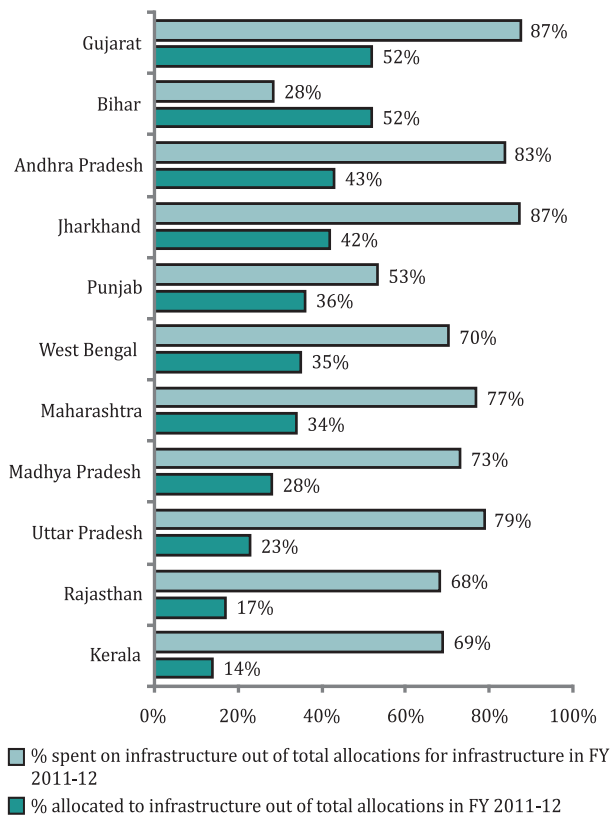
**Source:** Calculated from SSA portal, Planning, Project Approval Board (PAB) Minutes for individual states. Available online at: [http://www.ssa.nic.in/page\\_portletlinks?foldername=planning](http://www.ssa.nic.in/page_portletlinks?foldername=planning)  
**Note:** PAB minutes for FY 2012-13 have been used for the updated figures on allocations and expenditures for FY 2011-12.

- In FY 2011-12, Rajasthan allocated 71 percent of its SSA budget to teacher salaries and spent 91 percent of this allocation. On the other hand, Kerala allocated 34 percent and spent only 13 percent. In contrast, Gujarat allocated 15 percent to teacher salaries and spent 52 percent of these allocations.

**Infrastructure**

- The second largest share of the SSA budget was allocated to infrastructure in FY 2011-12.

**State-wide variations in allocations and expenditures for infrastructure activities.**



**Source:** Calculated from SSA portal, Planning, PAB Minutes for individual states. Available online at: [http://www.ssa.nic.in/page\\_portletlinks?foldername=planning](http://www.ssa.nic.in/page_portletlinks?foldername=planning)  
**Note:** PAB minutes for FY 2012-13 have been used for the updated figures on allocations and expenditures for FY 2011-12.

- In terms of budgetary allocations, Bihar and Gujarat have prioritized infrastructure activities. In FY 2011-12, both states allocated 52 percent of their SSA budget

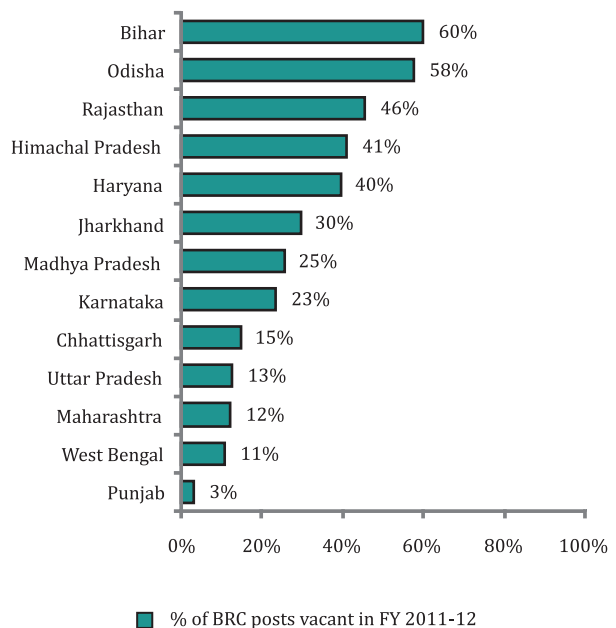
to infrastructure. Gujarat spent 87 percent of its allocation while Bihar spent 28 percent.

- Kerala and Rajasthan allocated less than 20 percent of their SSA budget to infrastructure. Both states spent nearly 70 percent of these allocations.

**Management**

- SSA envisages a Block Resource Coordinator (BRC) responsible for providing academic and other support to teachers in the school. The BRC is also the main point of contact for grievance redressal at the school level. Between 3 and 5 percent of the SSA budget is allocated towards management, which includes the administrative expenditure of the BRC.
- There are a large number of vacancies in BRCs across states.

**Nearly 60% of BRC posts in Bihar and Odisha are lying vacant.**



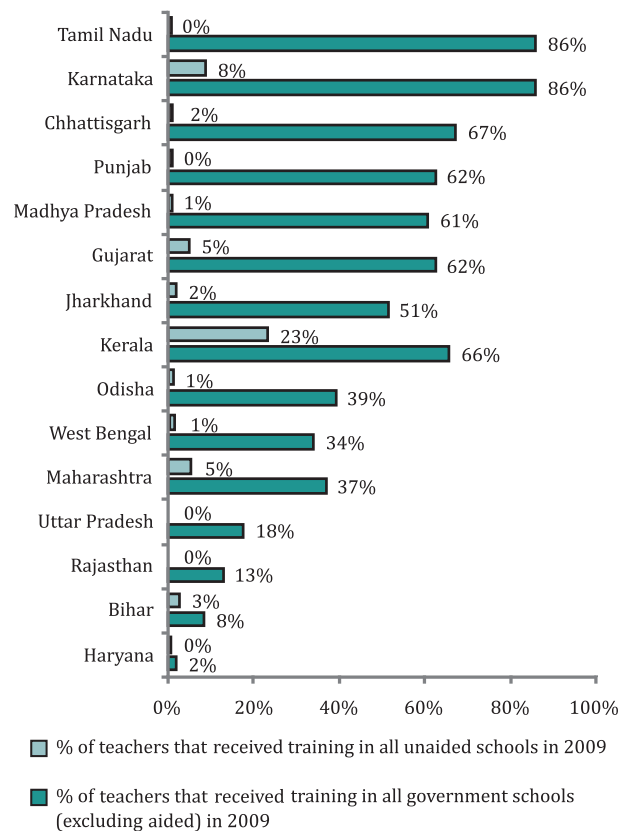
**Source:** Calculated from SSA portal, Planning, Minutes of 35th Quarterly Review Meeting of State Finance Controllers, Annexure T. Available online at: <http://www.ssa.nic.in/financial-mgmt-docs/35th-quarterly-review-meeting/Annex%20T%20-%20Other%20Financial%20Indicators.xls>

- In FY 2011–12, 60 percent of the BRC posts in Bihar and 58 percent in Odisha were vacant. Vacancies were also high in Rajasthan, Himachal Pradesh, and Haryana.

### Teacher Training

- About 2 percent of the total SSA budget was allocated to teacher training in FY 2011–12.
- Overall, the expenditure on teacher training was low. In FY 2011–12, Uttar Pradesh, Jharkhand, and Punjab spent less than 40 percent of their teacher training allocations.
- Kerala and Gujarat were better performers, spending 92 and 86 percent of their teacher training allocations, respectively.
- There are wide variations in the quantum of training received by teachers. The latest available data is for the 2009 academic year. This data highlights that in 2009, only 2 percent of government school teachers in Haryana and 8 percent in Rajasthan received training. In Kerala and Gujarat, the numbers were 66 and 62 percent, respectively.

**Government school teachers receive a lot more training than private school teachers.**



Source: DISE Flash Statistics 2010. Available online at [www.dise.in](http://www.dise.in)

- It is interesting to note that government school teachers receive more training when compared with those in private unaided schools. Data for 2009 indicates that while 86 percent of government school teachers in Tamil Nadu and Karnataka received training, the corresponding number for teachers in private unaided schools in these states was 0 and 8 percent, respectively.
- **Teacher Eligibility Test:** A large number of government teachers have failed to pass the Teacher Eligibility Test (TET) mandated by the RTE. In Delhi, only 7 percent of teachers passed the TET. In Himachal Pradesh, of the 3,750 junior basic teachers (responsible for teaching primary school

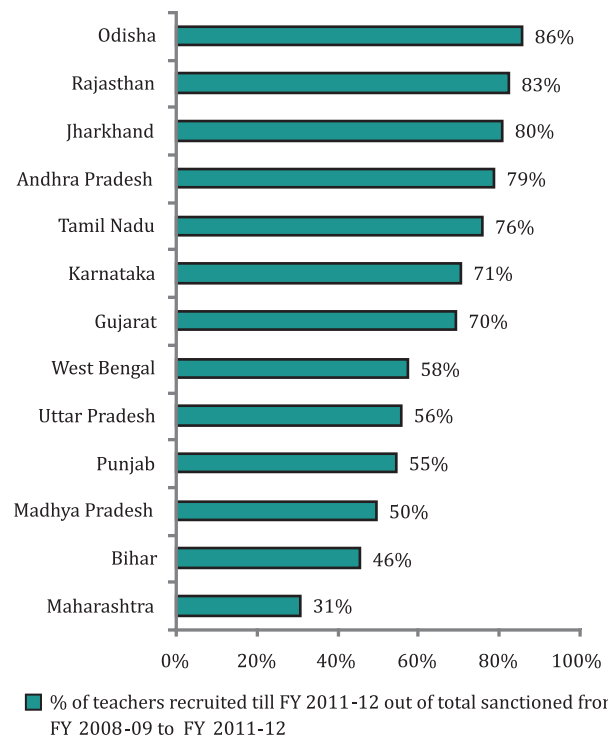


children) who took the TET in August 2012, only **1,700** qualified. Similarly, in the first TET conducted in July 2011 in Andhra Pradesh, the pass percentage for all papers was less than **50** percent.

### Coverage and Performance

- SSA and RTE norms mandate:- a) access to schools within 1 km of a habitation; b) an adequate pupil-teacher ratio (PTR) of at least **1:30** for primary schools and **1:35** for upper primary schools and, c) provision of infrastructure facilities in schools.
- **Access:** Most states have ensured the presence of a primary school within 1 km of a habitation. However, some states continue to have an access problem. 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.
- **Pupil-Teacher Ratios:** 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.
- According to the RTE, no school should have teacher vacancies exceeding **10** percent of the total sanctioned strength. However, at an all-India level, in FY 2010-11, there was a **15** percent vacancy in government schools. Vacancy rates were highest for Madhya Pradesh (**33** percent), Uttar Pradesh (**29** percent), and Jharkhand (**28** percent).

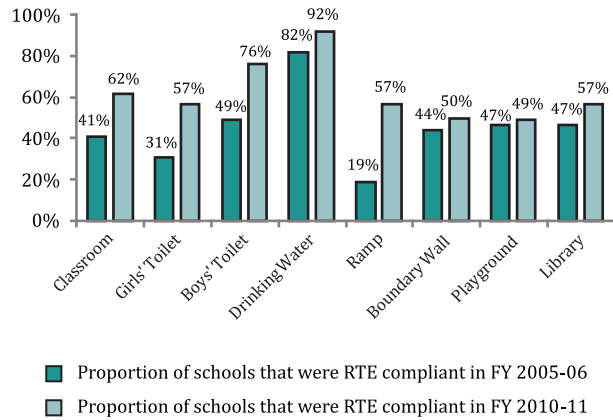
**Overall, only 58% of teacher posts sanctioned since 2008 have been filled.**



**Source:** SSA Portal, 26th National Workshop/Review Meeting of State Project Engineer, Ann-XV. Available online at: <http://www.ssa.nic.in/infrastructureprovisiondoc/26th-national-workshop-review-meeting-of-state-project-engineer/Ann-XV%20%28Teacher%20Recruitment%20upto%2031.12.11%29.xls/view>

- States have been slow in recruiting teachers. Between FY 2008-09 and FY 2011-12, Uttar Pradesh and Madhya Pradesh filled only **56** and **50** percent of the sanctioned posts, respectively. Similarly, Bihar filled only **46** percent while Maharashtra filled only **31** percent of the sanctioned posts.
- **Infrastructure compliance:** According to the RTE, all schools must meet certain infrastructure norms such as number of classrooms, boundary wall, playground, separate girls' toilet, and drinking water facility. In FY 2010-11, a large percentage of schools did not comply with these norms.

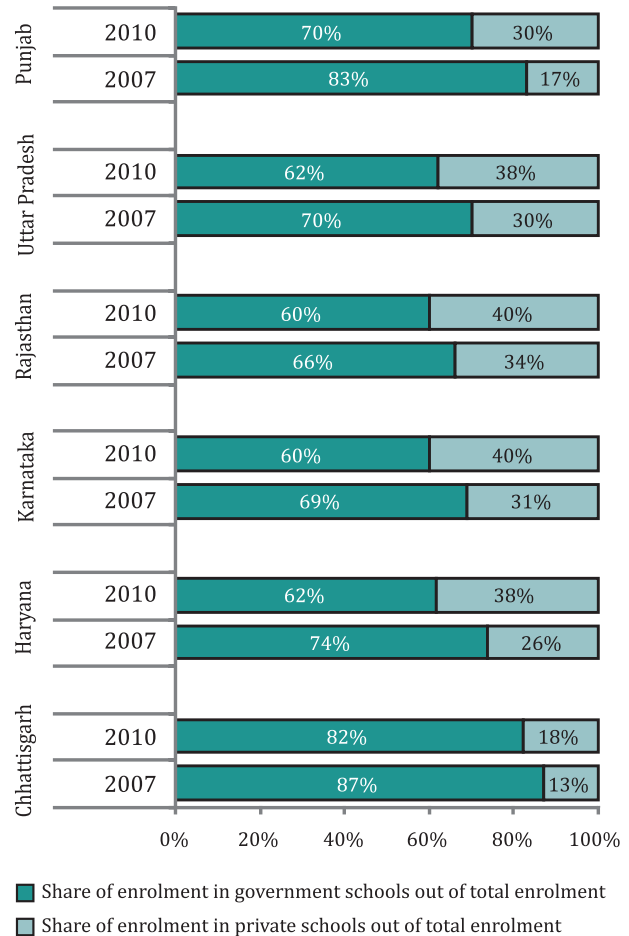
**Very few schools had met the RTE infrastructure norms in FY 2010-11.**



Source: State Education Ministers Conference, June 2012. Available online at: [http://mhrd.gov.in/sites/upload\\_files/mhrd/files/AgendItem\\_SEMC05062012\\_0.pdf](http://mhrd.gov.in/sites/upload_files/mhrd/files/AgendItem_SEMC05062012_0.pdf)

- The shortfall is most acute for playgrounds, at 51 percent and boundary walls at 50 percent. In addition, only 57 percent of schools in FY 2010-11 had a separate girls' toilet.
- **Enrolment (public vs. private):** The share of enrolments in private schools as a percentage of total enrolments is increasing.
- For instance, in Punjab the total share of enrolment in government schools dropped from 83 to 70 percent between 2007 and 2010. In Uttar Pradesh, the share of enrolment in government schools dropped from 70 percent in 2007 to 62 percent in 2010.

**Increasing share of enrolment in private schools.**



Source: DISE Flash Statistics 2010. Available online at: [www.dise.in](http://www.dise.in).

**Outcomes**

- As mentioned above, India's elementary education outlay has seen a 2-fold increase in the last 7 years. Moreover, per student allocation has tripled over the last five years.



- Learning outcomes still 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 is to assess the extent to which 15-year-old students near the end of their compulsory education have acquired the knowledge and skills essential to everyday life. Students are tested in the domains of reading, mathematics, and science. For reading, there are 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 came 72nd and 73rd in both reading and mathematics. In fact, 60 percent of students were below Level 1 for math 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 more detailed information on the union government's Sarva Shiksha Abhiyan 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> <i>last accessed on February 13, 2013.</i>	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 <b>2202.01</b> .
SSA Portal, Planning, PAB Minutes for individual states. <a href="http://www.ssa.nic.in/planning/pab-minutes/pab-minutes-2012-13">http://www.ssa.nic.in/planning/pab-minutes/pab-minutes-2012-13</a> <i>last accessed on February 13, 2013.</i>	State-wise data on sanctioned, approved and actual expenditure for FY 2011-12, as well as targets for FY 2012-13.
SSA Portal, Financial Management, Minutes of 35th Quarterly Review Meeting of State Finance Controllers, Annexure T <a href="http://www.ssa.nic.in/financial-mgmt-docs/35th-quarterly-review-meeting/Annex%20T%20-%20Other%20Financial%20Indicators.xls">http://www.ssa.nic.in/financial-mgmt-docs/35th-quarterly-review-meeting/Annex%20T%20-%20Other%20Financial%20Indicators.xls</a> <i>last accessed on February 13, 2013.</i>	State-wise data on financial progress of SSA components.
SSA Portal, Monitoring, Joint Review Mission <a href="http://ssa.nic.in/monitoring/joint-review-mission-ssa-1/joint-review-mission-ssa">http://ssa.nic.in/monitoring/joint-review-mission-ssa-1/joint-review-mission-ssa</a> <i>last accessed on February 13, 2013</i>	8th, 10th, 12th, 14th and 16th Joint Review Mission has updated expenditure data from FY 2007-08 till FY 2011-12.
SSA Portal, DMU Report 2012-13 <a href="http://www.ssa.nic.in/page_portletlinks?foldername=DMU%20Report">http://www.ssa.nic.in/page_portletlinks?foldername=DMU%20Report</a> <i>last accessed on 13th February, 2013</i>	Has information on access, enrolment, retention, and status of facilities and teachers.
SSA Portal, 26th National Workshop/Review Meeting of State Project Engineer, Ann-XV. <a href="http://www.ssa.nic.in/infrastructureprovisiondoc/26th-national-workshop-review-meeting-of-state-project-engineer/Ann-XV%20%28Teacher%20Recruitment%20upto%2031.12.11%29.xls.xls/view">http://www.ssa.nic.in/infrastructureprovisiondoc/26th-national-workshop-review-meeting-of-state-project-engineer/Ann-XV%20%28Teacher%20Recruitment%20upto%2031.12.11%29.xls.xls/view</a> <i>last accessed on February 13, 2013</i>	State-wise information on teacher recruitment progress and achievements for FY 2011-12.
SSA Portal, Financial Management, State-wise and Component-wise information on Allocations and Expenditure. <a href="http://www.ssa.nic.in/financial-management/allocation-expenditure">http://www.ssa.nic.in/financial-management/allocation-expenditure</a> <i>last accessed on February 13, 2013</i>	State-wise and component-wise expenditure up to December 2011.
District Information Systems for Education (DISE) <a href="http://www.dise.in/">http://www.dise.in/</a> <i>last accessed on February 13, 2013</i>	Has district and state report cards which give information on a number of educational indicators, including enrolment, access, facilities, and teachers. The latest state report cards are for FY 2011-12. DISE Flash Statistics are a consolidation of the above and has some analysis as well. The latest Flash Statistics are available for FY 2010-11.
State Education Ministers' Conference, June 2012, <a href="http://mhrd.gov.in/sites/upload_files/mhrd/files/AgendItem_SEMC05062012_0.pdf">http://mhrd.gov.in/sites/upload_files/mhrd/files/AgendItem_SEMC05062012_0.pdf</a> <i>last accessed on February 13, 2013</i>	Information on school compliance to RTE norms, enrolments, scheme performance, and so.

**Prepared by:** Avani Kapur, [akapur@accountabilityindia.org](mailto:akapur@accountabilityindia.org)

**Research Assistance:** Uthara Ganesh

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