

# ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

## BUDGET BRIEFS

### Sarva Shiksha Abhiyan, GOI 2014-15

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 and 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, GOI contributed 60% of SSA funds. This has now been revised to 65%.

Complete expenditure data is available for FY 2012-13.

#### Highlights

1	Government of India (GOI) allocation for elementary education in Financial Year (FY) 2014-15 (in crores)	₹43,126
2	GOI allocation for SSA in FY 2014-15 (in crores)	₹28,258

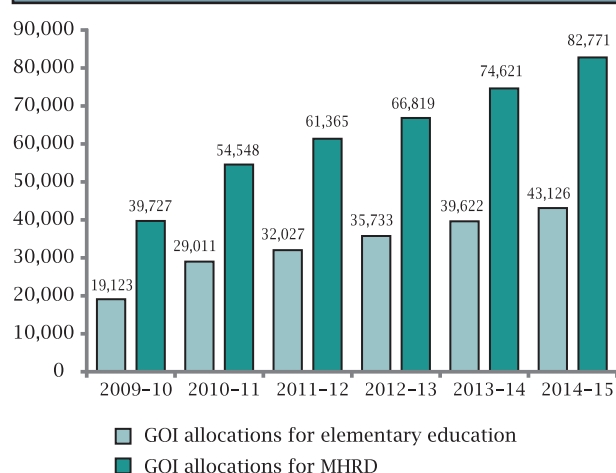
#### Summary and Analysis

- With the launch of the Right to Free and Compulsory Education (RTE), the total SSA budget including GOI and state shares increased over 2-fold from ₹27,552 crores in FY 2009-10 to ₹69,937 crores in FY 2012-13. Consequently, per-student allocations also increased from ₹2,110 in FY 2009-10, to ₹5,592 in FY 2012-13.
- The last two years however, have seen significant budget cuts. In FY 2013-14, total SSA allocations decreased by 32% to ₹47,753 crores.
- SSA funds are primarily allocated to teacher salaries. In FY 2009-10, teacher salaries accounted for 40% of the total SSA budget. This has increased to 61% in FY 2013-14.
- There are a large number of vacancies in key SSA posts like Block Resource Coordinators (BRCs) across states. As of September 2013, over 60% of BRC posts in Bihar and Haryana and all posts in Sikkim were lying vacant.
- Teacher and student attendance continues to be a cause of concern. According to a study by Educational Consultants India (EdCIL), in 2012, student attendance was 60% among those enrolled in schools in Bihar; teacher attendance at the primary school level was 73%.
- Learning levels are also low. According to the National Assessment Survey conducted by the National Council for Educational Research and Training (NCERT), only 59% of students in Standard 3 in 2012 could read and understand a passage and 57% could do division.

## Trends in Overall Allocations and Expenditure

- **Allocation:** Since FY 2009-10, GOI allocations for elementary education have increased over 2-fold. In FY 2014-15, ₹43,126 crores has been allocated to elementary education, accounting for 52 percent of the total budget for Ministry of Human Resource Development (MHRD).

Over 2-fold increase in GOI allocations for elementary education since FY 2009-10.



**Source:** Union Expenditure Budget, Vol. 2, FY 2010-11 to FY 2014-15. Available online at: [www.indiabudget.nic.in](http://www.indiabudget.nic.in)

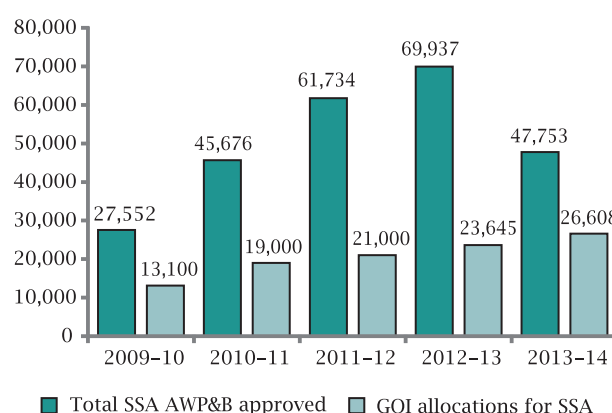
**Note:** All figures are revised estimates except FY 2014-15 which are budgeted estimates.

- Sarva Shiksha Abhiyan (SSA) is the largest scheme accounting for 66 percent of the total GOI elementary education budget. In FY 2014-15, GOI allocated ₹28,258 crores to SSA, up from ₹26,608 crores in FY 2013-14.
- GOI's allocations for SSA are primarily funded by a 2 percent education cess, called the *Prarambhik Shiksha Kosh* (PSK). PSK is a tax-on-tax paid by the public. In FY 2009-10, 64 percent of funds for SSA came from the PSK. In FY 2014-15, this increased to 67 percent.
- SSA allocations are based on an Annual Work Plan and Budget (AWP&B) submitted by state governments. These plans are

meant to be an aggregation of school-level plans. Total state-wise allocations are finalised after negotiations with GOI. Funding is shared between GOI and states in a 65:35 ratio.

- With the launch of the Right to Free and Compulsory Education (RTE), the total SSA budget (including Kasturba Gandhi Balika Vidyalaya [KGBV], the National Programme for Education of Girls at the Elementary Level (NPEGEL) and state shares) increased over 2-fold from ₹27,552 crores in FY 2009-10 to ₹69,937 crores in FY 2012-13. The last two years, however, have seen significant budget cuts. In FY 2013-14, total SSA allocation decreased by 32 percent to ₹47,753 crores.
- There is however, a mismatch between total SSA budgets approved and final GOI allocations for SSA. In FY 2012-13, while state AWP&B amounting to ₹69,937 were approved, GOI allocated only ₹23,645 crores for SSA. The gap was less in FY 2013-14. While plans worth ₹47,753 crores were approved, GOI allocated only 56 percent of this.

32% decrease in total SSA allocations between FY 2012-13 and FY 2013-14.



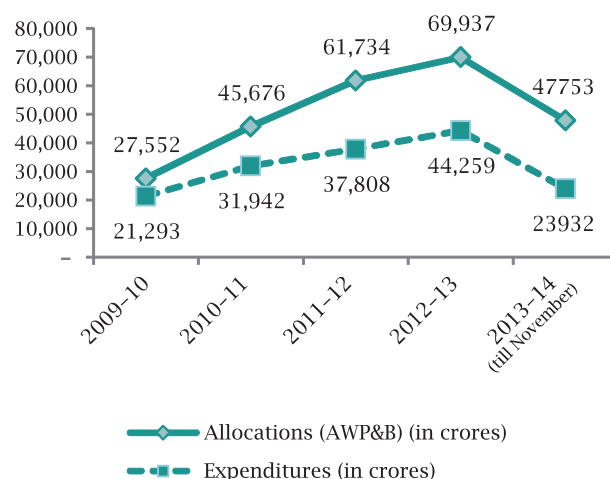
**Source:** GOI allocations taken from : Union Expenditure Budget, Vol. 2, FY 2010-11 to FY 2014-15. Available online at: [www.indiabudget.nic.in](http://www.indiabudget.nic.in)

Total SSA AWP&B allocations from Joint Review Mission. Available online at: <http://ssa.nic.in/monitoring/joint-review-mission-ssa-1>

**Note:** GOI allocations include north east component and total SSA AWP&B includes NPEGEL, KGBV and state shares. All figures are in crores of rupees and include north-east component.

- Per-Student SSA Allocations:** Per student SSA allocations (including GOI and state share) are calculated by dividing the total allocation by the number of children enrolled in government schools. In FY 2009-10, per-student SSA allocations stood at ₹2,110. This increased nearly 3-fold to ₹5,592 in FY 2012-13. As a result of the decrease in allocation in FY 2013-14, per-student allocations (using enrolment numbers for 2012) dropped to ₹3,818.
- Fund Release:** Funds for SSA are released directly by GOI and state governments to State Implementation Societies. There is a significant gap between approved allocations and the release of funds. In FY 2009-10, GOI released 76 percent of its share, while states released 70 percent. The quantum of funds released in FY 2012-13 was lower. Both GOI and states released less than half (49 percent) of the total approved allocations. This calculation does not include the north-east for which GOI provides a higher share of allocations.
- Expenditure Performance:** Expenditures have failed to keep pace with the increase in allocations. In FY 2009-10, 77 percent of total allocations were spent. This dropped to 63 percent in FY 2012-13. As of November 2013, 50 percent of total SSA allocations had been spent.

### SSA expenditures have failed to keep pace with rising allocations.

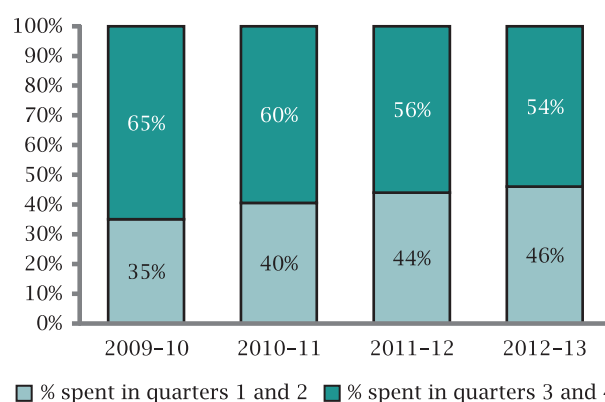


**Source:** Joint Review Mission Reports. Available online <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1>.

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

- A majority of the expenditure under SSA is incurred in the second half of the financial year. Over the last few years, there have been some improvements.

### Expenditure in the last two quarters of the financial year improved from 65% in FY 2009-10 to 54% in FY 2012-13.



**Source:** Calculated from 19th JRM. Available online at: <http://ssa.nic.in/monitoring/joint-review-mission-ssa-1/the-aide-memoire-of-19th-jrm-on-ssa>

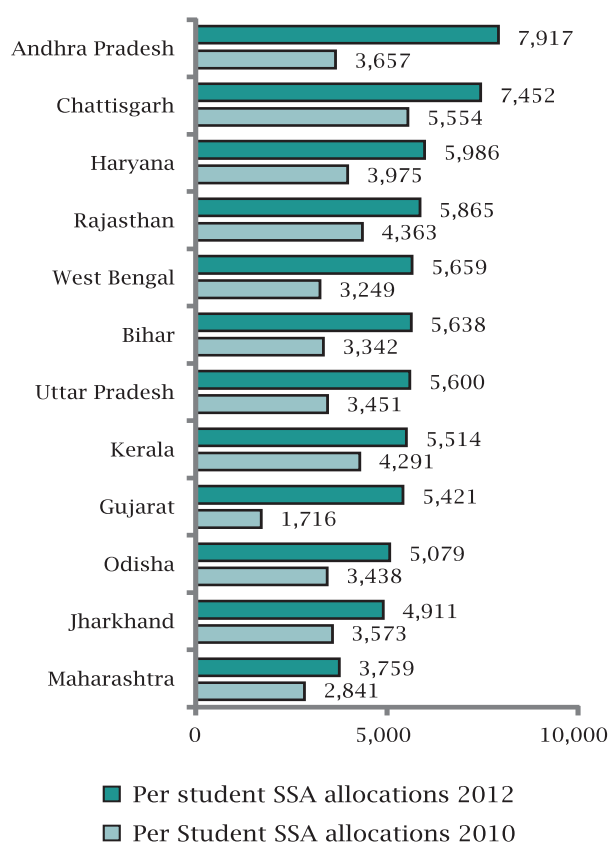
**Note:** Figures are in percentages.

- In FY 2009-10, 65 percent of the total expenditure was incurred in the last two quarters of the year. In FY 2012-13, 54 percent was spent in the last two quarters.

## Trends at the State Level

- **Per-Student Allocations:** Per-student SSA allocations vary across states.

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



**Source:** Allocations calculated from Joint Review Mission Reports. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1>. Enrolment numbers are from State Report Cards for 2012 and Flash Statistics for 2009. Available online at: <http://dise.in/src.htm>

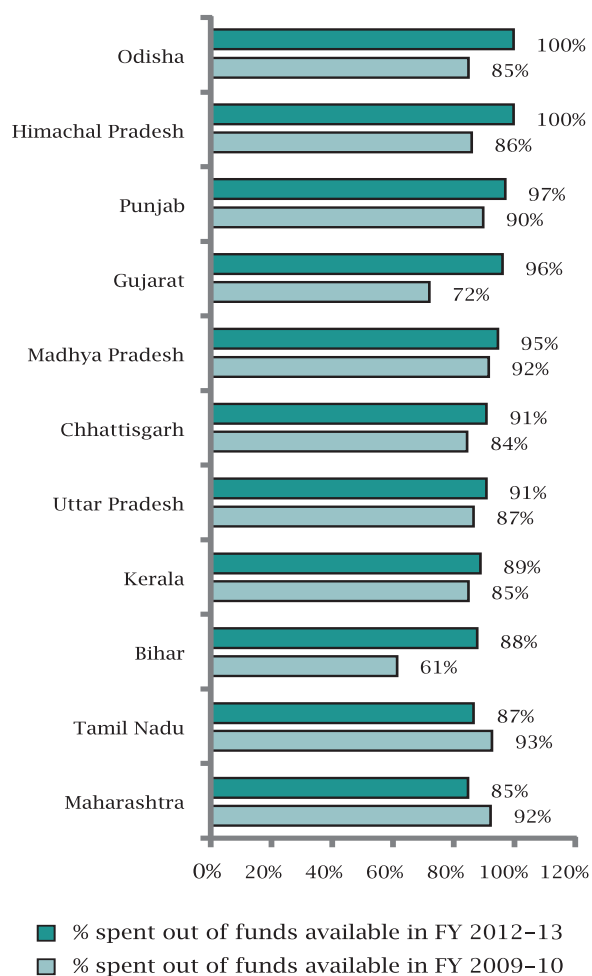
**Note:** Includes allocations for KGBV and NPEGEL. Enrolment figures are as of September 2010 and September 2012.

- Per-student allocations for Gujarat increased from ₹1,716 in FY 2010-11 to ₹5,421 in FY 2012-13. Per-student allocations more than doubled during this period in Andhra Pradesh as well.
- In FY 2012-13, Andhra Pradesh and Chhattisgarh had amongst the highest per-student allocations at over ₹7,000. In contrast, Maharashtra had amongst the lowest per-student allocations at ₹3,759.
- Per-student allocations (using 2012 enrolment data which is the latest available) uniformly dropped across states in FY

2013-14. The north-eastern states witnessed the largest decrease. For instance, per-student allocations in Manipur decreased from ₹23,568 in FY 2012-13 to ₹14,650 in FY 2013-14. Similarly, in Gujarat per-student allocations in FY 2013-14 were ₹2,211, down from ₹5,421 in FY 2012-13.

- **Expenditure Performance:** While spending as a proportion of allocations has decreased, there have been significant improvements in the proportion of funds spent out of total funds available (opening balance and releases). There are however, differences in state level expenditure performance.

### Himachal Pradesh and Odisha spent 100% of their available funds; Maharashtra spent 85%.



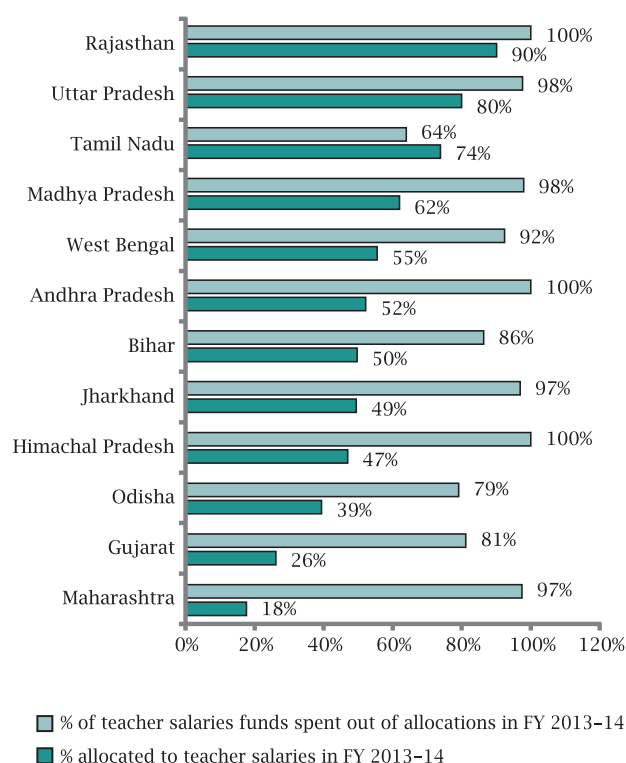
**Source:** JRM Reports. Available online at: <http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1>.

- In FY 2012-13, Odisha and Himachal Pradesh spent all the funds available with them. This was an improvement from FY 2009-10 when they spent 85 percent and 86 percent, respectively. Similarly, expenditure in Gujarat and Bihar had improved from 72 percent and 61 percent, respectively in FY 2009-10 to 96 percent and 88 percent, respectively in FY 2012-13.
- In contrast, expenditure performance in Tamil Nadu and Maharashtra had declined between FY 2009-10 and FY 2012-13.

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

- In FY 2009-10, at an all-India level, allocations for teacher salaries accounted for 40 percent of the total SSA budget. School infrastructure, (civil works including major repairs, libraries, furniture, and maintenance grant) accounted for 32 percent.
- **Teacher Salaries:** In FY 2012-13, while the proportion of teacher salaries remained the same, the share of infrastructure increased to 35 percent of total allocations. However, with budget cuts in FY 2013-14, allocations for teacher salaries became the dominant line item in the SSA budget, accounting for as much as 61 percent of the total SSA allocation – a significant jump from 40 percent in FY 2009-10. There were, however, state-wise differences in the proportion of the SSA budget allocated and spent towards teacher salaries.

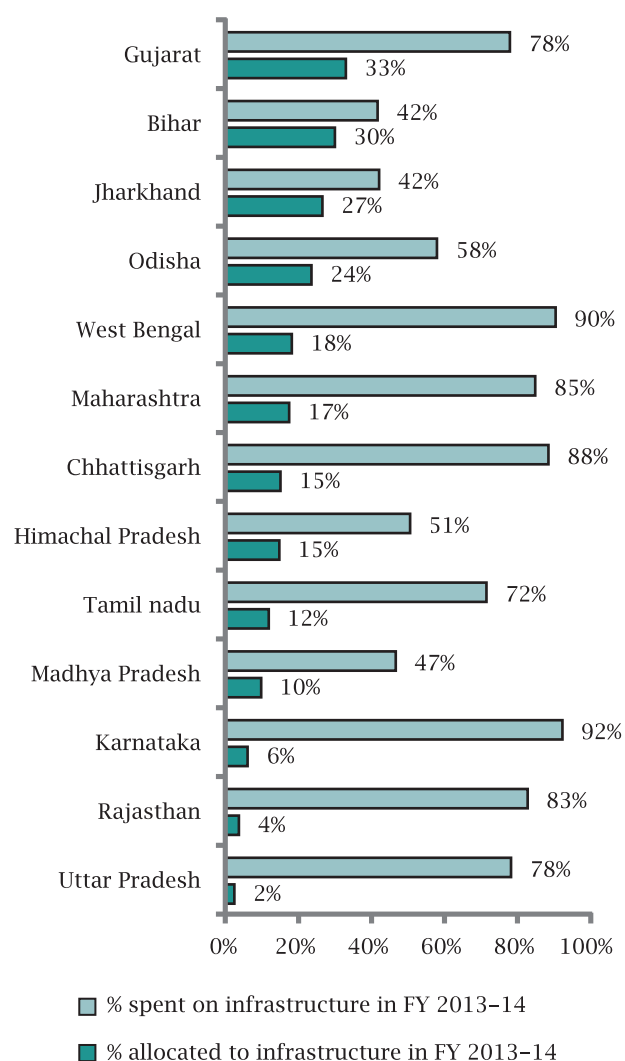
### State-wise variations in allocations and expenditures for teacher salaries.



**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 2014-15 have been used for the updated figures on allocations and expenditures for FY 2013-14.

- In FY 2013-14, Rajasthan allocated 90 percent of its SSA budget to teacher salaries. Similarly, Uttar Pradesh allocated 80 percent.
- On the other hand, Gujarat and Maharashtra allocated only 26 and 18 percent respectively, of the SSA budget for teacher salaries.
- **Infrastructure:** The second-largest share of the SSA budget was allocated to infrastructure in FY 2013-14.

**Gujarat allocated 33% and spent 78% of infrastructure funds; Bihar allocated 30% but spent only 42% in FY 2013-14.**



**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)

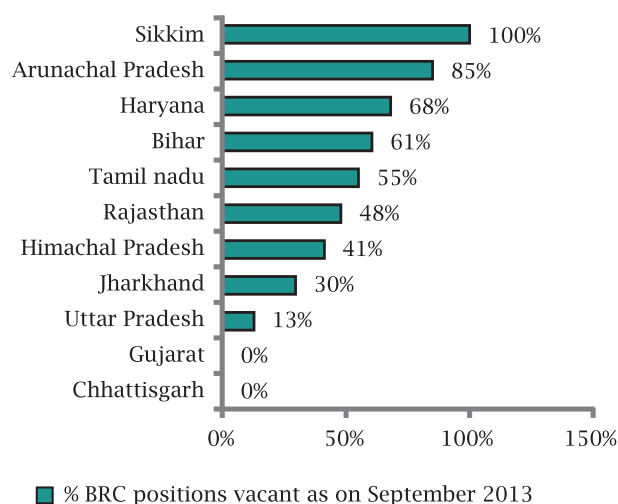
**Note:** PAB minutes for 2014-15 have been used for the updated figures on allocations and expenditures for FY 2013-14.

- Bihar and Gujarat have prioritised infrastructure creation. In FY 2013-14, both states allocated over 30 percent of their SSA budget to infrastructure. Gujarat spent a large part of this money (78 percent of the allocation) while Bihar spent only 42 percent.

- In contrast, Karnataka, Rajasthan and Uttar Pradesh allocated 6 percent, 4 percent and 2 percent of their SSA budget to infrastructure, respectively. While Karnataka spent 92 percent of its allocation, Rajasthan and Uttar Pradesh spent 83 percent, and 78 percent, respectively. The relatively low share allocated to infrastructure could be a consequence of the fact that these states have made significant progress on RTE indicators. For instance, Karnataka and Uttar Pradesh are close to meeting their RTE targets for the provision of drinking water and girls toilets. Moreover, Student Classroom Ratios (SCR) in all three states have seen a significant improvement.
- **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. Seven percent of the SSA budget is allocated towards management, which includes salaries and other administrative costs for running the BRC.
- On an average, across India, there are a considerable number of vacancies in the SSA department for district and block officers. As of September 2013, 20 percent of the posts at the state level, 21 percent at the district level and 20 percent of BRC posts were lying vacant.



**All the posts for BRCs in Sikkim and 85% in Arunachal Pradesh were lying vacant as of September 2013.**



**Source:** Calculated from SSA portal, Planning, Minutes of 39th Quarterly Review Meeting of State Finance Controllers, Annexure J. Available online at : <http://ssa.nic.in/financial-mgmt-docs/39th%20QRM/Annex%20J%20-%20Other%20Financial%20Indicators%20upto%20September%202013.xls>

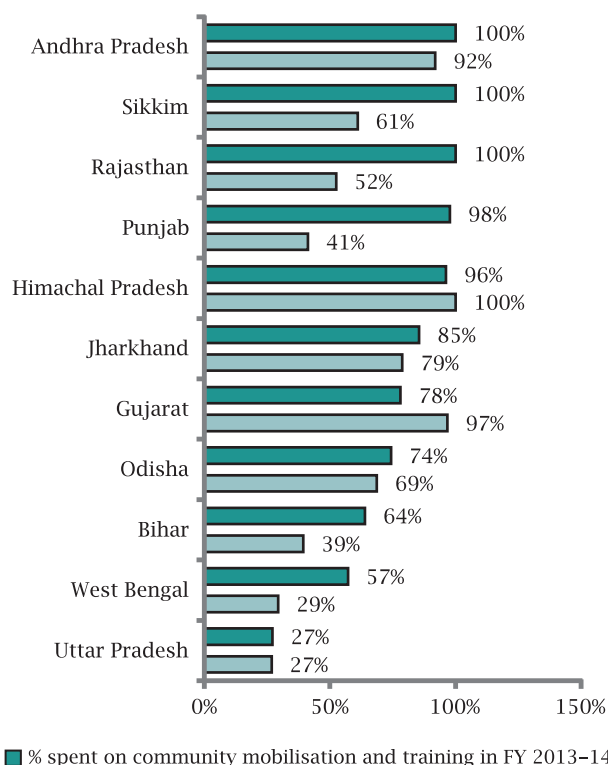
- As of September 2013, **100** percent of the posts of BRCs in Sikkim and **85** percent in Arunachal Pradesh were lying vacant. Vacancy rates were also high in other states including Haryana, Bihar, Tamil Nadu, Rajasthan, and Himachal Pradesh.

## School Planning

- An important component of the RTE is community mobilisation and training. The RTE envisages School Management Committees (SMCs) that are responsible for monitoring schools, undertaking expenditures and creating School Development Plans (SDPs). With the launch of the RTE, allocations for community mobilisation and training increased. In FY 2009-10, only ₹29 crores was allocated to community training, with no allocations for community mobilisation. This increased over 9-fold to ₹297 crores in FY 2010-11. In FY 2013-14, the allocations for community mobilisation and training (excluding Union Territories) dropped to ₹215 crores.

- In spite of these increases, expenditure on community training and mobilisation remains low. In FY 2010-11, only **51** percent of community mobilisation and training funds were spent. This increased to **71** percent in FY 2013-14.
- As with other components, there are state-wise differences. Himachal Pradesh and Andhra Pradesh have consistently spent almost all their funds for community training and mobilisation. In contrast, Uttar Pradesh spent only **27** percent of its budget in both FY 2012-13 and FY 2013-14.

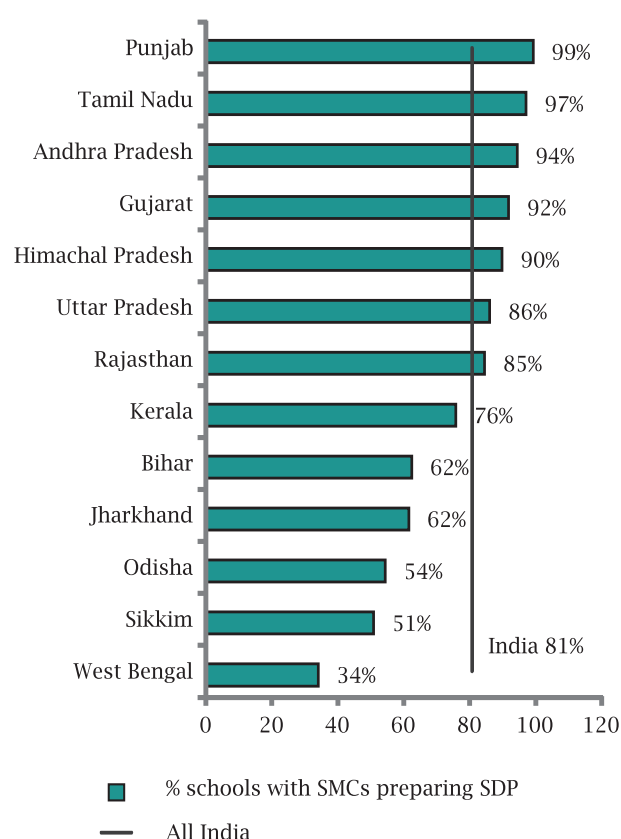
**Uttar Pradesh spent only 27% of funds allocated for community training and mobilisation.**



**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 2014-15 have been used for the updated figures on allocations and expenditures for FY 2013-14.

- As mentioned earlier, SDPs are an important component of the SSA planning system. All SMCs must prepare an SDP in a participatory manner, which are then aggregated into AWP&B's.
- On average in India, **81** percent of SMCs had made a SDP in FY 2012-13. There were, however, state variations. Over **90** percent of the SMCs in Himachal Pradesh, Gujarat, Andhra Pradesh, Tamil Nadu, and Punjab had prepared SDPs. In contrast, only **34** percent in West Bengal and **54** and **51** percent in Odisha and Sikkim, respectively had prepared plans.

34% of SMCs in West Bengal had prepared SDPs in FY 2012-13.



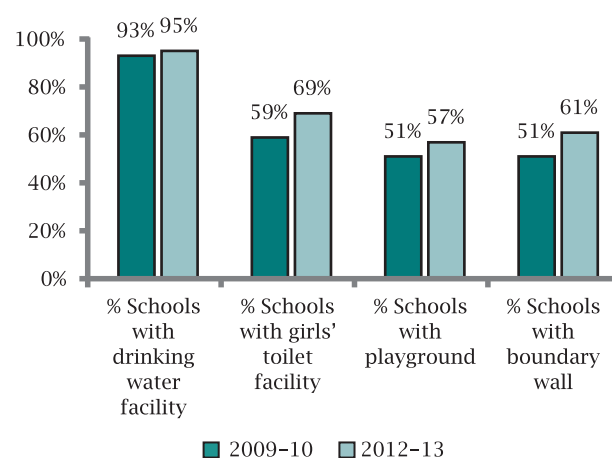
**Source:** DISE, Flash Statistics 2012-13. Available online at: <http://schoolreportcards.in/DISEUsers/download.aspx?file=Flash%20Statistics%202012-13.pdf&From=Dise>

**Note:** Data is as of September 2012.

## Coverage and Performance

- Infrastructure Compliance:** According to the RTE, all schools must meet certain infrastructure norms such as the number of classrooms, boundary wall, playground, separate girls' toilet, and drinking water facility.
- Despite 3 years of RTE, compliance of these norms has been slow, particularly with respect to provision of girls' toilets, playground and construction of a boundary wall. However, number of classrooms seems to have increased in relation to the students enrolled. In FY 2009-10, for instance, student classroom ratio stood at 32. This improved to 29 students per classroom in FY 2012-13.

Very few schools had met the RTE infrastructure norms by FY 2012-13.



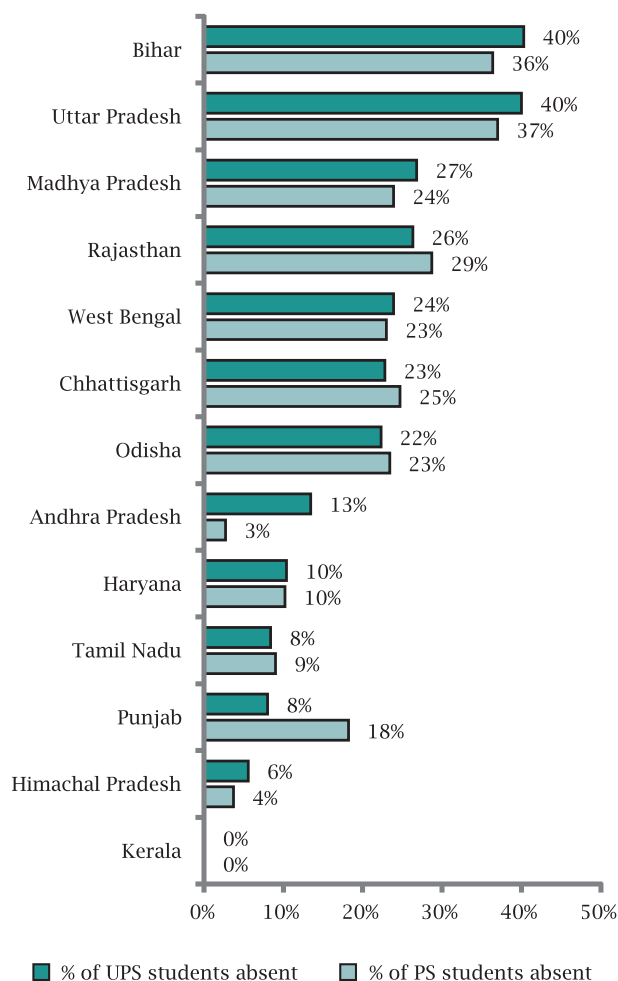
**Source:** MHRD (2013), The Third Year of RTE Act 2009. Available online at: [http://ssa.nic.in/rte-1/RTE%203rrd%20year\\_17%20Jan%202014%20-%20for%20mail.pdf](http://ssa.nic.in/rte-1/RTE%203rrd%20year_17%20Jan%202014%20-%20for%20mail.pdf)

- The shortfall is most acute for playgrounds. In FY 2009-10, **51** percent of schools had a playground. This improved marginally to **57** percent in FY 2012-13. Similarly, the percentage of schools with girls' toilet has improved from **59** percent to **69** percent during the same period.



- **Student Attendance:** India has a primary school enrolment rate of **91** percent, which is considerably high. However, not all enrolled children attend schools.
- According to the 2014-15 PAB minutes, a study conducted by Educational Consultants India (EdCIL) found that Kerala had the highest attendance rate at **100** percent. Absenteeism rates in Bihar and Uttar Pradesh, were high at around **40** percent.

**Student absenteeism was 40% in Bihar and Uttar Pradesh.**

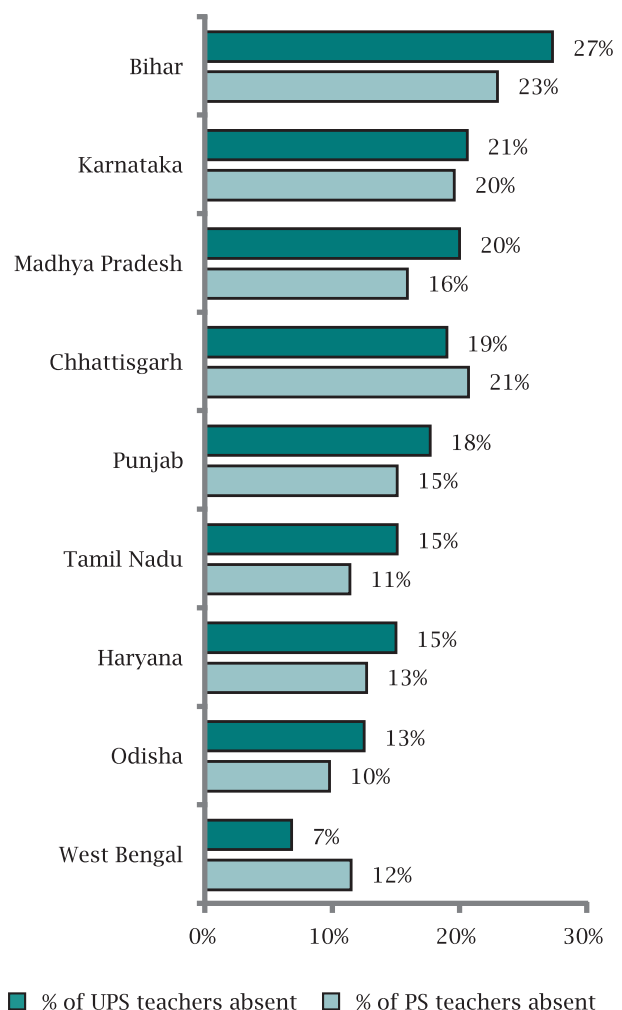


**Source:** Calculated from SSA portal, Planning, Project Approval Board (PAB) Minutes, Fact Sheets for individual states. Available online at: [http://www.ssa.nic.in/page\\_portletlinks?foldername=planning](http://www.ssa.nic.in/page_portletlinks?foldername=planning)

**Note:** Data is based on a study conducted by EdCIL (2014).

- **Teacher Absenteeism:** While allocations for teacher salaries constitute the largest share of SSA allocations, teacher absenteeism is a cause for concern.
- According to EdCIL in 2014, **27** percent of upper primary school (UPS) teachers and **23** percent of primary school (PS) teachers in Bihar were found to be absent. In contrast, teacher absenteeism rates were much lower in Odisha and Tamil Nadu.

**27% of PS teachers are absent in Bihar.**



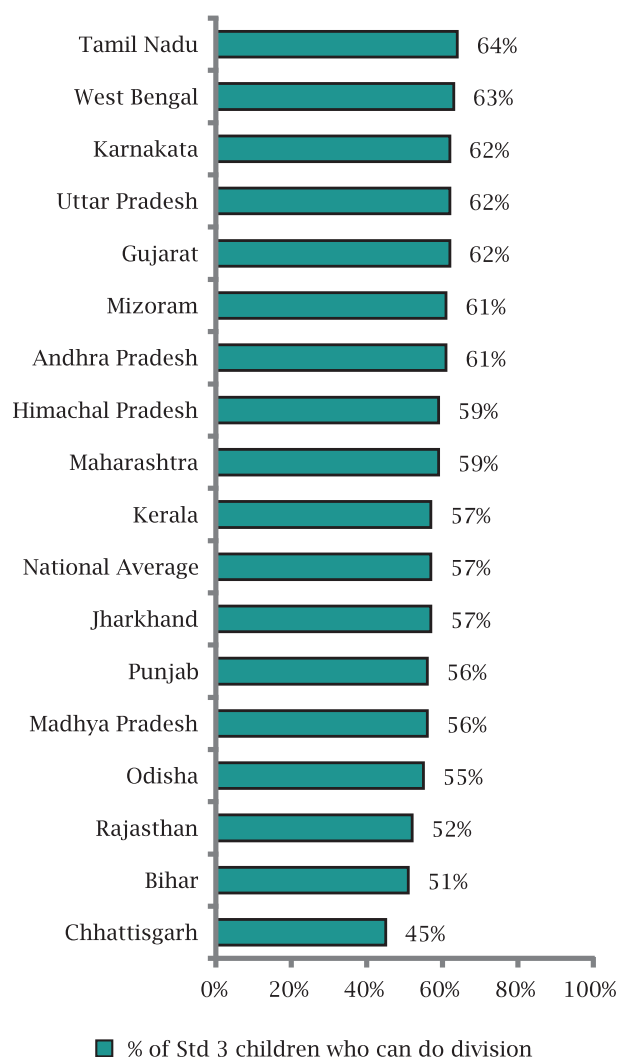
**Source:** Calculated from SSA portal, Planning, Project Approval Board (PAB) Minutes, Fact Sheets for individual states. Available online at: [http://www.ssa.nic.in/page\\_portletlinks?foldername=planning](http://www.ssa.nic.in/page_portletlinks?foldername=planning)

**Note:** Data is based on a study conducted by EdCIL (2014).

## Outcomes

- The greatest challenge to the provision of elementary education in India is ensuring learning quality. In 2012, the National Council for Educational Research and Training (NCERT) conducted the third round of the National Achievement Survey (NAS).
- The survey was conducted for students in Standard 3 and Standard 8 in a number of subjects including reading and mathematics.
- According to the NAS survey, only 65 percent of Standard 3 students were able to listen to a passage and comprehend its meaning; 86 percent were able to recognise words; and 59 percent were able to read and understand a passage.
- In terms of mathematical ability, 69 percent of Standard 3 students were able to solve problems based on addition and 65 percent could solve problems involving subtraction. The results for division were worse. Only 57 percent of Standard 3 students were able to solve division-based problems.

**Only 57% of Standard 3 students across India can do division.**



**Source:** NCERT (2014), National Achievement Survey (NAS) Class III Report. Available online at: <http://mhrd.gov.in/nas1>.

- While 64 percent of students in Tamil Nadu and 63 percent in West Bengal could divide, only 45 percent in Chhattisgarh and 51 percent in Bihar could solve division problems.



**This section offers some practical leads to accessing 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> , <i>last accessed on 10th July 2014</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 2202.01.
SSA portal, Planning, PAB Minutes for individual states. Available online at <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 3rd July 2014</i>	State-wise data on sanctioned, approved and actual expenditure. Latest data is available for FY 2014-15 which has approved outlays and expenditures for FY 2013-14 and proposed and recommended allocations for FY 2014-15.
SSA Portal, Financial Management, Minutes of 39th Quarterly Review Meeting of State Finance Controllers, Annexure J. Available online at : <a href="http://ssa.nic.in/financial-mgmt-docs/39th%20QRM/Annex%20J%20-%20Other%20Financial%20Indicators%20upto%20September%202013.xls">http://ssa.nic.in/financial-mgmt-docs/39th%20QRM/Annex%20J%20-%20Other%20Financial%20Indicators%20upto%20September%202013.xls</a> <i>last accessed on 3rd July 2014</i>	State-wise data on vacancy levels within SSA department.
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 3rd July 2014</i>	Updated information on total funds available and expenditures for entire SSA programme. Also has observations and recommendations for the scheme. 19th JRM is currently the latest available.
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 3rd July 2014</i>	State-wise and component-wise expenditure up to December 2011.
MHRD (2013), The Third Year of RTE Act 2009. Available online at: <a href="http://ssa.nic.in/rte-1/RTE%203rd%20year_17%20Jan%202014%20-%20for%20mail.pdf">http://ssa.nic.in/rte-1/RTE%203rd%20year_17%20Jan%202014%20-%20for%20mail.pdf</a> <i>last accessed on 3rd July 2014</i>	Has state-wise information on compliance of RTE indicators including infrastructure, pupil-teacher ratios, state rules, creation of SMCs etc. Previous reports include the first year of RTE and the second year of RTE.
District Information Systems for Education (DISE) <a href="http://www.dise.in/">http://www.dise.in/</a> <i>last accessed on 3rd July 2014</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 2012-13. DISE Flash Statistics are a consolidation of the above and has some analysis as well. The latest Flash Statistics are available for FY 2012-13.
NCERT (2014), National Achievement Survey Reports. Available online at: <a href="http://mhrd.gov.in/nas1">http://mhrd.gov.in/nas1</a> <i>last accessed on 3rd July 2014</i>	The NCERT conducts learning assessments of students in government schools in Standard 3, 5 and 8. Results are given on reading, mathematics, science and social sciences.

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