



BUDGET BRIEFS

Vol 11/ Issue 1

Samagra Shiksha Gol, 2019-20

Samagra Shiksha - An Integrated Scheme for School Education, is Government of India's (Gol) school education programme extending from pre-school to senior secondary classes. The scheme was launched in April 2018 to ensure equitable and inclusive quality education.

Three existing schemes are subsumed within Samagra Shiksha:

- Sarva Shiksha Abhiyan (SSA),
- Rashtriya Madhyamik Shiksha Abhiyan (RMSA), and
- Teacher Education (TE).

This brief uses government data to analyse Samagra Shiksha performance on:

- Trends in allocations, releases and expenditures,
- Component-wise approved budgets, and
- Learning outcomes.

Cost share and implementation:

Funds are shared between Gol and state governments in a 60:40 ratio. For the eight Northeastern states and three Himalayan states, this ratio is 90:10. The five Union Territories (UTs) without legislature are fully funded by Gol.

HIGHLIGHTS

₹ 94,854 cr

Gol allocations for Ministry of Human Resource Development (MHRD) for FY 2019-20

₹ 36,322 cr

Gol allocations for Samagra Shiksha in FY 2019-20

SUMMARY & ANALYSIS

- In April 2018, Gol launched Samagra Shiksha-an Integrated Scheme for School Education- aimed at ensuring inclusive and equitable quality education from pre-school to senior secondary classes.
- In Financial Year (FY) 2019-20, ₹36,322 crore was allocated to the scheme. This reflects an 18 per cent increase over combined allocations of SSA, RMSA and TE in FY 2018-19, and same as allocations in the Interim Budget.
- In FY 2018-19, across 29 states, 77 per cent of the approved budget was for activities under elementary education, 21 per cent for secondary education, and 2 per cent for teacher education.
- Expenditure under the scheme has been low. In FY 2018-19 less than two third (63 per cent) of the approved funds were spent at the all India level.
- A component-wise break-up of the scheme considering 16 large states, indicates that teacher salaries constitute the largest share of approved budgets at 35 per cent. This is followed by "Quality interventions" (19 per cent) and "RTE entitlements" (16 per cent).
- Learning levels are low across both elementary and secondary classes. According to the National Achievement Survey (NAS 2018), only 13 per cent of Class X students could correctly answer more than half the questions for Mathematics and 11 per cent could do the same for Science.

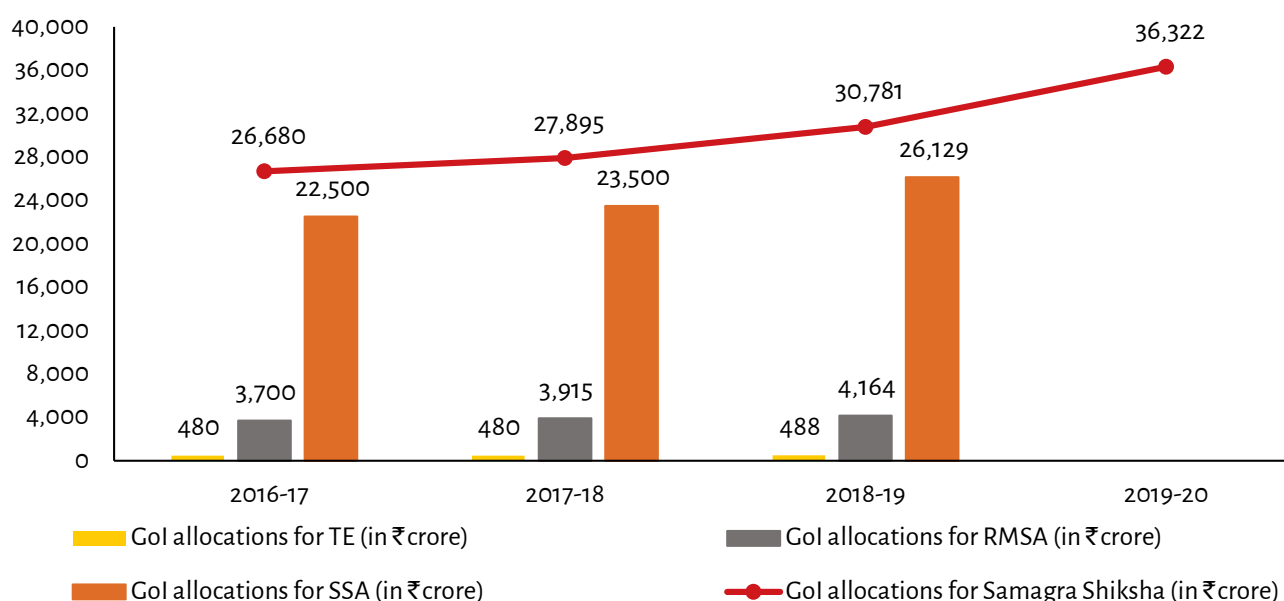
TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

- On April 2018, Government of India (GoI) launched the Samagra Shiksha – an Integrated Scheme for School Education, aimed at ensuring inclusive and equitable quality education from pre-school to senior-secondary stage in accordance with the Sustainable Development Goals (SDGs) for education.
- Falling under the purview of Ministry of Human Resource Development (MHRD), the scheme subsumes three erstwhile school education schemes namely: Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), and Teacher Education (TE).
- The scheme is in accordance with the recently released draft National Education Policy (NEP) by MHRD, which proposes to expand the Right of Children to Free and Compulsory Education (RTE) Act to include up to three years of early childhood education (prior to Grade I). In order to achieve this, the draft NEP envisages significant expansion and strengthening of Anganwadis, pre-primary sections co-located with existing primary schools, and stand-alone pre-schools. Similarly, the draft NEP has also proposed for extension of the RTE Act to include secondary education (Grades IX to XII). It is thus expected that the RTE will be amended to have government provision for free and compulsory education for all children and adolescents between the ages of 3 and 18. At the time of preparing this brief, however, no amendment had been undertaken.
- The remainder of the brief analyses trends in GoI allocations, releases and expenditures both for the three individual erstwhile schemes, as well as, Samagra Shiksha, depending on data availability.

GoI Allocations

- As per FY 2018-19 Revised Estimates (RE), ₹30,781 crore had been allocated for Samagra Shiksha. This was an increase of 10 per cent over the previous year. In FY 2019-20, allocations increased by 18 per cent to ₹36,322 crore, which is the same as Interim Budget allocations.
- Allocations, however, remain below the amount approved by the Expenditure Finance Committee for Samagra Shiksha. Between FY 2018-19 and FY 2019-20, ₹75,000 crore was approved for the scheme (₹34,000 crore for FY 2018-19 and ₹41,000 for FY 2019-20). Combined GoI allocations for the two years were 89 per cent of the approved amount.

GOI ALLOCATIONS FOR SAMAGRA SHIKSHA IN 2019-20 INCREASED BY 18% OVER THE PREVIOUS FINANCIAL YEAR



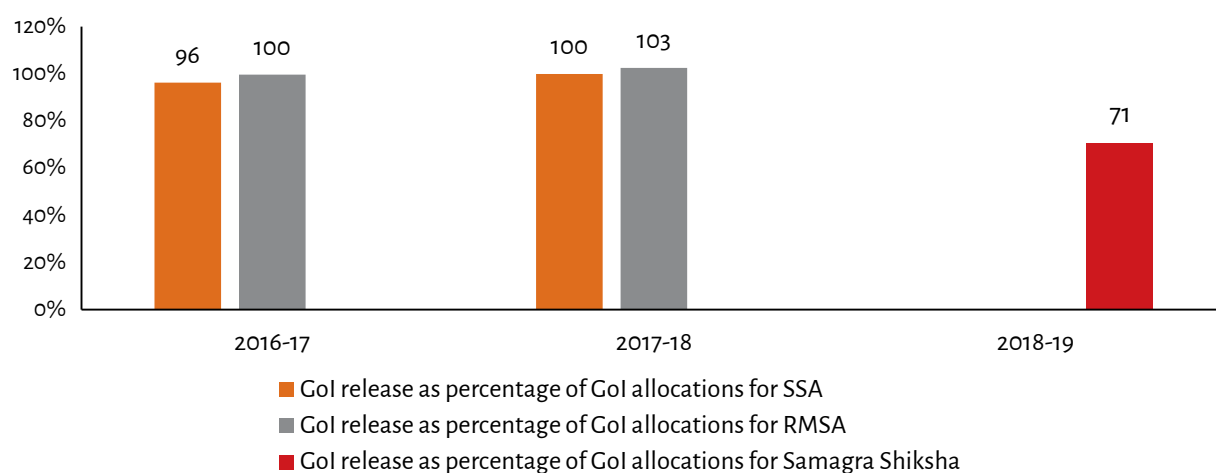
Source: Union Expenditure Budget, Vol. 2, MHRD, Department of School Education and Literacy, 2017-18 to 2019-20. Available online at: www.indiabudget.gov.in. Last accessed on 5 July 2019.

Note: Figures are in Rupees crore and are revised estimates (RE), except for FY 2019-20 which is a Budget Estimate (BE).

Releases

- The release of funds by Gol has been high. In FY 2017-18, all Gol funds allocated for SSA were released. Releases were also more than Gol allocations for RMSA. In FY 2018-19, till 31 January 2019, 71 per cent of Gol's allocations of ₹30,781 crore for Samagra Shiksha had been released.

TILL JANUARY END 2019, 71% OF GOI ALLOCATIONS FOR SAMAGRA SHIKSHA HAD BEEN RELEASED



Source: (1) Gol allocations: Union Expenditure Budget, Vol. 2, MHRD, Department of School Education and Literacy, 2017-18 to 2019-20. Available online at: www.indiabudget.gov.in. Last accessed on 5 July 2019. (2) Gol release for SSA: RTI response received from MHRD dated 27 December 2018. (3) Gol release for Samagra Shiksha: Rajya Sabha Unstarred Question no. 499 dated 7 February 2019 (4) Gol release for RMSA: RTI response received from MHRD dated 18 December 2018.

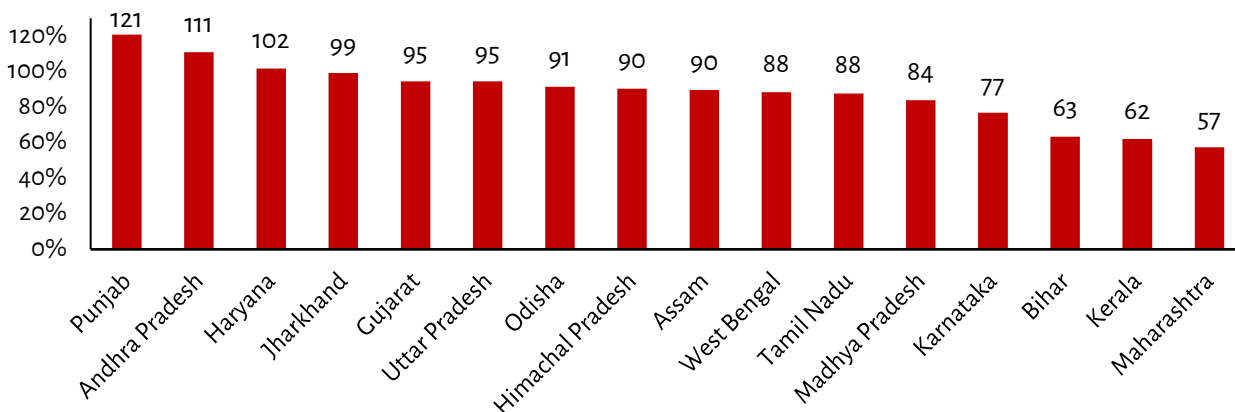
TRENDS IN STATE-WISE ALLOCATIONS AND EXPENDITURES

- Approved budgets for Samagra Shiksha are based on Annual Work Plan and Budgets (AWP&Bs) submitted by individual state governments. Budgets proposed by states are approved by the Project Approval Board (PAB) for Samagra Shiksha under MHRD, after consultations and negotiations with individual state governments. Total approved budgets for a state include both state and Gol shares for the specific financial year, as well as spillovers from the previous year. Once approved, funds are shared between Gol and states. Since October 2015, the fund-sharing ratio is 60:40 for most states and 90:10 for the Northeast and Himalayan states.
- Under the revised fund flow mechanism introduced in FY 2014-15, Gol allocations are first released to state treasuries. Money is then routed to autonomous implementing bodies for different schemes known as State Implementation Societies (SISs). Prior to the launch of this integrated scheme, SSA and RMSA both had their own SISs. From FY 2018-19, however, Samagra Shiksha is to be implemented through a single SIS.

Proposed versus Approved Budgets

- There are differences between budgets proposed by states and those approved by MHRD. In FY 2018-19, after accounting for spillovers, more funds were approved than proposed in Punjab, Andhra Pradesh, and Haryana. On the contrary, for states such as Bihar, Kerala and Maharashtra, less than two thirds of the proposed funds were approved.

WHILE MHRD APPROVED MORE FUNDS THAN PROPOSED FOR PUNJAB AND ANDHRA PRADESH, ONLY 57% WAS APPROVED FOR MAHARASHTRA



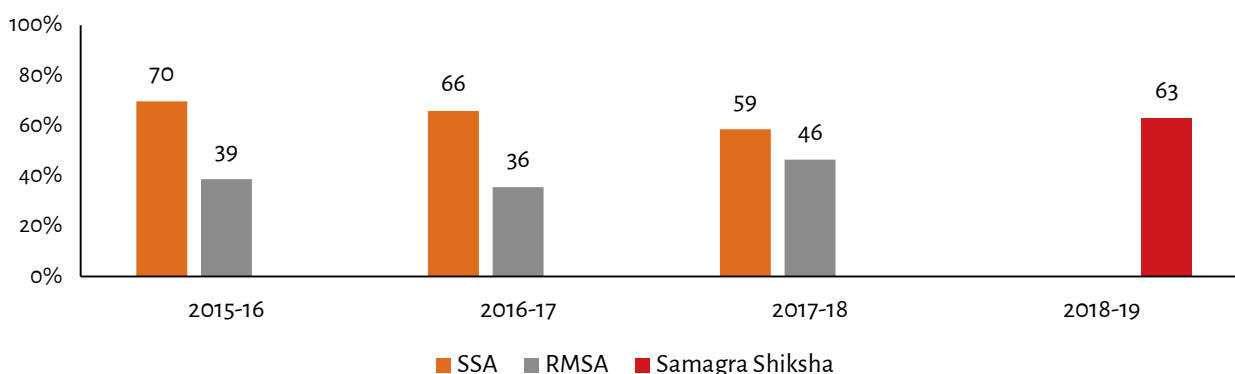
■ Percentage of Samagra Shiksha funds approved (including spillovers) as a share of those proposed, 2018-19

Source: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019.

Expenditures

- Considering the two major components (SSA and RMSA) under the scheme, expenditures as a share of total approved budgets in the past have been low. In FY 2015-16, 70 per cent of total approved budget for SSA was spent. This declined to 66 per cent in FY 2016-17 and further to 59 per cent in FY 2017-18. For RMSA, in FY 2015-16 only 39 per cent of the approved budget was spent. This decreased further to 36 per cent in FY 2016-17. There was a marginal improvement in FY 2017-18, with 46 per cent of the approved budget being spent.
- Pace of expenditure under Samagra Shiksha has also been slow. During FY 2018-19, less than two third (63 per cent) of the total approved budget for Samagra Shiksha was spent as a whole by all states.

DURING 2018-19, 63% OF APPROVED SAMAGRA SHIKSHA FUNDS HAD BEEN SPENT

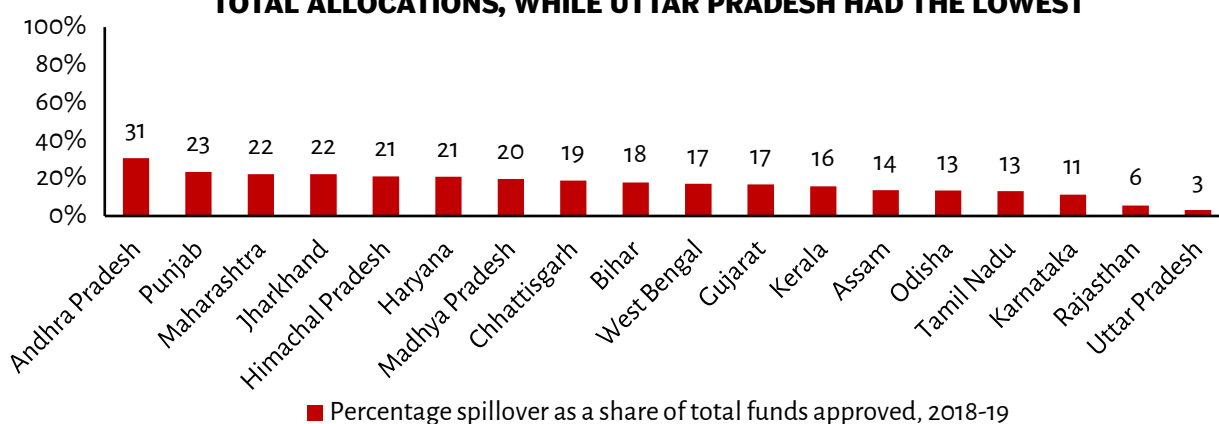


Source: (1) For SSA: RTI response received from MHRD dated 27 December 2018. The same data is also available on Lok Sabha unstarred question 995 dated 17 December 2018 (2) For Samagra Shiksha: RTI response received from MHRD dated 28 June 2019. (3) For RMSA: RTI response received from MHRD dated 18 December 2018. The same data is also available on Lok Sabha unstarred question 3208 dated 6 August 2018. Approved allocations can also be accessed from RMSA PAB minutes for individual states from the RMSA portal. Available online at: <http://rmsaindia.gov.in/en/programme-components/planning-and-appraisal/pab-minutes.html>

Note: RMSA figure for FY 2015-16 does not include Goa, Delhi and Nagaland, and that for FY 2016-17 does not include Dadra and Nagar Haveli.

- There can be several reasons for low utilisation including low or delayed release of funds. Thus, a better way of measuring fund utilisation is to look at expenditures as a proportion of total funds available to states, which includes funds released by both GoI and states, and the opening balance available in the beginning of the financial year. However, this data was not available at the time of preparing this brief. Two measures of expenditure have thus been taken. First, since funds not spent in one year are considered in approvals for the next year, as spillovers, the proportion of spillovers in the total approved budget is taken as a proxy of unspent funds in FY 2017-18. Second, expenditure for Samagra Shiksha as a proportion of total approved budgets (including spillovers) in FY 2018-19, have been analysed.
- At the start of FY 2018-19, Andhra Pradesh, Punjab and Maharashtra had the highest share of spillovers from the previous year at 31 per cent, 23 per cent and 22 per cent, respectively. In contrast, spillovers accounted for only 6 per cent of Rajasthan's approved budget and 3 per cent of Uttar Pradesh's.

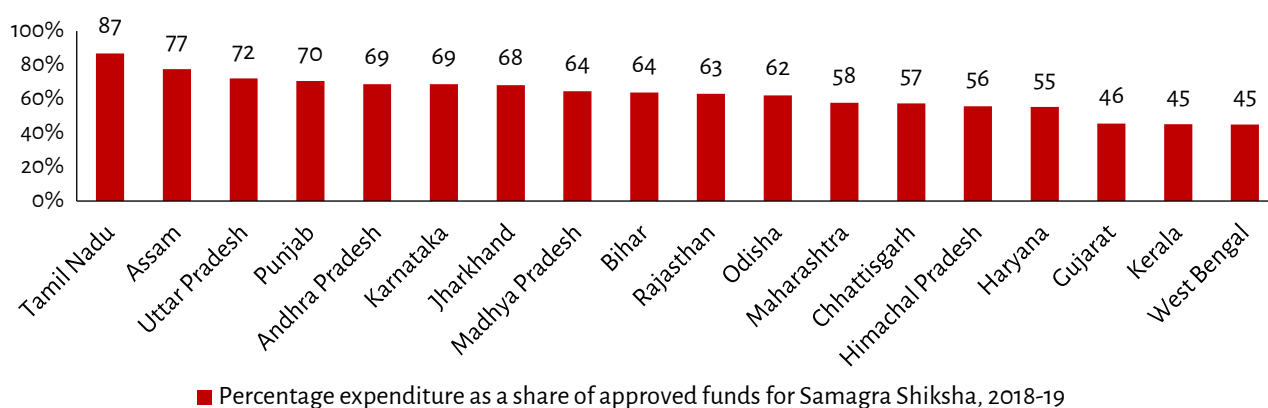
AMONG 18 LARGE STATES, ANDHRA PRADESH HAD THE LARGEST SHARE OF SPILLOVER IN TOTAL ALLOCATIONS, WHILE UTTAR PRADESH HAD THE LOWEST



Source: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019.

- In FY 2018-19, among 18 large states, three states namely, Tamil Nadu, Assam and Uttar Pradesh spent more than 70 per cent of their approved budgets. Interestingly, all these three states, especially Uttar Pradesh, had much lower spill overs from FY 2017-18. On the contrary, expenditure as a proportion of approved funds was low in Gujarat (46 per cent), Kerala (45 per cent), and West Bengal (45 per cent).

AMONG 18 LARGE STATES, EXPENDITURE OF SAMAGRA SHIKSHA FUNDS AS A SHARE OF APPROVED BUDGET IN 2018-19 WAS HIGHEST IN TAMIL NADU

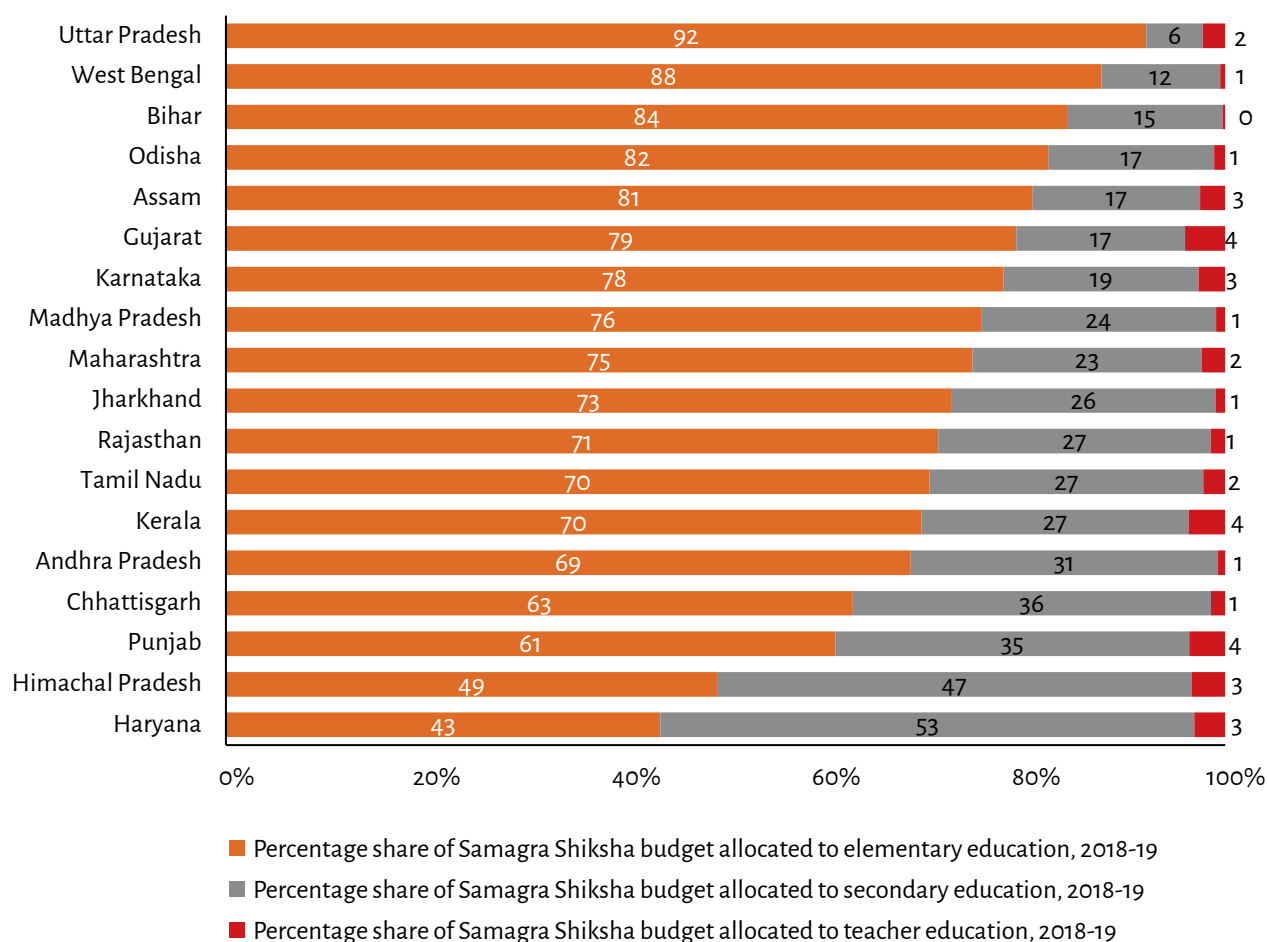


Source: (1) Samagra Shiksha expenditure: RTI response received from MHRD dated 28 June 2019. (2) Samagra Shiksha allocations: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019.

COMPONENT-WISE BREAK-UP OF ALLOCATIONS

- The scheme aims to treat school education as a continuum from pre-school to senior-secondary levels. According to scheme guidelines, this is to ensure allocative efficiency, and optimal utilisation of budgetary and human resources. Moreover, states are given flexibility in prioritising different components based on their needs.
- At the time of preparation of this brief, the PAB approved budgets for FY 2018-19 were publicly available for 29 states. Considering these 29 states, 77 per cent of the total approved budget for Samagra Shiksha was for elementary, 21 per cent for secondary, and 2 per cent for teacher education.
- There are significant differences across states with respect to the shares of elementary, secondary and teacher education in the total approved budgets. Among the 18 large states, Uttar Pradesh, West Bengal, and Bihar have prioritised elementary education. In FY 2018-19, Uttar Pradesh allocated 92 per cent of its total approved budget for elementary education. Similarly, West Bengal and Bihar allocated 88 per cent and 84 per cent, respectively. In contrast, Haryana and Himachal Pradesh allocated the highest proportion of funds to secondary education at 53 per cent and 47 per cent, respectively. While allocations for teacher education ranged between 0 to 4 per cent for all the states, Kerala, Punjab and Gujarat allocated relatively higher than most other states (4 per cent each).

WHILE UTTAR PRADESH ALLOCATED 92% OF SAMAGRA SHIKSHA FUNDS FOR ELEMENTARY EDUCATION, HARYANA ALLOCATED ONLY 43%

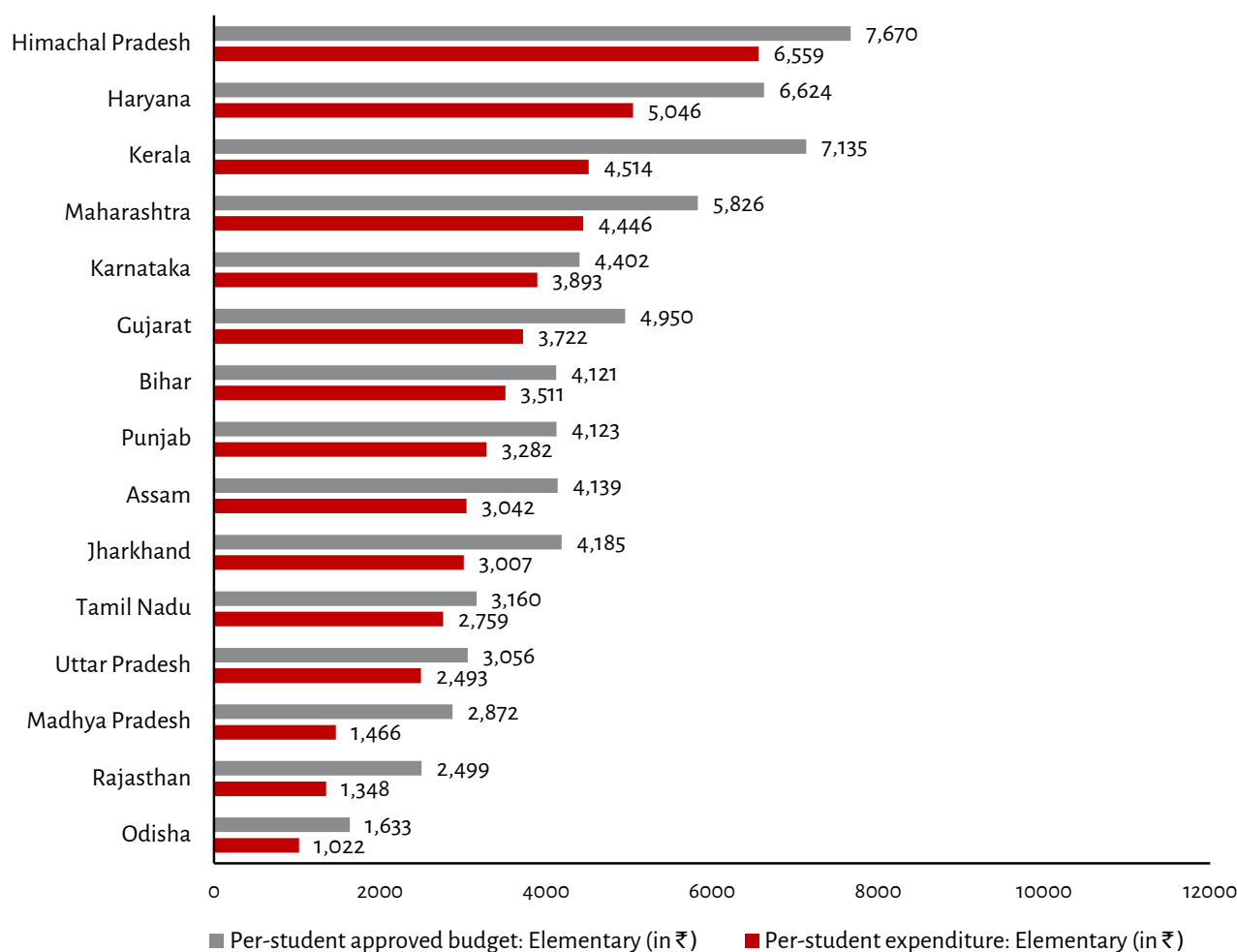


Source: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019.

Per-student approved budgets and expenditures

- Per-student budgets and expenditures are calculated by dividing total approved budget and total expenditure under Samagra Shiksha for every state by the number of children enrolled in government and government-aided schools in that particular state. This exercise has been done separately for elementary and secondary levels of education. Thus, budgets for the elementary education components under Samagra Shiksha have been divided by the number of children enrolled in government and government-aided schools from Class I to VIII. For secondary education enrolment from Class IX to XII has been taken. At the time of preparing the brief, the latest enrolment data available was for 30 September 2017.
- In FY 2018-19, on average, per-student approved budgets under Samagra Shiksha at the all India level stood at ₹4,442, including the Teacher Education scheme. Similarly, average per-student expenditure at the all India level was ₹2,799, with ₹3,248 for elementary and ₹1,332 for secondary.
- There is wide variation in per-student budget and expenditure at elementary level. Among the 15 large states, while Himachal Pradesh had the highest per-student approved budget for elementary education at ₹7,670, Odisha had the lowest at ₹1,633. These two states also happened to have the highest and lowest expenditures per student at the elementary level.

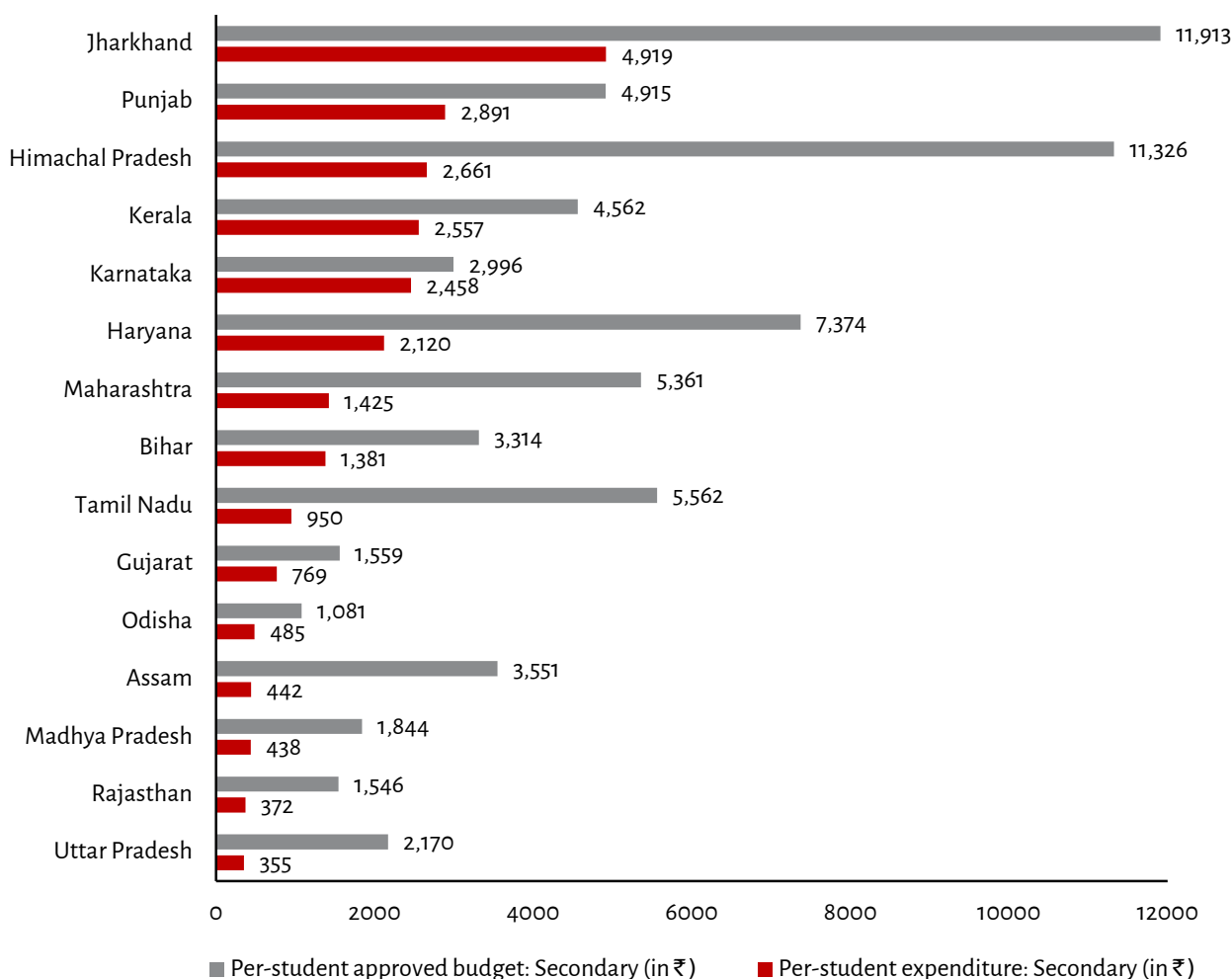
AMONG 15 LARGE STATES, HIMACHAL PRADESH HAD THE HIGHEST PER-STUDENT ALLOCATION AND EXPENDITURE FOR ELEMENTARY EDUCATION IN 2018-19



Source: (1) Approved allocations: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019. (2) Samagra Shiksha expenditure: RTI response received from MHRD dated 28 June 2019. (3) Enrolment in government and government-aided schools: Authors' calculation based on raw data accessed from U-DISE School Report Cards portal for the academic year 2017-18, National Institute of Educational Planning and Administration (NIEPA).

- Similar to elementary, there is wide variation in per-student budget and expenditure for secondary education also. Among 15 large states, per-student approved budgets for secondary education was highest for Jharkhand at ₹11,913, followed by Himachal Pradesh at ₹11,326, and Haryana at ₹7,374. However, for all these three states, the gap between approved budget and expenditure was high. While Jharkhand spent 41 per cent of the approved funds for secondary education, Himachal Pradesh and Haryana spent even less at 23 per cent and 29 per cent, respectively.
- Jharkhand was also at the top in terms of per student expenditure for secondary education at ₹4,919, followed by Punjab at ₹2,891 and Himachal Pradesh at ₹2,661. On the contrary, per-student expenditures at the secondary level were low for Rajasthan and Uttar Pradesh at ₹372 and ₹355, respectively.

AMONG 15 LARGE STATES, JHARKHAND HAD THE HIGHEST PER-STUDENT APPROVED BUDGET AND EXPENDITURE FOR SECONDARY EDUCATION UNDER SAMAGRA SHIKSHA IN 2018-19

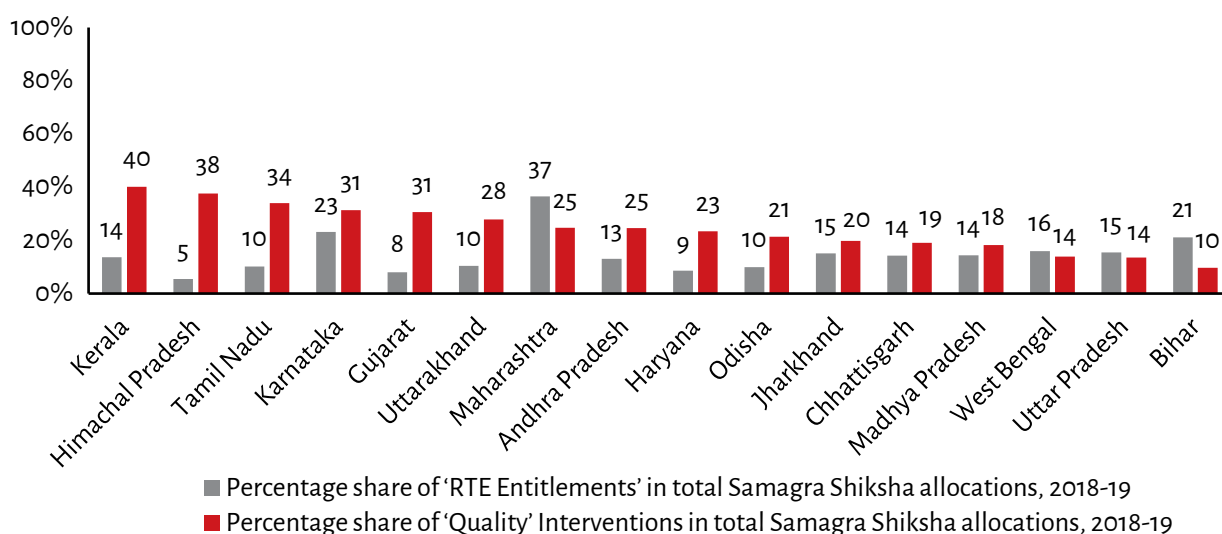


Source: (1) Approved allocations: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019. (2) Samagra Shiksha expenditure: RTI response received from MHRD dated 28 June 2019. (3) Enrolment in government and government-aided schools: Authors' calculation based on raw data accessed from U-DISE School Report Cards portal for the academic year 2017-18, National Institute of Educational Planning and Administration (NIEPA).

Intervention Components

- As per the framework for implementation of Samagra Shiksha, the major interventions, across all levels of school education are: (i) Universal Access including Infrastructure Development and Retention; (ii) Gender and Equity; (iii) Inclusive Education; (iv) Quality; (v) Financial Support for Teacher Salary; (vi) RTE Entitlements including uniforms, textbooks etc.; (vii) Vocational Education; (viii) Sports and Physical Education; (ix) Strengthening of Teacher Education and Training; (x) Monitoring; and (xi) Programme Management. Preference in interventions is to be given to Educationally Backward Blocks (EBBs), Left Wing Extremism (LWEs) affected districts, Special Focus Districts (SFDs), Border areas, and the 115 Aspirational districts.
- For the purpose of this analysis, detailed component-wise break-up of total approved budgets for Samagra Shiksha for FY 2018-19 have been considered for 16 large states excluding UTs and seven Northeastern states. Complete data for Punjab, Assam, and Rajasthan was not available in the PAB minutes.
- This analysis indicates that teacher salaries constitute the largest share of approved budgets at 35 percent. This is followed by 'Quality' interventions (19 per cent) and RTE entitlements (16 per cent).
- There are state differences. For vocational education, as compared to the overall average share of only 2 per cent, states such as Haryana and Himachal Pradesh allocated much larger shares at 16 per cent and 17 per cent, respectively. Budgets for teacher salaries were prioritised in Uttar Pradesh (51 per cent) and West Bengal (47 per cent).
- Some major interventions related to 'Quality' include assessment of learning at the national and state levels, Information and Communication Technology (ICT) and digital initiatives, learning enhancement programmes, strengthening of libraries, and support for pre-nursery level. Kerala allocated the highest proportion for quality interventions at 40 per cent. It was closely followed by Himachal Pradesh and Tamil Nadu at 38 per cent and 34 per cent respectively. In contrast, share of approved budgets for quality was low in West Bengal (14 per cent), Uttar Pradesh (14 per cent), and Bihar (10 per cent).
- Maharashtra allocated the largest proportion of funds for entitlements under RTE at 37 per cent, followed by Karnataka (23 per cent), and Bihar (21 per cent). Himachal Pradesh on the other hand, had one of the lowest shares at 5 per cent.

AMONG 16 LARGE STATES, THE PROPORTION OF FUNDS ALLOCATED FOR 'QUALITY INTERVENTIONS' WAS HIGHEST FOR KERALA

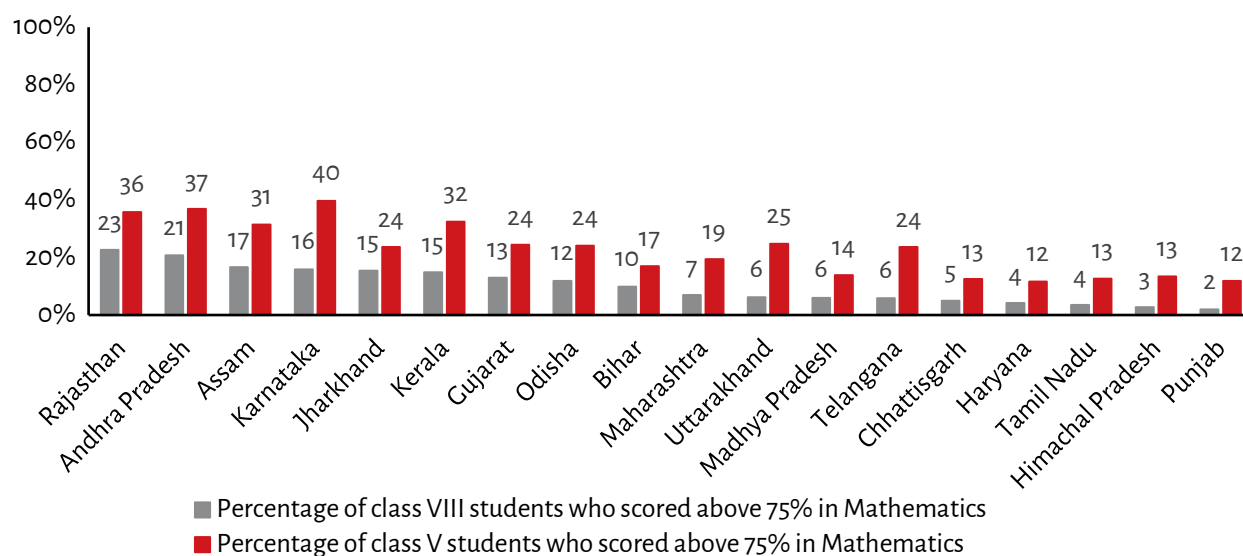


Source: Samagra Shiksha PAB minutes for 2018-19 for individual states. Available online at: http://seshagun.gov.in/pab-minutes?field_pab_no_value=&field_financial_year_target_id=40&field_states_target_id=All. Last accessed on 5 July 2019.

LEARNING OUTCOMES

- Since 2000-01, the National Council of Educational Research and Training (NCERT) has been conducting sample based surveys of schools to assess learning levels of students known as 'National Achievement Survey' (NAS). In November 2017, the NCERT rolled out the latest round of NAS for elementary Classes III, V and VIII, covering 22 lakh students from 1.1 lakh government and government-aided schools, across 700 districts in the country. NAS 2017 is the largest ever survey conducted by Gol on learning level assessments in the country till date.
- Learning levels across states are low, though there are considerable variations. The proportion of Class V students who scored more than 75 per cent in Mathematics ranged from as low as 12 per cent to as high as 40 per cent among 18 major states. The range for Class VIII students was between 2 per cent and 23 per cent.
- Among the 18 large states analysed, Karnataka, Andhra Pradesh and Rajasthan were amongst the better performers with 40 per cent, 37 per cent and 36 per cent of Class V students, respectively scoring more than 75 per cent in Mathematics. Rajasthan and Andhra Pradesh also did better in the Class VIII results with over 20 per cent of students in both states scoring more than 75 per cent in Mathematics. In contrast, Punjab was amongst the poorer performers with only 2 per cent and 12 per cent students in Class VIII and V, respectively, scoring more than 75 per cent in Mathematics.

RAJASTHAN RANKED NUMBER ONE AMONG 18 LARGE STATES IN TERMS OF PROPORTION OF CLASS VIII STUDENTS WHO SCORED MORE THAN 75% IN MATHEMATICS, WHILE KARNATAKA TOPPED THE LIST FOR CLASS V

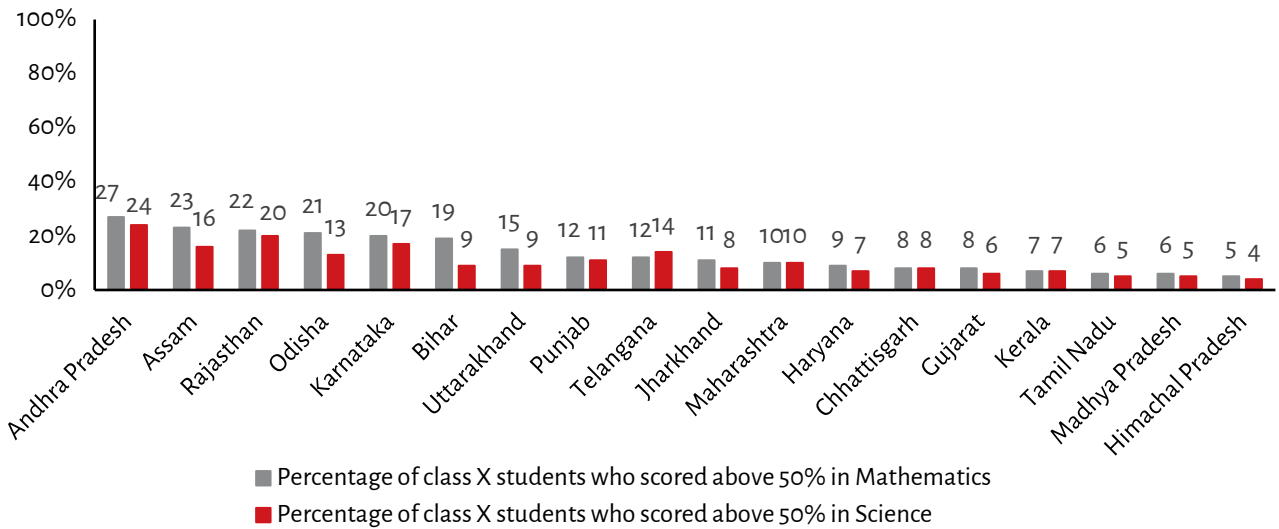


Source: National Achievement Survey (NAS), Class III, V, and VIII – 2017, State Report Cards, NCERT. Available online at: <http://www.ncert.nic.in/programmes/NAS/SRC.html>. Last accessed on 20 June 2019.

- In February 2018, NCERT conducted another round of NAS, covering all districts of the country for Class X students across government, government-aided and private schools. The study found that nationally, only 13 per cent of Class X students across all types of schools could correctly answer more than 50 per cent of the questions for Mathematics and 11 per cent could do the same for Science. Proportion of students who had more than 50 per cent correct answers in Social Science and Reading Comprehension were 18 per cent and 46 per cent, respectively.

- As with the Class V and VIII results, Andhra Pradesh was amongst the better performers with 27 per cent and 24 per cent of Class X students scoring more than 50 per cent in Mathematics and Science, respectively. Among the 18 major states, scores were among the lowest in Tamil Nadu, Madhya Pradesh and Himachal Pradesh in both Mathematics and Science assessments. Across the three states, the proportion of the students scoring more than 50 per cent in both Mathematics and Science ranged between 4 to 6 per cent.

ANDHRA PRADESH TOPPED AMONG 18 LARGE STATES IN TERMS OF PROPORTION OF CLASS X STUDENTS WHO SCORED MORE THAN 50% IN BOTH MATHEMATICS AND SCIENCE



Source: National Achievement Survey (NAS), Class X (Cycle 2)—2018, District Report Cards, NCERT. Available online at: <http://www.ncert.nic.in/programmes/NAS/SRCX.html>. Last accessed on 20 June 2019.