



SPECIAL EDITION

The Evolution of India's Welfare System from 2008-2023: A Lookback

In the 15 years that have gone by, India has seen a significant transition in the social sector, and lived through a pandemic. At the Accountability Initiative, Centre for Policy Research, we have tracked the provision of welfare services and entitlements since 2008, in-step with the country's evolution over these years. The year 2023 marks a moment to pause and reflect for us as we celebrate our 15th anniversary, and the Centre for Policy Research reaches its milestone of 50 years. But, aside from our legacy of evidence-based knowledge sharing, this reflection is important in one more way. In 2024, India will choose a new government. A lookback on welfare spending and outcomes is an essential first step to understanding future priorities and pathways to development.

Drawing from previous Union Budgets, this Special Brief will dive into six major aspects. Firstly, reviewing the sources of funding available with the government. Secondly, analysing trends in expenditures including social sector allocations for key ministries and schemes. Thirdly, the devolution of funds to states who are primary spenders on welfare services. Fourthly, unpacking social sector schemes over the years. Fifthly, analysing select outputs and outcomes over time. Lastly, we offer our own experience by providing a snapshot of the changes in government Management Information Systems which are critical to monitoring welfare schemes, among other aspects.

For the purpose of this Special Brief, we are covering the period from 2009-2023. Actual Government of India (GoI) expenditures have been used till Financial Year (FY) 2020-21. For FY 2021-22, figures are Revised Estimates (REs) and Budget Estimates (BEs) for FY 2022-23.

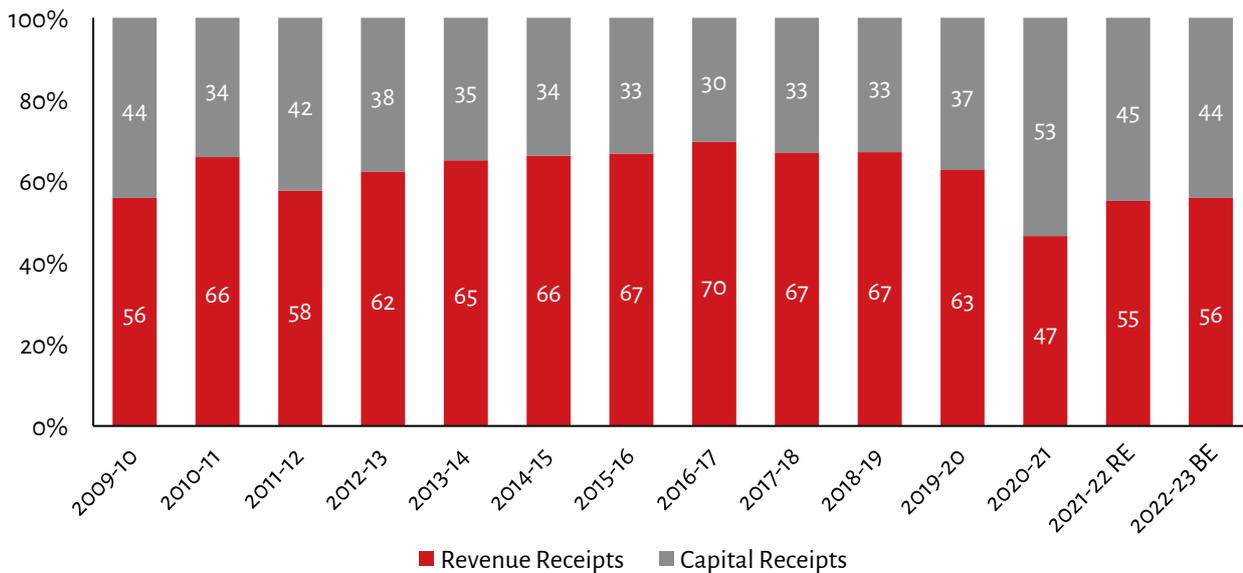


SOURCES OF FUNDING AND GOVERNMENT OF INDIA (GOI) EXPENDITURES

In FY 2009-10, Gol's Total Receipts (after devolution of taxes to states) stood at ₹10.24 lakh crore. This increased to ₹35.10 lakh crore in FY 2020-21. For the current fiscal year, i.e. FY 2022-23, a further increase to ₹39.45 lakh crore was budgeted in the Budget Estimates (BEs). Out of Total Receipts, Revenue Receipts have nearly quadrupled in the last 15 years.

The share of Revenue Receipts in Gol's Total Receipts increased from 56 per cent in FY 2009-10 to peak at 70 per cent in FY 2016-17. In FY 2022-23 BEs, it is expected to lean back to the FY 2009-10 level. The share of Capital Receipts is rising, after a declining trend from FY 2009-10 to FY 2018-19. In FY 2020-21, the first year of the COVID-19 pandemic, extra borrowings increased the share of Capital Receipts to more than 50 per cent. For the current year, it is estimated to be lower, at 44 per cent.

COMPOSITION OF TOTAL RECEIPTS FROM 2009-10 TO 2022-23



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

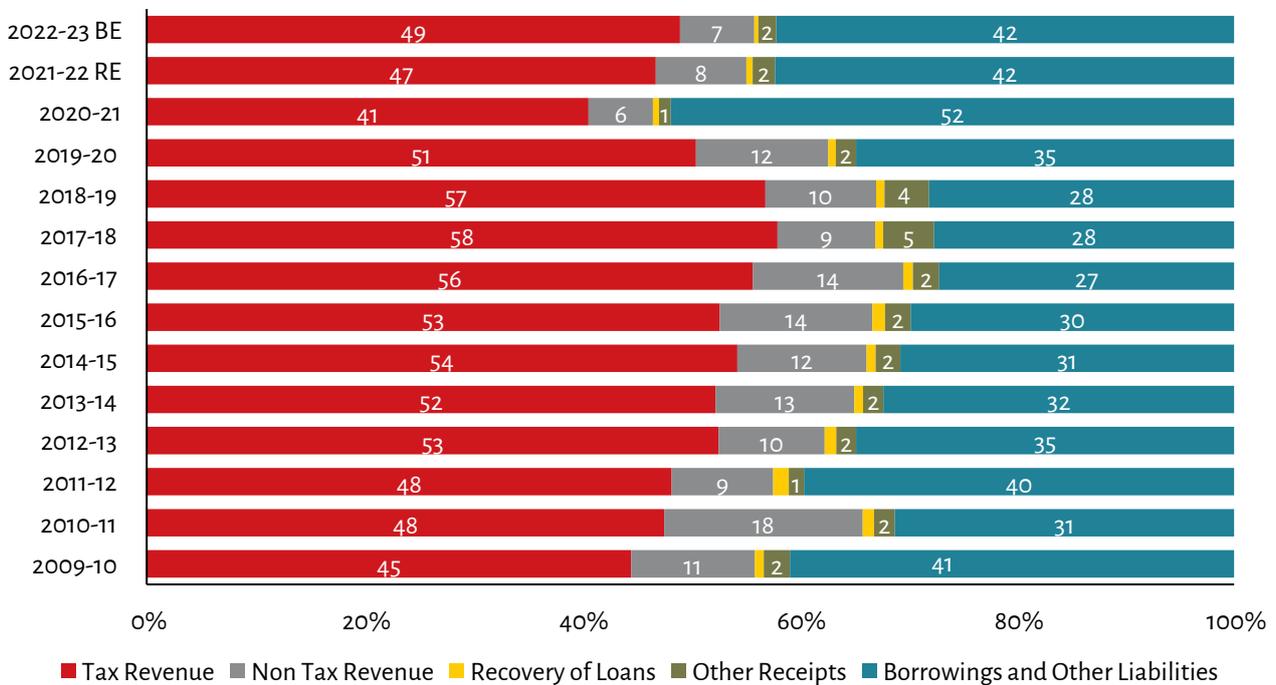
To finance public expenditure, governments raise money primarily through two broad channels: Revenue Receipts and Capital Receipts. The former includes revenue earned through taxes and non-tax sources. Capital Receipts are mainly borrowings that enable expenditure when Revenue Receipts fall short of financing the budgeted spending, but also include receipts from sale of government-owned assets. Borrowings could be from the market, foreign sources, or public accounts such as the National Small Savings Fund. The two together are called Total Receipts.



There are two types of Revenue Receipts: Tax Revenue and Non-Tax Revenue. The former is earned from taxes on personal incomes (income tax) and corporate earnings (corporation tax), imported products and services (customs duties), and on the production of domestic goods (union excise duties).

From FY 2009-10 to date, tax revenues and borrowings have formed the largest share in Gol's Total Receipts. In FY 2009-10, as much as 45 per cent of Total Receipts were from tax revenue, which increased to 58 per cent in FY 2017-18. Since then, however, the share of tax revenue has been declining, and it has necessitated higher borrowing in subsequent years. Share of tax revenue in Total Receipts was the lowest during the COVID-19 pandemic period, at 41 per cent in FY 2020-21, when borrowings accounted for 52 per cent. As the economy recovers and revenues become more buoyant, the share of borrowings was expected to decline to 42 per cent in FY 2022-23 BEs, similar to FY 2009-10 levels.

DISTRIBUTION OF TOTAL RECEIPTS ACROSS DIFFERENT COMPONENTS (IN %)



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

Meanwhile, expenditure on the revenue component has accounted for around 81-89 per cent since the last 15 years, and the remaining 11-19 per cent has been incurred as capital expenditure. In FY 2017-18, Gol spent 39 per cent of total expenditure on committed liabilities, which declined by 3 percentage points in FY 2022-23 BEs and stood at 36 per cent.



Gol expenditure can be broadly classified into two types — revenue expenditure and capital expenditure. Revenue expenditure is the spending largely on account of administrative expenses, salaries, financing daily operation, subsidies, etc. It frequently includes a sizable portion for committed liabilities which the government is still required to pay in the event of resource scarcity. Capital expenditure (or capex, in short) refers to the spending on asset creation, machinery and equipment, which creates value over the long term. For instance, roads and bridges, hospitals, school buildings, etc.

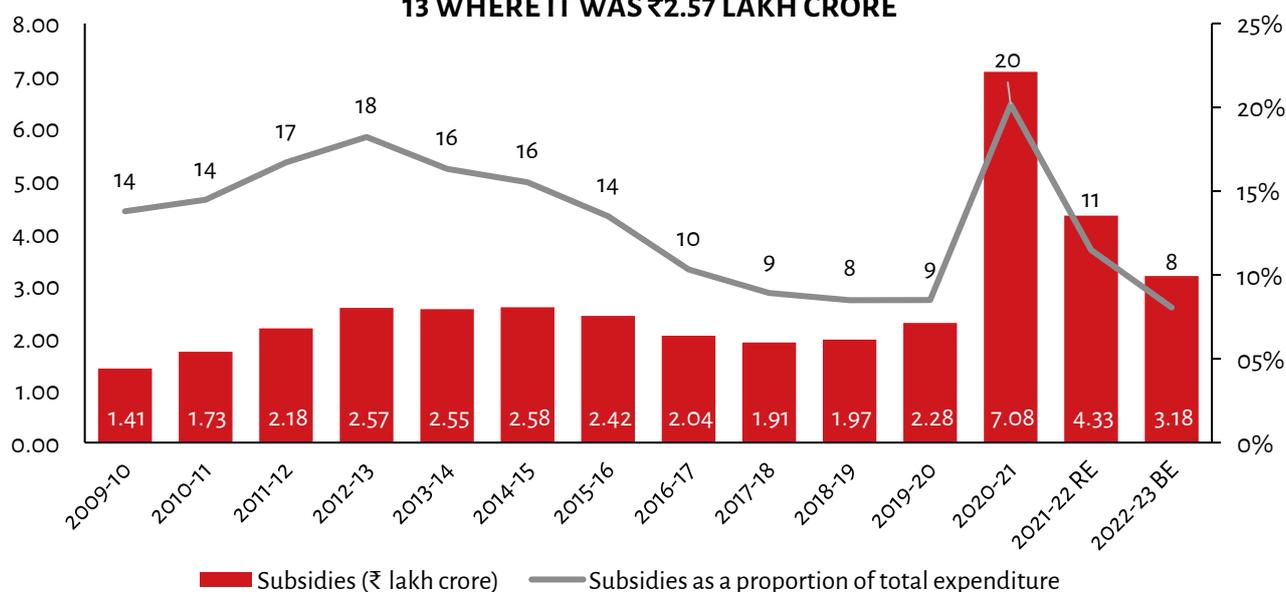
An important area where GoI spends money is on subsidies such as fertilisers, petrol, and food, among others. A detailed look on subsidies is revealing.

In FY 2009-10, GoI spent 14 per cent of its expenditure on subsidies, which increased to 18 per cent in FY 2012-13. Subsidies as a share of total expenditure started declining post FY 2014-15 from 16 per cent to 9 per cent in FY 2019-20.

Subsidies reached an all-time high in FY 2020-21, accounting for 20 per cent of total expenditure. This was primarily due to food subsidies, as free food grains were given to those eligible under the Targeted Public Distribution System (TPDS) scheme as well as migrant families under the Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY), a food security programme during the COVID-19 outbreak.

In terms of the quantum of funds, in FY 2009-10, ₹1.41 lakh crore was spent on subsidies. This increased by 83 per cent to ₹2.58 lakh crore in FY 2014-15. The decline in subsidies is also reflected not just as a share of total expenditure but also in terms of the quantum of funds. In FY 2019-20, the amount stood at Rs. 2.28 lakh, 12 per cent lower than those in FY 2014-15 even in nominal terms.

PRIOR TO THE PANDEMIC, GOI SPENT ₹2.28 LAKH CRORE ON SUBSIDIES, LOWER THAN IN 2012-13 WHERE IT WAS ₹2.57 LAKH CRORE



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.



SOCIAL SECTOR EXPENDITURE TRENDS

Gol's expenditure on the social sector as a proportion of total expenditure has remained relatively static. In FY 2009–10, Gol spent 21 per cent of its total expenditure on the social sector. This decreased marginally to 20 per cent in FY 2019–20. Over the last 14 years, on average, nearly a third (30 per cent) of Gol's social sector spend was on providing subsidised food to the poorest two-thirds of the country. This share crossed 50 per cent in FY 2020–21 during the pandemic.

THE SHARE OF SOCIAL SECTOR EXPENDITURE HAS REMAINED STATIC



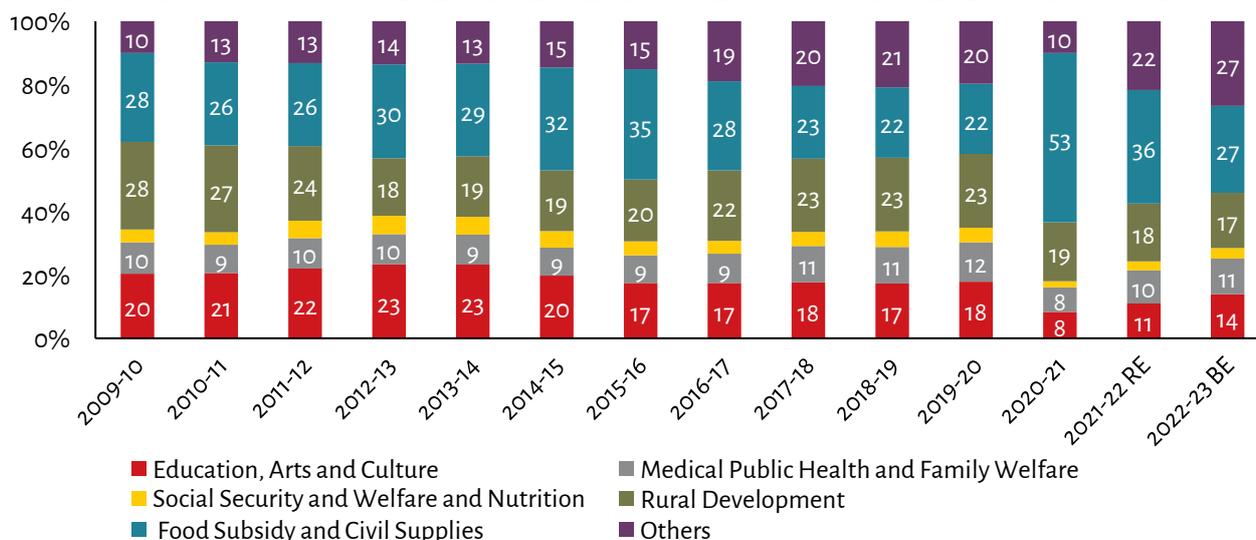
Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

As can be seen in the graph on the next page, in terms of the share of social sector expenditure across different components apart from Food Subsidy, the other priority areas between FY 2009-10 and FY 2019-20-23 have been rural development (especially the employment guarantee scheme MGNREGS) at 21 per cent, and education (mostly free education for all children, and including art and culture) at 16 per cent.

In this brief, the term 'social sector' refers to education, rural development, health, water and sanitation, nutrition, social security and social justice, food security, urban poor welfare, tribal and minority affairs, employment, skill development, women and child welfare, and sports and culture.

Gol's social sector expenditure has been calculated by adding the departments associated with the sectors mentioned above. They include the Department of School Education and Literacy (DoSEL), the Department of Drinking Water and Sanitation (DDWS), Ministry of Labour and Employment (MoL&E), the Department of Social Justice and Empowerment (DSJE), Ministry of Women and Child Development (MWCD), among others.

DISTRIBUTION OF SOCIAL SECTOR EXPENDITURES ACROSS DIFFERENT COMPONENTS



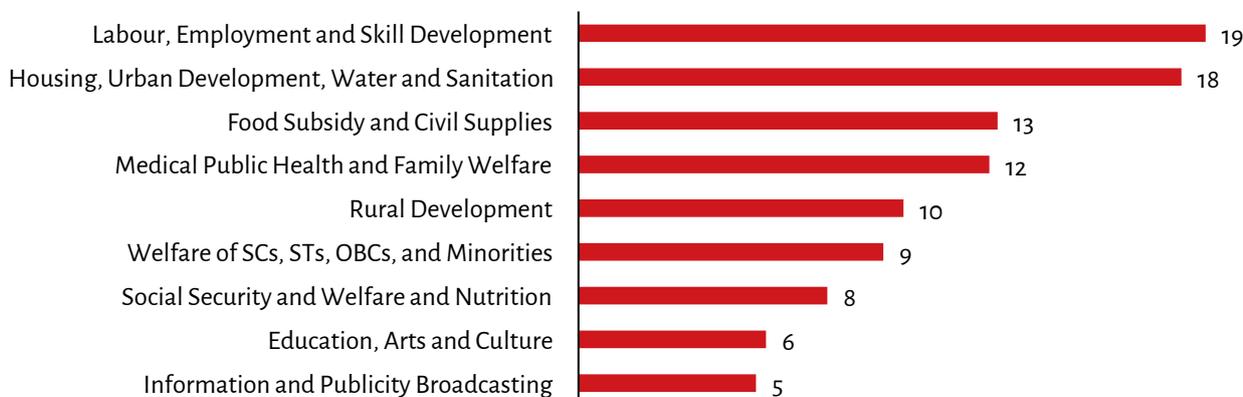
Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

It was during the COVID-19 pandemic when the share of expenditure on social sector touched the highest ever at 30 per cent. Food distribution and clearing arrears of the Food Corporation of India resulted in Gol spending ₹5.55 lakh crore, the highest ever spend on any single-ticket item, apart from interest payments. The other departments which were prioritised in FY 2020-21 during the COVID-19 pandemic included the Department of Rural Development and the Department of Health and Family Welfare.

Simultaneously, other critical departments saw spending cuts. These included the Ministry of Women and Child Development, Tribal and Minority Affairs, Water Resources and Drinking Water, and Youth Affairs and Culture.

Another metric to see trends in expenditure across development areas is by studying the average annual growth rate during the same period. At the aggregate level, social sector expenditure grew at 11 per cent annually between FY 2009-10-11 and FY 2020-21. Development heads that grew at a faster pace included Labour, Employment and Skill Development (19 per cent); Housing, Urban Development, Water, and Sanitation (18 per cent); Medical and Public Health and Family Welfare (12 per cent); and Food Subsidy and Civil Supplies (13 per cent).

ANNUAL AVERAGE GROWTH RATE BETWEEN 2009-10 AND 2020-21

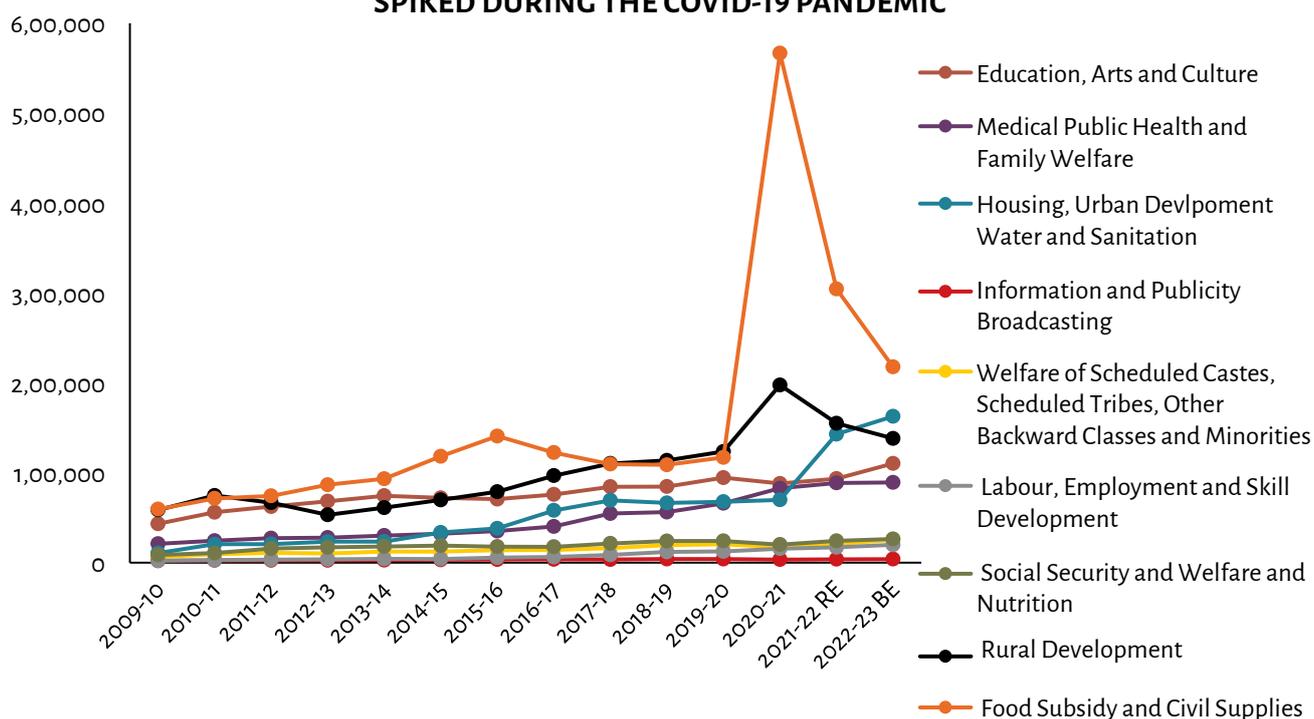


Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

In contrast, spending on Social Security and Welfare and Nutrition (8 per cent), and Education, Art and Culture (6 per cent) grew slower than average.

A look at the Compounded Annual Growth Rate (CAGR) between FY 2009-10 and FY 2022-23 BEs finds that the broad area of Housing, Urban Development, Water and Sanitation has grown the most (15 times) from FY 2009-10. Expenditures on Labour, Employment and Skill Development (9 times), and Medical Public Health and Family Welfare (4.3 times) have increased substantially as well since FY 2009-10.

EXPENDITURE ON FOOD SUBSIDIES AND CIVIL SUPPLIES SPIKED DURING THE COVID-19 PANDEMIC



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

It is important to note that GoI spends only a fifth of its total expenditure on the social sector. State governments, conversely, devote a higher share to social sector spending. In FY 2020-21, 41 per cent of states' expenditure was on the social sector. It is budgeted to be 42 per cent in FY 2022-23 BEs and is expected to be at a similar level in FY 2021-22 REs.

For states too, the share of spending on the social sector has grown slowly from FY 2009-10. A large increase actually occurred between FY 2004-05 and FY 2009-10 from 29 per cent to 39 per cent, according to the Reserve Bank of India's report on state finances¹. We take a deeper look at state funding in the next section.

1. State Finances: A Study of Budgets, Reserve Bank of India. Available online at: <https://rbi.org.in/Scripts/AnnualPublications.aspx?head=State%20Finances%20:%20A%20Study%20of%20Budgets>.

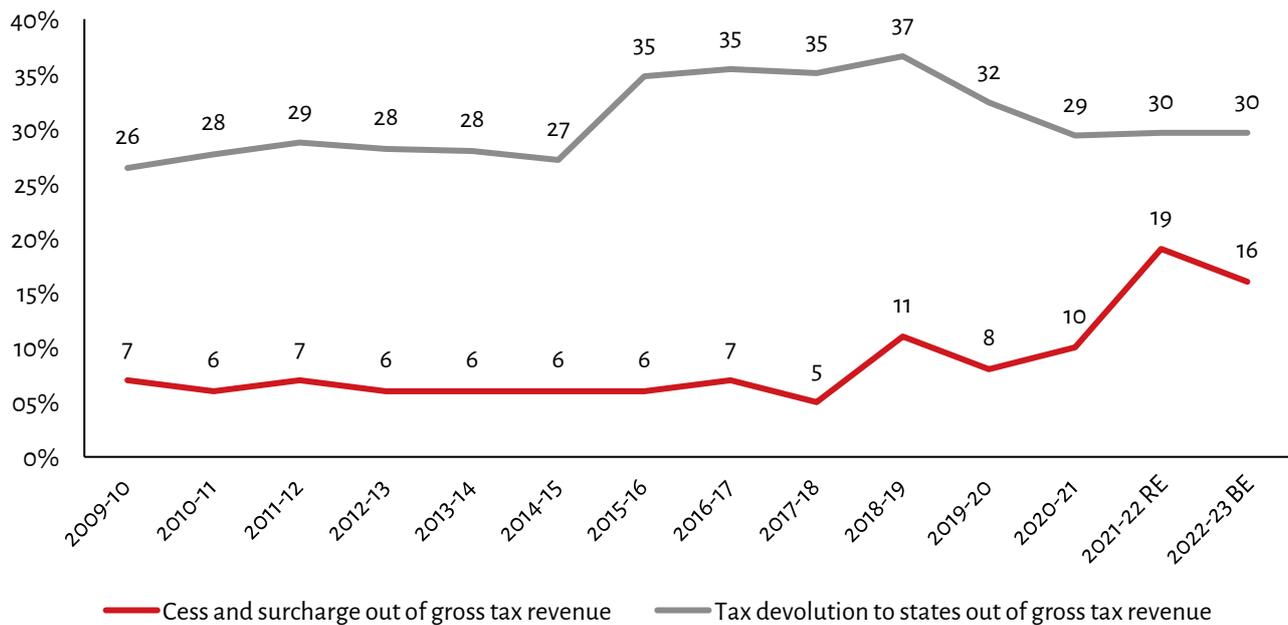


FUNDING THE STATES: DEVOLUTION, CESS, AND SURCHARGES

While GoI has the sole authority to collect a larger share of taxes, the same is to be shared among itself and state governments by applying a formula recommended by the Finance Commission of that period. The share of cess and surcharges in the gross tax revenue of the Union government has gone up from between 5 and 7 per cent in general, to between 15 and 20 per cent in recent years. But the impact of high cess and surcharges is visible in the flattening of states' share in recent years.

Only GoI has the power to levy cess or surcharges. For instance, it collects road and infrastructure cess on retail sale of fuel, and its proceeds are used to build roads. It also collects a health and education cess often used to fund these sectors. For instance, 98 per cent of total GoI allocations for the Pradhan Mantri Poshan Shakti Nirman (PM POSHAN) scheme came from money collected via cess in FY 2022-23 BEs. Collection in the form of cess and surcharges need not be shared with states. Thus, it is separate from the "divisible pool" of taxes, and belongs solely to GoI.

COMPOSITION OF RECEIPTS FROM 2009-10 TO FY 2022-23



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

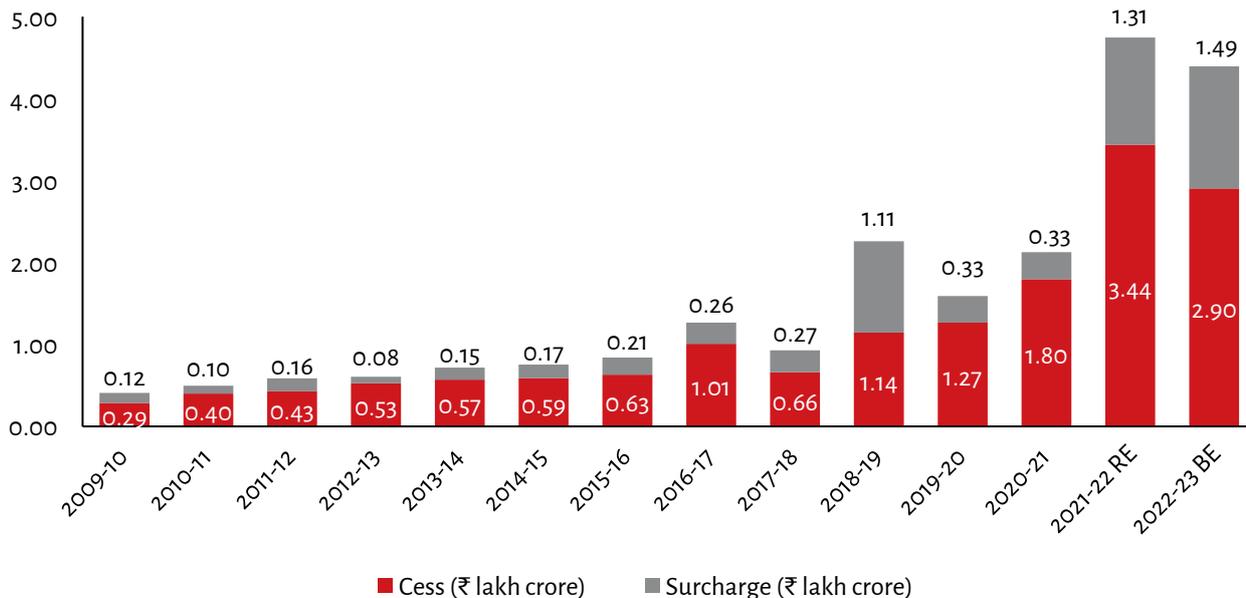
The chart above encompasses broadly three Finance Commission periods. The 13th FC recommendations were operational from FY 2010-11 to FY 2014-15, the 14th FC from FY 2015-16 to FY 2019-20, and the 15th FC, 2020-21 onwards. FY 2009-10 was the last year of the 12th FC.

In the 14th FC period (FY 2015-16 to FY 2019-20), the share of states jumped dramatically; it nearly doubled in three years. In FY 2019-20, the effect of cess and surcharges on devolution became visible. A slowdown in revenue and some adjustments to previous years' transfers reduced the states' share sharply.

The resultant share of states in FY 2022-23 is very close to the share they had received back in FY 2011-12, when the 13th FC was in operation.

The higher proportion of cess and surcharges has resulted in massive revenue in monetary terms. As we can see, non-divisible revenue now falls between ₹4 lakh crore and ₹5 lakh crore, compared to averaging at around ₹50,000 crore for a decade.

CESSES AND SURCHARGES HAVE INCREASED SUBSTANTIALLY SINCE 2017-18



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.





A COMPREHENSIVE LOOKBACK ON SOCIAL SECTOR SCHEMES

We analysed GoI scheme allocations for 19 schemes over time. This has been done in two ways: a) in nominal terms, or measured in terms of the prevailing actual prices at the time; and b) in real terms, or adjusting the allocations for changes in prices i.e. inflation. Data are from FY 2011-12 or when a given scheme began. Inflation base is as of 2012.

In nominal terms, allocations for every scheme have increased, except for the Pradhan Mantri Gram Sadak Yojana (PMGSY). In fact, allocations doubled for 10 schemes: Child Protection Services (CPS), Swachh Bharat Mission – Gramin (SBM-G), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), National Health Mission (NHM), Pradhan Mantri Awas Yojana – Gramin (PMAY-G), Pradhan Mantri Matru Vandana Yojana (PMMVY, erstwhile Indira Gandhi Matritva Sahyog Yojana), Pradhan Mantri Kisan Samman Nidhi (PM KISAN), Food Subsidy (FS), Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (AB-PMJAY), and the Jal Jeevan Mission (JJM). *Scheme descriptions are available in the annexure.*

However, the same is not the case when analysing allocations in real terms. Real allocations declined in 7 out of 19 selected schemes. These were: Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), the Integrated Child Development Services (ICDS), Mission Saksham Anganwadi and Poshan 2.0, PM POSHAN, PMGSY, and National Social Assistance Programme (NSAP).

Largely, the schemes that saw a big decrease in real terms are related to the provision of services. In fact, schemes that provide direct entitlements like houses (PMAY-G), toilets (SBM-G), maternity benefits (PMMVY), cash transfers (PM KISAN), and insurance (PMJAY) have been prioritised over time.

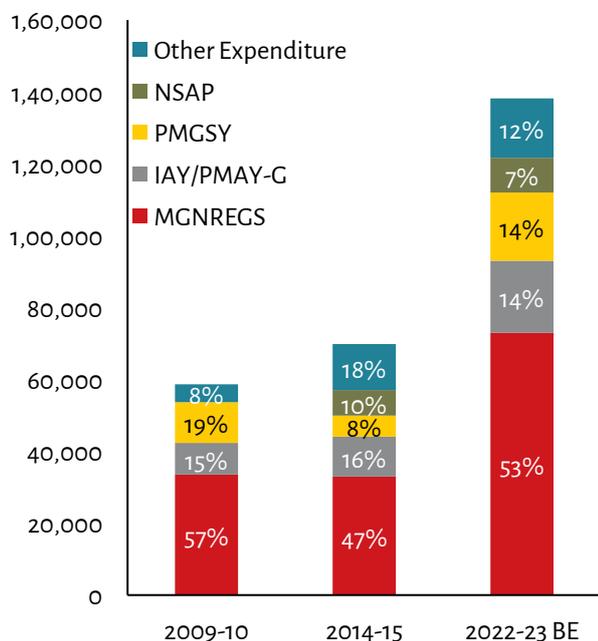
TABLE 1: NOMINAL AND REAL CHANGES IN ALLOCATIONS FOR 19 SCHEMES

SCHEME	TIME PERIOD	NOMINAL TERMS	REAL TERMS
SSA	2011-12 to 2018-19	23%	-18%
RMSA	2011-12 to 2018-19	36%	-9%
Samagra Shiksha	2018-19 to 2022-23	27%	2%
ICDS Core	2011-12 to 2020-21	11%	-34%
Mission Saksham Anganwadi and Poshan 2.0	2021-22 RE to 2022-23 BE	1%	-5%
PM POSHAN	2011-12 to 2022-23 BE	3%	-45%
CPS	2011-12 to 2020-21	378%	187%
TSC/NBA/SBM-G	2011-12 to 2022-23 BE	254%	126%
MGNREGS	2011-12 to 2022-23 BE	150%	34%
NHM	2011-12 to 2022-23 BE	122%	19%
PMGSY	2011-12 to 2022-23 BE	-2%	-47%
IAY/PMAY-G	2011-12 to 2022-23 BE	103%	9%
NSAP	2011-12 to 2022-23 BE	12%	-20%
IGMSY/PMMVY	2011-12 to 2020-21	284%	131%
PM KISAN	2018-19 to 2022-23 BE	5379%	4295%
Food Subsidy	2011-12 to 2022-23 BE	184%	52%
AB-PMJAY	2018-19 to 2022-23 BE	221%	157%
AB-HWCs	2018-19 to 2021-22 RE	30%	11%
NRDWP/NRDWM/JJM	2011-12 to 2022-23 BE	606%	279%

Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

Within major ministries, the share of scheme allocations has been studied over time. In most ministries or departments, the same scheme or schemes with the same objectives have remained priorities over time.

MINISTRY OF RURAL DEVELOPMENT (₹ CRORE)

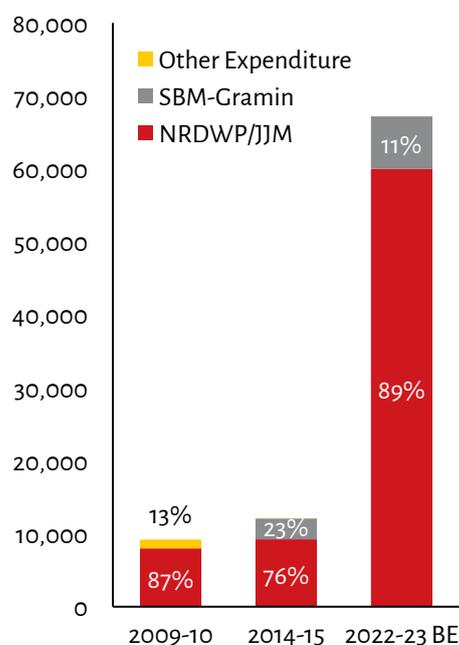


MGNREGS has been allocated the highest share in the Ministry of Rural Development (MoRD) in FY 2009-10 (57 per cent), FY 2014-15 (47 per cent), and FY 2022-23 BEs (53 per cent). The share for PMAY-G has stayed similar (14-16 per cent), while allocations for PMGSY have fluctuated. The share of NSAP, however, has fallen from 10 per cent in FY 2014-15 to 7 per cent in FY 2022-23 BEs.

Note: NSAP was not a part of the Ministry of Rural Development in FY 2009-10 and thus has not been included for that year.

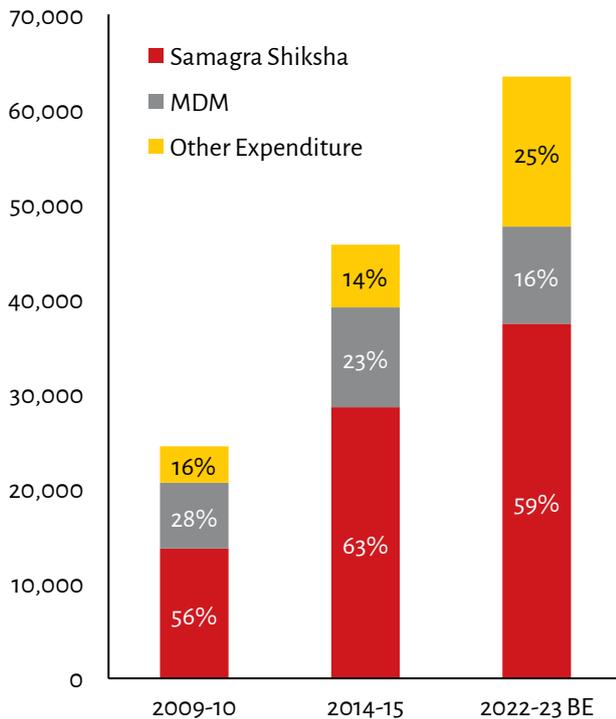
DEPARTMENT OF DRINKING WATER SUPPLY (₹ CRORE)

Similarly, JJM's share of allocations in the Department of Drinking Water and Sanitation has remained high. This figure stood at 87 per cent in FY 2009-10, 76 per cent in FY 2014-15, and 89 per cent in FY 2022-23 BEs. JJM's share was lower in FY 2014-15 due to the push for building toilets under SBM-G whose share was 23 per cent in that year. SBM-G's share has since declined, and stood at 11 per cent in FY 2022-23 BEs.



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

DEPARTMENT OF SCHOOL EDUCATION AND LITERACY (₹ CRORE)

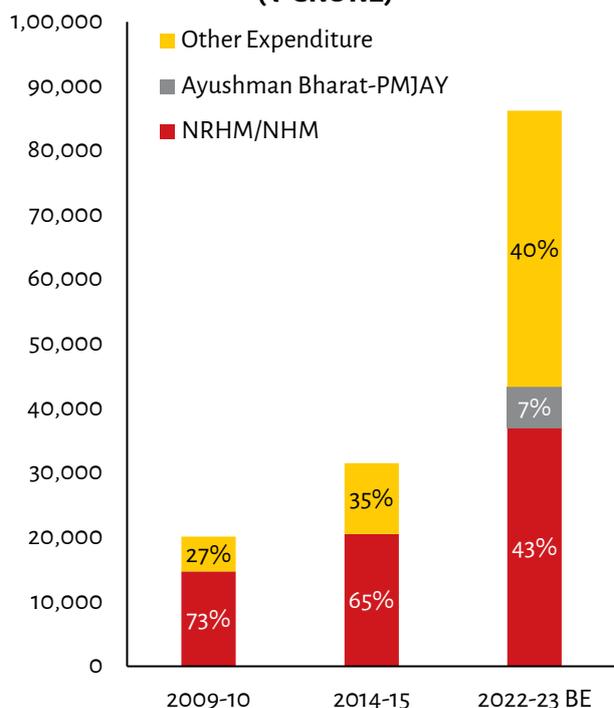


Within the Department of School Education and Literacy (DoSEL), schemes that provide schooling have had the highest share. These were SSA in FY 2009-10 and FY 2014-15, and Samagra Shiksha (formed by combining SSA, RMSA, and Teacher Education) in FY 2022-23 BEs. PM POSHAN's (erstwhile Mid-Day Meal Scheme) share has declined over time from 28 per cent in FY 2009-10 to 16 per cent in FY 2022-23 BEs. Meanwhile, other expenditures have increased which are mainly funds to autonomous bodies like Kendriya Vidyalayas.

Note: For FY 2009-10 and FY 2014-15, the three schemes that were eventually combined to form Samagra Shiksha (i.e. SSA, RMSA, and Teacher Education) are shown together.

However, in some cases, the share of allocations for the major scheme of the Ministry has changed. For instance, the share of NHM allocations within the Ministry of Health and Family Welfare (MoHFW) have declined from 73 per cent in FY 2009-10, to 65 per cent in FY 2014-15, and 43 per cent in FY 2022-23 BEs. Other expenditures in the Ministry has increased, including for the Pradhan Mantri Swasthya Suraksha Yojana, funds for autonomous bodies like the All India Institute of Medical Sciences (AIIMS), and other Centrally Sponsored Schemes (CSSs) like Ayushman Bharat.

MINISTRY OF HEALTH AND FAMILY WELFARE (₹ CRORE)



Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.



OUTPUTS AND OUTCOMES

An analysis of the trends in scheme progress based on government available output and outcome data finds an upward trend, overall, barring employment. Analysis has been done for health, education, employment, and infrastructure.

HEALTH

Total Fertility Rate (TFR) is the average number of children born to a woman in her lifetime. TFR of 2.1 is considered as the replacement level fertility rate at which population stability is achieved (i.e. population replaces itself). The National Population Policy, 2000 had sought to achieve replacement level fertility by the year 2010.

As per the National Family Health Survey (NFHS), TFR decreased from 2.7 in 2005-06 (NFHS-3), to 2.2 in 2015-16 (NFHS-4), to 2 in 2019-21 (NFHS-5) thereby achieving its target number.

The country has seen significant improvements in institutional births during this period from 39 per cent (2005-06) to 89 per cent (2019-21). A large proportion of the increase in institutional delivery has come from public facilities, having increased from 18 per cent in 2005-06 to 62 per cent in 2019-21.

This demonstrates that public systems are delivering improved services, which has resulted in a decrease in Maternal Mortality Rate (MMR)² from 212 in 2007-09 to 103 in 2017-19. A similar trend has been observed for Infant Mortality Rate (IMR), Under-five mortality rate (U5MR)³, and Neonatal mortality rate (NNMR)⁴.

TABLE 2: HEALTH INDICATORS HAVE IMPROVED OVER TIME

HEALTH INDICATORS	NFHS-3 (2005-06)	NFHS-4 (2015-16)	NFHS-5 (2019-21)
Institutional births (in percentage)	39	79	89
Institutional births in public facility (in percentage)	18	52	62
Total fertility rate (children per woman)	2.7	2.2	2
Infant mortality rate (IMR)	57	41	35
Under-five mortality rate (U5MR)	74	50	42
Neonatal mortality rate (NNMR)	39	30	25

Source: NFHS-3 (2005-06), NFHS-4 (2015-16), NFHS-5 (2019-21). Available online at: <http://rchiips.org/nfhs/index.shtml>.

2. MMR is the number of maternal deaths per 1,00,000 live births due to pregnancy and childbirth.

3. U5MR refers to the probability a newborn would die before reaching exactly 5 years of age, expressed per 1,000 live births.

4. NNMR is the probability of dying during the first 28 days of life, expressed per 1,000 live births.

EDUCATION

A measure of progress made in public school education is the change in Net Enrolment Rate (NER). The NER indicates the number of children of official school age who are enrolled in that school-level as a percentage of the total children of the official school age population.

At the secondary level (Grades 9 and 10), the NER has consistently increased from 44 per cent in FY 2012-13 to 48 per cent in FY 2021-22. Contrary to the NER in 2021-22, the Gross Enrolment Ratio (GER) in the same year stood at 80 per cent. This implies that a high proportion of students enrolled in secondary level are enrolled in a learning grade that is different to their age.

The period has also seen significant improvements in school infrastructure in government and government-aided schools such as that of toilets, drinking water connections and computer equipment. The percentage of schools with functional toilets has seen a drastic increase from 68 per cent in FY 2012-13 to 96 per cent in FY 2021-22. Similarly, the percentage of schools with functional drinking water rose from 79 per cent in FY 2012-13 to 96 per cent in FY 2021-22.

**TABLE 3: NER AT SECONDARY AND HIGHER SECONDARY LEVELS
LOWER THAN ELEMENTARY LEVELS**

EDUCATION INDICATORS	2012-2013	2014-15	2021-22
NER: Elementary Level (Grades 1 to 8)	90	91	91
NER: Secondary Level (Grades 9 and 10)	44	47	48
NER: Higher Secondary Level (Grades 11 and 12)	25	29	34
Percentage of government and government-aided schools with functional toilets	68	88	96
Percentage of government and government-aided schools with functional drinking water	79	84	96
Percentage of government and government-aided schools with computer	17	20	40

Source: Unified District Information System for Education Plus (UDISE+). Available online at: <https://udiseplus.gov.in/#/home>.

EMPLOYMENT

As per the Periodic Labour Force Survey (PLFS), in 2020-21, the labour force participation rate (LFPR)⁵ in usual status⁶ (principal status⁷ and subsidiary status⁸) for persons of age 15 years and above in India was 54.9 per cent.

In the past 15 years, unemployment in India has significantly increased. Consolidated data from NSSO Employment and Unemployment Survey Reports, NITI Aayog, Periodic Labour Force Survey (PLFS), and NSO, reveal that urban unemployment has consistently been more than rural unemployment in this time period.

From 2009-10 to 2011-12, the urban and rural unemployment was stable, but this shot up drastically between 2011-12 and 2018-19.

5. LFPR is the percentage of the population that is either working (employed) or seeking work (unemployed).

6. The activity a person engages in during the reference period of 365 days preceding the date of survey is the usual activity status.

7. The activity status on which a person spent relatively long time during the 365 days preceding the date of survey is considered the usual principal activity status of the person.

8. People might have also pursued, in addition to their usual principal status, some economic activity for 30 days or more during the reference period of 365 days preceding the date of survey. This is the subsidiary economic activity status of the person.

Rural unemployment increased to 50 per thousand people in 2018-19 from 17 per thousand people in 2011-12, whereas urban unemployment increased to 77 per thousand people in 2018-19 from 34 per thousand people in 2011-12.

Segregated by gender and area, women faced more unemployment in both rural and urban areas. In 2018-19, women in urban areas faced the highest unemployment (99 per thousand people). While unemployment faced by urban women decreased from 2009-10 (57 per thousand people) to 2011-12 (52 per thousand people), unemployment by men in both urban and rural areas and women in rural areas increased in the same period.

TABLE 4: UNEMPLOYMENT HAS INCREASED OVER TIME

UNEMPLOYMENT (USUAL STATUS)	2009-10	2011-12	2018-19
Rural India unemployment (per thousand people)	16	17	50
Urban India unemployment (per thousand people)	34	34	77
Rural men unemployment (per thousand people)	16	17	56
Rural women unemployment (per thousand people)	16	17	35
Urban men unemployment (per thousand people)	28	30	71
Urban women unemployment (per thousand people)	57	52	99

Source: RBI Data, 2020. Available online at: <https://rbi.org.in>.

INFRASTRUCTURE

In the past 15 years, various schemes have been started and revamped to improve the state of social infrastructure in India. Particular focus has been on constructing roads, individual household latrines, *pucca* houses, and provisioning of piped water supply.

Under PMGSY, roads completed have increased from 2.9 lakh kms in FY 2010-11 to 7.3 lakh kms in FY 2022-23. Similarly, the number of individual household latrines have increased from 122.4 lakh under Nirmal Bharat Abhiyan in FY 2010-11 to 1,560.6 lakh in FY 2022-23, under SBM-G.

The number of houses constructed in rural India also shot up from 11.9 lakh under Indira Awaas Yojana in FY 2014-15, to 32.3 lakh under PMAY-G in FY 2022-23. The number of households having piped water supply also increased from 219 lakh in FY 2014-15 under NRDWP to 930.4 lakh in FY 2022-23 under JJM.

TABLE 5: INFRASTRUCTURE INDICATORS HAVE IMPROVED OVER TIME

INDICATOR (IN LAKH)	2010-11	2014-15	2022-23
Roads completed (kms)	2.9	-	122.4
Individual households latrines constructed in rural India	7.3	-	1506.6
Total houses constructed	-	11.9	32.3
Households with piped water supply	-	219.0	930.4

Source: Scheme Management Information Systems.



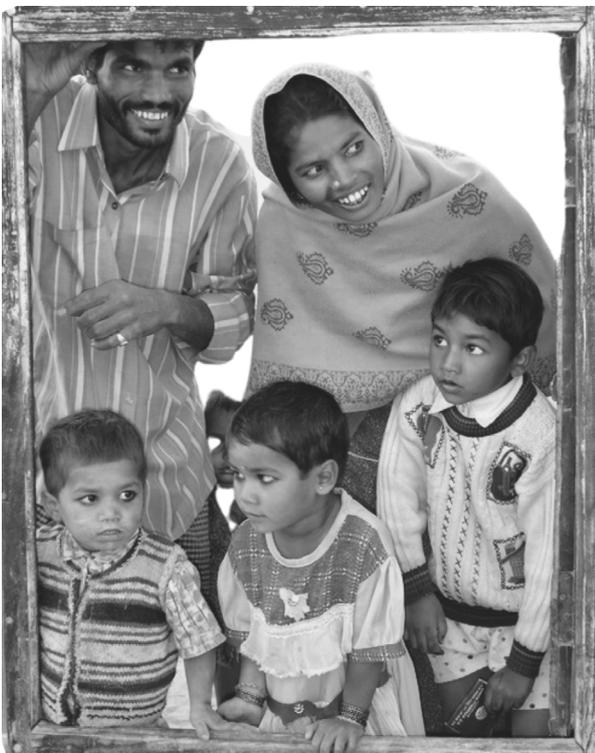
WELFARE SCHEME MONITORING AND TRANSPARENCY

The Right to Information Act, 2005 under Section 4(1)(b) calls for the proactive disclosure of information including budgets allocated, plans, proposed expenditures, reports of disbursements made and details of citizens availing the programmes. Over the last 15 years, we have seen significant transitions in government Management Information Systems (MISs). The improvements in technology has led to the creation of several dynamic dashboards, providing real time information on key indicators, but pertinent challenges remain. This section provides a snapshot of some of the changes with respect to the availability of financial data across some schemes.



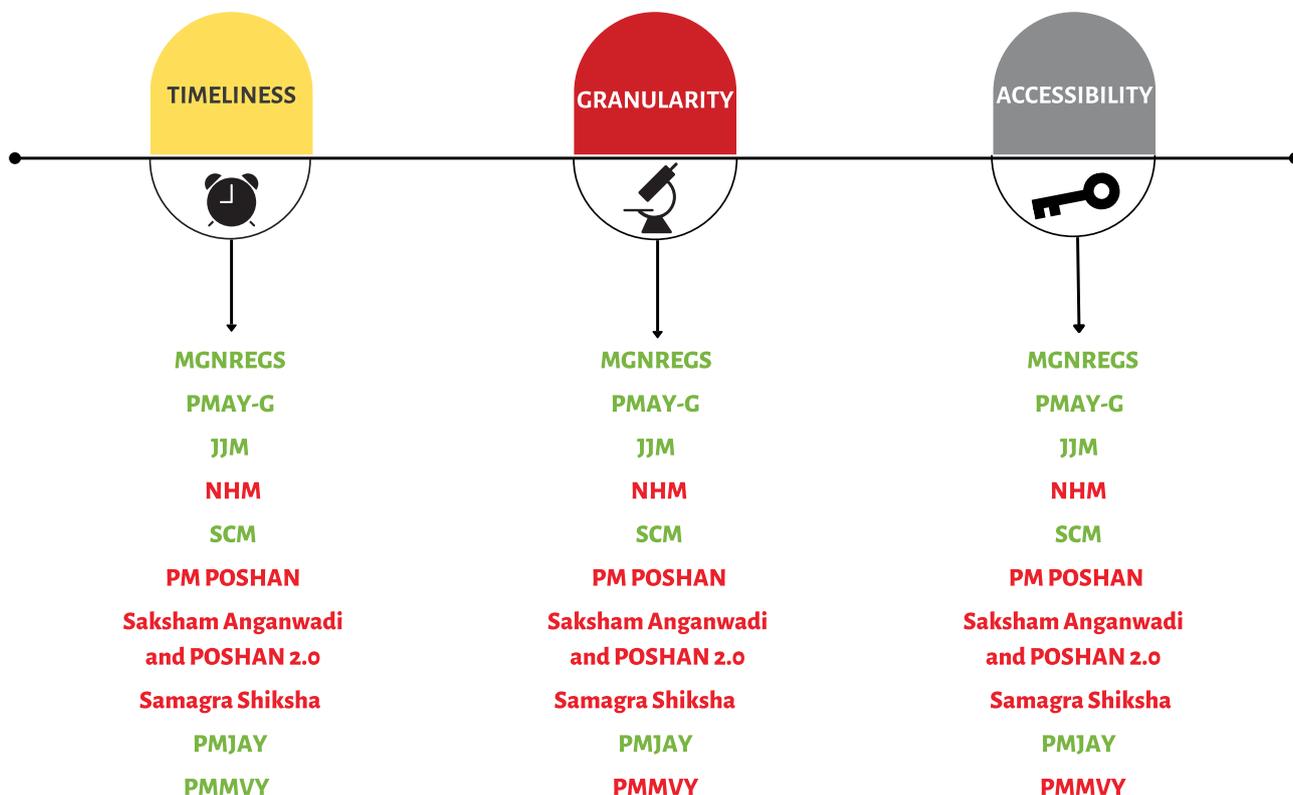
DID YOU KNOW?

- The Union Budget has become more accessible since FY 2017-18. Information on Centrally Sponsored Schemes (CSSs) is now also available in a separate sheet in a downloadable Excel format.
- In FY 2009-10, SSA used to provide downloadable Excel sheets on financial information including state-wise allocations, releases (both GoI and state shares), component-wise approved budgets, utilisation, and funds available. These were subsequently removed a few years later.
- For only one year, i.e. FY 2016-17, NHM had Excel downloadable information on Financial Management Reports (FMRs) which have line item wise budgets approved, funds available, and utilisation.



- While states are meant to contribute their share for CSSs, and the same impacts utilisation, most schemes do not report on state share releases. This makes comparability of expenditure against releases difficult. An exception is the new PMMVY dashboard, which has cumulative information on GoI and state state released, funds available, and utilised.
- With the restructuring of the ICDS into Saksham Anganwadi and Poshan 2.0, the Annual Project Implementation Plans (APIPs) which provided activity-wise allocations and expenditures are no longer available as of FY 2022-23. Sanction orders as well are missing, but were available for the erstwhile ICDS till FY 2021-22.
- With the restructuring of the MDM into PM POSHAN, the Annual Work Plan and Budgets which had activity-wise allocations and expenditures are no longer available in downloadable Excel format as of FY 2022-23.
- A handful of dynamic MISs no longer allow for trends over time. For instance, the AB-PMJAY dashboard has a lot more information than previously. The same, however, is not available by financial year, precluding analysis of analysis of trends over time. The same is true for PMMVY.

Timeliness, granularity and accessibility are three measures of unpacking how efficient an open data MIS is. An MIS is considered timely if it publishes data in real-time. Further, granularity helps us understand the disaggregation of the data across different tiers of the government. Lastly, accessibility helps us understand whether the data can be accessed offline through downloads in convenient formats such as PDF or Excel files. In the visual below, we have characterised the MIS of various schemes as red if the scheme performs poorly on the three metrics mentioned above and green if it performs well.



MGNREGS has been a frontrunner when it comes to publicly available disaggregated, real-time data on their portal since FY 2009-10. The portal provides detailed information right from FY 2014-15 at the Gram Panchayat – and at times – at the worker level on payments and financial progress, work progress, physical progress, work demand patterns, social audit, among others. Schemes such as MGNREGS follow detailed guidelines and rules that support collecting and disclosing data on different aspects.

Some recent flagship schemes also follow suit. For example, PMAY-G and PMJAY provide open data on various Key Performance Indicators (KPIs) such as state-wise allocations and approved budgets, release of Gol share of funds and component-wise allocations within the schemes. These schemes have observed an increase in information that is proactively disclosed on the MIS in FY 2022-23. The data published are convenient to use as they come with graphic representations at different levels of disaggregation. These platforms allow for customised analysis by integrating various data sources. MGNREGS, PMAY-G and JJM also provide an index of all data that are available on the platform.

In addition to KPIs, JJM also publishes information on sub-missions such as providing Piped Water Supply (PWS) in schools and Anganwadi Centres or the recent uptake of monitoring scheme progress using technology driven by Internet of Things (IoT). However, despite these additions, information on JJM is only provided for Gol releases and expenditures and information on state shares remain unavailable.

ANNEXURES

TABLE 1: SCHEME ALLOCATIONS IN NOMINAL TERMS (2011-12 AEs TO 2022-23 BEs, IN ₹ CRORE)

YEAR	SSA	RMSA	SS	ICDS	SA&Pz	PM POSHAN	CPS	SBM-G	MGNRE CS	NHM	PMCSY	PMAY-G	NSAP	PMMVY	PM KISAN	Food Subsidy	PMJAY	HWC	JJM
2011-12 AE	20,841	2,500		14,266		9,891	177	1,500	29,213	16,658	19,342	9,872	6,590	290		72,822			8,493
2012-13 AE	23,873	3,172		15,704		10,849	258	2,474	30,274	18,047	8,884	7,869	7,882	82		85,000			10,490
2013-14 AE	24,802	2,679		16,254		10,918	266	2,244	32,993	18,634	9,805	12,982	9,111	232		92,000			9,691
2014-15 AE	24,097	3,398		16,581		10,523	446	2,841	32,977	20,499	5,868	11,106	7,087	343		117,671			9,243
2015-16 AE	21,661	3,563		15,433		9,145	497	6,703	37,341	19,882	18,290	10,116	8,616	233		139,419			4,370
2016-17 AE	21,685	3,698		14,433		9,475	577	10,484	48,215	22,454	17,923	16,071	8,854	75		110,173			5,980
2017-18 AE	23,484	4,033		15,155		9,092	638	16,888	55,166	31,521	16,862	22,572	8,694	2,048		100,282			7,038
2018-19 AE	25,616	3,399	29,389	16,815		9,514	916	12,913	61,815	31,045	15,414	19,307	8,418	1,055	1,241	101,327	1,998	1,192	5,484
2019-20 AE			32,377	16,894		9,699	866	8,213	71,687	34,660	14,017	18,116	8,692	2,239	48,714	108,688	3,200	1,598	10,030
2020-21 AE			27,835	15,784		12,878	847	4,945	111,170	37,080	13,688	19,269	42,443	1,112	60,990	541,330	2,681	1,347	10,998
2021-22 RE			30,000		20,000	10,234		6,000	98,000	34,446	14,000	20,390	8,730		67,500	286,469	3,199	1,550	45,011
2022-23 BE			37,383		20,263	10,234		7,192	73,000	36,960	19,000	20,000	9,652		68,000	206,831	6,412		60,000

Note: SA &Pz: Mission Saksham Anganwadi and Poshan 2.0.

TABLE 2: SCHEME ALLOCATIONS IN REAL TERMS (2011-12 AEs TO 2022-23 BEs, IN ₹ CRORE)

YEAR	SSA	RMSA	SS	ICDS	SA&P2	PM POSHAN	CPS	SBM-G	MGN-RECS	NHM	PMGSY	PMAY-G	NSAP	PMMVY	PM KISAN	Food Subsidy	PMJAY	HWC	JJM
2011-12 AE	22,341	2,680		15,292		10,602	190	1,608	31,314	17,857	20,734	10,582	7,064	311		78,060			9,104
2012-13 AE	23,253	3,089		15,296		10,567	252	2,409	29,487	17,578	8,654	7,664	7,677	80		82,792			10,217
2013-14 AE	22,105	2,388		14,487		9,731	237	2,000	29,405	16,608	8,739	11,570	8,120	207		81,996			8,638
2014-15 AE	20,275	2,859		13,951		8,854	375	2,390	27,746	17,248	4,937	9,344	5,963	289		99,008			7,777
2015-16 AE	17,373	2,858		12,378		7,334	398	5,376	29,948	15,946	14,669	8,114	6,911	187		111,819			3,505
2016-17 AE	16,639	2,837		11,075		7,271	443	8,045	36,996	17,230	13,752	12,331	6,794	58		84,537			4,589
2017-18 AE	17,395	2,988		11,226		6,735	472	12,510	40,864	23,349	12,490	16,720	6,440	1,517		74,283			5,213
2018-19 AE	18,348	2,435	21,051	12,044		6,815	656	9,249	44,278	22,237	11,041	13,830	6,030	756	889	72,579	1,431	853	3,928
2019-20 AE			22,136	11,550		6,631	592	5,615	49,011	23,696	9,583	12,386	5,943	1,531	33,305	74,308	2,188	1,093	6,857
2020-21 AE			17,925	10,165		8,293	545	3,184	71,591	23,879	8,815	12,409	27,333	716	39,277	348,608	1,726	868	7,083
2021-22 RE			18,311		12,207	6,246		3,662	59,817	21,025	8,545	12,445	5,329		41,200	174,854	1,953	946	27,474
2022-23 BE			21,480		11,643	5,880		4,133	41,946	21,237	10,917	11,492	5,546		39,073	118,846	3,684		34,476

Note: SA & P2: Mission Saksham Anganwadi and Poshan 2.0

TABLE 3: SCHEME EXPENDITURE AS A SHARE OF TOTAL GOI CSS EXPENDITURE

SCHEME	2015-16	SCHEME	2020-21	SCHEME	2022-23 BES
MGNREGS	18	MGNREGS	29	MGNREGS	16
NEM	13	NSAP	11	JJM	14
NHM	10	PMAY	10	PMAY	11
PMGSY	9	NHM	10	NEM	9
ICDS	8	NEM	7	NHM	9
PMAY	6	ICDS	5	Saksham Anganwadi and Poshan 2.0	5
Green Revolution	5	PMGSY	4	PMGSY	4
MDM/PM-POSHAN	4	MDM/PM POSHAN	3	NLM-Ajeevika	3
NSAP	4	JJM	3	AMRUT and SCM	3

Source: Union Expenditure Budget, FY 2011-12 to FY 2022-23. Available online at: <https://www.indiabudget.gov.in/>.

Note: (1) National Education Mission (NEM) comprises of all education-related schemes under MoE, including Samagra Shiksha, Teachers Training and Adult Education, and Rashtriya Uchhatar Shiksha Abhiyan (RUSA). (2) Green Revolution is an umbrella scheme which includes both Central Sector as well as Centrally Sponsored Schemes. There are 12 umbrella scheme or missions under this umbrella scheme. These schemes aim at the development of agriculture and allied sectors in a holistic and scientific manner to increase the income of farmers by enhancing production, productivity, and better returns on produce.

ABOUT THE SCHEMES

- Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (AB-PMJAY) is a health insurance scheme aimed at providing access to quality inpatient secondary and tertiary care to poor and vulnerable families, and reducing catastrophic out-of-pocket expenditures arising out of serious health episodes. The scheme expands the previous Rashtriya Swasthya Bima Yojana (RSBY).
- Child Protection Services (CPS), earlier known as the Integrated Child Protection Scheme (ICPS), aims at providing preventive and protective care and rehabilitation services to any child in a vulnerable situation that may lead to abuse, neglect, exploitation, abandonment and separation from families. The scheme included both children in conflict with law, and those who come in contact with law either as a victim or as a witness, as defined under the Juvenile Justice (Care and Protection of Children) Act. The scheme was launched in 2009 and restructured into Mission Vatsalya as per Union Budget 2022-23.
- Food Subsidy is provided by the Government of India (GoI) for the supply and distribution of foodgrains and other essential commodities. With the passing of the National Food Security Act (NFSA) in 2013, nutritional security became a right. Under the Act, adequate quantities of quality food at affordable prices are to be provided to two-thirds of India's population.
- Integrated Child Development Services (ICDS) is GoI's flagship programme aimed at providing basic education, health, and nutrition services for early childhood development. The scheme was launched in 1975 and reconstituted into Saksham Anganwadi and Poshan 2.0 in FY 2021-22.
- Jal Jeevan Mission is GoI's rural drinking water programme to provide functional tap connections to every household for drinking, cooking, and other domestic needs on a sustainable basis by 2024. It subsumes the National Rural Drinking Water Programme (NRDWP).
- Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is GoI's flagship rural employment programme which aims to provide at least 100 days of guaranteed wage employment based on demand. The scheme was launched in 2006 and is the largest scheme of the Ministry of Rural Development (MoRD).
- Mission Saksham Anganwadi and Poshan 2.0 was launched in FY 2021-22 after restructuring ICDS, POSHAN Abhiyaan, and the Scheme for Adolescent Girls. The scheme aims to redress some of the challenges identified with the existing schemes and converge nutrition-related initiatives of the Ministry of Women and Child Development (MWCD).
- National Health Mission (NHM) is GoI's flagship scheme to achieve universal access to quality healthcare by strengthening health systems, institutions, and capabilities. It consists of two sub-missions: a) the National Rural Health Mission (NRHM), launched in 2005 to provide accessible, affordable, and quality healthcare in rural India; and b) the National Urban Health Mission (NUHM), a sub-mission launched in 2013 for urban health.
- National Social Assistance Programme (NSAP) was launched in 1995 with the objective of supporting minimum needs of specific social groups such as the elderly, widows and disabled persons living in Below Poverty Line (BPL) households.
- Pradhan Mantri Awas Yojana - Gramin (PMAY-G) is GoI's flagship 'Housing for All' scheme. The scheme aims to provide monetary assistance for the construction of a *pucca* house with basic amenities to all rural houseless families and those living in dilapidated and kutcha houses. It was constituted after restructuring of Indira Awaas Yojana (IAY) in 2016.
- Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched in 2000 with an aim to provide all-weather road connectivity in rural areas. The scheme is being run by MoRD and envisages connecting all habitations with more than 500 residents in the plains, and more than 250 residents in hilly, tribal, and desert areas.

- Pradhan Mantri Kisan Samman Nidhi (PM KISAN) is Gol's income support scheme aimed at supplementing farmers' incomes to enable them to take care of expenses related to agriculture and allied activities as well as domestic needs. It provides an annual cash transfer of ₹6,000 to all landholding farmers through Direct Benefits Transfer (DBT) mode into their bank accounts.
- Pradhan Mantri Matru Vandana Yojana (PMMJY) is a maternity benefit scheme providing conditional cash transfers to pregnant women and lactating mothers for the first live birth. The scheme has evolved over a period of time with the launch of the Indira Gandhi Matritva Sahyog Yojana (IGMSY) in 2010.
- Pradhan Mantri Poshan Shakti Nirman (PM POSHAN), previously known as the National Programme of Mid-Day Meals in School (MDM), aims to provide one hot cooked meal in government and government-aided schools from FY 2021-22 to FY 2025-26. The scheme has the dual objective of addressing hunger and improving the nutritional status of eligible children as well as encouraging poor children belonging to disadvantaged sections to attend school more regularly and help them concentrate on classroom activities.
- Rashtriya Madhyamik Shiksha Abhiyan (RMSA) was Gol's flagship secondary education programme. The scheme was launched in March 2009 with the objective of augmenting access and quality of secondary education. It was integrated into Samagra Shiksha in FY 2018-19 along with Sarva Shiksha Abhiyan and Teacher Education.
- Sarva Shiksha Abhiyan (SSA) was Gol's flagship elementary education programme. Launched in 2001, it aimed to provide universal education to children between the ages of 6 to 14 years. It was integrated into Samagra Shiksha.
- Swachh Bharat Mission – Gramin (SBM-G) is Gol's flagship rural sanitation programme run by the Ministry of Jal Shakti (MJS). It is a community-led programme whose first phase aimed at providing access to sanitation facilities and eradicating the practice of open defecation by 2 October 2019. SBM-G Phase II aims to achieve ODF-Plus (Open Defecation Free - Plus) status for ODF villages.

Note: Descriptions sourced from scheme guidelines.



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