

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 to 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 allocations and expenditures
- Expenditure performance across key SSA activities
- New learning initiatives under SSA
- Outputs and outcomes

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 2013-14.

HIGHLIGHTS

₹32,917^{cr}

GOI allocations for elementary education in FY 2015-16 ₹22,000^{cr}

GOI allocations for SSA in FY 2015-16

81%

of SSA allocations spent in FY 2013-14

SUMMARY & 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 crore in FY 2009-10 to ₹69,982 crore in FY 2012-13. Since FY 2013-14, however, the total approved budget has been reducing. In FY 2014-15, ₹54,925 crore were approved under SSA, a drop of 22% from FY 2012-13.
- There are differences between allocations proposed by states and those approved by GOI. In FY 2013-14, only 51% of the proposed budget was approved. This improved marginally to 58% in FY 2014-15.
- Padhe Bharat Badhe Bharat (PBBB) is a new initiative introduced by GOI in 2014 to improve comprehension and learning ability of children in Classes 1 and 2. With

- the launch of PBBB, investments in learning increased in Gujarat from 12% in FY 2012-13 to 21% in FY 2014-15.
- ❖ Despite 5 years of RTE, compliance with infrastructure norms has been slow, particularly for provisions such as girls' toilets, playground and construction of boundary walls. However, the number of classrooms in relation to students enrolled has increased from 32 in FY 2009-10 to 28 in FY 2013-14.
- ❖ Compliance with RTE related norms doesn't always lead to better learning outcomes. For instance, Kerala, which is ranked 1 in learning as per the National Achievement Survey for Class 8, is ranked 14 on the Educational Development Index (EDI).



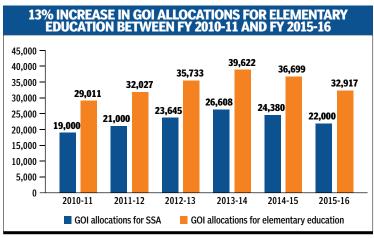


TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

- ❖ Allocations: Between FY 2010-11 and FY 2015-16, GOI allocations for elementary education increased by 13 percent from ₹29,011 crore in FY 2010-11 to ₹32,917 crore in FY 2015-16. Elementary education accounted for 48 percent of the total budget for the Ministry of Human Resource Development (MoHRD) in FY 2015-16.
- The Sarva Shiksha Abhiyan (SSA) is the largest scheme run by MoHRD. It accounts for 67 percent of the total elementary education budget. In FY 2015-16, GOI allocated ₹22,000 crore to SSA. This is a 10 percent decrease from the previous financial year.
- GOI's allocations for SSA are primarily funded by a 2 percent education cess, called the Prarambhik Shiksha Kosh (PSK). PSK is a tax-ontax paid by the public. In FY 2010-11, 50 percent of funds for SSA came from the PSK. In FY 2015-16, this increased to 81 percent..
- SSA allocations are based on an Annual Work Plan and Budgets (AWP&B) submitted by state governments. These plans are meant to be an aggregation of school-level plans. State level 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) Act, the total SSA approved budget or AWP&B (including Kasturba Gandhi Balika Vidyalaya [KGBV], the National Programme for Education of Girls at the Elementary Level [NPEGEL] and state shares) increased by 53 percent from ₹45,676 crore in FY 2010-11 to ₹69,982 crore in FY 2012-13. However, since FY 2013-14, the approved budget has been reducing. In FY 2014-15, ₹54,925 crore was approved under SSA, a drop of 22 percent from FY 2012-13.
- There is a mismatch between approved budgets and total GOI allocations for SSA. In FY 2012-13, GOI approved state AWP&Bs amounting to

₹22,000 cr

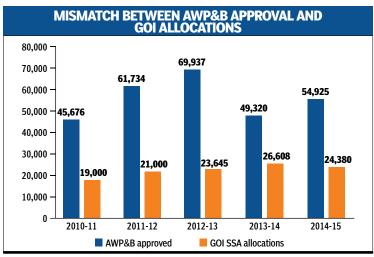
GOI allocations to SSA in FY 2015-16. This is a 10% decrease from the previous financial year



Source: Union Expenditure Budget, Vol.2, FY 2010-11 to FY 2015-16. Available online at: www.indiabudget.nic.in Last accessed on February 28, 2015 **Note:** All figures are in crore of rupees and include north-east component. Figures up to FY 2014-15 are revised estimates. For FY 2015-16, it is budgeted estimates

₹54,925cr

was approved under SSA, a drop of 22 percent from FY 2012-13



Source: GOI allocations taken from Union Expenditure Budget, Vol. 2, FY 2010-11 to FY 2015-16. Available online at: 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 Last accessed on February 15, 2015 **Note:** Total SSA AWP&B includes NPEGEL, KGBV and state shares. All figures are in crore of rupees and include north-east component

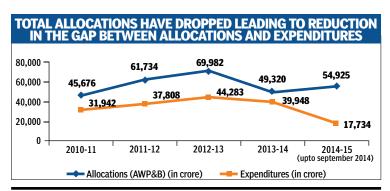


₹69,982 crore. However, GOI allocations stood at ₹23,645 crore. This amounts to only 34 percent of total approvals. The gap reduced marginally in FY 2014-15, when plans worth ₹54,925 were approved. GOI allocated 44 percent of the total approved budget.

- Per-student SSA allocations: Per-student SSA allocations (including GOI and state share) are calculated by dividing the total allocations by the number of children enrolled in government schools. In FY 2010-11, per-student SSA allocations (excluding UTs) stood at ₹3,511. This increased nearly 2-fold to ₹5,596 in FY 2012-13. In FY 2014-15, per-student allocations (using enrolment numbers for 2013) dropped to ₹4,503.
- ❖ Fund release: Till FY 2013-14, funds for SSA were released directly by GOI and state governments to autonomous implementing bodies known as State Implementation Societies (SIS). In FY 2014-15, a new fund flow mechanism has been introduced. Under this system, GOI allocations are first released to the state treasury. The money is then routed by the state education department to the SIS.
- There are gaps between GOI allocations and the release of funds. In FY 2010–11, GOI released 102 percent of its share. In FY 2013-14, this dropped to 93 percent of the total allocations. In FY 2014-15, GOI had released 43 percent of the total allocations (budget estimates) by September 2014 halfway through the financial year.

In FY 2014-15, per-student allocations (using enrolment numbers for 2013) was





Source: Joint Review Mission reports. Available online at: http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1 Last accessed on February 9, 2015
Note: All figures in crore of rupees. Figures include KGBV and NPEGEL allocations and expenditures

- Expenditure performance: The gap between expenditure and allocations has decreased. However, this is largely due to the reduction in allocations rather than significant improvements in state-level absorption capacity.
- In FY 2010–11, 70 percent of total allocations were spent. This dropped to 63 percent in FY 2012–13 and increased to 81 percent in FY 2013-14. In FY 2014-15, by September 2014, 32 percent of total SSA allocations had been spent.

TRENDS IN ALLOCATIONS AND EXPENDITURES AT THE STATE LEVEL

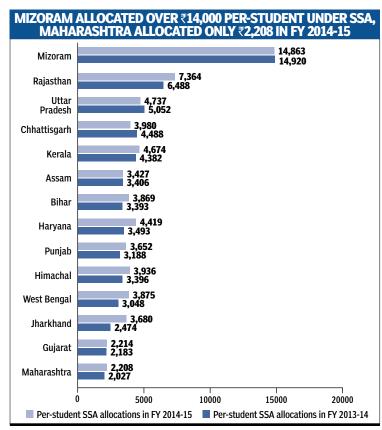
- Per-student allocations: Per-student SSA allocations vary across states.
- Per-student allocations for Rajasthan increased from ₹6,488 in FY 2013–14 to ₹7,364 in FY 2014-15. Per-student allocations increased by 49 percent in Jharkhand in the same period.
- In contrast, per-student allocations for Chhattisgarh dropped from ₹4,488 in FY 2013-14 to ₹3,980 in FY 2014-15.
- In FY 2014-15, Mizoram had among the highest per-student allocations at over ₹14,800. In contrast, Gujarat and Maharashtra had the lowest per-student allocations at ₹2,214 and ₹2,208 respectively.
- Releases: As mentioned, SSA funds are shared between GOI and states in a 65:35 ratio. Funds are released by GOI in 2 installments. The first installment is an ad-hoc grant released in April, the beginning of the financial year. The second



and last installment is released in September and is based on conditions such as utilisation certificates submitted by states and the corresponding release of state shares.

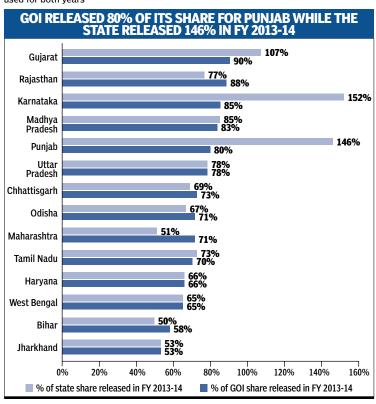
- There are differences in the quantum of funds released between the state and GOI.
- In FY 2013-14, GOI released 90 percent of its share in Gujarat while the state released more than its share (107 percent). In Rajasthan, GOI released 88 percent of its share, while the state released 77 percent of its share.
- In contrast, in Jharkhand and West Bengal, both GOI and states released the same proportion of funds — 53 percent and 65 percent, respectively.
- ❖ Expenditure performance: There have been improvements in the proportion of funds spent out of total funds available (opening balance and releases) from 90 percent in FY 2010-11 to 92 percent in FY 2012-13. In FY 2013-14, however, there was a 7 percent drop in expenditure when compared to the previous financial year.
- There are wide variations in expenditure across states.
- In FY 2013-14, Tamil Nadu improved its expenditure performance from 87 percent in FY 2012-13 to 96 percent in FY 2013-14.
- In contrast, expenditure performance in Karnataka and Punjab was significantly better in FY 2012-13. In FY 2012-13 both states spent over 97 percent of the funds available to them. This declined in FY 2013-14 to 57 percent and 73 percent, respectively.

850/0 expenditure out of total available funds in FY 2013-14



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 FY 2013-14. Available online at http://dise.in/src.htm Last accessed on February 15, 2015

Note: Includes allocations for KGBV and NPEGEL. Enrolment figures for 2013 have been used for both years



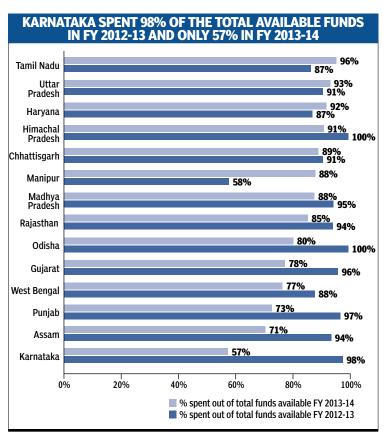
Source: SSA portal. Minutes of the 41st quarterly review meeting of State Finance Controllers, Annex B. Available online at: http://ssa.nic.in/financial-mgmt-docs/41st%20 QRM/Annex%20B.xlsx Last accessed on February 15, 2015

In FY 2014-15, Mizoram had among the highest perstudent allocations at over

₹14,800

while Maharashtra had the lowest per-student allocations at

₹2,208



Source: JRM reports. Available online at: http://www.ssa.nic.in/monitoring/joint-review-mission-ssa-1 Last accessed on February 15, 2015

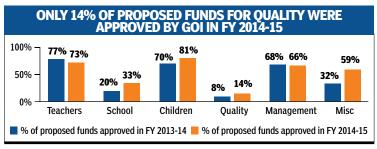
COMPONENT-WISE BREAK-UP OF ALLOCATIONS AND EXPENDITURES

❖ The SSA budget can be broadly classified into six categories: (i) Teachers: which include teacher salaries, teacher training and teacher learning materials or equipment; (ii) Schools, including infrastructure expenses such as construction of civil works and maintenance grants; (iii) Allocations that directly benefit children enrolled in school, such as transport allowance, uniform and textbooks and mainstreaming activities to get out-of school children back into school:

There are differences in allocations proposed by states and those approved by GOI

of the proposed budget was approved in FY 2014-15

- (iv) Quality: largely untied monies for activities to improve learning, such as the learning enhancement programme and innovation grants to districts; (v) Management: allocations related to administration and management activities and, (vi) Miscellaneous: allocations made to community training and mobilisation.
- There are differences in allocations proposed by states and those approved by GOI. In FY 2013-



Source: Calculated from SSA portal, Planning, Project Approval Board (PAB) minutes. Available online at: http://www.ssa.nic.in/page_portletlinks?foldername=planning Last accessed on February 15, 2015



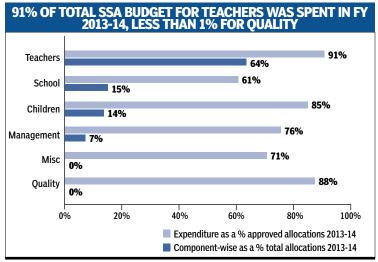
14, only **51** percent of the proposed budget was approved. This improved marginally to **58** percent in FY 2014-15.

- ❖ A close look at the gaps across components gives a sense of what activities are prioritised when there are budget cuts. The most significant difference between proposed and approved budgets was in the quality component. Only 8 percent of funds proposed under quality were approved in FY 2013-14. This increased to 14 percent in FY 2014-15. The gap was also high for school infrastructure. In FY 2013-14, only 20 percent of proposed funds were approved by GOI.
- In contrast, over 70 percent of funds proposed under the 'teachers' and 'children' head were approved in both financial years.
- Allocations and expenditure performance: In FY 2013-14, the teacher component accounted for 64 percent of the total SSA approved allocations and 91 percent of allocated funds were spent.

In contrast, schools accounted for **15** percent of approved allocations and only **61** percent was spent.

 $\operatorname{Only} 8\%$

of funds proposed under quality were approved in FY 2013-14



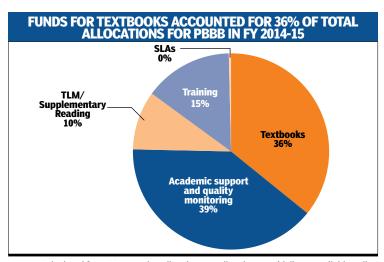
Source: Calculated from SSA portal, Planning, Project Approval Board (PAB) Minutes. Available online at: http://www.ssa.nic.in/page_portletlinks?foldername=planning Last accessed on February 15. 2015

INVESTMENTS IN LEARNING

- Padhe Bharat Badhe Bharat (PBBB): In 2014, GOI launched a new sub-scheme under SSA, focused on improving early learning, known as Padhe Bharat Badhe Bharat.
- The scheme has 2 stated objectives: (i) Early reading and comprehension to improve language development and, (ii) Early mathematics focussed on creating an interest in mathematics. For this purpose, a sum of ₹762.2 crore has been allocated to the states and the UTs.
- It is important to note that no separate allocations have been made under PBBB. Financing for the scheme is based on combining different line items, which were pre-existing in SSA.
- These line items include allocations for textbooks, teacher training, academic support and monitoring from block and cluster resource coordinators (BRCs and CRCs), learning

₹762.2^{cr}

has been allocated to the states and the UTs for Padhe Bharat Badhe Bharat in 2014



Source: Calculated from SSA Portal, Padhe Bharat Badhe Bharat guidelines. Available online at: http://ssa.nic.in/pabminutes-documents/Padhe%20Bharat%20Badhe%20Bharat.pdf Last accessed on February 15, 2015

enhancement programme, and monies under Research, Evaluation Management Systems (REMS), which includes allocations for conducting State Level Assessment Surveys (SLAS).

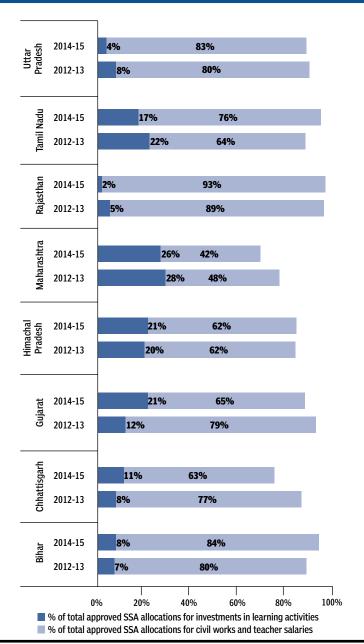
- ❖ In FY 2014-15, 39 percent of PBBB money was allocated for academic support and monitoring, followed by 36 percent for class 1 and 2 textbooks. Training accounted for 15 percent. Funds were also provided for conducting SLAS to determine the current level of learning among students in classes 1 and 2.
- ❖ In order to assess whether there has been a relative shift towards investments in learning after the launch of PBBB, we compare the proportion of money allocated across states for those specific line items that now make up the PBBB programme and those for civil works and teacher salaries. The comparison has been made for 2 years: FY 2012-13 (pre-PBBB) and FY 2014-15 (post-PBBB).
- There are wide variations in how much states allocate to learning activities. For instance, in FY 2014-15, 26 percent of total SSA budget in Maharashtra was for learning activities. In contrast, Rajasthan allocated only 2 percent.
- With the launch of PBBB, there have been some year-wise differences. For instance, in Gujarat investments in learning activities increased significantly from 12 percent in FY 2012-13 to 21 percent in FY 2014-15. Similarly, Chhattisgarh's investments in learning increased from 8 percent in FY 2012-13 to 11 percent in FY 2014-15.
- In contrast, Rajasthan witnessed a 3 percentage point decline between FY 2012-13 and FY 2014-15.
- As mentioned, another component of the PBBB scheme is SLAS, which conducts learning assessments for a sample of students in classes 1 and 2. Every state defines its own methodology and sample size. Money for SLAS is provided based on the number of students to be assessed by each state.
- ❖ In FY 2014-15, Madhya Pradesh received an

allocation of ₹354 lakh for conducting SLAS, while Bihar received ₹114 lakh. Smaller states such as Himachal Pradesh received ₹5 lakh.

39%

of PBBB money was allocated for academic support and monitoring in FY 2014-15

LEARNING INVESTMENTS IN GUJARAT INCREASED FROM 12% OF TOTAL SSA BUDGET IN FY 2012-13 TO 21% IN FY 2014-15



Source: Calculated from SSA portal, Planning, Project Approval Board (PAB) minutes. Available online at: http://www.ssa.nic.in/page_portletlinks?foldername=planning Note: The specific line items for learning investment include – textbooks, trainings for teachers, academic support by BRCs and CRCs, REMs, monitoring and MIS, learning enhancement programme. It is important to note that all monies for textbooks were included due to lack of disaggregated data specifically for Classes 1 and 2. Moreover, since monies under the innovation head can be used for learning, it has also been included (excluding the computer aided learning (CAL) component. This, thus, may at best represent an over-estimation on investments for learning



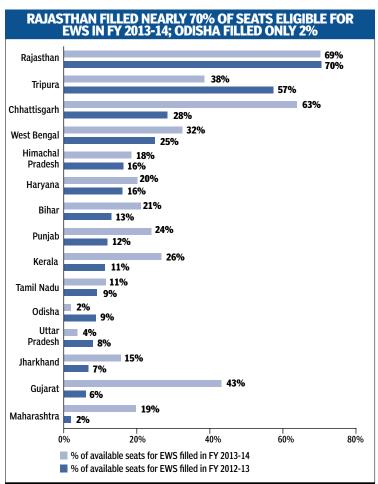
RTE COMPLIANCE

- ❖ Inclusive education: In 2012, the Supreme Court upheld the Constitutional validity of Section 12 (1)(c) of the RTE Act, which mandates a minimum of 25 percent of available seats in all private unaided primary schools to be reserved for children belonging to weaker sections and disadvantaged groups (EWS).
- ❖ Since 2012, District Information Systems for Education (DISE) has been collecting information on the proportion of children admitted out of total seats available under the EWS category. It is important to note that as this is a new feature under DISE, data quality is a concern. These numbers therefore should be viewed as indicative rather than final.
- A comparison of FY 2012-13 and FY 2013-14 indicates that there has been an increase in the proportion of students admitted to schools under this provision. For instance, in Gujarat, the proportion of EWS seats filled increased from only 6 percent in FY 2012-13 to 43 percent in FY 2013-14.
- Infrastructure compliance: According to the RTE Act, all schools must meet certain infrastructural norms such as the number of classrooms, boundary wall, playground, separate girls' toilet, and drinking water facility.
- Despite 5 years of RTE, compliance to these norms has been slow, particularly with respect to provision of girls' toilets, playground and construction of a boundary wall. However, the number of classrooms per student (SCR) has improved from 32 in FY 2009-10 to 28 in FY 2013-14.
- The shortfall is most acute for playgrounds. In FY 2013-14, only 58 percent of the schools had playgrounds.
- Between FY 2012-13 and FY 2013-14, there has been a significant rise in the percentage of schools with girls' toilet, which has improved by 26 percentage points.

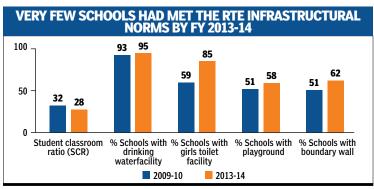
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Source: DISE Raw Data. Compiled by Central Square Foundation for FY 2012-13 and FY 2013-14

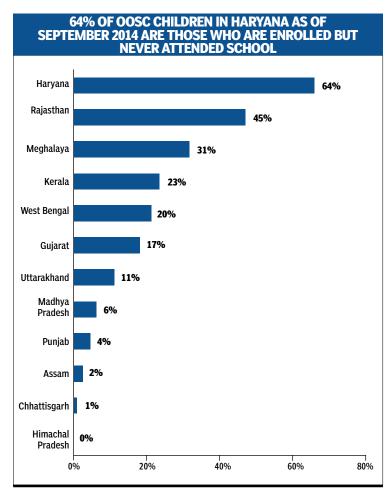


Source: MHRD (2013), The Fourth Year of RTE Act 2009. Available online at: http://ssa.nic.in/rte-docs/Final_RTE_4th_Year.pdf Last accessed on February 15, 2015

- Out-of-school children(OOSC): According to the National Sample Survey's (NSS) estimation of OOSC, only 3 percent of children in the age group of 6 to 13 years were OOSC as of September 2014.
- There are state-level variations. 27 percent of the total OOSC are in Uttar Pradesh, while Himachal Pradesh accounted for less than 1 percent of the OOSC in the country. Interestingly, however, while Himachal Pradesh spent ₹18,648 perstudent on mainstreaming activities in FY 2013-14, Uttar Pradesh spent only ₹215 per-student.
- A significant number of OOSC children are those who are enrolled in schools but have never attended schools. For instance, in Haryana and Rajasthan, the number of children who are enrolled but have never attended school constituted 64 percent and 45 percent of their total OOSC, respectively.

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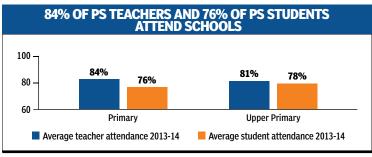
Source: Calculated from draft report: National Sample Survey of Estimation of Out-of-School-Children in the Age 6-13 in India. Available online at: http://ssa.nic.in/pabminutes-documents/NS.pdf Last accessed on February 15, 2015

OUTCOMES

- Teacher absenteeism: While allocations for teacher salaries constitute the largest share of SSA allocations, teacher absenteeism is a cause for concern.
- According to a study conducted by Educational Consultants India (EdCIL) in 2014, on average 16 percent of teachers in primary schools (PS) and 19 percent in upper primary schools (UPS) were found to be absent. Absenteeism rates are amongst the highest in Bihar at 23 percent for PS and 27 percent for UPS.
- Student attendance: Not all students who are enrolled attend school. At an all-India level, the average student attendance for PS is 76 percent. This number is marginally better for UPS.

Absenteeism rates in schools are among the highest in Bihar at



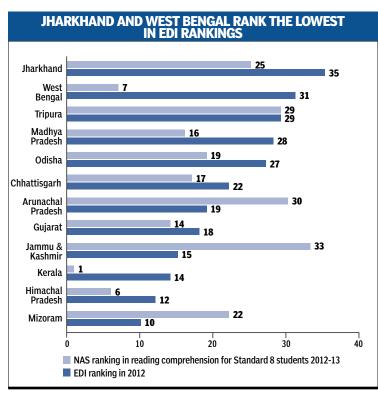


Source: SSA Portal, The 4th Year RTE Act, 2009. Available online at: http://ssa.nic.in/rte-docs/Final_RTE_4th_Year.pdf Last accessed on February 15, 2015



EDUCATIONAL DEVELOPMENT INDEX AND NATIONAL ACHIEVEMENT SURVEYS

- With the launch of RTE, significant investments were made on improving infrastructure inputs and meeting teacher norms.
- In order to assess state progress, the National University of Education and Planning and Administration (NUEPA) created an Educational Development Index (EDI) in 2009. States are ranked based on their performance on a set of 24 indicators.
- ❖ To assess learning in english and mathematics, the National Council for Educational Research and Training (NCERT) conducted the third round of the National Assessment Survey (NAS) in 2012. The survey was conducted for students in Class 3 and Class 8 in a number of subjects including reading and mathematics.
- ❖ To present an overall picture of progress made in the provision of quality education, we correlate rankings based on EDI with corresponding rankings on NAS results for Class 8 students. The highest rank a state can receive is 1 while the lowest rank is 38.
- A comparison between the two indicates that there are significant variations between the states' performance on EDI and NAS. For instance, while Kerala was ranked 1 in learning, its EDI rank was 14. Similarly, West Bengal, which ranked 7 in NAS had among the lowest EDI ranks at 31 out of a total of 38. In contrast, both learning levels and outputs were low in Jharkhand. It ranked 35 out of 38 in EDI, and 25 in NAS.



Source: EDI Report and DISE flash statistics. Available online at: http://mhrd.gov. in/nas1 and http://www.dise.in/Downloads/Publications/Documents/Flash%20 Statistics%202012-13.pdf Last accessed on February 15, 2015



Between FY 2010-11 and FY 2014-15, GOI allocations for elementary education increased by 13 percent from

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in FY 2010-11 to
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in FY 2015-16. Elementary education accounted for 48 percent of the total budget for the Ministry of Human Resource Development (MHRD) in FY 2015-16





This section offers some practical leads to accessing more detailed information on the union government's elementary 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	♀ USEFULTIPS
Union Budget, Expenditure Vol.2 Available online at: www.indiabudget.nic.in Last accessed on February 28, 2015	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: http://www.ssa.nic.in/planning/pab-minutes/pab-minutes-2012-13 Last accessed on February 1, 2015	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 41st Quarterly Review Meeting of State Finance Controllers, Annexure J. Available online at: http://ssa.nic.in/financial-mgmt-docs/41st%20QRM/Annex%20B.xlsx Last accessed on February 1, 2015	State-wise data on state and GOI releases.
SSA Portal, Monitoring, Joint Review Mission http://ssa.nic.in/monitoring/joint-review-mission-ssa-1/joint- review-mission-ssa Last accessed on February 1, 2015	Updated information on total funds available and expenditures for entire SSA programme. It also contains observations and recommendations for the scheme. 20th JRM is currently the latest available.
Padhe Bharat Badhe Bharat Guidelines. Available online at: http://ssa.nic.in/pabminutes-documents/Padhe%20Bharat%20 Badhe%20Bharat.pdf Last accessed on February 1, 2015	Has information on the objectives of the PBBB scheme and suggested activities.
MHRD (2013), the Fourth Year of RTE Act 2009. Available online at: http://ssa.nic.in/rte-docs/Final_RTE_4th_Year.pdf Last accessed on February 1, 2015	Has state-wise information on compliance of RTE indicators including infrastructure, pupil-teacher ratios, state rules, and creation of SMCs etc. Previous reports include the first year of RTE and the second year of RTE.
District Information Systems for Education (DISE) http://www.dise.in/ Last accessed on February 1, 2015	Has district and state report cards which give information on a number of educational indicators, including enrolment, access, facilities, and teachers. Educational Development Index ranking is a part of the DISE State Report Cards.
NCERT (2014), National Achievement Survey Reports. Available online at: http://mhrd.gov.in/nas1 Last accessed on February 1, 2015	The NCERT conducts learning assessments of students in government schools in Standards 3, 5 and 8. Results are given on reading, mathematics, science and social sciences.
Draft report: National Sample Survey of Estimation of Out-of- School-Children in the Age 6-13 in India. Available online at: http://ssa.nic.in/pabminutes-documents/NS.pdf Last accessed on February 1, 2015	Has information on out-of-school children state-wise including reasons for being out of school.

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