Samagra Shiksha is Government of India's (GoI's) school education programme covering pre-primary to higher-secondary levels. Launched in April 2018, the scheme is the primary vehicle to implement the provisions under the Right of Children to Free and Compulsory Education (RTE) Act, 2009, and the goals for school education envisaged under the National Education Policy (NEP), 2020.

After a year of reopening of schools, post the COVID-19 pandemic, this brief uses government data to analyse Samagra Shiksha performance based on:
- Trends in allocations, releases, and expenditures;
- Component-wise approved budgets;
- School enrolment trends pre and post COVID-19 pandemic; and
- Learning outcomes and ICT infrastructure.

Cost share and implementation: Funds are shared between GoI and the state governments in a 60:40 ratio. For the eight states in the North Eastern Region (NER), and Himalayan states, this ratio is 90:10. Union Territories (UTs) without legislature are fully funded by GoI.

<table>
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<tr>
<th>HIGHLIGHTS</th>
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<tbody>
<tr>
<td>₹ 1,12,899 cr</td>
<td>₹ 37,453 cr</td>
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<tr>
<td>GoI allocations for Ministry of Education (MoE) in FY 2023-24</td>
<td>GoI allocations for Samagra Shiksha in FY 2023-24</td>
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<thead>
<tr>
<th>SUMMARY &amp; ANALYSIS</th>
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<tbody>
<tr>
<td>For Financial Year (FY) 2023-24, GoI has allocated ₹37,453 crore as per the Budget Estimates (BEs). This was 13 per cent higher than the Revised Estimates (REs) for FY 2022-23, but only 0.2 per cent higher than the BEs. It is important to note that REs for FY 2022-23 were lower than the BEs for that year by 14 per cent.</td>
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<td>The pace of GoI releases, however, has been slow. Till 30 November 2022, 60 per cent of total GoI allocations (REs) for FY 2022-23, had been released to the states. This pace of releases has been slightly better than in FY 2021-22, when till October 2021 only 40 per cent had been released.</td>
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<td>Expenditure under the scheme has been consistently low. In FY 2022-23, till October 2022, only 22 per cent of the total approved budget was spent, including state and GoI shares.</td>
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<td>Enrolment in government and government-aided schools increased by over 87 lakh at elementary, and by 31 lakh at secondary levels from the pre-COVID-19 period (academic year 2019-20) to academic year 2021-22. In contrast, enrolment in private-unaided schools dropped by 95 lakh at elementary, and by less than 4 lakh at secondary levels.</td>
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<td>Information and Communication Technology (ICT) infrastructure in schools remains low. Nationally, the share of government and government-aided schools with computers remained the same at 33 per cent between academic years 2019-20 and 2021-22.</td>
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</table>
- Samagra Shiksha is a Centrally Sponsored Scheme (CSS) for school education in India covering pre-primary to higher secondary grades. The scheme not only provides support for the implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, but has also been aligned with the recommendations of the National Education Policy (NEP), 2020, to ensure that all children have access to quality education in an equitable and inclusive environment. The Department of School Education and Literacy (DoSEL) under the Ministry of Education (MoE), implements this scheme along with the corresponding state departments.

- Apart from supporting states in implementing the provisions of the RTE Act and NEP, 2020, some of the major focus areas of the scheme are:
  - Focus on pre-primary education;
  - Emphasis on Foundational Literacy and Numeracy (FLN);
  - Provision of quality education and enhancing learning outcomes of students;
  - Bridging social and gender gaps in school education;
  - Strengthening and upgradation of State Councils for Educational Research and Training (SCERTs), and District Institutes for Education and Training (DIET); and
  - Promoting vocational education.

- Since FY 2022-23, the National Child Labour Project (NCLP) scheme, which was a Central Sector scheme approved for continuation up to March 2021, has been merged (in a phased manner) with Samagra Shiksha. The NCLP was implemented in the past by the Ministry of Labour and Employment with the objective to rescue and rehabilitate child labourers. Working children in the age group of 9 to 14 years are rescued from work and enrolled in the NCLP Special Training Centres (STCs), where they are provided with bridge education, vocational training, mid-day meal, stipend, healthcare, etc. before being mainstreamed into the formal education system.

TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

GoI Allocations

- Samagra Shiksha is the largest CSS implemented by the MoE, accounting for 33 per cent of the Ministry’s Budget Estimates (BEs) for FY 2023-24.

- In August 2021, the GoI approved the continuation of the scheme for five more years from FY 2021-22 to FY 2025-26. The total financial outlay of the scheme is set as ₹2,94,283 crore, of which GoI’s share is ₹1,85,398 crore. Allocations, however, remain low. For the first three years, cumulatively, only 54 per cent of the total approved GoI share has been allocated.

- A year-wise trend indicates that after a steep decline in FY 2020-21, GoI allocations started increasing again since FY 2021-22. For FY 2022-23, GoI allocated ₹32,152 crore as per the Revised Estimates (REs). This was 7 per cent higher than the Revised Estimates (REs) for FY 2021-22, but 14 per cent lower than the BEs for FY 2022-23.

- For FY 2023-24, GoI allocated ₹37,453 crore for the scheme as BEs. This is 13 per cent higher than the REs for FY 2022-23, but only 0.2 per cent higher than the BEs.

- Allocations, also remain lower than those projected by MoE. In FY 2019-20, they were 12 per cent less than the demand. The gap between projections made by MoE and REs increased further to 39 per cent and 48 per cent in FY 2020-21 and FY 2021-22, respectively. In FY 2022-23, while MoE’s projections for Samagra Shiksha (₹38,825 crore) were 33 per cent lower compared to ₹57,914 crore projections for the previous year, GoI allocations were again lower than the projections by 17 per cent.
Release of Funds by GoI to States

- Releases of funds by GoI to state governments have been lower than the allocations. Between FY 2018-19 and FY 2021-22, cumulatively ₹1,25,013 crore had been released by GoI to the states, which was 9 per cent less than the cumulative REs of these four years.

- Release of funds continued to be slow in FY 2022-23. Till 30 November 2022, only 60 per cent of GoI allocations had been released to the states. However, the pace of releases has been slightly better than that of the previous year, when only 40 per cent of the funds had been released till October 2021.

60% OF GOI ALLOCATIONS RELEASED TO STATES IN 2022-23 TILL NOVEMBER

- Percentage of funds released by GoI to states as a share of GoI allocations for Samagra Shiksha

Expenditures by States

- Utilisation rates or expenditures under the scheme can be measured in two ways: a) as a share of total approved budgets, or b) as a share of total available funds, which considers funds released by both GoI and the state governments. While the latter is a better metric, due to lack of data on fund availability, expenditures have been benchmarked against the approved budgets for the purpose of this analysis.

- Annual budgets for Samagra Shiksha are approved by the Project Approval Board (PAB) under MoE, based on proposed Annual Work Plan and Budgets (AWP&BS) submitted by individual state governments. Total approved budget for a state includes both GoI and state government shares for the specific financial year, adjusted for unspent balance or spillover from the previous year.

- Funds utilised under the scheme have been low. Between FY 2018-19 and FY 2021-22, less than two-thirds of the approved budgets had been spent by all states.

- Pace of utilisation of budget in FY 2022-23 has been slow, a situation similar to the previous years. Till October 2022 (latest data available), only 22 per cent of the total approved budget was spent.

**TRENDS IN STATE-WISE ALLOCATIONS, GOI RELEASES AND EXPENDITURES**

**Total Approved Budgets**

- A significant decline in total approved budgets was seen during COVID-19 pandemic in FY 2020-21 and FY 2021-22, compared to the pre-pandemic levels. For instance, in FY 2019-20, total approved budget for the scheme was ₹76,128 crore (excluding Punjab due to non-availability of data). This decreased to ₹70,889 crore in FY 2020-21, including Punjab. Approved budgets further decreased by 5 per cent in FY 2021-22 and stood at ₹67,550 crore—the lowest since the launch of the scheme.

- In FY 2022-23, there has been a trend reversal and total approved budget has increased by 12 per cent, to stand at ₹75,488 crore. This, however, remains lower than pre-pandemic levels.

- The increase in approved budget in absolute terms was the highest for Bihar (₹1,433 crore), followed by Uttar Pradesh (₹976 crore) in FY 2022-23. Two large states which showed a decline included Gujarat and West Bengal. In fact, West Bengal experienced a considerable decline at 21 per cent, despite seeing an 11 per cent drop in the previous year as well.
BUDGETS APPROVED FOR 2022-23 INCREASED FOR MOST LARGE STATES, AFTER EXPERIENCING A DECLINE FOR TWO CONSECUTIVE YEARS OF 2020-21 AND 2021-22

GoI Releases to States

- There were considerable state variations in the proportion of approved GoI share released during FY 2021-22. Out of the 20 large states, only four states received more than 90 per cent of GoI approved share namely West Bengal (98 per cent), Tamil Nadu (97 per cent), Jharkhand (95 per cent), and Punjab (92 per cent). Chhattisgarh received the lowest share at 37 per cent, followed by Uttar Pradesh at 40 per cent.

- During FY 2022-23 till 30 November 2022, Tamil Nadu had the highest proportion at 72 per cent, closely followed by Odisha and Jharkhand at 67 per cent each. In contrast, the proportion of GoI share released was lowest for Haryana (27 per cent), followed by Uttar Pradesh (36 per cent). Till 30 November 2022, Maharashtra had not received any funds from GoI.
Expenditures as a Share of Approved Budgets

- While overall utilisation improved in FY 2021-22, there are differences among states compared to the previous year. Among the 20 large states, expenditure as a proportion of approved budgets was highest in Tamil Nadu (91 per cent), followed by Punjab (82 per cent). These two states also had the highest utilisation rates in the previous year.

In contrast, Maharashtra had the lowest utilisation at 37 per cent in FY 2021-22 and was placed worse than FY 2020-21 when it had utilised 56 per cent for the full FY. Similarly, utilisation levels decreased in Uttar Pradesh from 69 per cent in FY 2020-21 to 50 per cent in FY 2021-22. Other states with relatively lower utilisation for both years included Kerala, Andhra Pradesh, Telangana, West Bengal, and Himachal Pradesh.

Per-Student Expenditures and Approved Budgets

- Per-student expenditures are calculated by dividing total expenditure under Samagra Shiksha (including GoI and state shares) for every state by the number of children enrolled in government and government-aided schools from pre-primary to higher secondary levels, in that state. At the time of preparing the brief, the complete expenditure data was available till FY 2021-22, and this was divided by school enrolment for academic year 2021-22.

- In FY 2021-22, on average ₹3,967 was allocated per student under Samagra Shiksha and ₹2,543 was spent. There were however, wide variations among states. Himachal Pradesh registered the highest per-student expenditure at ₹5,229, followed by Uttarakhand at ₹5,017, and Rajasthan at ₹4,483.

- For states such as Maharashtra and Kerala, it is important to note that Samagra Shiksha forms a small portion of the total spending on school education. Thus, in these states per-student expenditure on the scheme was the lowest at ₹420, and ₹950, respectively.

IN 2021–22, PER-STUDENT EXPENDITURE UNDER SAMAGRA SHIKSHA STOOD AT ₹2,543 ON AVERAGE


COMPONENT-WISE BREAK-UP OF ALLOCATIONS

Broad components

- According to the scheme guidelines, states have the flexibility in prioritising between elementary education, secondary education, and teacher education based on their needs.

- Considering all 37 states and UTs, nationally, 78 per cent of the total approved budget for FY 2022-23 was allocated for elementary education, and 21 per cent for secondary education. The remaining 1.6 per cent was allocated for teacher education, which includes budgets for Teacher Education Institutes (TEIs), District Institute of Education and Training (DIETs), and State Council of Educational Research and Training (SCERTs), among others.

- Among 18 large states analysed, Uttar Pradesh allocated the highest share of its Samagra Shiksha budget to elementary education at 91 per cent. This was followed by Bihar (88 per cent) and Jharkhand (85 per cent).

- Himachal Pradesh had the highest allocation for secondary education at 48 per cent, followed by Kerala at 33 per cent. While allocations for teacher education ranged between 0 to 3 per cent for all the states, Kerala and Himachal Pradesh had relatively higher allocations than most other states (at 3 per cent and 2.7 per cent, respectively).
### Intervention components


- A comparison has been made between FY 2020-21 and FY 2022-23 to see changes in prioritisation by analysing the respective share of approved budget across interventions. Since proposals for AWP&Bs are generally prepared before the financial year begins, budget approvals for FY 2020-21 broadly reflects the prioritisation of interventions just before the pandemic hit the country, while figures for FY 2022-23 reflect the post-COVID scenario once the schools had reopened in-person attendance after a long closure.

- In FY 2022-23, share of the budget going for ‘Quality Interventions’ saw a 7-percentage point increase, from 20 per cent in FY 2020-21. It is important to note that most of the Information and Communication Technology (ICT) and digital initiatives of a state and the funding for pre-primary education, fall under the ‘Quality Interventions’ component, including learning assessments at national and state levels, learning enhancement programmes (LEP), and the composite grants for general maintenance of schools.

- Within ‘Quality Interventions’, the states have prioritised bridging learning loss through initiatives such as the ‘School Readiness Programme’ for the first two months of the academic year, a Baseline Assessment in all Grades from 1 to 10 in July 2022, and designing and distributing bridge course material for Grade 10 students. Further, ‘Learning Recovery Packages’ were prepared for students to return to normal learning after the emergency situation. Focus was also on equipping teachers with necessary resources and skills, strengthening Block Resource Centres and Cluster Resource Centres and improving FLN.

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**Source:** Samagra Shiksha PAB minutes. Available online at: [https://dsel.education.gov.in/pab-minutes](https://dsel.education.gov.in/pab-minutes). Last accessed on 10 January 2023.
FOCUS MORE ON QUALITY INTERVENTIONS IN 2022-23 AS OPPOSED TO FINANCIAL SUPPORT TO TEACHERS

- On the other hand, share of the budget going for ‘Financial Support for Teachers’ decreased by 6 percentage points from 33 per cent in FY 2020-21 to 27 per cent in FY 2022-23.

- The distribution of other components remained similar across the two years. In FY 2022-23, 14 per cent was allocated for ‘Access and Retention’ and 13 per cent for ‘RTE Entitlements’.

- The component of ‘RTE Entitlements’ include budgets for textbooks, uniform, and transport allowances under the provisions of the RTE Act. Financial assistance is provided to states and UTs for undertaking various activities to bring back the Out of School Children (OoSC) into the school system.

- According to the PAB minutes, for the first time in FY 2021-22, financial assistance up to ₹2,000 per annum was envisioned for supporting OoSC in the age-group of 16-19 years, belonging to socio-economically disadvantaged groups. This is for completing their education through the National Institute of Open Schooling (NIOS) or State Open Schools (SOS), for accessing course materials and certification.

SCHOOL ENROLMENT PATTERNS

- During academic year 2020-21, right after the socio-economic shock induced by the COVID-19 pandemic hit the country, there was an overall increase in enrolment in government schools, and a parallel decline in enrolment in private-unaided schools. As per the Unified District Information System for Education (UDISE+) data, there was a 3 per cent jump in government school enrolment between academic years 2019-20 and 2020-21. This corresponded to a 3 per cent drop in enrolment in private-unaided schools, which is opposite from the trend India has observed in the last decade. Additionally, enrolment in government-aided schools also dropped by 2 per cent.

- A look at enrolment patterns across types of schools in the pre-COVID (2019-20) period as opposed to the period (2021-22) when schools reopened, finds that at the elementary level, enrolment in government and government-aided schools increased by over 87 lakh students. Similarly, enrolment at the secondary level in government and government-aided schools increased by 31 lakh students.

- During the same time, private-unaided schools experienced an overall drop in enrolment – a 95 lakh decrease at the elementary level and a decline of less than 4 lakh at the secondary level.
**SCHOOL INFRASTRUCTURE**

- The NEP 2020 calls for increased usage of ICT in school education to improve overall quality of education, as well as for readiness, to ensure education delivery in crises such as the COVID-19 pandemic. The uptake of ICT is expected to improve access to learning resources for teachers and students.

- ICT infrastructure in the form of computers and internet availability, however, remain low. Nationally, the proportion of government and government-aided schools with computers remained the same at 33 per cent between academic years 2019-20 and 2021-22.

- Among 20 large states analysed, Kerala had the highest proportion of government and government-aided schools with computers at 98 per cent during academic year 2021-22. This was closely followed by Punjab (96 per cent) and Gujarat (94 per cent).

**THE PROPORTION OF GOVERNMENT AND GOVERNMENT-AIDED SCHOOLS WITH COMPUTERS REMAINED THE SAME AT 33% BETWEEN 2019-20 AND 2021-22**

![Graph showing the proportion of government and government-aided schools with computers in 2019-20 and 2021-22 for different states.](image-url)

States with the highest decline include Tamil Nadu (36 percentage points) and Chhattisgarh (26 percentage points). In contrast, Haryana saw the highest increase in this share during this period at 58 percentage points, followed by Punjab at 38 percentage points.

On an average, across the country, only 26 per cent government and government-aided schools reported having internet in the academic year 2021-22.

There has, however, been an increase in the proportion of schools with internet provision across most states compared to 2019-20. For instance, the proportion of government and aided schools with internet increased by 36 percentage points in Andhra Pradesh, and 29 percentage points in Rajasthan.

States that continue to have less than 10 per cent of schools with internet connection include Assam (10 per cent), Telangana (10 per cent), Odisha (9 per cent), and Bihar (6 per cent).

96% OF SCHOOLS IN KERALA HAD INTERNET CONNECTIONS IN 2021-22; ONLY 6% IN BIHAR


LEARNING OUTCOMES

Since 2000-01, the National Council of Educational Research and Training (NCERT) has been conducting a sample-based survey of schools to assess the learning levels of students known as the ‘National Achievement Survey’ (NAS). The objective is to evaluate children’s progress and learning competencies as an indicator of the quality of the education system, so as to take appropriate interventions.

In November 2021, NCERT rolled out the latest round of NAS. The NAS assessed 34 lakh students across 1.18 lakh schools, making it the largest survey conducted by the GoI on learning assessments in the country.

The assessment was conducted for Grades 3, 5, 8 and 10 in government, government-aided and private-unaided schools. The survey provides information on the status of learning outcomes across subjects such as Mathematics, Science, Environmental Studies, Languages, and Social Sciences. The NAS 2021 report presents mean scores for each subject across states.
The national mean score in Grade 10 was 220 for Mathematics and 206 for Science. Among the 15 large states analysed, students in Grade 10 in Punjab performed the best in Mathematics with a mean score of 273. Students in Grade 10 in Punjab also performed the best in Science with a mean score of 254. Lowest scores for Mathematics were observed in Tamil Nadu (mean score of 200), and for that for Science in Chhattisgarh (mean score of 189).

The national mean score for Mathematics and Environmental Studies in Grade 5 was 284. Among the 15 states analysed, Punjab performed the best in Mathematics and Environmental Studies in Grade 5 with mean scores of 316 and 310. This was followed by Rajasthan with scores of 306 and 304 in Mathematics and Environmental Studies, respectively.

Telangana performed the worst in Mathematics in Grade 5 (with a mean score of 265) followed by Chhattisgarh (with a mean score of 266). Similarly, in Environmental Studies in Grade 5, Telangana performed the worst with a mean score of 260, followed by Chhattisgarh with a mean score of 269.