



BUDGET BRIEFS

Vol 14/Issue 2

Samagra Shiksha Gol, 2022-23 (Pre-Budget)

Samagra Shiksha is Government of India's (Gol's) school education programme extending from the pre-primary to higher-secondary level. The scheme was launched in April 2018 to ensure equitable and inclusive quality education. It has been recently revised to implement certain provisions under the National Education Policy (NEP), 2020.

Against the backdrop of the COVID-19 pandemic, this brief uses government data to analyse Samagra Shiksha's performance based on:

- Trends in allocations, releases, and expenditures;
- Component-wise budgets, with a focus on pre-primary education and foundational literacy and numeracy (FLN); and
- Preparedness of states to cater to challenges related to reopening of physical schools.

Cost share and implementation:

Funds are shared between Gol 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 Gol.

HIGHLIGHTS

₹ 93,224 cr

Gol allocations for Ministry of Education (MoE) in FY 2021-22

₹ 31,050 cr

Gol allocations for Samagra Shiksha in FY 2021-22

SUMMARY & ANALYSIS

- At the start of Financial Year (FY) 2021-22, Gol allocated ₹31,050 crore to Samagra Shiksha. This was 11 per cent higher than the Revised Estimates (REs) of FY 2020-21, but was 20 per cent lower than the Budget Estimates (BEs). In August 2021, the scheme was approved for another five years with a total financial outlay of ₹2,94,283 crore starting from FY 2021-22.
- The last two years have seen a decrease in the quantum of funds approved for most states. Seventeen out of 19 states analysed witnessed a decrease in budgets between FY 2019-20 and FY 2020-21. Budgets further declined in FY 2021-22 for 14 states.
- Additionally, pace of Gol releases has been slow. At the end of the first seven months of FY 2021-22, Gol had released only 38 per cent of its BEs for the year. Utilisation as a proportion of approved budgets at the end of the first eight months of FY 2021-22 was even lower at 27 per cent.
- Budgets in FY 2021-22 include extension of the scheme to pre-primary grades and foundational learning. Across 24 states and UTs, 3 per cent of the budget was for FLN and 1 per cent for support at pre-primary level.
- With physical schools reopening gradually in FY 2021-22, all states have allocated funds for safety and security measures for children in schools, and for online training of teachers. Emphasis has also been given on Teaching Learning Materials (TLMs).

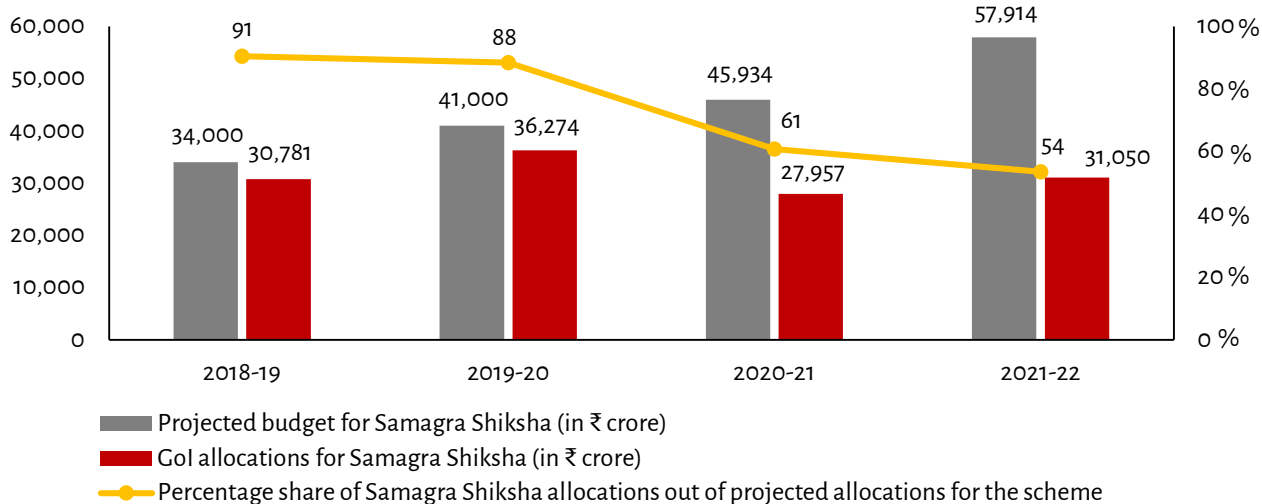
TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

- Samagra Shiksha is a Centrally Sponsored Scheme (CSS) for school education covering pre-primary to higher-secondary grades. The scheme provides support for the implementation of the provisions under the Right to Education Act (RTE Act), 2009. It has also been aligned with the recommendations of National Education Policy (NEP) 2020, to ensure that all children have access to quality education in an equitable and inclusive environment.
- From FY 2020-21, the scheme has been revised to incorporate a few additional interventions based on NEP, 2020. These include:
 - Provision to transfer funds for all child-centric interventions directly to the students through Direct Benefit Transfer (DBT).
 - An effective convergence architecture, especially to impart vocational education.
 - Training of Master Trainers for training Anganwadi workers and Early Childhood Care and Education (ECCE) teachers, for implementing pre-primary education.
 - Financial support for TLM for students, resources for teachers, and assessments at district level, to implement National Initiative for Proficiency in Reading with Understanding and Numeracy (NIPUN Bharat).
 - Financial support for each State Commission for Protection of Child Rights (SCPCR) at ₹50 per elementary school in the state for protection of child rights and safety.
 - Support for activities of Performance, Assessments, Review and Analysis of Knowledge for Holistic Development (PARAKH), a national assessment centre.
 - Extension of academic support of Block Resource Coordinators (BRCs) and Cluster Resource Coordinators (CRCs) to pre-primary and secondary levels.
 - Support for social audit of 20 per cent of schools annually, so that all schools are covered over five years.
- After almost one and half years of school closure due to the COVID-19 pandemic, schools started to reopen physically from September-October 2021. This brief looks at trends in school education finances under the scheme, the implementation of NEP provisions, and the government interventions to address the current challenges related to reopening of schools.

Gol Allocations

- In FY 2021-22, allocations for the Ministry of Education (MoE) stood at ₹93,224 crore – a 6 per cent decrease compared to the Budget Estimates (BEs) for FY 2020-21, but a 10 per cent increase compared to the Revised Estimates (REs).
- Samagra Shiksha is the largest scheme of MoE. In FY 2021-22 BEs, 33 per cent of MoE's total allocations, or ₹31,050 crore, was allocated for the scheme. This was an 11 per cent increase over the previous year's REs, which stood at ₹27,957 crore, but was 20 per cent lower than the BEs. In August 2021, Gol has approved the continuation of Samagra Shiksha for the five years from FY 2021-22 to FY 2025-26. A total of ₹2,94,283 crore has been approved as financial outlay over five years, which includes a central share of ₹1,85,398 crore.
- Allocations for the scheme have been considerably lower than those projected by the Cabinet Committee on Economic Affairs (CCEA) or even the MoE. In FY 2018-19, the CCEA had approved an outlay of ₹34,000 crore. REs, however, were ₹3,219 crore less at ₹30,781 crore. Similarly, REs for FY 2019-20 and FY 2020-21 were 12 per cent and 39 per cent less than the projections for the two years, respectively.
- The trend continued in FY 2021-22. Allocations (BEs) for FY 2021-22 were 46 per cent less than MoE's projection of ₹57,914 crore.

GOI ALLOCATED ₹31,050 CRORE TO SAMAGRA SHIKSHA FOR 2021-22, AN 11% INCREASE OVER 2020-21 RES BUT 20% LOWER THAN THE BES



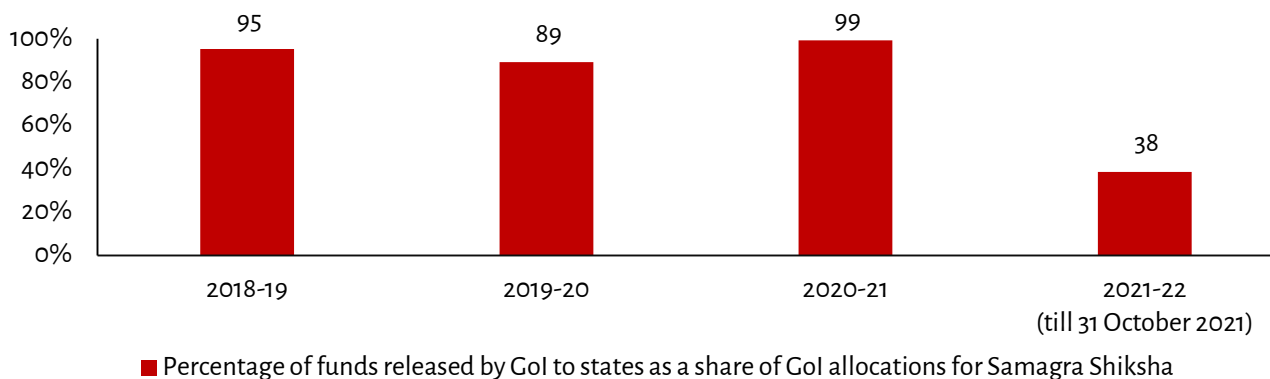
Source: (1) Gol allocations: Union Expenditure Budget, MoE, Department of School Education and Literacy, Department of Higher Education, FY 2017-18 to FY 2021-22. Available online at: www.indiabudget.gov.in. Last accessed on 10 January 2022. (2) Projections for FY 2018-19 and FY 2019-20: Rajya Sabha Standing Committee Report No. 309, February 2019. (3) Projection for FY 2020-21: Rajya Sabha Standing Committee Report No. 312, March 2020. (4) Projection for FY 2021-22: Rajya Sabha Standing Committee Report No. 323, March 2021. Standing Committee Reports are available online at: https://rajyasabha.nic.in/rsnew/Committee_site/MainPage.aspx

Note: (1) Gol allocations are Revised Estimates (REs), except for FY 2021-22, which are Budget Estimates (BEs).

Release of Funds by Gol to States

- Release of funds to states by Gol has also not kept pace with allocations. From FY 2018-19 to FY 2020-21, ₹89,374 crore had been released for the scheme, which was 6 per cent less than the REs. In terms of the year-wise trends, in FY 2018-19, 95 per cent of Gol's total allocations were released. In FY 2019-20, however, while allocations increased in absolute terms, the share released to states declined to 89 per cent. In contrast, while 99 per cent of the revised Gol allocations were released in FY 2020-21, they were considerably lower in absolute terms.
- Pace of releases has been slow in FY 2021-22. By the end of the first seven months of the financial year, a total ₹11,945 crore had been released to the states, accounting for only 38 per cent of BEs for the year.

ONLY 38% OF GOI ALLOCATIONS FOR 2021-22 WERE RELEASED TO STATES UNDER SAMAGRA SHIKSHA TILL 31 OCTOBER 2021

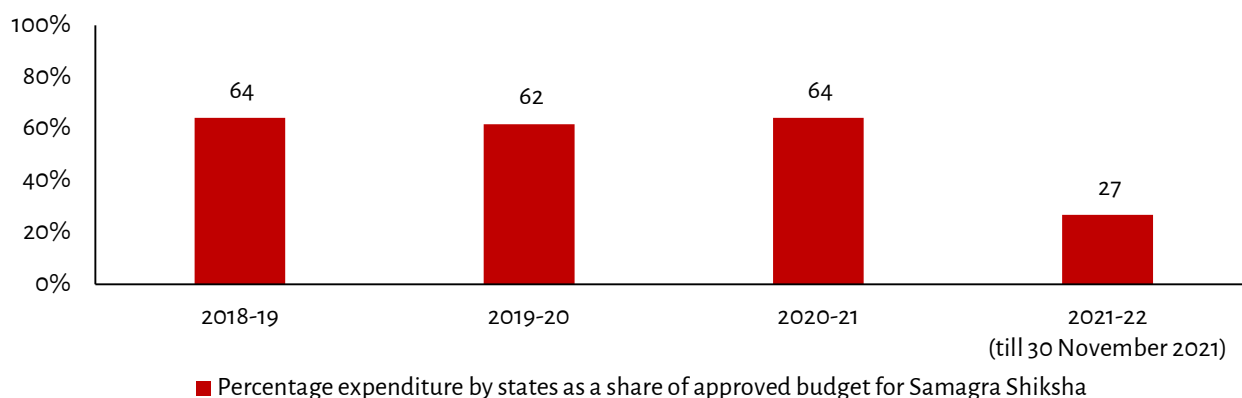


Source: (1) Gol allocations: Union Expenditure Budget, MoE, Department of School Education and Literacy, FY 2019-20 to FY 2021-22. Available online at: www.indiabudget.gov.in. Last accessed on 10 January 2022. (2) Gol release for FY 2018-19: RTI response by MoE dated 18 December 2019. (3) Gol release for FY 2019-20 and FY 2020-21: RTI response by MoE dated 23 November 2021.

Expenditures by States

- Expenditure 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 Gol and the state governments.
- Budgets are approved by the Project Approval Board (PAB) under MoE. These are based on proposed Annual Work Plan and Budgets (AWP&Bs) submitted by individual state governments. Total approved budget for a state includes both Gol and State government shares for the specific financial year, as well as the unspent balance or spillover from the previous year. Funds available for a state, on the other hand, include the funds released by both Gol and State government, and the spillover from the previous year.
- Given that expenditure can be impacted by both the quantum and pace of fund release, expenditures as a proportion of funds available is a better metric to understand utilisation. Unfortunately, due to lack of data on funds available in the public domain, rate of utilisation is assessed by looking at expenditure as a proportion of approved budgets.
- Utilisation of approved budgets under Samagra Shiksha has been low. In FY 2018-19, 64 per cent of the total approved budget (including spillover from the previous year) was spent. This declined further to 62 per cent in FY 2019-20, and improved marginally to 64 per cent in FY 2020-21.
- At the time of preparation of this brief, expenditure data for states and UTs for FY 2021-22 was available till November 2021 only. During these eight months of FY 2021-22, utilisation of funds has been low. States had collectively spent only 27 per cent of their total approved budgets till 30 November 2021. This is also due to low releases as mentioned above.

STATES SPENT ONLY 27% OF THEIR TOTAL APPROVED BUDGET DURING THE FIRST EIGHT MONTHS OF 2021-22



Source: (1) Expenditure for FY 2018-19: RTI response by MHRD dated 18 December 2019. (2) Expenditures from FY 2019-20: RTI response by MoE dated 23 November 2021. (3) Expenditures from FY 2020-21 to FY 2021-22: RTI response by MoE dated 20 December 2021. (4) Approved budget for FY 2018-19: RTI response by MHRD dated 27 December 2018. (5) Approved budgets for FY 2019-20: Samagra Shiksha PAB minutes. Available online at: <https://seshagun.gov.in/pab-minutes>. Last accessed on 10 January 2022. (6) Approved budget from FY 2020-21 to FY 2021-22: RTI response by MoE dated 20 December 2021.

Note: (1) Approved budgets include spillover from previous year. (2) Figures for FY 2019-20 exclude Punjab.

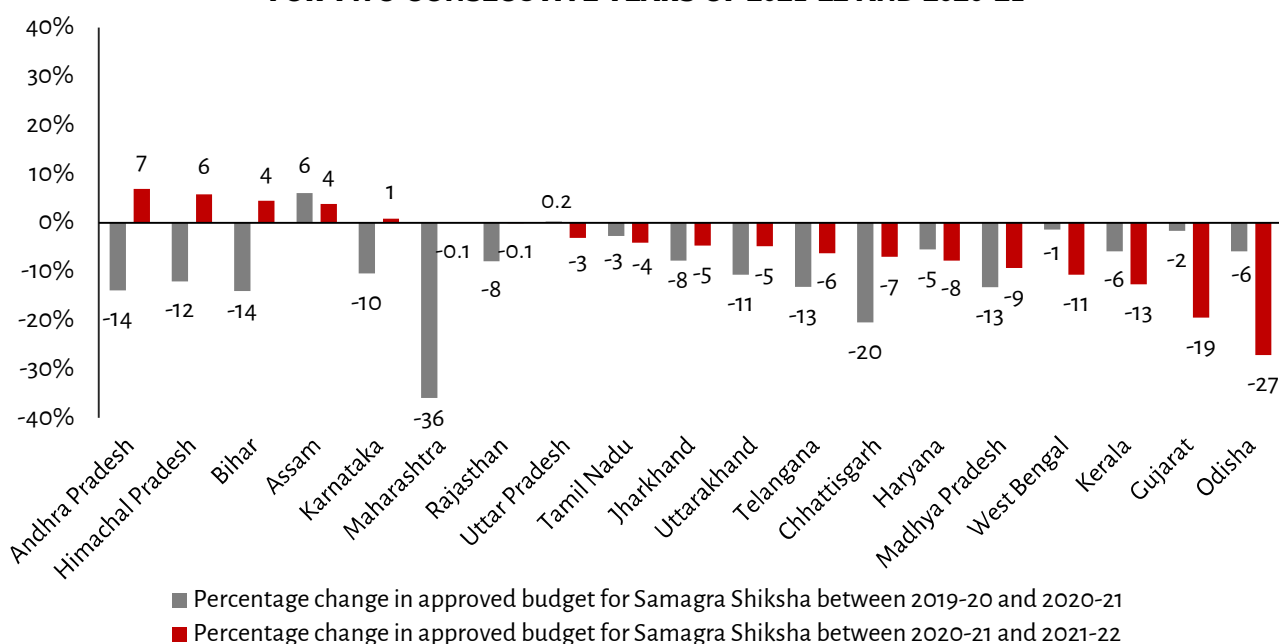
STATE-WISE ALLOCATIONS, RELEASES, AND EXPENDITURES

Total Budget Approved

- With the COVID-19 pandemic, the quantum of funds approved has been falling for most states. In fact, a comparison of approved budgets (including spillover) between FY 2019-20 and FY 2020-21, and between FY 2020-21 and FY 2021-22, shows significant decline.

- Among 19 large states (excluding Punjab for which complete data was not available for FY 2019-20), approved budgets increased for 17 states in FY 2019-20 as compared to the previous fiscal year. The trend reversed in FY 2020-21 with 17 states experiencing a decline in approved budget. The exceptions were Assam and Uttar Pradesh that saw 6 per cent and less than 1 per cent increase, respectively.
- In FY 2021-22, 14 out of the 19 states experienced a further decrease in approved budgets. Odisha had the highest decrease as compared to FY 2020-21 at 27 per cent, followed by Gujarat at 19 per cent. After experiencing the steepest decline in FY 2020-21, Maharashtra's budget remained almost similar in FY 2021-22. In contrast, Andhra Pradesh and Himachal Pradesh saw relatively higher increases at 7 per cent and 6 per cent, respectively.

MOST LARGE STATES EXPERIENCED A DECLINE IN BUDGETS APPROVED FOR TWO CONSECUTIVE YEARS OF 2021-22 AND 2020-21



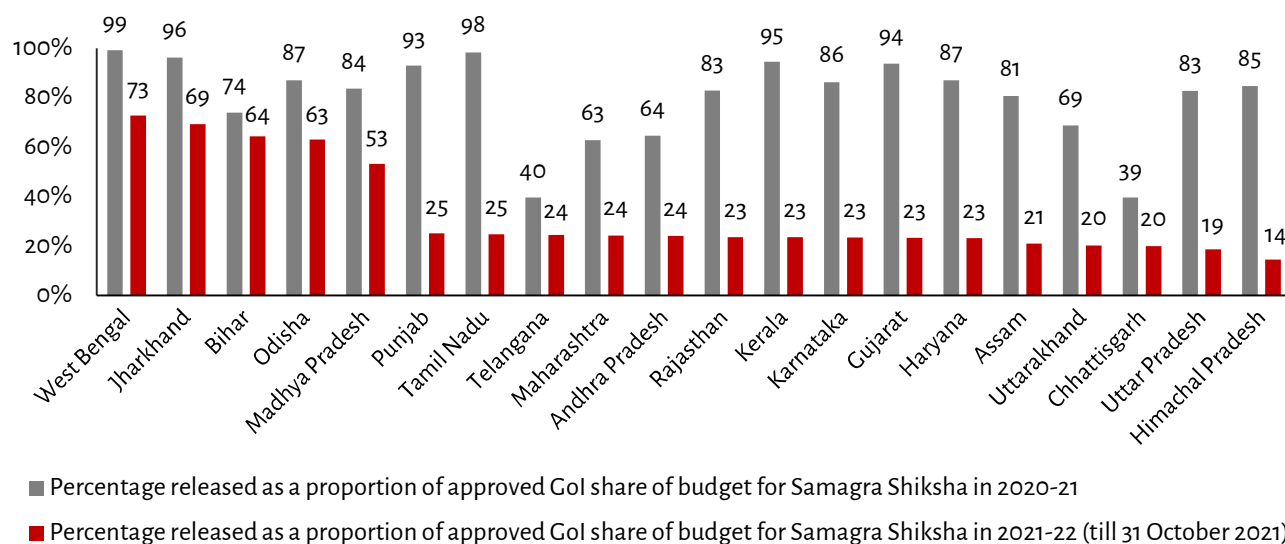
Source: (1) Approved budgets for FY 2019-20: Samagra Shiksha PAB minutes. Available online at: <https://seshagun.gov.in/pab-minutes>. Last accessed on 10 January 2022. (2) Approved budget from FY 2020-21 to FY 2021-22: RTI response by MoE dated 20 December 2021.

Release of Central Share of Budget to States

- It is important to mention that total Gol share of budget approved by the PAB for all states was higher than actual Gol allocations as per the Union Budget. In FY 2020-21, while Gol allocations for the scheme as per REs was ₹27,957 crore, the total Gol share approved was 28 per cent higher at ₹35,773 crore. Similarly, in FY 2021-22, Gol share of budget approved for all states was ₹35,286 crore, 14 per cent higher than Gol allocation as per the BEs.
- To understand the extent of funds released by Gol across states, we looked at the Gol share released as a proportion of Gol share approved across states. Accordingly, we looked at the proportion of releases for FY 2020-21 and for the first seven months of FY 2021-22 (latest data available).
- In FY 2020-21, more than 90 per cent of Gol share of budget was released to 6 out of the 20 large states, and 8 states received between 80 to 90 per cent of their approved Gol shares. In contrast, Chhattisgarh received the lowest share at 39 per cent, followed by Telangana at 40 per cent.
- Pace of release of Gol share, however, has been slow for most states in FY 2021-22. At the end of the first seven months of FY 2021-22, only 5 out of the 20 large states received more than half of their central allocations. Proportion of Gol share released to the rest of the 15 states ranged between 14 to 25 per cent.

- Release of funds to West Bengal was amongst the highest in both FY 2020-21 and FY 2021-22. For FY 2021-22, till 31 October 2021, West Bengal had already received 73 per cent of its Gol share. Other states during the year with high receipts included Jharkhand (69 per cent), Bihar (64 per cent), and Odisha (63 per cent). In contrast, Himachal Pradesh received the lowest share (14 per cent), followed by Uttar Pradesh (19 per cent).

ONLY 6 OUT OF 20 LARGE STATES RECEIVED MORE THAN 90% OF APPROVED GOI SHARE IN 2020-21

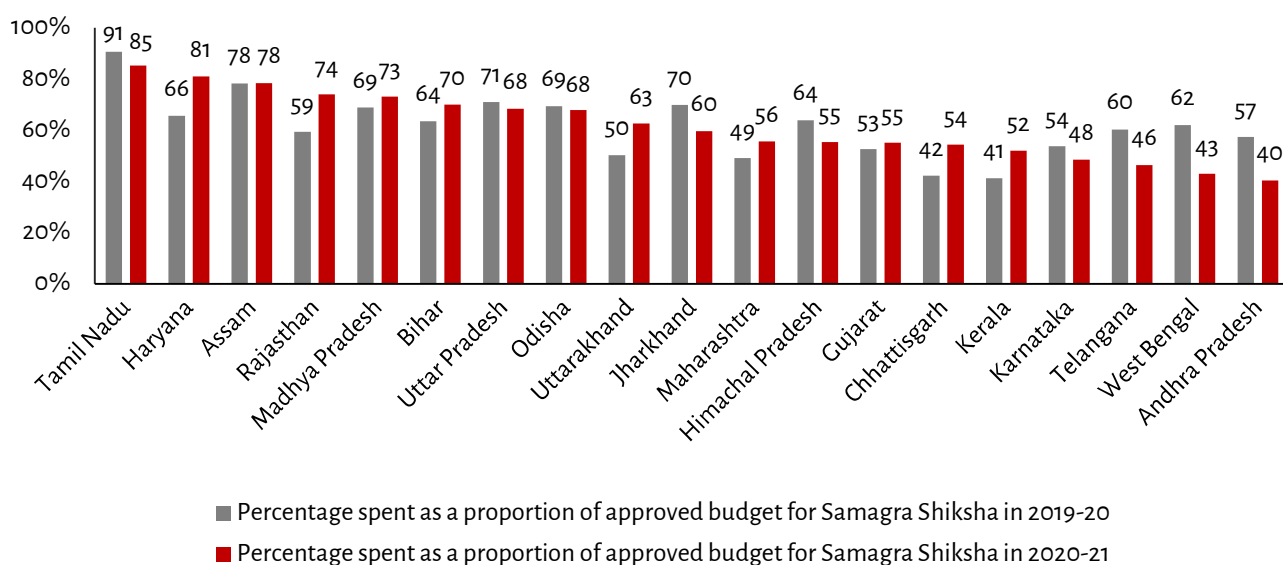


Source: (1) Gol release: RTI response by MoE dated 23 November 2021. (2) Approved Gol share of budget: Lok Sabha Unstarred Question 2125 answered on 2 August 2021. Available online at: <http://164.100.24.220/loksabhaquestions/annex/h76/AU2125.pdf>.

Expenditures as Share of Approved Budgets

- State-wise analysis of expenditures as a proportion of approved budgets gives an indication of the variation in fund utilisation situation. We look at utilisation rates for FY 2019-20 and FY 2020-21 to understand the situations prior to, and during the COVID-19 pandemic.
- In FY 2019-20, the utilisation of budget ranged between 91 per cent in Tamil Nadu and 41 per cent in Kerala, among the 19 large states. Interestingly, with a reduction in budgets in FY 2020-21, utilisation during the pandemic was not strikingly different from FY 2019-20.
- In fact, despite physical school closures, 8 out of the 19 states had higher rates of utilisation in FY 2020-21 than in FY 2019-20. Rajasthan had the highest increase in utilisation rate at 15 percentage points, followed by Haryana at 13 percentage points.
- While the utilisation rate remained the same for Assam in these two years, the rest of the 10 states experienced a decline. The steepest decline was in West Bengal, where utilisation dropped from 62 per cent in FY 2019-20 to 43 per cent in FY 2020-21. This was followed by Andhra Pradesh, which saw a 17 percentage point decline and spent only 40 per cent of its approved budgets – the lowest among the 19 states.

AMONG 19 LARGE STATES, EXPENDITURE AS A SHARE OF APPROVED BUDGET IN 2020-21 WAS HIGHEST IN TAMIL NADU AND LOWEST IN ANDHRA PRADESH



Source: (1) Expenditures for FY 2019-20: RTI response by MoE dated 24 November 2020. (2) Expenditures for FY 2020-21: RTI response by MoE dated 20 December 2021. (3) Approved budget for FY 2019-20: Samagra Shiksha PAB minutes. Available online at: <https://seshagun.gov.in/pab-minutes>. Last accessed on 10 January 2022. (4) Approved budget for FY 2020-21: RTI response by MoE dated 20 December 2021.

REOPENING OF SCHOOLS AND PREPAREDNESS TO CATER TO NEW CHALLENGES

- After one and a half years of closure, government schools started to reopen from September 2021 across most states in a phased manner. The COVID-19 pandemic not only accentuated some of the existing issues related to school education in the country, but also introduced new challenges. With the reopening of schools, addressing these becomes crucial. The Parliamentary Standing Committee Report, released in August 2021, suggested several steps that schools and the administration should take in this regard.
- The report highlights school dropouts, lack of accessibility of ICT-based remote learning, increase in child labour, and health hazards during the pandemic as some of the major challenges. Others include the adverse effects on nutrition, mental health, and overall development of children, especially those coming from socio-economically disadvantaged backgrounds. All these adversities are likely to have a negative impact on learning levels of children.
- In this context, the nationally representative learning assessment survey, National Achievement Survey (NAS), becomes relevant as it will provide the latest picture on grade-specific learning levels at the beginning of reopening of schools. The latest round of NAS, conducted on 12 November 2021, has been funded through the Samagra Shiksha scheme and the results are yet to be released.
- We looked at the official guidelines and instructions released by 5 state governments (Bihar, Himachal Pradesh, Madhya Pradesh, Rajasthan, Maharashtra) in the months of August to November 2021 to understand the types of steps that schools and local administration at the Cluster and Block level were asked to follow regarding reopening of schools. A brief summary of this is presented below.

Areas	Instructions and guidelines issued in 5 states
Ensuring COVID-19 protocols are followed	<ul style="list-style-type: none"> Schools received instructions from Block or District administration or Gram Panchayat to follow COVID-19 protocol and regular cleaning of infrastructure and water sources. Teachers were asked to teach hand washing procedure to students, and share information about the pandemic. Masks are provided in schools and soaps are asked to be made available. Schools were asked to acquire thermal scanners and thermometers to keep regular check on students' temperatures. Teachers have been instructed to attend online training on DIKSHA platform on orientation about the safety measures and following COVID-19 protocols in schools.
Maintenance of school infrastructure and ensuring separate functional toilets for girls and boys	<ul style="list-style-type: none"> Guidelines were issued to construct and maintain separate toilets for boys and girls, and progress was to be monitored by Block administrators. In Rajasthan, schools were given a "School Sanitation Grant" to construct functional toilets. In Himachal Pradesh, Blocks received instructions that cleanliness and maintenance of the school toilets needed to be completed before opening, and field inspection was to be conducted by CRCs.
Teacher training on ICT-based teaching and blended teaching method	<ul style="list-style-type: none"> Guidelines on online training of teachers have been sent to all states, and trainings on NISHTHA and NIPUN Bharat through online platforms have been happening. However, there were no clear-cut instructions to teachers on blended teaching methods, mixing classroom teaching and digital modes.
Instructions to teachers, Block or District administration to assess and address learning gap	<ul style="list-style-type: none"> Teachers were instructed to create WhatsApp groups and send SMSs during school closures. Phone calls were also made where necessary to track progress. District and Block administrations were told to support teachers. In some states, applications were used to monitor progress such as BEST (Bihar Easy School Tracking) in Bihar, Shiksha Mitra in Madhya Pradesh, and the Shala Sambalan Abhiyan programme in Rajasthan.
Concise syllabus for current academic year	<ul style="list-style-type: none"> For some states such as Maharashtra and Rajasthan, the State Council of Educational Research and Training (SCERT) took steps to reduce syllabus and focus on key learning outcomes. On the other hand, in Himachal Pradesh, the syllabus was not reduced initially, and teachers were still working towards completing the syllabus on time.
Concise syllabus for current academic year	<ul style="list-style-type: none"> There was focus on ensuring that every student could access learning materials such as worksheets and textbooks. TLMs were also distributed through digital mediums such as WhatsApp groups. For instance, in Rajasthan, worksheets have been distributed under the "Back to School" programme, where teachers had received support from District and Block functionaries.

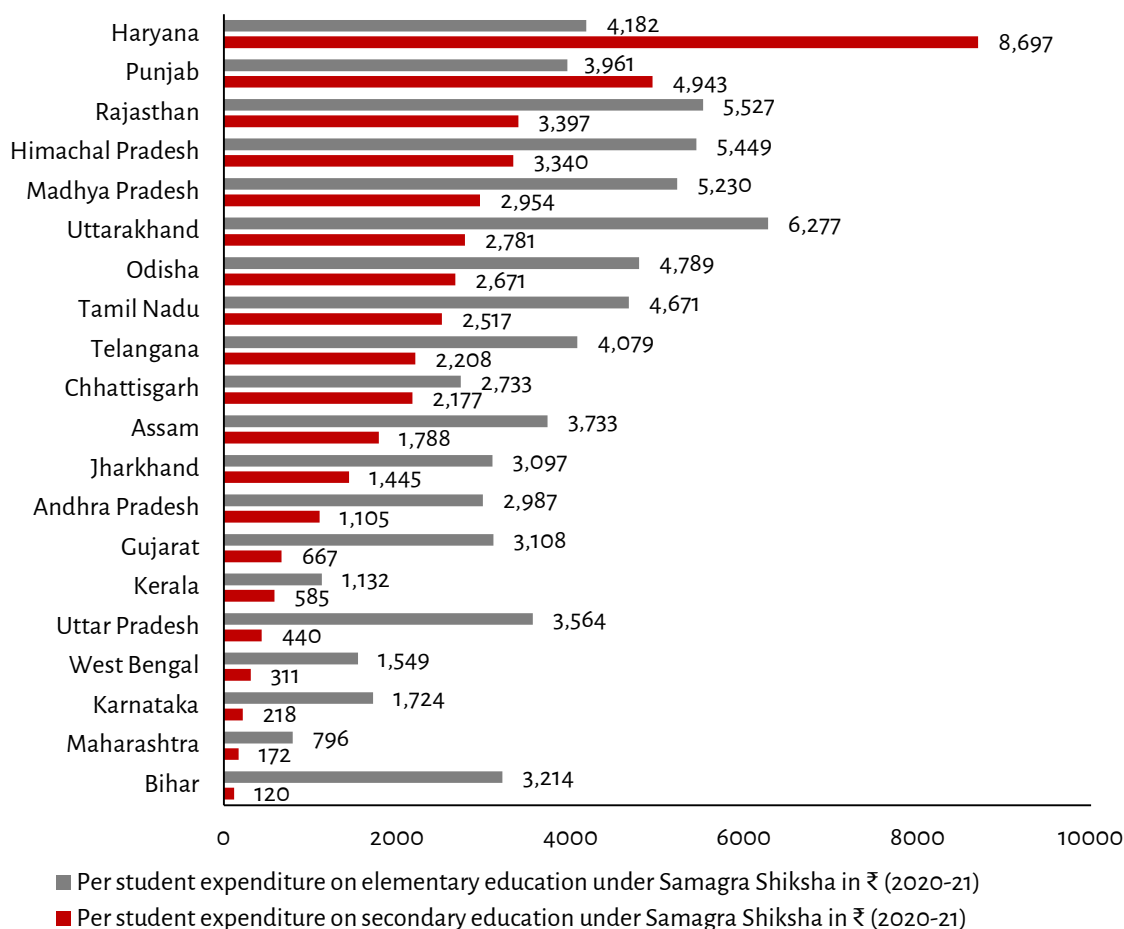
COMPONENT-WISE BREAK UP OF BUDGETS AND EXPENDITURES

Per-Student Expenditures across Elementary and Secondary Education

- Per-student expenditure for a state is calculated by dividing expenditure with enrolment in government and government-aided schools in that particular state. Thus, expenditure for the elementary education component under Samagra Shiksha is divided by enrolment in government and government-aided schools from Grade I to VIII. For secondary education, enrolment from Grade IX to XII has been taken. Also, at the time of preparation of this brief, since enrolment data was unavailable for academic year 2020-21, per-student expenditures are calculated by using enrolment data for 2019-20.
- Nationally, per-student expenditures under Samagra Shiksha scheme were almost double for elementary education (₹3,269), as compared to that for secondary education (₹1,540) during FY 2020-21.
- There was considerable state-wide variation across both levels of education. Uttarakhand spent the largest amount of ₹6,277 per student in elementary education among the 20 large states, followed by Rajasthan (₹5,527) and Himachal Pradesh (₹5,449). In contrast, Maharashtra spent the lowest under Samagra Shiksha at ₹796 per student.

- Among the 20 large states, most spent higher on elementary than on secondary education, except Punjab and Haryana. In fact, Haryana spent almost twice on secondary (including higher secondary) education at ₹8,697 per student than on elementary at ₹4,182. Haryana also had the highest per-student expenditures among the 20 states in FY 2020-21. This was followed by Punjab (₹4,943) and Rajasthan (₹3,397). Bihar spent only ₹120 per student in secondary education, the lowest among 20 large states. Other large states with per-student expenditures below ₹500 included Maharashtra (₹172), Karnataka (₹218), West Bengal (₹311), and Uttar Pradesh (₹440).

NATIONALLY, PER-STUDENT EXPENDITURE FOR ELEMENTARY WAS ₹3,269 - DOUBLE THAT OF SECONDARY EDUCATION (₹1,540) IN FY 2020-21



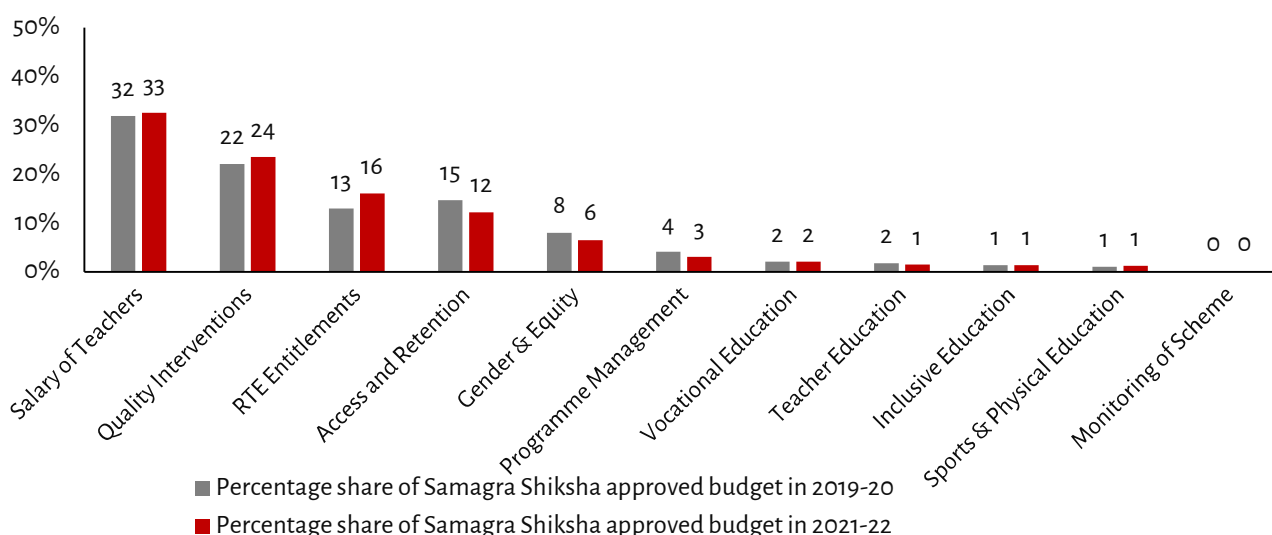
Source: (1) Samagra Shiksha expenditures: RTI response by MoE dated 20 December 2021. (2) Enrolment in government and government-aided schools in 2019-20: UDISE Plus, 2019-20. Available online at: <https://udiseplus.gov.in/#/Publication>. Last accessed on 10 January 2022.

Intervention Components under Samagra Shiksha

- The interventions under the scheme can be broadly grouped under 11 components as per the scheme guidelines: (i) Access and Retention; (ii) Entitlements as per Right to Education Act (RTE Entitlements); (iii) Quality Interventions; (iv) Teacher Education; (v) Salary of Teachers, (vi) Gender and Equity; (vii) Inclusive Education; (viii) Vocational Education; (ix) Sports and Physical Education; (x) Monitoring; and (xi) Programme Management.
- To understand the impact of the pandemic on the scheme prioritisation, a component-wise break up of approved budgets (including spillovers) for FY 2019-20 is being compared to that in FY 2021-22. While the scenario in FY 2019-20 reflects the pre-pandemic focus of the scheme, that in FY 2021-22 is expected to indicate the current focus with gradual reopening of schools and implementation of NEP 2020. The distribution for FY 2021-22 is based on data collated for 24 states and UTs, the only publicly available data at the time of preparation of this brief.

- Around one-third of the budget (33 per cent) was dedicated to ‘Salary of teachers’ in FY 2021-22, which is similar to the share during the pre-COVID period as well (32 per cent). As per the PAB minutes of the states, teachers’ salary from this financial year will be calculated as per the following formulation: for FY 2021-22 it will be 100 per cent of Gol share of expenditure in FY 2019-20. For the next four years starting from FY 2022-23, it will be 95 per cent, 90 per cent, 85 per cent, and 75 per cent, respectively of Gol’s share of expenditure incurred in FY 2019-20. This is further subject to the state maintaining the requisite level of filled up posts.
- The second largest proportion of approved budgets is dedicated to ‘Quality Interventions’, which increased from 22 per cent in FY 2019-20 to 24 per cent in FY 2021-22. This component includes ICT and other digital initiatives, support at pre-primary level, foundational literacy and numeracy (FLN), assessment of learning, academic support through BRCs and CRCs, Learning Enhancement Programmes (LEP), in-service teacher trainings, and strengthening of libraries. If we compare the same 24 states and UTs across FY 2020-21 and FY 2021-22, it is observed that the amount of budget approved for ‘Quality Interventions’ increased by 12 per cent, while overall budget came down by 4 per cent.
- The third largest intervention is observed to be RTE entitlements, the proportion for which increased from 13 per cent in FY 2019-20 to 16 per cent in FY 2021-22. This was followed by ‘Access and Retention’ whose share of budget declined slightly from 15 per cent in FY 2019-20 to 12 per cent in FY 2021-22.

ONE-THIRD OF SAMAGRA SHIKSHA BUDGET IS ALLOCATED TOWARDS ‘SALARY OF TEACHERS’, FOLLOWED BY 24% FOR ‘QUALITY INTERVENTIONS’ AND 16% FOR RTE ENTITLEMENTS



Source: Samagra Shiksha PAB minutes. Available online at: <https://seshagun.gov.in/pab-minutes>. Last accessed on 10 January 2022.

Note: (1) Approved budgets include spillover from previous year. (2) Figures for FY 2019-20 exclude Punjab. (3) Figures for FY 2021-22 are based on 24 states and UTs for whom data are available.

COVID-19 Pandemic and School Readiness

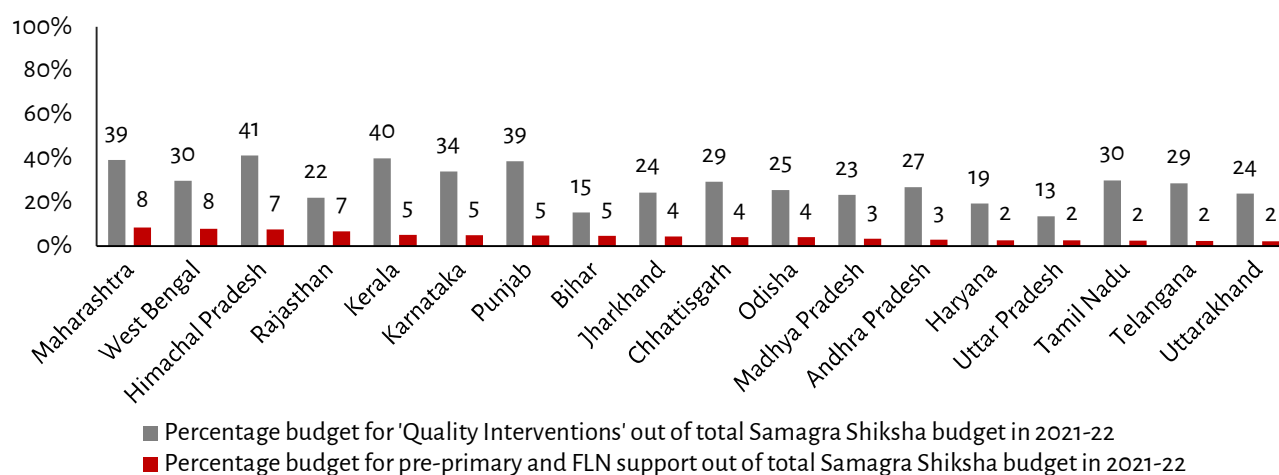
- We tried to assess the exact interventions of Samagra Shiksha, under which funds have been allocated for school readiness against the backdrop of the pandemic by different state governments in FY 2021-22. It was understood that apart from allocations for some specific activities, some of the school-specific expenditures were also incurred from the Composite Grant provided to each school under the scheme.
- Since availability of digital devices and the internet is a major issue for a large section of households, and children are not allowed to attend schools in full capacity in most states, development and distribution of study materials such as workbooks, worksheets, activity material, and additional books, are deemed important for continuity of learning. Funds allocated for TLM under ‘Support at Pre-Primary Level’, ‘Foundational Literacy and Numeracy’ (FLN), and Learning Enhancement Programmes (LEP), are proposed to be utilised for the preparation of such learning materials including activity-based kits for pre-primary education till Grade V.

- For FY 2021-22, all states have been allocated funds for safety and security measures for children in schools, at ₹2,000 per school. Additionally funds have also been allocated for online orientation programmes for teachers on school safety and security activities, to encourage them to function as the first level counsellors for dissemination of basic information about COVID-19, and enabling them to provide digital or online education. The funds for these two activities are allocated under the broader component of 'Quality Interventions'.

Support for Pre-Primary and Foundational Literacy and Numeracy (FLN)

- In relation to the vision of NEP 2020 of formalising pre-primary education and achieving FLN, there are budget allocations included within Samagra Shiksha as well.
- Funds for pre-primary education are allocated under the component 'Support at Pre-Primary Level' for activities such as revision of ECCE curriculum, development of pre-primary textbooks as per NCERT framework, TLM for children, and development of training modules for capacity building of pre-primary teachers.
- GoI launched the NIPUN Bharat in July 2021 as a mission under the Samagra Shiksha scheme. The aim of this mission is to ensure that every child achieves the desired learning competencies in FLN by the end of Grade 3, by FY 2026-27. To achieve this, there is provision of upto ₹500 per child, per annum for TLM; ₹150 per teacher for teaching manuals and resources; and ₹10 to ₹20 lakh per district for assessment.
- Both these sub-components are part of the broader component 'Quality Interventions'. Across 24 states and UTs (excluding others due to lack of data) in FY 2021-22, while an average of 24 per cent of the approved budget was allocated for 'Quality Interventions' as a whole, 3 per cent was for FLN, and 1 per cent was for support at pre-primary level.
- While there is wide variation across states in case of overall proportion of funds for 'Quality Interventions', the proportion of funds allocated towards pre-primary and FLN shows relatively less variation. Among 18 large states, in FY 2021-22, Himachal Pradesh allocated the highest share to 'Quality Interventions' at 41 per cent, followed by Kerala at 40 per cent. In contrast, the share of budgets for 'Quality Interventions' was lowest in Uttar Pradesh (13 per cent), followed by Bihar (15 per cent).
- Proportion of budget for pre-primary education and FLN was highest in Maharashtra and West Bengal at 8 per cent each followed by Himachal Pradesh and Rajasthan at 7 per cent each. In contrast, states such as Tamil Nadu, Telangana, and Uttarakhand allocated some of the lowest shares of their budgets at 2 per cent each.

AMONG 18 LARGE STATES, MAHARASHTRA AND WEST BENGAL ALLOCATED THE HIGHEST PROPORTIONS OF THEIR BUDGETS FOR SUPPORT AT PRE-PRIMARY LEVEL AND FLN, AT 8% EACH



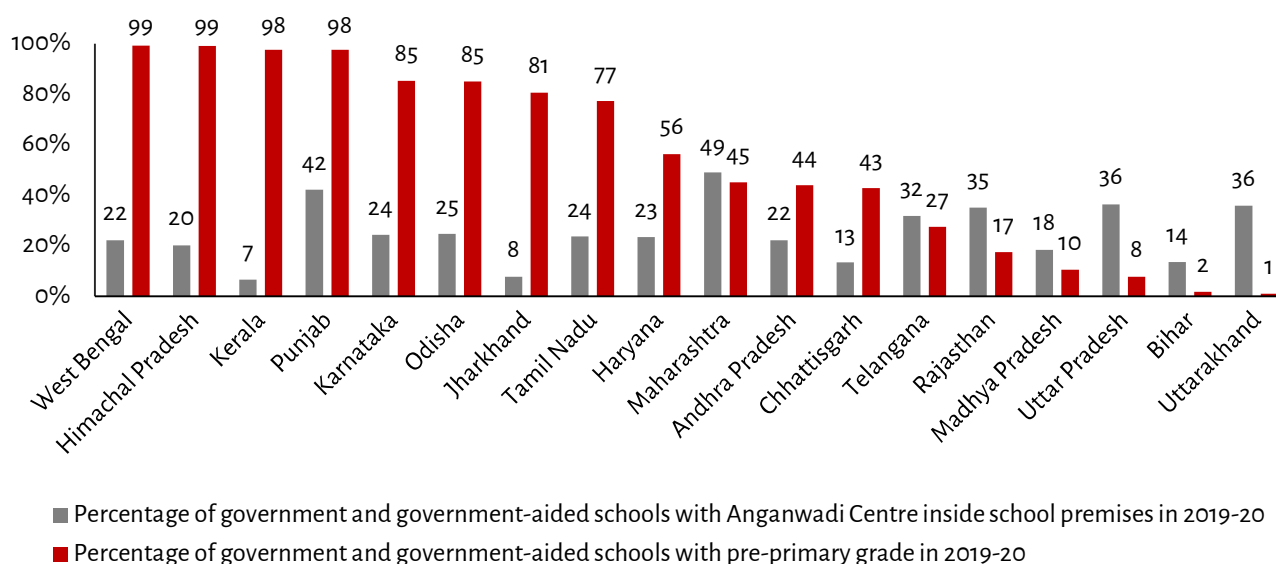
Source: Samagra Shiksha PAB minutes. Available online at: <https://seshagun.gov.in/pab-minutes>. Last accessed on 10 January 2022.

Note: (1) Approved budgets include spillover from previous year. (2) Figures are based on 24 states and UTs for whom data are available.

SCHOOLS WITH PRE-PRIMARY GRADE AND ANGANWADI CENTRE (AWC)

- To understand the preparedness of states to implement pre-primary education and achieve FLN, we looked at percentage of government and government-aided schools which had pre-primary grades before the COVID-19 pandemic. Moreover, since AWCs responsible for imparting ECCE have been located inside some government school premises, they provide an established structure for providing pre-primary education in such schools. Thus, we also look at the proportion of schools with AWCs inside their premises.
- During 2019-20 academic year, at the national level, while 47 per cent of government and government-aided schools had pre-primary grades, 26 per cent had AWCs co-located inside the school premises.
- There is wide variation across states. Among 20 large states, West Bengal and Himachal Pradesh had an overwhelming 99 per cent schools with pre-primary grades. This was closely followed by Kerala and Punjab with 98 per cent schools in each state having pre-primary grades. In contrast, schools with pre-primary grades was only 1 per cent in Uttarakhand and 2 per cent in Bihar.
- While Uttarakhand had the lowest proportion of schools with pre-primary grades, it had a relatively higher proportion of schools with AWCs inside the premises at 36 per cent. Proportion of schools with Anganwadi Centres was highest in Maharashtra at 49 per cent, followed by Punjab at 42 per cent. In fact, Punjab also had a very high proportion (98 per cent) of schools with pre-primary grades. In contrast, Kerala had the lowest share of schools with AWCs located inside their premises (7 per cent) among 20 large states.

NATIONALLY, OF THE GOVERNMENT AND GOVERNMENT-AIDED SCHOOLS, 47% HAD PRE-PRIMARY GRADES AND 26% HAD ANGANWADI CENTRES INSIDE THE SCHOOL PREMISES IN 2019-20



Source: U-DISE Plus portal. Available online at: <https://dashboard.udiseplus.gov.in/#/reportDashboard/sReport>. Last accessed on 10 January 2022.