

# BUDGET INSIGHTS

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Trends in Finances for the Ministry of  
Education

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## KEY HIGHLIGHTS



In FY 24-25 Budget Estimates (BEs), ₹1,20,628 crore has been allocated to the Ministry of Education (MoE), a 7 per cent decline from last year's allocation (Revised Estimates or REs).



Department of School Education and Literacy (DoSEL) accounts for 61 per cent of the Ministry's allocation in FY 24-25 BEs. GoI allocation for DoSEL stands at ₹73,008 crore, a 1 per cent increase from FY 23-24 REs which stood at ₹72,474 crore.



Allocation for the Department of Higher Education (DoHE) stands at ₹47,620 crore, a 17 per cent decline from previous year's allocation which stood at ₹57,244 crore.



Centrally Sponsored Schemes (CSSs) constitute the major share of DoSEL's Budget. Allocations for Samagra Shiksha – DoSEL's flagship CSS – increased by 12 per cent from ₹33,000 crore to ₹37,010 crore in FY 24-25 BEs. PM POSHAN (erstwhile Mid-Day Meal Scheme) is the second largest scheme and saw its allocation increase by 25 per cent to ₹12,467 crore in FY 24-25 BEs.



Between 20-21 and 21-22, there were marginal improvements in school infrastructure including girls' toilets, availability of internet and computers, and access to libraries. But teacher vacancies remain high: 16 per cent of elementary school teacher posts were vacant and 15 per cent secondary school teacher posts were vacant in 22-23.



The number of Higher Education Institutions (HEIs) have been increasing. But engineering HEIs report high vacancies: 54 per cent sanctioned posts were vacant for Indian Institutes of Information Technology and 34 per cent for Indian Institutes of Technology in 2022.

## KEY POLICY ANNOUNCEMENTS



In FY 24-25 Budget Speech, Finance Minister Nirmala Sitharaman indicated improving the usage of technology through Digital Public Infrastructure Applications for education<sup>1</sup>.



The Budget also announced financial support through loans of up to ₹10 lakh for higher education in domestic institutions. Under this, 1 lakh students will be supported every year.

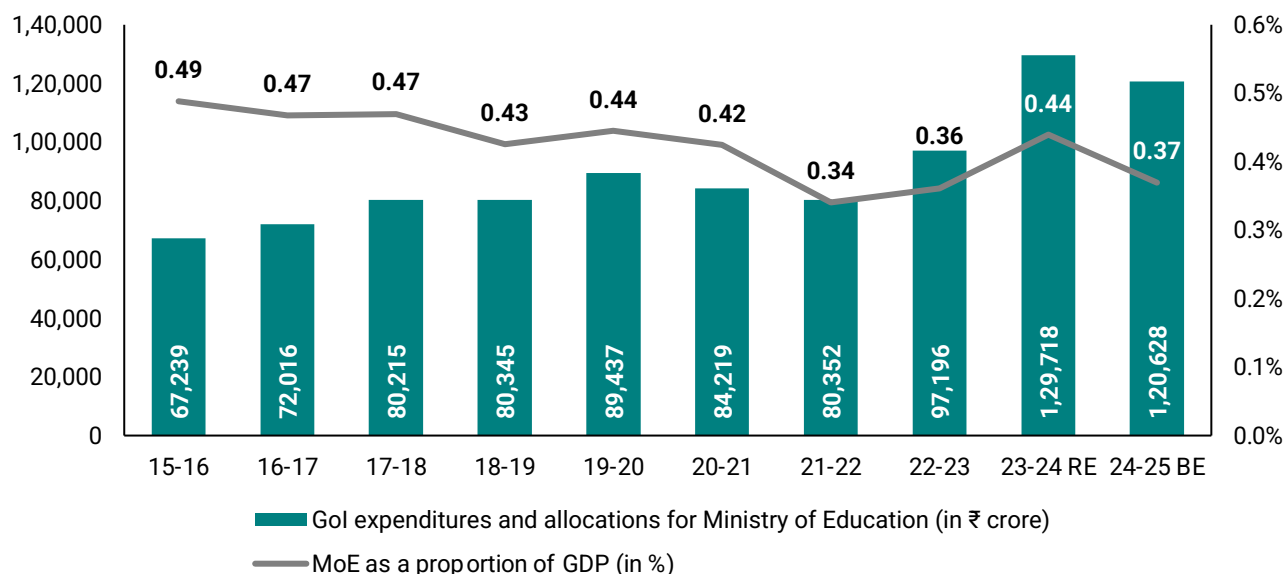
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# OVERVIEW

The Ministry of Education (MoE), erstwhile Ministry of Human Resource Development (MHRD), is the nodal ministry responsible for developing the country’s education standards to strengthen its human capital.

- For FY 24-25 Budget Estimates (BEs), ₹1,20,628 crore is allocated to MoE, a 7 per cent decline from last year’s Revised Estimates (REs).
- Education is on the Concurrent List, with responsibility shared between Government of India (GoI) and states. A bulk of the education expenditure, however, is undertaken by states. In FY 23-24 BEs, both GoI and states are expected to spend 2.7 per cent of Gross Domestic Product (GDP) on education (including education, arts, sports, and culture)<sup>2</sup>, significantly lower than the recommended 6 per cent as per the National Education Policy (NEP) 2020.
- GoI share of expenditure on MoE, as a proportion of GDP, has been declining. In FY 15-16, it was 0.49 per cent. This decreased to 0.34 per cent in FY 21-22. For FY 24-25 BEs, MoE’s share of GDP is expected to stand at 0.37 per cent.

**Figure 1: Allocations and Expenditures for MoE**



**Source:** (1) Union Expenditure Budget, DHE and DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. (2) Budget at a Glance, Union Budget 2024-25. Available online at: <https://www.indiabudget.gov.in/>. (3) Annual and Quarterly Estimates of GDP at current prices, 2011-12 series, MoSPI. Available online at: <https://www.mospi.gov.in/data>. Last accessed on 23 July 2024.

**Note:** Figures till FY 22-23 are Actuals, REs for FY 23-24, and BEs for FY 24-25. Expenditures reflect GoI releases to states and UTs.

## MoE has two Departments



### Department of School Education and Literacy (DoSEL)

which is responsible for universalising education at the school level.



### Department of Higher Education (DoHE)

which envisions promoting “world class opportunities” for higher education and research in India<sup>3</sup>.

### This brief examines trends in GoI financing for MoE.

- DoSEL is the larger Department receiving over 60 per cent of the Ministry’s allocation since FY 15-16. In FY 24-25 BEs, DoSEL accounts for 61 per cent of the total Ministry’s allocation, whereas DoHE accounts for 39 per cent of its allocation.
- For FY 24-25 BEs, ₹73,008 crore is allocated to DoSEL, 1 per cent higher than last year’s allocation (REs) and 6 per cent higher than BEs which stood at ₹68,805 crore. On the other hand, ₹47,620 crore is allocated to DoHE, a decrease of 17 per cent to from ₹57,244 crore in FY 23-24 REs, although 8 per cent higher than BEs which stood at ₹44,095 crore.
- Over the years, spending, or GoI releases to states and Union Territories (UTs), as a proportion of allocations have been high for both DoSEL and DoHE.
- In the case of DoSEL, 98 per cent of allocation was utilised in FY 16-17. In FY 21-22, utilisation reduced to 90 per cent of allocation, increasing again to 99 per cent of allocation by FY 22-23. The trend of high utilisation may persist in FY 23-24, as REs were ₹3,669 crore higher than BEs for the same year.
- Similarly, DoHE utilisations have been high. In FY 16-17, 98 per cent of allocation was utilised. However, in FY 22-23, 94 per cent of allocation was utilised. Utilisation for FY 23-24 is likely to be higher than allocation as REs were already higher by ₹13,150 crore than BEs.

**Table 1: Allocations and Expenditures for DoSEL and DoHE**

Year	Allocations (in ₹ crore)		Expenditures (in ₹ crore)		Funds Utilised (in %)	
	DoSEL	DoHE	DoSEL	DoHE	DoSEL	DoHE
16-17	43,896	29,703	42,989	29,026	98	98
17-18	47,006	34,862	46,600	33,614	99	96
18-19	50,114	33,512	48,441	31,904	97	95
19-20	56,537	38,317	52,520	36,916	93	96
20-21	52,189	32,900	51,842	32,378	99	98
21-22	51,970	36,032	46,822	33,531	90	93
22-23	59,053	40,828	58,640	38,557	99	94
23-24	72,474	57,244				
24-25 BE	73,008	47,620				

**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Figures are REs for FY 23-24 and BEs for FY 24-25. Expenditures reflect Gol releases to states and UTs.

- The 355<sup>th</sup> Parliamentary Standing Committee Report noted that expenditures for DoSEL’s Centrally Sponsored Schemes (CSSs), making up the largest share of its Budget, in FY 20-21 and FY 21-22 were low because of the COVID-19 pandemic. Since July 2021, adhoc grants (Gol releases) could only be processed if 75 per cent of expenditure from previous year’s grants were met<sup>4</sup>. Majority of states and UTs could not meet this condition, resulting in additional delays in Gol fund releases. The new procedure is through the Single Nodal Agency, operational in most states and UTs, and is meant to improve utilisation in coming years.

**This brief is divided into two sections. The first section closely looks at trends in finances for DoSEL and the second section deep-dives into DoHE.**

# DEPARTMENT OF SCHOOL EDUCATION AND LITERACY

DoSEL spending is classified into four components:



## Establishment Expenditure (EE)

of GoI are the costs incurred for the maintenance and operation of government offices and institutions.



## Other Central Expenditure (OCE)

are GoI funded and implemented initiatives such as Kendriya Vidyalayas and Navyodaya Vidyalayas. It consists of specific initiatives or projects managed by autonomous bodies, central agencies, and spending on statutory bodies, and public sector undertakings.



## Centrally Sponsored Schemes (CSSs)

are schemes such as the Samagra Shiksha implemented by state governments but largely funded by GoI, with a specified contribution from the states. For large states, the fund sharing ratio is 60:40 and for North-Eastern and hilly states it is 90:10.



## Central Sector Schemes (CSs)

are schemes such as the National Means cum Merit Scholarship Scheme which are fully funded, designed, planned, and implemented by GoI, based on subjects from the Union List

- CSSs have constituted the major proportion of DoSEL allocations across years, followed by OCE. In FY 24-25 BEs, CSSs are 78 per cent of DoSEL's Budget, while OCE is 21 per cent. The proportional allocations for CSs and EE, over the years, have been almost negligible.
- For FY 24-25 BEs, ₹56,937 crore is allocated for CSSs, an increase by 22 per cent from the previous year's REs. This is driven by an increase in allocations for Samagra Shiksha, PM Schools for Rising India (PM SHRI), and Strengthening Teaching-Learning and Results for States (STARS). In contrast, allocation for OCE decreased by 39 per cent and stands at ₹15,639 crore.

## CENTRALLY SPONSORED SCHEMES

- As previously mentioned, CSSs constitute the major proportion of allocations and expenditures of Gol's Budget for DoSEL.
- Several DoSEL CSSs were renamed and reconstituted over the years to align with objectives set out in NEP 2020<sup>5</sup>. The schemes have been briefly described:



**Samagra Shiksha** is Gol's key school education programme, covering all classes from pre-primary to higher-secondary. The scheme subsumed earlier standalone schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), and Strengthening of Teacher Training Institutions, a component under Teacher Training and Adult Education. SSA aimed to universalise elementary education, while RMSA catered to improving access for secondary education.



**PM Poshan Shakti Nirman (POSHAN)** earlier known as the Mid-Day Meal scheme aims to improve nutritional standards for children in grades I to VIII in government and government-aided schools by providing one hot cooked meal per day to children.



**Strengthening Teaching-Learning Results for States** is a programme which aims to help states develop, implement, and evaluate existing interventions for quality education outcomes and transition into the labour market.



**Prime Minister Schools for Rising India**, previously the Exemplar scheme, was renamed to PM SHRI. The scheme aims to prepare 14,500 schools of excellence for providing high quality education.



**New India Literacy Programme** is the new scheme for Adult Education. It has undergone multiple administrative changes from being called as Padhna Likha Abhiyaan and Saakshaar Bharat.

- Allocations for the **Umbrella Programme for Development of Minorities** are not reflected in Gol's Budget for DoSEL since FY 21-22 as it was moved to the Ministry of Minority Affairs. The Umbrella Programme aimed to improve education quality for children from minority religion and promote access and equity in school education.
- In FY 22-23, a new scheme called **Accelerating State Education Program to Improve Results (ASPIRE)** was launched with funding through loans by the Asian Development Bank (ADB) to improve school education learning outcomes with a focus on foundational learning and reducing dropout rates. The scheme focused on five states namely Assam, Gujarat, Jharkhand, Tamil Nadu, and Uttarakhand. The scheme was discontinued in FY 23-24<sup>6</sup>.

- Exemplar was launched in FY 22-23 BEs and is now PM SHRI which reflects allocations from FY 23-24 BEs.
- Across years, the share of allocations for Samagra Shiksha have been the highest. In FY 24-25 BEs, the scheme was 51 per cent of total GoI allocations for DoSEL and 65 per cent as a share of the Department's CSSs.
- Allocations for PM POSHAN have comprised the second-largest share. In FY 24-25 BEs, it was 17 per cent of GoI allocations for DoSEL and 22 per cent as a share of DoSEL's CSSs.
- Importantly, since FY 24-25 BEs, all CSSs comprise under the National Education Mission, whereas previously it was only Samagra Shiksha and Teacher Training and Adult Education which were a part of it.
- **Table 2** gives a snapshot of the proportional share DoSEL's schemes out total CSS allocations over the years.

**Table 2: Allocations for DoSEL's CSSs (in ₹ crore)**

Year	New India Literacy Programme	PM SHRI (erstwhile Exemplar)	Strengthening Teaching-Learning and Results for States	Samagra Shiksha	PM POSHAN	Umbrella Programme for Development of Minorities
16-17	-	-	-	26,951	9,700	120
17-18	-	-	-	28,256	10,000	120
18-19	-	-	-	30,834	9,949	120
19-20	-	-	-	36,274	9,912	120
20-21	-	-	112	27,957	12,900	310
21-22	-	-	340	30,000	10,234	-
22-23	-	398	400	32,152	12,800	-
23-24	100	2,800	700	33,000	10,000	-
24-25 BE	160	6,050	1,250	37,010	12,467	-

**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Figures till FY 23-24 are REs. FY 24-25 are BEs. Allocations for Exemplar and PM SHRI are clubbed together. Allocations for Samagra Shiksha between FY 16-17 to FY 18-19 include SSA, RMSA, and Teacher Training and Adult Education.

Samagra Shiksha focuses on pre-primary education, foundational literacy and numeracy, high quality education and learning outcomes, bridging social gaps in school education, strengthening State Councils for Education Research and Training and District Institutes for Education and Training, and promoting vocational training<sup>7</sup>. The scheme also supports the implementation of the Right of Children to Free and Compulsory Education (RTE) Act 2009, and aligns with the recommendations under the NEP 2020.

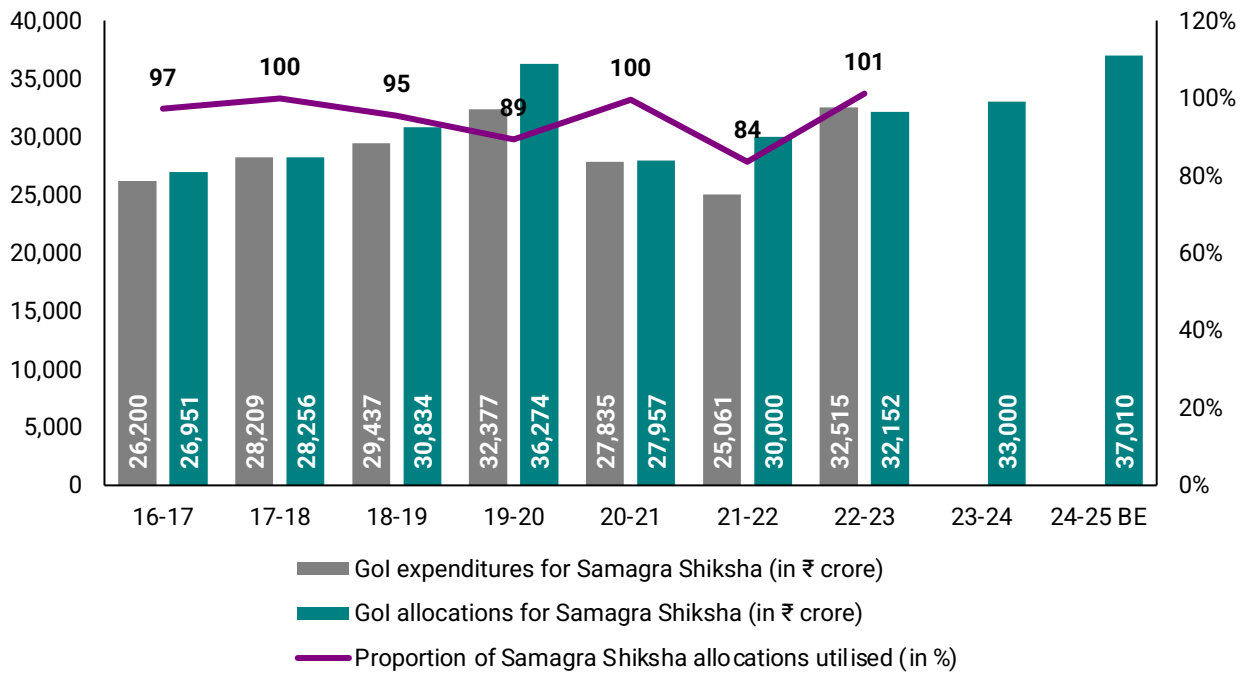
Further, in July 2021, DoSEL launched the National Initiative for Proficiency in Reading with Understanding and Numeracy (NIPUN) Bharat Mission under Samagra Shiksha to universalise foundational literacy and numeracy in schools<sup>8</sup>. Announced as a National mission, it aims to enable children at the end of grade III to attain foundational skills by FY 26-27<sup>9</sup>.

Samagra Shiksha has been a part of Gol's National Education Mission. Till FY 18-19, components under the erstwhile schemes of SSA, RMSA, and Strengthening of Teacher Training Institutions were reflected in Gol's Budget for DoSEL.

### Trends in Allocations and Expenditures

- Samagra Shiksha allocation has increased by 12 per cent from ₹33,000 crore in FY 23-24 REs to ₹37,010 crore in FY 24-25 BEs.
- There are differences in the amounts proposed by the Department for the scheme and actual allocations. In FY 21-22, the proposed amount for Samgra Shiksha was ₹57,914 crore. However, only ₹30,000 (or 51 per cent of the demand) was allocated in FY 21-22 REs. The gap between the proposed amount and allocation reduced in the following years but remained high. In FY 22-23, allocation was ₹6,673 crore less than the proposed amount. In FY 23-24, similarly, allocation was ₹4,985 crore lesser than proposed amount.
- Utilisations, or Gol releases, for Samagra Shiksha have been high except during the COVID-19 pandemic.
- In FY 16-17, ₹26,200 crore or 97 per cent of allocation was utilised. Utilisation, however, decreased to 89 per cent in FY 19-20 and, further, to 84 per cent in FY 21-22. The Parliamentary Standing Committee on Education, Women, Children, Youth and Sports in its 349<sup>th</sup> Report noted that the slow pace in release of funds in FY 20-21 and FY 21-22 from Gol to states and UTs was because of the COVID-19 pandemic. This was also amplified by the new procedure initiated for fund release<sup>10</sup>.
- By FY 22-23, however, more funds were utilised than allocated. For FY 23-24, utilisation is expected to be high, as REs were only 12 per cent lower than the BEs for the same year.

**Figure 2: Allocations and Expenditures for Samagra Shiksha**



**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Allocation figures till FY 23-24 are REs and BEs for FY 24-25. Expenditures reflect Gol releases to states and UTs.

### Financing for Samagra Shiksha

- There have been four main sources of financing for Samagra Shiksha:
  - **Gross Budgetary Support (GBS)** is Gol’s support for central plan. Budgetary Support is earmarked for meeting the planned outlays of Gol during the financial year.
  - **Prarambhik Shiksha Kosh (PSK)** is the non-lapsable pool of funds which accumulates proceeds from a 2 per cent education cess<sup>i</sup> introduced in FY 04-05. It is used to fund schemes related to elementary school education.
  - **Madhyamik and Uchhatar Shiksha Kosh (MUSK)** is the non-lapsable pool of funds to channelise proceeds of a 1 per cent secondary and higher education cess introduced in FY 07-08. It is used to fund schemes related to secondary and higher education.
  - **Externally Aided Programmes (EAP)** reflect funding support from external agencies.

<sup>i</sup>A cess is a form of tax earmarked for a specific purpose. It is an additional levy on the basic tax liability and is used to raise funds for specific needs or projects.

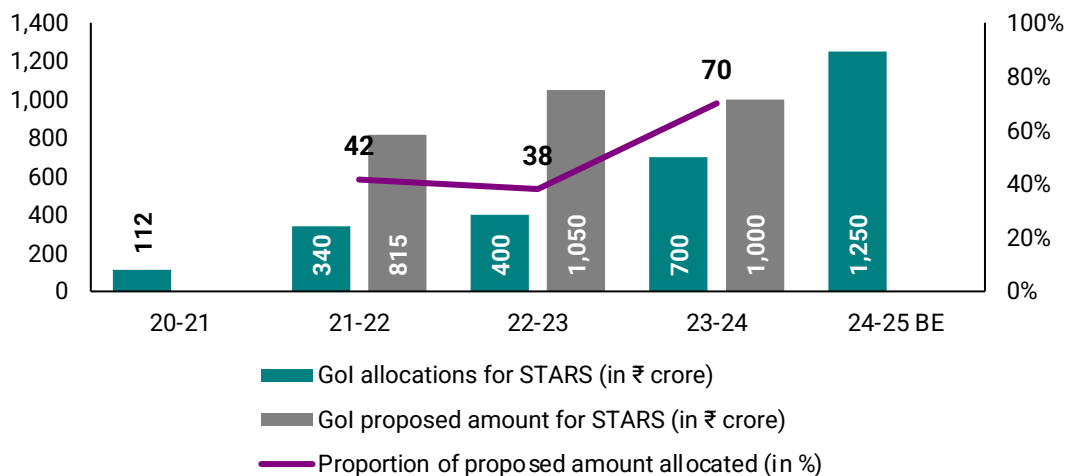
- Across years, the proportion of financing for Samagra Shiksha under the EAP Component has been negligible. In FY 19-20, 69 per cent of financing for Samagra Shiksha was through cesses (PSK and MUSK), followed by GBS (31 per cent). In FY 21-22, the proportional share of cesses increased to 96 per cent, while that of GBS decreased to 4 per cent.
- From FY 21-22, there has been no financing support from GBS.
- In FY 24-25 BEs, only ₹0.01 crore is contributed through EAP while remaining is through cesses.
- Over time, several components particularly those related to teacher and adult education within Samagra Shiksha have been reconstituted and renamed, and became separate standalone schemes. For instance, Appointment of Language Teachers, Strengthening of Teacher Training Institutions, and School Assessment Programme reflected allocations under Teacher Training and Adult Education. Since FY 24-25 BEs, these are not reflected in the DoSEL's CSSs Budget.
- In 2019, DoSEL had launched the National Initiative for School Heads' and Teachers' Holistic Advancement (NISHTHA) programme aimed at building capacities of 42 lakh elementary teachers and heads of schools.
- In 2021, NISHTHA 3.0 was launched to cover 25 lakh teachers and heads of schools at pre-primary and primary levels across states and UTs. To achieve this, the National Council of Educational Research and Training (NCERT) had launched 12 online modules as a part of the NIPUN Bharat Mission<sup>11</sup>. The programme was funded under SSA, and later Samagra Shiksha.

**The next sub-section closely looks at schemes related to teachers.**

## Strengthening Teaching-Learning and Results for States

- Launched in FY 21-22, STARS has been the primary scheme meant for strengthening teachers' capacities.
- In FY 24-25 BEs, ₹1,250 has been allocated under the scheme. This marks a 79 per cent increase from previous year's allocation which stood at ₹700 crore.
- Allocations, however, have been lower than amounts proposed for STARS. In FY 21-22, ₹815 crore was proposed, while only ₹340 crore, or 42 per cent of proposed amount, was allocated.
- In FY 22-23 and FY 23-24, similarly, the difference between proposed amounts and allocations was ₹650 crore (38 per cent of proposed amount) and ₹300 crore (70 per cent of proposed amount), respectively.

**Figure 3: Proposed Amounts and Allocations for STARS**



**Source:** Union Expenditure Budget, DoSEL, FY 21-22 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Figures are REs till FY 23-24 and BEs for FY 24-25.

- Utilisations as a proportion of allocations for STARS have been high. In FY 20-21, 82 per cent of allocation was utilised. In FY 21-22, ₹313 crore was utilised, which was 92 per cent of allocation in the same year. In FY 22-23, more than the allocated amount was utilised at ₹473 crore.
- It is expected that the trend in high utilisations will continue; in FY 23-24 BEs, ₹800 crore was allocated, out of which 88 per cent were met in FY 23-24 REs.

## PM Schools for Rising India

- Launched in 2022, PM SHRI aims to strengthen existing schools managed by Gol, states and UTs, and local bodies. It aims to benefit more than 20 lakh students and is proposed to run until FY 26-27. Post this period, states and UTs are expected to maintain benchmarks set by PM SHRI schools.
- The total project is expected to cost ₹27,630 crore, of which Gol is expected to finance ₹18,128 crore<sup>12</sup>. Allocations for PM SHRI are reflected from FY 23-24 onwards. Till FY 24-25 BEs, ₹9,248 crore or 51 per cent of Gol's share had been allocated.
- Allocations for the scheme remain lower than proposed amounts. In FY 23-24 REs, ₹2,800 crore was allocated to the scheme. This was 70 per cent of the proposed amount which stood at ₹4,000 crore.
- Allocation, however, significantly increased in FY 24-25 BEs to ₹6,050 crore. This is more than double the previous year's allocation.

- According to a Lok Sabha Question reply dated 5 February, a total of 6,207 schools (or 43 per cent of overall 14,500 expected schools) were selected across 27 states and UTs for the first phase of selection. These also comprise Kendriya Vidyalaya Sangathan (KVS) and Navodaya Vidyalaya Samiti (NVS)<sup>13</sup>.
- The 349<sup>th</sup> Parliamentary Standing Committee Report also noted that 8 states and UTs including Bihar, Delhi, Himachal Pradesh, Jharkhand, Kerala, Odisha, Tamil Nadu, and West Bengal did not sign the Memorandum of Understanding with DoSEL for the selection process initiated by the Department for PM SHRI schools.

The next sub-section looks at the key indicators of progress under school education, including those for students and teachers.

## KEY PROGRESS INDICATORS

Of the existing schemes discussed, the focus is on improving learning opportunities for children, strengthening teachers' training, and providing supporting infrastructure to facilitate learning.

- According to Unified District Information System for Education (UDISE+) Report 2021<sup>14</sup>, there were over 15 lakh schools in India, out of which over 3 lakh and 12 lakh, respectively, were in urban and rural areas. The number of girls and boys enrolled, respectively, in these schools were over 13 lakh and 14 lakh.
- Some key statistics have been indicated in **Table 3**.

**Table 3: Key Indicators on Students, Teachers, and Infrastructure in Schools**

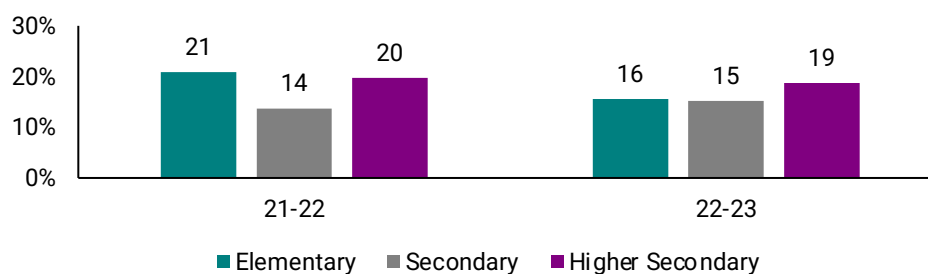
Indicator	Description	20-21	21-22
<b>Gross Enrolment Ratio (GER)</b>	Enrolment in a school as per level of education as a percentage of population in the appropriate age group for that level of education	103% (primary) 92% (upper-primary)	105% (primary) 95% (upper-primary)
<b>Dropout Rate</b>	Proportion of children enrolled in a given level of school year who withdraw from next year or level of education in the same school	0.8 (primary) 1.9 (upper-primary)	1.5 (primary) 3 (upper-primary)
<b>Gender Parity Index</b>	Ratio of GER of girls to GER of boys	1.02 (primary) 1.01 (upper primary)	1.03 (primary) 1 (upper-primary)

Indicator	Description	20-21	21-22
<b>Pupil Teacher Ratio</b>	Average number of students for every teacher	26 (primary) 19 (upper primary)	26 (primary) 19 (upper primary)
<b>Girls Toilet</b>	Percentage of schools with girls' toilets	97.3%	97.5%
<b>Boys Toilet</b>	Percentage of schools with boys' toilets	96.2%	96.2%
<b>Library</b>	Percentage of schools with a library, reading room, or reading corner	85.6%	87.3%
<b>Computer</b>	Percentage of schools with computer	41.3%	47.5%
<b>Internet</b>	Percentage of schools with internet connection	24.5%	33.9%
<b>Electricity</b>	Percentage of schools with electricity	86.9%	89.3%

Source: UDISE+ Dashboard 2021, 2020. Available online at: <https://dashboard.udiseplus.gov.in/#/home>.

- The 349<sup>th</sup> Parliamentary Standing Committee Report in 2023 also pointed out the high teacher vacancies at different levels of school education. In 22-23, 9,86,565 positions (16 per cent of total sanctioned positions) were vacant, of which the highest proportion of vacancies were at the level of higher education.
- While vacancies at the elementary level reduced by 5 percentage points from 21 per cent to 15 per cent between 21-22 and 22-23, those for secondary education increased by 1 percentage point during the same period.

**Figure 4: Vacancies as a Proportion of Sanctioned Staff across Levels in 21-22 and 22-23 (in %)**



Source: 349<sup>th</sup> Department-related Parliamentary Standing Committee Report on Demands for Grants 2023-24 of DoSEL. Available online at: <https://sansad.in/rs/committees/16?departmentally-related-standing-committees>.

## PM Poshan Shakti Nirman

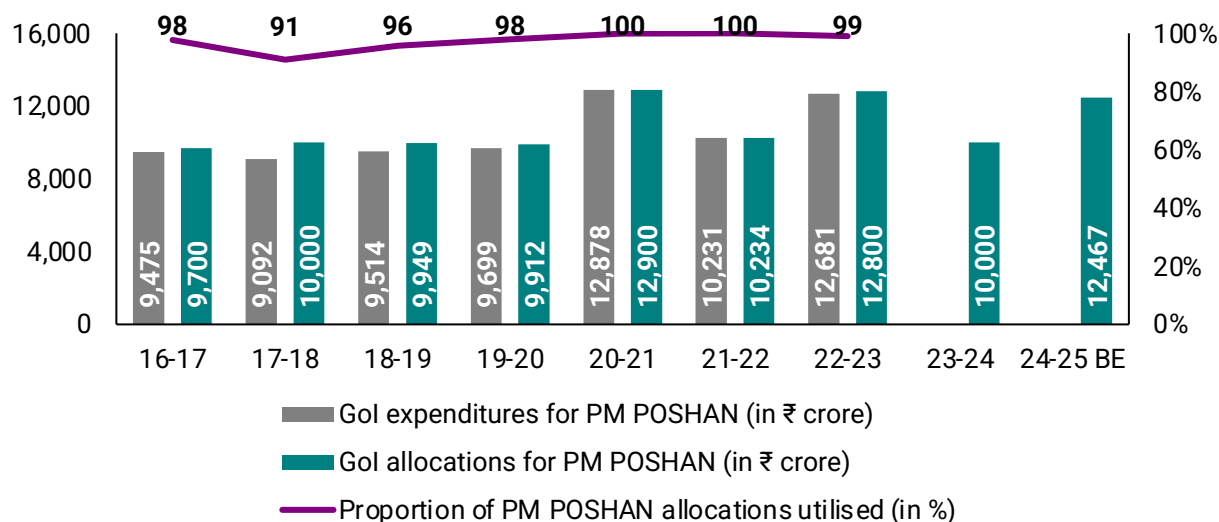
Launched in 2021, PM POSHAN, erstwhile National Programme of Mid-Day Meal in Schools, is the second-largest CSS of DoSEL. The scheme aims to improve nutritional standards for children by providing one hot-cooked meal per day per child and promote children from disadvantaged sections to attend school. Until 2021, the scheme provided meals to children up to grade VIII. The relaunched scheme also extends benefits to children studying in pre-primary schools, or Bal Vatikas.

Further, the reconstituted scheme aims to improve efficiency in scheme implementation by transferring cooking costs and honorariums for cook-cum-helpers directly to schools' bank accounts via Direct Benefit Transfer through the states and UTs. It also aims to promote a community participation programme, called Tithi Bhojan, and encourage diverse diets through nutrition gardens. PM POSHAN has a special provision of supplementary nutrition for aspirational districts and districts with high anaemia. Lastly, the new scheme includes a social audit component to improve the scheme's execution<sup>15</sup>.

### Trends in Allocations and Expenditures

- Across years, PSK has been the primary source of financing for PM POSHAN.
- In FY 24-25 BEs, ₹12,467 crore has been allocated under the scheme, a 25 per cent increase over the previous year's REs. It is important, however, to note that REs for FY 23-24 were already lower than FY 22-23 by 22 per cent.
- Under the scheme, states prepare annual work plan and budgets which are then aggregated up to the Department and approved. Every year, the Ministry also provides a demand on the required allocations needed under the scheme.
- Allocations have remained lower than amount demanded (or proposed) by the Department between FY 18-19 to FY 23-24, except FY 22-23.
- This difference between the amount proposed and allocated was the highest in FY 21-22 at ₹12,074 crore, or allocation was 46 per cent of the proposed amount. The gap was somewhat bridged in FY 22-23 as allocation was ₹2,566 crore higher than the proposed amount which stood at ₹10,234 crore. However, in FY 23-24, this reversed again with the proposed amount being ₹3,053 crore higher, at ₹13,053, crore than allocation.
- Most of the allocations under the scheme have been utilised or released by GoI. In FY 20-21, FY 21-22, and FY 22-23, approximately all allocations were utilised.
- While actual expenditure of FY 23-24 is not available, REs are roughly 86 per cent of the BEs, suggesting the sustenance of high utilisation trends for PM POSHAN.

**Figure 5: Allocations and Expenditures for PM POSHAN**



**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Figures till FY 23-24 are REs and FY 24-25 are BEs. Expenditures reflect Gol releases to states and UTs.

### Current Status

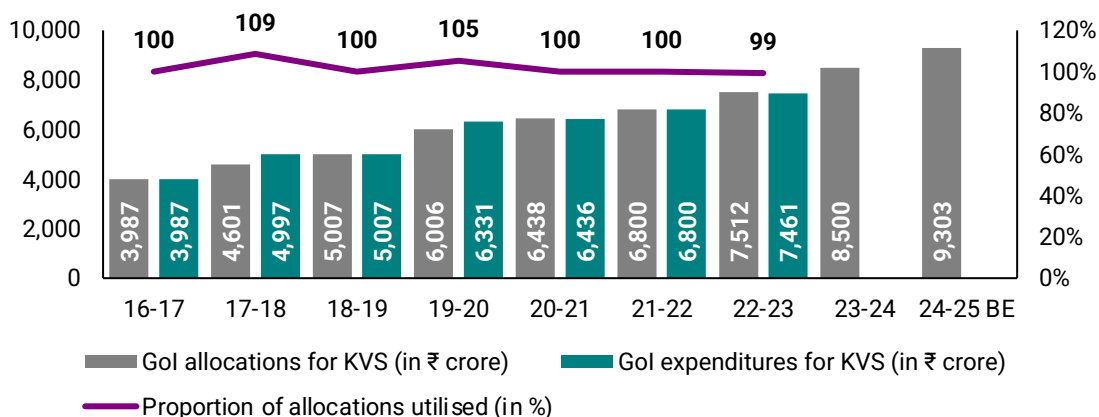
- The 349<sup>th</sup> Parliamentary Committee Report in 2023 indicated that across states and UTs, 7.77 crore children enrolled in 6.75 lakh primary schools and 4.44 crore children enrolled in upper primary schools were eligible for PM POSHAN.
- While the overall releases by Gol to states and UTs have been high, the pace of fund release has been slow. As per the scheme guidelines, funds are meant to be released by Gol in two instalments. To allow states and UTs to continue implementing the scheme, the first instalment is split into two parts: an ad-hoc grant release of 25 per cent at the start of the fiscal year, and another 35 per cent upon receipt of information on the unspent balance from previous year releases as well as food grains. The remaining 40 per cent is provided as a second instalment<sup>16</sup>.
- In FY 24-25, till July 2024, only ₹759 crore was released under the scheme, which is approximately 6 per cent of BEs for the year.
- While consumption of meals were high, some questions have been raised regarding its quality. A Lok Sabha Question on Quality of Food in Mid-Day Meal Scheme dated 5 August 2024 noted that 6 states had reported incidents of illness after meal consumption. Between 2019 and 2024, Bihar (198) reported the highest number of children who were ill after meal consumption, followed by Delhi (170), Uttar Pradesh (47), Tamil Nadu (43), Odisha (42), and West Bengal (25)<sup>17</sup>.

## OTHER CENTRAL SECTOR EXPENDITURE

### Kendriya Vidyalaya Sangathan

- KVS were set-up in 1965 to meet the educational needs of children with parents who are transferrable government employees. It is an autonomous body under OCE and is fully financed by GoI. It is primarily financed through MUSK. Currently, 1,253 KVS are operational in the country<sup>18</sup>.
- In FY 24-25 BEs, KVS comprises 59 per cent of GoI allocation for DoSEL's OCE. In FY 24-25 BEs, ₹9,303 crore is allocated for KVS, a 9 per cent increase from previous year's allocation. Allocation was 11 per cent higher from FY 23-24 BEs which stood at ₹8,364 crore.
- Allocations remain below the amounts proposed by the Department, but the gap has reduced in recent years. In FY 21-22, while the Department proposed ₹10,450 crore, allocation was 65 per cent of the proposed amount which stood at ₹6,800 crore.
- In FY 23-24, however, allocation was 91 per cent of proposed amount which stood at ₹9,371 crore. All funds for KVS are usually spent or released. In fact, in FY 17-18 and FY 19-20, more funds were spent or released than allocated. The trend is likely to continue for FY 23-24 as REs were already ₹136 crore more than BEs which stood at ₹8,364 crore.

Figure 6: Allocations and Expenditures for KVS



**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

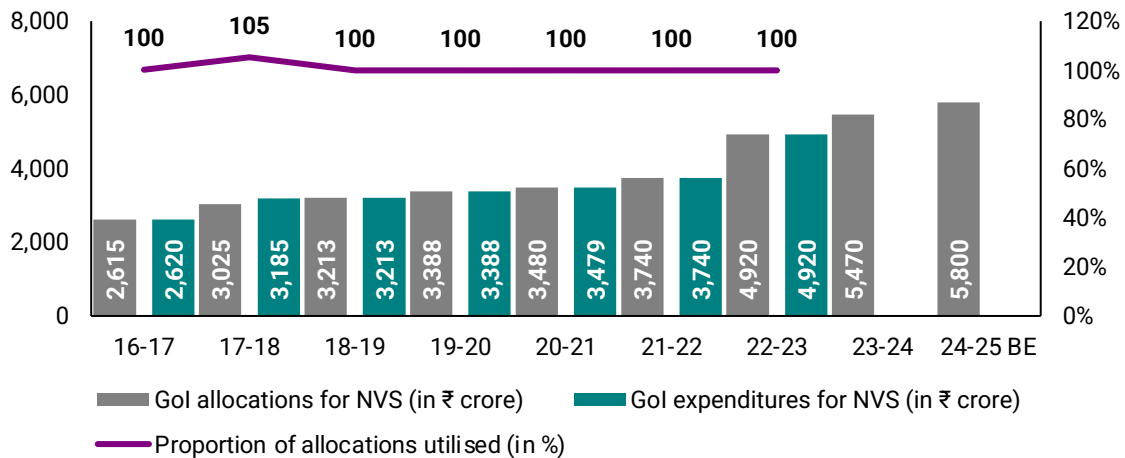
**Note:** Allocation figures till FY 23-24 are REs and FY 24-25 are BEs. Expenditures reflect GoI releases to states and UTs.

- The 355<sup>th</sup> Parliamentary Standing Committee Report noted that 235 KVS are functioning from temporary accommodation. However, out of these, land has been transferred for 184 KVS. At the same time, 107 KVS of these KVS are under construction and no work has been undertaken for the remaining 77. The Committee noted better facilitation is required with state governments and agencies for establishing permanent KVS.

# Navodaya Vidyalaya Samiti

- NVS were set-up in 1998 to run as residential schools. These schools are also meant to work in cohesion with PM SHRI to provide high quality education to children. Also referred to as the Jawahar Navodaya Vidyalaya (JNV), Gol had aimed to establish one in every district, and sanctioned 62 JNVs in 2016. Currently, there are 653 functional JNVs in the country<sup>19</sup>. Like KVS, it is primarily financed through MUSK.
- In FY 24-25 BEs, NVS comprises 37 per cent of DoSEL’s OCE allocation.
- In FY 24-25 BEs, ₹5,800 is allocated, a 6 per cent increase from both FY 23-24 REs and BEs.
- Like KVS, there are differences in the proposed amounts to allocations for NVS. In FY 20-21, allocation was 79 per cent of the proposed amount which stood at ₹4,449 crore. This reversed in FY 22-23 with allocation higher by ₹142 crore than the proposed amount. By FY 23-24, however, 95 per cent of proposed amount, which stood at ₹5,707 crore, was allocated.
- NVS reports high utilisations, with most allocations being spent across years. This trend is likely to continue in FY 23-24 as REs were already more than 99 per cent of BEs for the same year.

**Figure 7: Allocations and Expenditures for NVS**



**Source:** Union Expenditure Budget, DoSEL, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 23 July 2024.

**Note:** Allocation figures till FY 23-24 are REs and FY 24-25 are BEs. Expenditures reflect Gol releases to states and UTs.

- The 349<sup>th</sup> Parliamentary Committee Report noted that in November 2022 out of total 26,723 staff members’ posts (teaching, non-teaching, and other staff) sanctioned, 23 per cent (6,135 posts) were vacant.

# DEPARTMENT OF HIGHER EDUCATION

DoHE spending is classified into four components:



## Establishment Expenditure



## Other Central Expenditure

such as the Autonomous Bodies of Indian Institutes of Technology and Indian Institutes of Management.



## Centrally Sponsored Schemes

such as the Rashtriya Uchhatar Shiksha Abhiyan.



## Central Sector Schemes

such as the Girls' Hostel and Startup India Initiative in Higher Educational Institutions.

- In FY 24-25 BEs, ₹39,880 crore is allocated to OCE, 24 per cent lower than previous year's allocation of ₹52,494 crore. On the other hand, allocation for CSs increased from ₹3,980 crore in FY 23-24 REs to ₹5,673 crore in FY 24-25 BEs, marking a 43 per cent increase.
- OCE constituted the major proportion of Gol's allocations for DoHE between FY 16-17 and FY 24-25 BEs, averaging 83 per cent. In FY 24-25 BEs, OCE constitutes 84 per cent of DoHE allocation. Allocations for CSs averaged 13 per cent between FY 16-17 and FY 24-25 BEs, and stand at 12 per cent of Gol's Budget for DoHE in FY 24-25 BEs.
- The Rashtriya Uchhatar Shiksha Abhiyan (RUSA), which aims to improve equity and access to Higher Education Institutions (HEIs) in states and UTs while promoting academic and administrative reforms, is the only CSS under Gol's Budget for DoHE. However, it comprises a low proportion, averaging at 3 per cent of total DoHE allocations between FY 16-17 and FY 24-25 BEs.
- In FY 24-25 BEs, ₹1,815 crore is allocated for RUSA, an over three-fold increase from ₹500 crore in FY 23-24 REs.
- The 348<sup>th</sup> Parliamentary Standing Committee Report 2023 recommended that the renewed focus of RUSA should be on HEIs in Tier II and Tier III cities. They also suggested that a monitoring framework should be created, in coordination with state governments, to improve scheme implementation<sup>20</sup>.

## OTHER CENTRAL SECTOR EXPENDITURE

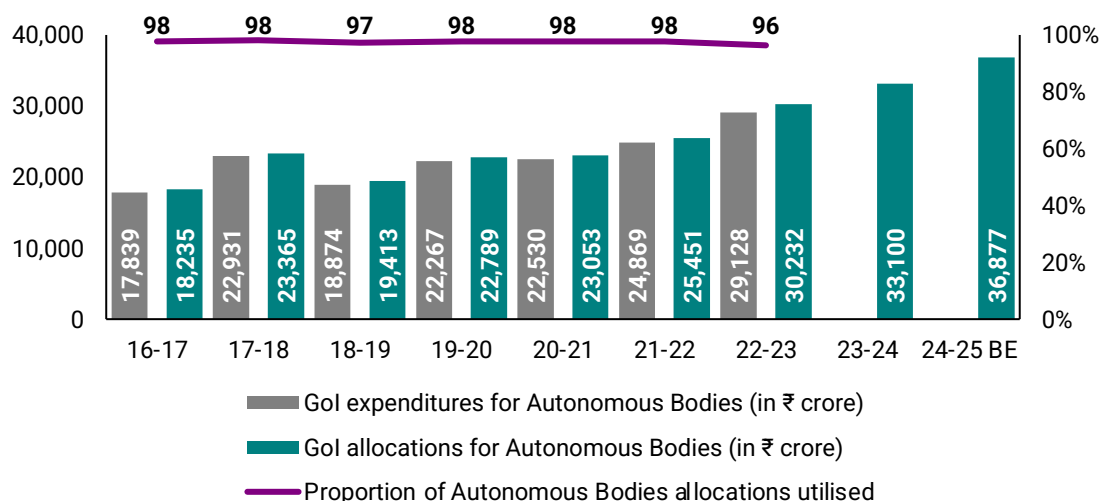
DoHE's OCE comprises of two primary allocations:

- **Statutory and Regulatory Bodies** are legal bodies responsible for advisory and ensuring coordination between the various initiatives, including laws, of DoHE. Currently, DoHE has two such bodies: the University Grants Commission (UGC) and All India Council for Technical Education (AICTE).
  - UGC was established in 1956 for providing grants to universities and colleges in India and advises the Union and state governments on measures to improve higher education.
  - AICTE was set up as a statutory body in 1987 and approves grants for new technical institutions. Apart from its regulatory role, it also promotes technical education among marginalised sections<sup>21</sup>.
- **Autonomous Bodies** of DoHE are the central colleges and universities which are fall under its purview. These include the Indian Institutes of Technology (IITs), Indian Institutes of Management (IIMs), among others.
- Apart from Statutory and Regulatory Bodies and Autonomous Bodies, OCE also includes allocations under **Others** for frameworks such as the National Institutional Ranking Framework which appraises and ranks universities and colleges in India on parameters such as Teaching Learning and Resources, Research and Professional Practice, Graduation Outcome, Outreach and Inclusivity, and Perception<sup>22</sup>. Allocations are also made for Planning, Administration and Global Engagement which is the provision for initiatives such as Global Engagement, Quality Improvement Programme for Management, and expenditure on seminars, committee meetings, etc.<sup>23</sup>

### Autonomous Bodies

- In FY 24-25 BEs, ₹36,877 crore is allocated for Autonomous Bodies, an 11 per cent increase from previous year's REs which stood at ₹33,100 crore. Allocations for Autonomous Bodies account for the largest share of Gol's Budget for DoHE, growing at 8 per cent on average between FY 16-17 and FY 24-25 BEs. In FY 24-25 BEs, they stand at 77 per cent of Gol allocation for DoHE, up from 58 per cent the previous year.
- Utilisations for Autonomous Bodies have been high too, with more than 95 per cent of allocations spent over the years. In FY 22-23, 96 per cent of allocated amount was spent. In FY 23-24, more funds than allocated may be spent as REs were already ₹1,544 crore more than the BEs.

**Figure 8: Allocations and Expenditures for Autonomous Bodies**



**Source:** Union Expenditure Budget, DoHE, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 24 July 2024.

**Note:** Figures till FY 23-24 are REs. FY 24-25 are BEs. Expenditures reflect Gol releases to states and UTs.

### Component-wise Trends

- There are several colleges and universities that are funded under Autonomous Bodies, including some of the Institutes of National Importance such as the Indian Institutes of Technology (IITs) and National Institutes of Technology (NITs).
- Of the total allocations for Autonomous Bodies in FY 24-25 BEs, Grants to Central Universities (CUs) comprise 43 per cent of allocations, followed by IITs (28 per cent), Others (15 per cent), and NITs, and Indian Institute of Engineering Science and Technology (IIST) (14 per cent).
- In FY 24-25 BEs, allocations for Grants to CUs is ₹15,928 crore, a 29 per cent increase from previous year's REs which stood at ₹12,394 crore. Unlike CUs, however, allocation for IITs decreased by 1 per cent from ₹10,384 crore in FY 23-24 to ₹10,325 crore in FY 24-25 BEs.
- Utilisation trends for these institutions have been high between FY 16-17 and FY 22-23. Between FY 16-17 and FY 19-20, all, or more, allocations for CUs were utilised. In the case of IITs, allocated funds were entirely utilised in FY 16-17 and FY 17-18. FY 19-20 onwards, NITs were merged with IISTs. In FY 20-21, all funds allocated were utilised by these institutions.
- For Other institutions, similarly, utilisations have been high but slightly lesser than CUs, IITs, and NITs and IIST.

**Table 4: Allocations and Expenditures for Key Components under Autonomous Bodies (in ₹ crore)**

Year	Type of Expenditure	Grants to CUs	IITs	NITs	Support to NITs and IIST	Others
16-17	Allocations	6,356	5,389	2,875	0	3,615
	Expenditures	6,356	5,380	2,860	0	3,243
	<b>Funds Utilised (%)</b>	<b>100%</b>	<b>100%</b>	<b>99%</b>	-	<b>90%</b>
17-18	Allocations	7,261	8,245	3,668	0	4,190
	Expenditures	7,286	8,337	3,452	0	3,856
	<b>Funds Utilised (%)</b>	<b>100%</b>	<b>101%</b>	<b>94%</b>	-	<b>92%</b>
18-19	Allocations	6,499	5,715	3,721	0	3,478
	Expenditures	6,599	5,590	3,389	0	3,297
	<b>Funds Utilised (%)</b>	<b>102%</b>	<b>98%</b>	<b>91%</b>	-	<b>95%</b>
19-20	Allocations	8,287	6,560	0	3,547	4,395
	Expenditures	7,989	6,596	0	3,487	4,195
	<b>Funds Utilised (%)</b>	<b>96%</b>	<b>101%</b>	-	<b>98%</b>	<b>95%</b>
20-21	Allocations	8,634	6,841	0	3,265	4,313
	Expenditures	8,367	6,681	0	3,252	4,230
	<b>Funds Utilised (%)</b>	<b>97%</b>	<b>98%</b>	-	<b>100%</b>	<b>98%</b>
21-22	Allocations	8,838	8,345	0	3,699	4,569
	Expenditures	8,750	8,082	0	3,485	4,552
	<b>Funds Utilised (%)</b>	<b>99%</b>	<b>97%</b>	-	<b>94%</b>	<b>100%</b>
22-23	Allocations	11,034	9,345	0	4,444	5,409
	Expenditures	10,867	8,990	0	4,176	5,094
	<b>Funds Utilised (%)</b>	<b>98%</b>	<b>96%</b>	-	<b>94%</b>	<b>94%</b>
23-24	Allocations	12,394	10,384	0	4,821	5,501
24-25 BE	Allocations	15,928	10,325	0	5,040	5,585

**Source:** Union Expenditure Budget, DoHE, FY 17-18 to FY 24-25. Available online at: <https://www.indiabudget.gov.in>. Last accessed on 25 July 2024.

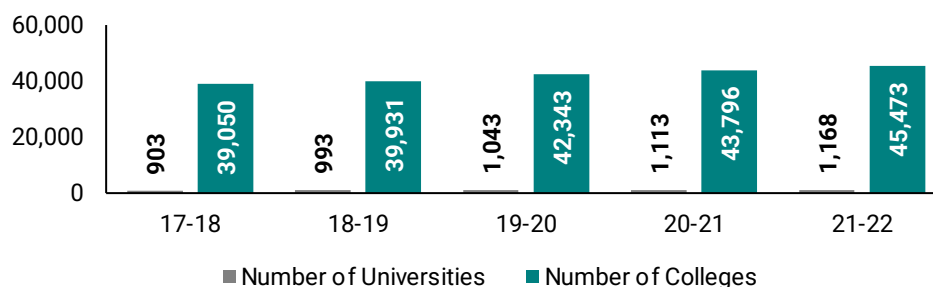
**Note:** Allocation figures are REs till FY 23-24. FY 24-25 are BEs. Expenditures reflect GoI releases to states and UTs. 'Others' include institutions Andhra Pradesh and Telangana Tribal Universities, Assistance to Other Institutions, Central University, Andhra Pradesh, Indian Institutes of Information Technology(IITs), Indian Institutes of Management, Schools of Planning and Architecture (SPAs), Support to Indian Institute of Science (IISc), Grants to Councils/Institutes for Excellence in Humanities and Social Sciences, Grants to Institutes for Promotion of Indian Languages, National Institute of Industrial Engineering, Mumbai National Institutes of Technical Teachers Training and Research (NITTTRs), Indira Gandhi National Open University (IGNOU), Board of Apprenticeship Training, Bombay, Calcutta, Madras and Kanpur, Bharatiya Bhasha University & Institute of Translation, Deemed Universities promoted by Central Government, and National Digital University.

## KEY PROGRESS INDICATORS

### Universities and Colleges

- According to the All-India Survey on Higher Education (AISHE) 2021-22<sup>24</sup>, 341 universities have been set-up since 14-15. There are 1,168 registered universities in India, out of which 685 are government managed (240 central universities; 445 state universities), 10 are privately deemed, and 473 are un-aided private universities. There are 158 Institutes of National Importance which include IITs, among others.
- QS World Rankings represents the top HEIs in the world. The number of Indian HEIs in the World Rankings have been steadily increasing. In 2015, 11 Indian HEIs were a part of these rankings, increasing to 46 in its 2025 edition<sup>25</sup>.
- There are a greater number of colleges in India, compared to universities. In 21-22, there were 45,473 colleges in India. Between 17-18 and 21-22, the number of universities increased by 29 per cent, compared to 16 per cent in case of colleges.
- College density, i.e., the number of colleges per lakh eligible population between the ages 18 to 23 years, is highest in Karnataka (66 per cent), followed by Telangana (52 per cent), Andhra Pradesh (49 per cent), and Rajasthan (42 per cent).

**Figure 9: Number of Universities and Colleges in India**



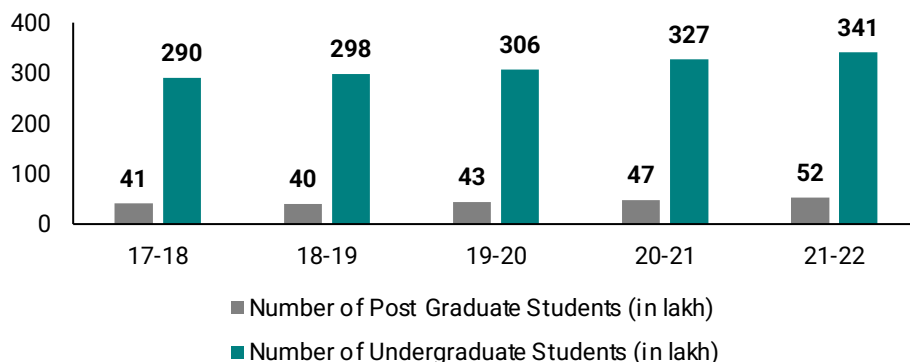
Source: AISHE Report 2021-22. Available online at: <https://aishe.gov.in/#>.

### Student Enrolment

- AISHE consolidates information on enrolment across different levels of higher education in India.
- Enrolment of undergraduate and post graduate students has been rising over the years. However, between 17-18 and 21-22, the number of estimated PhD students enrolled remained stagnant at 2 lakh.

- The number of estimated students at the undergraduate level increased from 41 lakh in 17-18 to 52 lakh in 21-22. Similarly, those at the post graduate level increased from 290 lakh in 17-18 to 341 lakh in 21-22.
- The number of female students enrolled increased by 18.7 per cent between 17-18 and 21-22 to 2.07 crore at the levels of diploma, integrated, undergraduate, postgraduate, and PhD levels.

**Figure 10: Estimated Enrolment across Levels of Education**

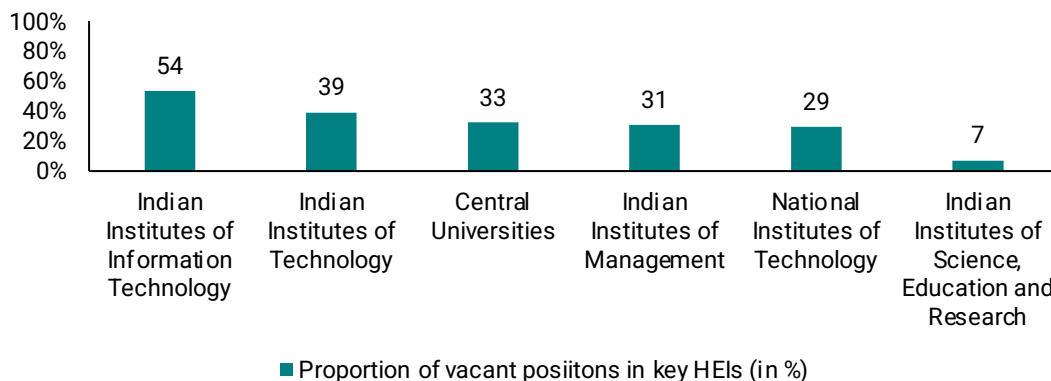


**Source:** AISHE Report 2021-22. Available online at: <https://aishe.gov.in/#>.

## Vacancies

- The 348<sup>th</sup> Parliamentary Standing Committee Report in 2023 noted vacancies of key positions such as those of Professors, Associate Professors, and Assistant Professors in HEIs.
- Vacancies remain high across institutions. In 2022, out of total 41,351 sanctioned positions, 14,042 positions (34 per cent) were vacant.
- The highest proportion of vacant positions were in Indian Institutes of Information Technology (IIITs) (54 per cent), followed by IITs (39 per cent) and CUs (33 per cent).

**Figure 11: Positions Vacant in Key HEIs**



**Source:** 348<sup>th</sup> Demands for Grants 2023-24 of the Department of Higher Education. Available online at: <https://sansad.in/rs/committees/16?departmentally-related-standing-committees>.

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## About ResGov

The Foundation for Responsive Governance (ResGov) is a Section 8 not-for-profit working to strengthen the capabilities of government and communities to ensure public initiatives reach the most vulnerable.

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