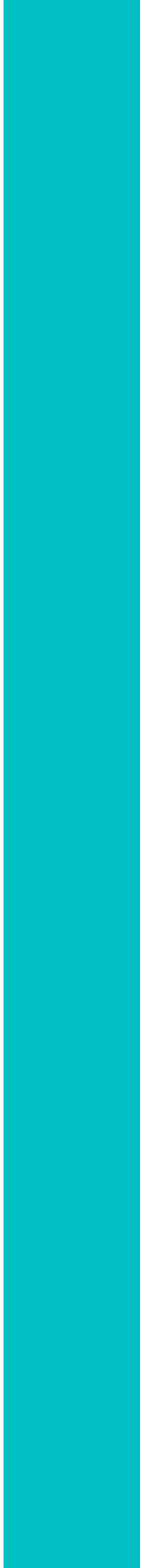


INDIA'S INVESTMENT IN NUTRITION
STATES' ROLE AND RESPONSE

Budget Outlays for Nutrition-Sensitive Programmes: Insights from Bihar, Chhattisgarh, Odisha and Uttar Pradesh

Working Paper 2 | 2017





This document is not a priced publication. Reproduction of this publication for educational and other non-commercial purposes is authorised, without prior written permission, provided the source is fully acknowledged.

Copyright ©2017 Centre for Budget and Governance Accountability and UNICEF India

Authors:

Nilachala Acharya¹, Vani Sethi², Saumya Shrivastava¹, Chandrika Singh¹ and Gaurav Singh¹


Affiliations:

¹ Centre for Budget and Governance Accountability (nilachala@cbgaindia.org, saumya@cbgaindia.org, chandrika@cbgaindia.org, gaurav@cbgaindia.org)

² Child Development and Nutrition Section, UNICEF India (vsethi@unicef.org)

Disclaimer:

The views expressed in this paper are those of authors and not necessarily represent those of their affiliated organizations.



Budget Outlays for Nutrition-Sensitive Programmes: Insights from Bihar, Chhattisgarh, Odisha and Uttar Pradesh

Acknowledgements

The authors are grateful to the following persons for reviewing and suggesting improvements in the preliminary drafts: Dr. Satish Agnihotri (CTARA, IIT Bombay), Mr. Prabhat Kumar (PPE Officer, UNICEF, Field Office for Bihar), Mr. Deepak Dey (PPE Officer, UNICEF, Field Office for Andhra Pradesh, Telangana and Karnataka) and Mr. Subrat Das (Executive Director, Centre for Budget and Governance Accountability). We thank Ms. Arti Bhanot for her editorial inputs on the preliminary draft. We also thank Mr. Khwaja Mobeen Ur Rehman, Mr. Ram Gati Singh, Mr. Abdul Muiz and Mr. Khwaja Mohd. Wamiq for their research support. We are grateful to Dr. Harriet Torlesse, Regional Nutrition Advisor, UNICEF Office for South Asia for review and comments on the advanced draft.




Table of Contents

2	SECTION NO. 1 Introduction
4	SECTION NO. 2 Methods
8	SECTION NO. 3 Results
15	SECTION NO. 4 Discussion
20	SECTION NO. 5 Conclusion
23	Figures and Infographics



List of Abbreviations

AE:	Actual Expenditure	NRDWP:	National Rural Drinking Water Programme
AYUSH:	Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homeopathy	NRLM:	National Rural Livelihoods Mission
BPL:	Below Poverty Line	NSAP:	National Social Assistance Programme
BE:	Budget Estimates	NULM:	National Urban Livelihood Mission
CSS:	Centrally Sponsored Schemes	NSIs:	Nutrition-Sensitive Programmes and Interventions
DDGs:	Detailed Demands for Grants	PWS:	Piped Water Supply
DNI:	Direct Nutrition Interventions	RE:	Revised Estimates
IGMSY:	Indira Gandhi Matritava Sahyog Yojana	RKVY:	Rashtriya Krishi Vikas Yojana
MDM:	Mid-Day Meal	RMSA:	Rashtriya Madhyamik Shiksha Abhiyaan
MGNREGA:	Mahatma Gandhi National Rural Employment Guarantee Act	RSBY:	Rashtriya Swasthya Bima Yojna
MGNREGS:	Mahatma Gandhi National Rural Employment Guarantee Scheme	SC:	Scheduled Castes
NBA:	Nirmal Bharat Abhiyan	SBA:	Swachh Bharat Abhiyan
NFSM:	National Food Security Mission	SBM:	Swachh Bharat Mission
NHM:	National Health Mission	UNICEF:	United Nations Children's Fund
NMOOP:	National Mission on Oilseeds and Oil Palm	WASH:	Water, Sanitation and Hygiene
NMSA	National Mission for Sustainable Agriculture	WFP:	World Food Programme



Abstract

Background:

Nutrition-sensitive programmes and interventions (NSIs), i.e. interventions that have the potential to improve nutrition security (though nutrition is not the primary objective with which they were introduced), have a critical role to play. Near universal coverage of NSIs in combination with nutrition-specific interventions is needed for significant gains in child stunting reduction in India. We investigated the platforms for delivery of NSIs and the total allocations and spending on NSIs by Union and state governments.

Methods:

Instead of computing sector-wise total budgets and then using weight (to include a part of the total outlays for a sector in the budget envelope for NSIs), we have followed an alternative approach in this analysis. We selected most such programmes and schemes, spread across different Ministries / Departments, which can be considered as nutrition sensitive to a significant extent. We have then added up the total outlays for these to get the total budgets for each nutrition sensitive sector, i.e. each set of selected programmes and schemes that can be viewed as being significantly nutrition sensitive. The

need for following this alternative approach arose mainly because of the interventions relating to any particular nutrition sensitive sector, e.g. agriculture, education, health or WASH, do not fall under one Ministry / Department; they spread across several Departments. Hence, computing the total budget outlay for any of these sectors comprehensively in any state is an extremely time-consuming process. Six sectors were identified for collating NSI relevant programmes / schemes led by Union government and states of Bihar, Chhattisgarh, Odisha and Uttar Pradesh. Budget data on these programmes / schemes was collated from Union and state budget documents for three financial years [2016-17 Budget Estimates (BE), 2015-16 Revised Estimates (RE) and 2014-15 Actual Expenditure (AE)]. Sector-wise AE, BE and RE for NSIs were aggregated and their proportion to totals for Union Budget and four selected states calculated.

Results:

Eighteen schemes implemented by nine Union Ministries are further expanded in states to deliver NSIs. In absolute terms allocations increased over these three years, but when

proportions of total budget were considered, budget outlays for NSIs stagnated or declined in the Union and in states of Odisha and Uttar Pradesh. Of the six, Food security and social safety nets sector holds the largest share (average share, for the three years under study, taken together) of total NSIs budgets at the Union government (59.3 %) and in all states (Bihar 29.4 %, Chhattisgarh 48.1 %, Odisha 29.1 % and Uttar Pradesh 40.2 %). Funding for Agriculture, Education, Health and WASH sectors each is below 10 % of the total NSIs budget envelope.

Conclusion:

In order to achieve desired levels of nutritional outcomes, attempts should be geared to bring convergence across delivery platforms and schemes / interventions by institutionalizing coordination mechanisms at all administrative levels. Sector-wise disaggregation of budgets and spending is useful in understanding state priorities, however proper planning (to make NSIs more nutrition-sensitive), adequate budget for scaling up of NSIs in state budgets, is still wanting.

Key words: nutrition sensitive programmes and interventions, centrally sponsored schemes, budget outlays, expenditure, planning and convergence.



Introduction

Under-nutrition among children under-five years of age manifests in both acute and chronic forms. Acute under-nutrition (low weight for height or wasting) is a strong predictor of mortality. Chronic under-nutrition (low height for age or stunting) results in both mental and physical growth failure and persists through intergenerational growth retardation [United Nations Children’s Fund (UNICEF), 2013]. The long term consequences of stunting have elevated global interest in addressing the complex causation web that drives stunting. The conceptual framework on determinants of child under-nutrition by UNICEF describes the immediate causes of inadequate dietary intake and disease which can be addressed through nutrition-specific interventions during the ‘1000’ day window (from conception till two years of child’s life) and the underlying and basic causes pertaining to household inaccessibility to resources, inappropriate feeding and care practices, poor household

The long run consequences of stunting have elevated global interest in addressing the complex causation web that drives stunting. NSIs try to address the underlying and basic causes of under-nutrition.

environment and others which require a wider range of nutrition-sensitive interventions (NSIs) (UNICEF, 2013 & Black, Victora, Walker & Maternal and Child Nutrition Study Group, 2013). Child stunting can be reduced by 20 % if Direct Nutrition Interventions (DNI) of breastfeeding, complementary feeding, micronutrient supplementation, and supplementary and therapeutic feeding are provided at 90 % coverage (Black et al., 2013). However, for the remaining 80 %, the DNI need to be concomitantly available with NSIs as the latter indirectly influence nutritional status.


Nutrition sensitive programmes and interventions are those “whose primary objective is not nutrition, but that have the potential to improve the food and nutrition security” (Samba & Chahid, 2014). There is little consensus on what constitute NSIs and thus no standard schematic intervention list exists (World Food Programme, 2014). Family planning and secondary education promotion to reduce teen-age pregnancies and increase birth spacing, antenatal care, interventions to improve water, hygiene and sanitation, food security, social protection, agriculture and poverty alleviation are included under NSIs (European Union & UNICEF; Ruel, Alderman & Maternal and Child Nutrition Study Group, 2013).

In India, estimated prevalence of stunting in children under-five is high at 38.7 %; comparative estimates world-wide foists an unenviable 114th


rank on India among 132 countries (Ministry of Women and Child Development, 2014 & International Food Policy Research Institute, 2014). The burden of under-five stunting has reduced in eight years from estimated 55 million affected children in 2005-06 to 47 million in 2013-14 (Ministry of Women and Child Development, 2014; International Institute for Population Sciences, 2005-06; & Ministry of Home Affairs, 2011). However, the pace of under-five stunting decline does not match the required rate to achieve global 2025 targets and India continues to shoulder a third of the world's burden of stunted children (UNICEF, 2013 & World Health Organisation, 2014). Thus, it is imperative to understand the platforms through which public expenditures on both nutrition-specific and sensitive interventions are being implemented in India, more particularly at the state level, and the quantum of such outlays and expenditures to address the concerns of low nutritional outcomes.

This paper focuses on budget outlays for NSIs in India and attempts to address two research questions:

1. What are the departments and platforms accountable for delivery of NSIs within the Union and State governments?
2. What is the quantum of funds budgeted and spent on NSIs under these departments and platforms within Union and State governments?



The primary objective of NSIs is not nutrition, but has the potential to improve food and nutrition security at various levels.





Recent changes in fund flow and fund sharing pattern in most CSS, interest emerges to investigate how states are responding to the needs of nutrition sector.



Methodology

A committee of external technical experts including policy makers, economists and programme managers was constituted to inform the study methodology. The study was conducted in 2016 and is based

on desk research only.

Defining the technical scope

Due to India's federal fiscal architecture, accountability for public expenditure is across Union, State and local governments, and hence the need to understand the spread of NSIs and budget outlays at both, Union and State government levels was necessary (Das, 2007). Two other aspects needed to be defined as:

- Which NSIs should be included?
- What time frames should be used for sourcing budget and expenditure data?

Which NSIs should be included?

A sector-wise approach was adopted

for understanding the spread of NSIs across government departments and platforms, as has been done by other researchers (Ruel et al, 2013). Six sectors were identified based on review of published papers on NSIs and recommendations of the expert committee. These were:

1) Agriculture, livestock and fisheries, 2) Education, 3) Water, Sanitation and Hygiene (WASH), 4) Health, 5) Poverty alleviation and 6) Food security and social safety nets.


At the Union and State government levels, the ministries and departments were mapped for these six sectors. Finally, programmes and schemes under the mapped ministries and departments were listed and screened for relevance in delivering NSIs. Programmes and schemes under Union government are referred to as Centrally Sponsored Schemes (CSS).

What time frames should be used for sourcing budget allocation and expenditure data?


Time line used for sourcing budget and expenditure data was- Actual Expenditure (AE), 2014-15, Budget Estimates (BE), 2015-16 and 2016-17 for both Union and State governments and Revised Estimates (RE) of 2015-16 for Union government. However, for States, BE plus supplementary budgets of 2015-16 were used. For the financial year 2014-15, for which the data are actual expenditure (AE), is the latest financial year for which

expenditure figures audited and certified by the country's supreme audit institution were available in public domain. The decision on including BE plus supplementary budgets, 2015-16 instead of RE, 2015-16 was based on review of the state budgets. For 2015-16, we have taken the sum of budget estimates and additional outlays approved through supplementary budgets (BE + Supplementary Budgets) for the year. The rationale for considering BE + Supplementary Budgets for 2015-16 for States was that the year 2015-16 was the first year of implementation of 14th Finance Commission recommendations and many states made adjustments during the course of the financial year through additional outlays for various departments and schemes in two to three Supplementary Budgets for the year. The data for the latest financial year 2016-17, as mentioned earlier, are budget estimates (BE) for the year - budget estimates indicate the outlays / allocations approved for the forthcoming / ensuing financial year.

The rationale for selecting this time period was: Firstly, to have most recent budgets and expenditures on NSIs. Secondly, the fund flow mechanisms from Union to State governments were modified in 2014-15. Prior to 2014-15 Union government funds for most of the NSI relevant programmes / schemes to states and other implementing agencies were bypassing the state budgets and hence the state treasury.



Nine Union Ministries providing platforms for 18 CSS, which are considered significant components of nutrition.



Defining the geographic scope (selection of study states)

In order to understand budget outlays on NSIs at state level, four states were selected -Bihar, Chhattisgarh, Odisha and Uttar Pradesh. Selection was based on –high prevalence and burden of stunting, ethnic diversity and socio-economic disparities.

Data sources

Information on NSI pertinent programmes and schemes under Union government were sourced through Union budget documents, annual reports and other policy documents. Similarly, State department websites were referred to, for mapping state-specific schemes. In order to track budget outlays for the select programmes and schemes under Union government, Notes on Demands for Grants, 2016-2017 (Expenditure Budget Vol. II, produced and made available by the Ministry of Finance, Government of India at www.indiabudget.nic.in) were used. Data on State governments outlays were sourced through -Detailed Demands for Grants (DDGs), 2016-17 of the respective departments. All supplementary budget documents were used for the study states for the year 2015-16.

Data analysis and presentation

To organize budget data, spreadsheets were created –one for Union government and one for each of the four states capturing all the CSS and state specific schemes across the six sectors. The AE, BE, BE plus

supplementary budget and RE figures were entered in respective cells of the spreadsheets. Sector-wise, proportion of budgets and expenditures were calculated against total budget and expenditures for NSIs as well as overall budget and expenditure (Union and State-specific). Further, the six sectors were combined to create two major sectors to understand differences in budget planning and spending on schemes linked to cash or kind benefits vs. others. Hence, one major sector included -Agriculture, livestock and fisheries, WASH, Health and Education and second Poverty alleviation and Food security and social safety nets, the latter featuring predominantly majority of schemes linked to cash or in-kind transfers. The proportions were recalculated to understand if this influences budgets and expenditures.

Limitations

The present paper has only considered the most relevant schemes and programmes of the Union and State governments to arrive at a framework for analysis. Within the six sectors certain schemes have been clubbed together due to relatively smaller budget outlays (particularly while collating information for state specific schemes).

We have not assigned ‘weights’ to the budget outlays for various NSIs studied, as is the usual global practice. Ideally, we should be able to compute total budget outlays for each of the NSIs and then assign weights

All 18 CSS have been clubbed together under six sectors, information collated from the budget documents available in the public domain.



to those so as to include only a part of a sector's budget in the figure for Nutrition Budget in India. But it would be a very complex exercise in the Indian context since the budget outlays for almost every NSI, such as Agriculture, livestock and fisheries; WASH or Education, is spread widely across a large number of schemes that fall under many Union Ministries / State departments (varying from a minimum of 3 departments to a maximum of 10 - 16 departments across sectors).

As a result, computing how much is the total budget outlay for each of the NSIs is in itself a complex exercise; it would require a lot of time for every State. Such sector-wise comprehensive totals (of budget outlays), with State-wise figures, are available only for Education sector (in a report 'Analysis of Budgeted

Expenditure on Education', published by Ministry of Human Resource Development with a time-lag of 2 to 3 years). It is not available for any of the other NSIs.

Hence, instead of following the approach of computing sector-wise total budgets and then using weights, we have followed an alternative approach in the paper. As noted, we have selected most of the schemes, spread across different Ministries / Departments, which can be considered as NSIs to a significant extent. We have then added up the total outlays for these to get the total budgets for each set of selection of significantly nutrition sensitive schemes. This is still prone to criticisms of doing both overestimation of NSIs allocations for some sectors and underestimation in some other sectors, but it can

Difficult to arrive at an estimate of sector-wise outlays within NSIs budget envelope due to complex nature of programme implementation, often overlap sectors selected for the study.



Overlap of some components of DNI and NSIs, difficult to arrive at a number for NSIs budget outlays or expenditure in the Indian context.

be argued that it is a well-informed approximation.

The unavailability of actual spending data for 2015-16 in public domain, limits analysis on actual fund utilization for schemes. The estimates for optimal resource requirements for delivering various NSIs are not available.

Similarly, due to overlaps between some parts of the budget outlays included under DNIs and some included under NSIs, in the latter we have taken total allocations for a number of schemes - including such schemes that have specific components delivering DNI. Hence, adding up the two will result in double counting of some allocations. Also, some researcher might refer to the problem of overestimation / underestimation of budget outlays for NSIs (as noted above) to point out

that the total Nutrition Budget is an over / under-estimation.



Results

At the Union level NSIs are delivered through nine ministries and their departments and through 18 programmes and schemes. The nine Ministries are- 1) Ministry of

Agriculture and Farmers' Welfare, 2) Ministry of Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homeopathy (AYUSH), 3) Ministry of Consumer Affairs, Food and Public Distribution, 4) Ministry of Drinking Water and Sanitation, 5) Ministry of Human Resource Development, 6) Ministry of Health and Family Welfare, 7) Ministry of Rural Development 8) Ministry of Urban Development and 9) Ministry of Women and Child Development.

The Ministry of Agriculture and Farmers' Welfare holds the maximum number of NSI relevant schemes (seven of the 18 schemes); Poverty alleviation and Food security and social safety nets sectors (through the Ministries of Rural and Urban Development, Consumer Affairs, Food and Public Distribution and Women and Child Development) covers three schemes each, WASH and Education sectors cover two schemes each, while Health covers one scheme (Figure 1). Schemes included under Agriculture sector aim at improving food-grain and oilseed production, horticulture advancement, animal husbandry (White revolution) and development of fisheries (Blue revolution) sub-sector. Ministries of AYUSH and Health and Family Welfare implement the National Health Mission (NHM) which provides basic public health care services. The government's flagship food security scheme (National Food Security Act / Public Distribution System) is being implemented by the Ministry of Consumer Affairs,

Food and Public Distribution. The social security schemes are being implemented by the Ministry of Rural Development and Women and Child Development. Ministries of Rural and Urban Development implement the livelihood Missions; the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) for livelihood security is also implemented by the Ministry of Rural Development. WASH pertinent schemes and the Swachh Bharat Mission (SBM) are being implemented by the Ministry of Drinking Water and Sanitation and those pertinent to education by the Ministry of Human Resource Development (Figure 1).

In order to answer the question of quantifying funds allocated and spent on NSIs under the Ministries / Departments and platforms within Union government, it has been observed that the BE for 2016-17 on NSIs was INR 2,47,884 Crore. In absolute terms, the BE for NSIs increased by INR 6,604 Crore compared to RE, 2015-16 and by INR 25,306 Crore compared to AE, 2014-15. However, as a proportion to total Union budget, the BE, 2016-17 at 12.53 % was lower than both RE, 2015-16 (13.51 %) and AE, 2014-15 (13.38 %) (Figure 3b).

Among the 18 CSS, food subsidy scheme had the largest budget outlay with BE, 2016-17 of INR 1,34,835 Crore and AE, 2014-15 of INR 1,17,671 Crore. The MGNREGA was a distant second with BE, 2016-17 of INR 38,500 Crore and AE, 2014-15 of INR 32,977



The share of NSIs budget envelope in Union Budget outlay and expenditures stagnated at 12.53 % in 2016-17 BE, decline from both 2015-16 RE and actual expenditure of 2014-15.





Allocations for SBM seem to be the major gainer in the Union Budget during the period of analysis. Almost three times increase in 2016-17 BE from 2014-15 AE.

Crore (Figure 3a). Interestingly, the BE, 2016-17 was lower than the AE, 2014-15 for nine of the 18 schemes. These nine programmes / schemes were- National Food Security Mission (NFSM), National Mission for Sustainable Agriculture (NMSA), *Rashtriya Krishi Vikas Yojana* (RKVY), National Horticulture Mission and White Revolution under Agriculture sector, Mid-day Meal scheme under Education sector, the National Rural Drinking Water Programme under WASH sector, NHM under Health Sector and National Urban Livelihood Mission under Poverty alleviation sector. Contrastingly, SBM was a major gainer as the BE, 2016-17 at INR 11,300 Crore was almost three times higher than AE, 2014-15 (INR 3,701 Crore) (Figure 3a).

Although there has been a decline in allocation for nine CSS out of 18, in BE 2016-17 compared to actual expenditure in 2014-15, the per capita spending on NSIs in the Union budget shows an increasing trend. It was INR 1,770 in 2014-15, increased to INR 1,895 in RE, 2015-16 and further to INR 1,924 in BE 2016-17 (Figure 10).

Based on BE, 2016-17, the Food security and social safety nets sector had the highest share of the total NSIs budget (58.39 %). It was followed by the Poverty alleviation sector at 16.87 %, Health Sector at 7.84 %, WASH sector at 6.58 %, Education sector at 5.41 % and Agriculture at 4.92 % (Figure 3b). The share of food security and social safety nets sector accounted for 7.32 % of the total Union budget in 2016-17 BE; this

proportion was lower than one % for Health (0.98 %), WASH (0.82 %), Education (0.68 %) and Agriculture (0.62 %) sectors (Figure 3b). When the sectors Food security and social safety nets and Poverty alleviation were combined, they together accounted for three-fourths (75.26 %) of the total NSIs budget and 9.43 % of the total Union budget in BE, 2016-17 (Figure 3b).

What are the departments and platforms accountable for delivery of NSIs and fund allocated for these NSIs - State governments?

Overall, Uttar Pradesh the most populous state of the country, had the highest BE, 2016-17 (INR 36,230) for NSIs among the four study states; Bihar followed at INR 20,652 Crore, Chhattisgarh at INR 13,123 Crore and finally Odisha at INR 13,079 Crore. However, the AE 2014-15, followed a different pattern, with Odisha spending more than Chhattisgarh (INR 9,524 Crore in Odisha opposed to INR 7,715 Crore in Chhattisgarh). All study states had a higher BE, 2016-17 compared to AE 2014-15. However, BE 2016-17 was lower than BE+ supplementary budgets 2015-16 for Chhattisgarh by INR 3,048 Crore; and was also marginally lower (by INR 432 Crore) for Odisha (Figure 8).

Surprisingly, when share of BEs and AE for NSIs to the total allocations and expenditure of the states were investigated, Uttar Pradesh had the lowest share at around 10 % for both BE, 2016-17 and

AE, 2014-15 and Chhattisgarh had the highest (16.7 % AE, 2014-15 and 18.7 % BE, 2016-17) (Figure 9).

Bihar

In Bihar, NSIs are implemented by sixteen departments through 29 schemes, in addition to the CSS. The Agriculture, livestock and fisheries and Food security and social safety nets sectors have an equal share of eight schemes each; the Education sector follows with seven schemes. WASH, Health and Poverty alleviation sectors have two state-specific schemes each (Figure 2a).

In Bihar, in absolute terms, BE 2016-17 was INR 9,235 Crore higher than AE 2014-15. As a proportion to the total budget and expenditure for the state, BE 2016-17 for NSIs was higher (14.3 %) compared to AE 2014-15 (12.1 %) (Figure 8 and 9).

Bihar's highest BE 2016-17 was in social security schemes at INR 4,218 Crore. There were three other schemes with BE 2016-17 higher than INR 2000 Crore. These were- NHM (INR 3,708 Crore), Food subsidy schemes (INR 2,224 Crore) and MGNREGA (INR 2,176 Crore). Contrastingly, there were four schemes for which BE 2016-17 was lower than AE 2014-15; three of these schemes were under Education sector, namely Rashtriya Madhyamik Shiksha Abhiyaan, and Chief Minister's Cycle and Dress schemes and one scheme was under Agriculture sector- RKVY (Figure 4a). Sector-wise, the BE 2016-17 was higher than AE 2014-15

Shares of NSIs budget envelope in respective states total budget reveal that Uttar Pradesh is at the bottom whereas Chhattisgarh tops the ladder from the select states under study.

for all, except Education sector, which witnessed a decline of INR 633 Crore. Health sector was a major gainer with BE 2016-17 increasing to INR 3,708 Crore from INR 946 Crore reported in AE 2014-15 (Figure 4b).

Based on BE 2016-17, the Food security and social safety nets sector had the highest share of the total NSIs budget (31.2 %). It was followed by Health sector at 18.0 %, Poverty alleviation sector at 14.6 %, Agriculture sector at 14.2 %, Education sector at 11.2 % and WASH sector at 10.9 %. When the sectors of Food security and social safety nets and Poverty alleviation were combined, they together accounted for 45.8 % of the total NSIs budget for 2016-17 (Figure 4b).

Chhattisgarh

In Chhattisgarh, NSIs are implemented by ten departments through 27 schemes, in addition to the CSS. With nine schemes, Food security and social safety nets sector has the maximum share of state specific schemes followed by Health sector with seven schemes. Education sector covers five schemes; Agriculture, livestock and fisheries, WASH and Poverty alleviation sectors cover two schemes each (Figure 2b).

In absolute terms, BE 2016-17 was INR 5,408 Crore higher than AE 2014-15. As a proportion to the total budget and expenditure for the state, BE 2016-17 for NSIs was higher (18.7 %) compared to AE 2014-15 (16.7 %), showing an almost two percentage

point increase (Figure 8 and 9).

Chhattisgarh's highest BE 2016-17 was in Food subsidy schemes at INR 4,636 Crore of which 72 % was under Mukhya Mantri Khaddyan Sahayata Yojana. Contrastingly, BE 2016-17 was lower than AE 2014-15 for the National Rural Drinking Water Programme (from INR 269 Crore to INR 167 Crore) and Sugar distribution scheme (from INR 50 Crore to INR 40 Crore). Decline was also observed under Mukhya Mantri Swasthya Bima Yojana (from INR 88 Crore to INR 60 Crore) but there was a concomitant increase under Rashtriya Swasthya Bima Yojana (from INR 101 Crore to INR 250 Crore). No budget allocation has been found for Mukhya Mantri Dal Distribution Yojana in 2016-17. However, sector-wise, the BE 2016-17 was higher than AE 2014-15 for all sectors (Figure 5b).

Based on BE, 2016-17, as in Bihar, the Food security and social safety nets sector had the highest share of the total NSIs budget (41.5 %). It was followed by Poverty alleviation sector at 22.8 %, Agriculture at 11.5 %, Education at 9.6 %, Health Sector at 7.7 % and WASH sector at 6.9 %. When the sectors of Food security and social safety nets and Poverty alleviation were combined, they together accounted for 64.3 % of the total NSIs BE for 2016-17 (Figure 5b).

Odisha

In Odisha, NSIs are implemented by 11 departments through 15 schemes, in addition to the CSS. Health sector

Among the selected states, Food security & social safety nets programmes consumes bulk of the share of NSIs budget envelope



implements four state specific schemes, Agriculture, livestock and fisheries and Food security and social safety nets sectors implements three each, WASH and Poverty alleviation sectors implement two each, leaving one scheme under Education sector (Figure 2c).

In absolute terms, the total budget for NSIs in BE 2016-17 was INR 3,555 Crore higher than AE 2014-15. However, as a proportion to the total budget and expenditure for the state, BE 2016-17 for NSIs was marginally lower than AE 2014-15 (13.9 % opposed to 14.3 %) (Figure 8 and 9).

Like Bihar, in Odisha highest BE 2016-17 was in Social security schemes at INR 2,289 Crore. It was followed by MGNREGA at INR 1,660 Crore and NHM at INR 1,197 Crore. Steep increase was witnessed in BE 2016-17 for SBM, which reached INR

840 Crore, increasing almost 10 times from AE, 2014-15. Surprisingly, BE 2016-17 was lower than AE 2014-15 for Food subsidy schemes (from INR 1,512 Crore to 955 Crore) unlike all other states. Almost no budget was allocated for Mo Masari– malaria prevention programme in 2016-17 (Figure 6a). Sector-wise, the BE 2016-17 was higher than AE 2014-15 for all, except a marginal decline in the Food security and social safety nets sector (INR 48 Crore) (Figure 6b).

Based on BE 2016-17, as in Bihar and Chhattisgarh, the Food security and social safety nets sector had the highest share of the total NSIs budget (24.8 %). However, unlike other states, the WASH sector emerged a close second at 21.1 %, followed by Agriculture at 15.6 %, Poverty alleviation at 14.9 %, Education at 13.6 % and Health sector at 10 % (Figure 6b). When the sectors of Food security

Unlike other states, the share of food subsidy scheme in Odisha in 2016-17 BE registered a decline compared to the AE 2014-15.

and social safety nets and Poverty alleviation were combined, they together accounted for only 39.7 % of the total NSIs in BE 2016-17 (Figure 6b).

Uttar Pradesh

In Uttar Pradesh, NSIs are implemented by nine departments and their sub-departments through 32 schemes, in addition to the CSS. The maximum share of state-specific schemes is under Poverty alleviation sector with 10 schemes, followed by Food security and social safety nets sector with seven schemes, Education and WASH sectors with six schemes each, two schemes under Health and one under Agriculture, livestock and fisheries sector (Figure 2d). Uttar Pradesh has the highest number of state specific schemes (32), followed by Bihar (29), Chhattisgarh (27) and Odisha (15) (Figure 2e).

In absolute terms, total budget for NSIs in BE 2016-17 was INR 12,753 Crore higher than AE 2014-15. However, as a proportion to the total budget and expenditure for the state, BE 2016-17 for NSIs was only marginally higher than AE 2014-15 (10.4 % opposed to 10 %) (Figure 8 and 9).

In Uttar Pradesh highest BE 2016-17 was in Food subsidy schemes at INR 7,878 Crore. It was followed by Social security schemes at INR 5,753 Crore, WASH schemes at INR 4,882 Crore, Health at INR 5,019 Crore and MGNREGA at INR 4,500 Crore. Steep increase was witnessed in BE 2016-17

for National Mission for Sustainable Agriculture, which reached INR 258 Crore from AE, 2014-15 of INR 22 Crore. The BE 2016-17 for White and Blue Revolution was doubled from the AE 2014-15 of INR 934 Crore. However, state's allocation in 2016-17 for health scheme declined to INR 275 Crore from 2014-15 AE of INR 306 Crore. The allocation for NRLM was also reduced to INR 185 Crore opposed to AE 2014-15 of INR 200 Crore (Figure 7a). Sector-wise, the BE 2016-17 was higher than AE 2014-15 for all sectors (Figure 7b).

Based on BE, 2016-17, the Food security and social safety nets sector had the highest share of the total NSIs budget (37.6 %). Poverty alleviation was a distant second at 14.7 %, followed closely by Health at 13.9 %, WASH at 13.5 %, Education at 10.6 % and Agriculture at 9.7 %. When the sectors of Food security and social safety nets and Poverty alleviation were combined, they together accounted for 52.3 % of the total NSIs BE for 2016-17 (Figure 7b).

Inter-state comparison

Uttar Pradesh and Bihar have been implementing a number of schemes for the welfare of socially and economically weaker sections of the population. Similarly, other states too have been implementing state specific schemes, apart from CSS, for the girl students, especially in education, health and WASH sectors. There are two dedicated schemes for girls' education in Bihar and one each in Chhattisgarh and

Apart from CSS, states do implement state-specific schemes for vulnerable community, which can be considered crucial from gender and social lens.

Uttar Pradesh. The cycle scheme for girls, laptop distribution scheme and fruits distribution scheme aimed at improving school enrolment and retention. Also, schemes dedicated to social minorities include skill development scheme and hand pump scheme in Uttar Pradesh. Similarly, the MAMATA scheme for pregnant women and breastfeeding mothers in Odisha, has objectives quite similar to IGMSY of the Union government.

Sector-wise distribution of allocation and expenditure shares on NSIs, across states, reveal that there has been a consistent growth for Agriculture, Education and Poverty alleviation sectors in Uttar Pradesh and uneven trend was noticed in Bihar. Whereas, for Chhattisgarh and Odisha allocations for these sectors stagnated between 2015-16 and 2016-17 after a slight jump in 2015-16 from the AE of 2014-15. The allocations and spending for WASH sector witnessed a consistent increase, throughout the years of analysis and for all the states, indicating priority of states budget for this sector. For Health sector, a substantive increase in allocation during 2016-17 was noticed for Bihar compared to actual expenditure and allocations for the previous years (Figure 11).

Per capita spending on NSIs

The per capita allocations for NSIs both at the Union and states level reveal interesting results. There has been a consistent increase in per capita allocation / spending for NSIs for Union government and State

governments of Bihar and Uttar Pradesh from 2014-15 to 2016-17. However, though Chhattisgarh has the highest per capita NSIs budget, the per capita allocation / spending of the state is not consistent in all the years- it increased from 2014-15 to 2015-16, before taking a dip in 2016-17.

For the Union government the per capita spending on NSIs was INR 1,728 in 2014-15, increased to INR 1,924 in BE, 2016-17. The highest among the study states was observed for Chhattisgarh (INR 2,904 and INR 6,009), followed by Odisha (INR 2,212 and INR 3,113) for 2014-15 and 2016-17, respectively. Both for Bihar and Uttar Pradesh, the amount of per capita allocation / spending for NSIs is less than INR 2,000 (ranges between INR 1,050 and INR 1,866 during the same period) (Figure 10).



A consistent increase in per capita allocations and spending for NSIs noticed for the Union Government and state governments of Bihar and Uttar Pradesh.

Discussion

Results reported in the previous section clearly show that there are complexities in delivering NSIs, which are spread across multiple sectors,



The multiplicity of agencies, programmes and the systemic issues of inter-department coordination hinder measuring nutritional outcomes.

large number of administrative units and platforms etc. both at the Union government level and for the states. As also discussed earlier, lack of proper coordination, integration and convergence of programmes or interventions, might hinder the delivery of desired results. Further, need based planning backed with adequate budget, appropriate strategies for relevant interventions to articulate demands of vulnerable sections of community with regional and ethnic diversity, has to be the top priority of policy formulation. To address the regional / state-wise variations on the nature of NSIs implementation, there is a need for stepping up of Union budget allocations for these NSIs (with special focus for states' need). There is also need for focusing on addressing concerns relating to systemic issues and scaling up of

NSIs with adequate budgets.

A large number of schemes financed by the Union and state governments are relevant for NSIs.

Given the multi-sectoral nature of NSIs, multifaceted objectives the programmes and schemes delivering NSIs, and the inherent complexities in delivering these interventions, measuring the outcomes of public expenditures on these is difficult. As is seen, at least nine different Ministries are providing platforms for these interventions at the Union level and further expanded number of departments across the four study states. While there are 18 CSS, the state governments operate 29 additional schemes in Bihar, 27 in Chhattisgarh, 15 in Odisha and 32 in Uttar Pradesh. With multiplicity

of agencies and schemes and the systemic issues of inter-department coordination, overlap of objectives and strategies was not uncommon. This presents a case for a nodal coordination agency for effective implementation and monitoring of outcomes of NSIs through these Ministries and departments. At the State level, the need is for monitoring mechanisms to oversee better implementation of schemes and tap the full potential of existing schemes to deliver the desired outcomes.

Need for the state-specific schemes delivering NSIs to adopt a gender and social lens

While the multiplicity of schemes raises concerns of coordination and duplicity, it has created space for investing towards addressing the needs of the most disadvantaged groups. For example, in addition to the CSS, there are two dedicated schemes for girls' education in Bihar and one each in Chhattisgarh and Uttar Pradesh. The cycle scheme for girls in Bihar is aimed at improving school enrolment and retention. Both Chhattisgarh and Uttar Pradesh governments implement health scheme for girls; Uttar Pradesh also implements scheme on low cost sanitary napkins. Schemes dedicated to social minorities include skill development scheme and hand pump scheme in Uttar Pradesh. All states have dedicated Departments for social welfare and welfare of the minorities, which implement a larger portfolio of schemes targeted for

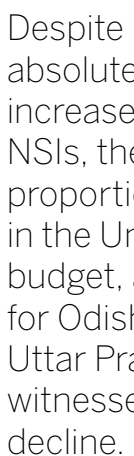
Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Absolute increases in budget outlays mask the stagnation and reductions in the priority for NSIs in Union and state budgets

It is critical to assess changes in budget outlays in both absolute and relative terms as well as in per capita allocations for NSIs both at the Union and states level. The Union government and State governments of Bihar, Chhattisgarh, Odisha and Uttar Pradesh have increased the aggregate budgets for NSIs in 2016-17 BE as compared to the AE in 2014-15 by INR 25,306 Crore, INR 9,235 Crore, INR 5,408 Crore, INR 3,555 Crore and INR 12,753 Crore, respectively. Despite these absolute increases, the proportion of the budget envelope for NSIs to total Union budget has dipped to 12.5 % in BE, 2016-17 compared to 13.4 % in 2014-15 AE. Such a decline was also witnessed in Odisha. Uttar Pradesh, which made impressive absolute increases in budget 2016-17, not only witnessed a stagnation in share of NSIs budget to the total state budget compared with AE 2014-15, but also emerged as the state with lowest share of NSIs budget to the total state budget (close to 10 %).

A few sectors accounting for a large proportion of the budget envelope for NSIs at the Union and state level

At the Union Government level, Food



Despite absolute increases for NSIs, their proportions in the Union budget, and for Odisha and Uttar Pradesh, witnessed a decline.



Odisha has the least variation in budget allocations as proportion to total NSIs budget across six sectors considered for the study.

security and social safety nets sector includes three schemes- National Food Security Scheme, National Social Assistance Programme and *Indira Gandhi Matritva Sahyog Yojana*. The budgets for these three schemes constitute 58.39 % of the total BE, 2016-17 budget envelope for NSIs compared to only 4.92 % share of seven Agriculture sector schemes selected in our compilation. The total budget for the schemes selected from two nutrition sensitive sectors, viz. combined Food security and social safety nets and Poverty alleviation, increased by INR 23,666 Crore compared with AE 2014-15, while that of the schemes selected from Agriculture, WASH, Health and Education combined declined by INR 1,060 Crore, with largest declines in Agriculture sector (INR 3,581 Crore). In the latter combination of sectors, WASH was the only sector to witness improvements in BE 2016-17 compared with AE 2014-15 of INR

3,356 Crore.

The scenario was similar in Chhattisgarh, the combined sectors of Poverty alleviation and Food security & social safety nets constituted 64.3 % of the total NSIs budget envelope for the State. The share of each of the sectors of Education, Health and WASH to total NSIs budget was lower than 10 %; WASH sector had the lowest share at just 6.9 %. Odisha had the least variation in budget allocations as proportion of total NSIs budgets across six sectors - ranging from 10 % in Health to 24.8 % in Food security and social safety nets. In Bihar the budget for various nutrition sensitive sectors varied from 10.9 % (WASH) to 31.2 % (Food security and social safety nets), in Uttar Pradesh from 9.7 % (Agriculture) to 37.6 % (Food security and social safety nets) and in Chhattisgarh 6.9 % (WASH) to 41.5 (Food security and social safety nets). Thus, in other states too, the

Food security and social safety nets sector had the largest share of the total NSIs budget envelope.

There is a need for deeper assessment of the budgetary priorities for different nutrition sensitive sector in each of these states keeping in mind the potential impact that the interventions across different sector can have in reducing under-nutrition levels in that state. In other words, state governments need to add the lens of nutrition impact of programmes and schemes in various sectors while determining the allocation priorities in their budgets.

Multiple objectives of schemes (delivering NSIs) make it difficult to track the total budget envelope for NSIs

Some of the programmes and schemes across different sectors have both nutrition sensitive and nutrition specific components; for instance, National Health Mission (NHM). This makes it difficult to track the budget envelope for NSIs without overlap of the budget envelope for DNI. Moreover, categorising a scheme into a particular nutrition sensitive sector could be problematic.

For instance, MGNREGA, which has been categorised under Poverty alleviation sector in this paper, also contributes to the Agriculture sector. A sizable proportion of MGNREGA funds have been used for land development purposes, which therefore could be categorised under


the Agriculture sector as well.

Need for careful interpretation of budget data


While analysing the increases in budget outlays from 2014-15 to BE, 2016-17 it needs to be kept in mind that while the data for 2014-15 are actual expenditures, those for 2016-17 are BE. This can partially explain the differences between the figures for 2014-15 and BE, 2016-17, as BE figures in India are usually higher than the AE figures in many states. In many of the poorer states, where fund utilisation is constrained, this difference is likely to be more prominent. However, even the extent of fund utilisation differs across sectors and this needs to be studied in greater detail. Also, the year 2015-16 has been a year of uncertainty due to changes in the fund flow, subsequent to the change in funding pattern for most of the CSS, hence, actual expenditure figures for 2015-16 will give a clearer picture.

Making the relevant programmes and schemes more nutrition sensitive

Budget outlay for the nutrition sensitive programmes and scheme require a lot of attention. However, it may be equally important to pay attention to enhancing the nutrition impact of these programmes and schemes. A number of such measures have already been initiated. For instance, the Kitchen Garden intervention within Mid-Day Meal programme in Chhattisgarh and



Multiple objectives of schemes and programmes delivering NSIs make it difficult to track the total budget envelope of NSIs in India.



Assam is expected to have a positive impact on child nutrition. Likewise, sub-Missions under National Food Security Mission and *Rashtriya Krishi Vikas Yojana* paid special attention to increase agricultural productivity, especially of pulses and oilseeds, and also millets in dryland areas.

the Union level and further expanded number of departments across the four study states. At the state level, the need is for monitoring mechanisms to oversee better implementation of schemes as well as to tap the full potential of existing schemes to deliver the desired outcomes.

Multiple objectives of programmes and schemes make it difficult to track the total budget envelope for NSIs. However, the analysis presented does provide some indication about the size and composition of the budget envelope for NSIs in the four states. A few sectors accounting for large proportions of the budget envelope for NSIs at the Union and state level. State governments need to add gender and social lens for the state-specific schemes delivering NSIs. It is also important to introduce more nutrition sensitive features in the relevant programmes and schemes across different sectors.

More nutrition-sensitive features in programmes and schemes with need-based planning, backed by adequate budgets, is required.



Conclusion

Thus, a large number of schemes financed by the Union and state governments are relevant for NSIs. At least nine different Ministries are providing platforms for these programmes and interventions at

References

1. Black R.E., C.G. Victora, S.P. Walker & the Maternal and Child Nutrition Study Group. (2013). 'Maternal and child under-nutrition and overweight in low-income and middle-income countries,' *Lancet*, Vol. 382, pp. 427-451.
2. Das S. (2007). *Lets talk about budget*, Centre for Budget Governance and Accountability, New Delhi, India.
3. European Union & UNICEF. (n.d.) Multi-sectoral approaches to nutrition: Nutrition-specific and nutrition-sensitive interventions to accelerate progress, retrieved from: https://www.unicef.org/eapro/Brief_Nutrition_Overview.pdf
4. Government of Bihar. (2016). State Budget Documents. Retrieved from <http://finance.bih.nic.in/> <http://finance.bih.nic.in/Budget/Budget-Summary.pdf>.
5. Government of Chhattisgarh. (2016). State Budget Documents. Retrieved from http://cgfinance.nic.in/budget_doc/main_budget.asp?year1=2016.
6. Government of Odisha. (2016). State Budget Documents. Retrieved from <http://budget.odisha.gov.in/previous-yearly-budget/2016>.
7. Government of Uttar Pradesh. (2016). State Budget Documents. Retrieved from <http://finance.up.nic.in/>.
8. International Food Policy Research Institute (IFPRI). (2014). *Global Nutrition Report-Actions and Accountability to Accelerate the World's Progress on Nutrition*, Washington DC.
9. International Institute for Population Sciences (IIPS) and Macro International. (2006). 'National Family Health Survey (NFHS-3) India Report', 2005-2006, India.
10. Ministry of Finance. (2016). Notes on Demands for Grants, 2016-2017 (Expenditure Budget Vol-II). Retrieved from www.indiabudget.nic.in.
11. Ministry of Home Affairs, Government of India. (2011). 'Population enumeration data', Office of the Registrar General and Census Commissioner, India.
12. Ministry of Woman and Child Development, 'Rapid Survey on Children', India, 2014.
13. Ruel M.T., H. Alderman & the Maternal and Child Nutrition Study

- Group. (2013). 'Nutrition-sensitive interventions and programmes: how can they help to accelerate progress in improving maternal and child nutrition?', 'Lancet, Vol. 382, pp.536-551.
14. Samba, K., & Chahid, N. (2014, July). Nutrition sensitive programming: What and why? West Africa Nutrition Bulletin, 1. Retrieved from <https://www.humanitarianresponse.info/system/files/documents/files/OMD%20Nutrition%20Bulletin%201%20-%20July%202014.pdf>.
 15. United Nations Children's Fund (UNICEF). (2013). Improving Child Nutrition. The achievable imperative for global progress, UNICEF, April.
 16. World Food Programme (WFP). (2014). Nutrition Sensitive Programming: What and Why?, West Africa Nutrition Bulletin #1, July.
 17. World Health Organization (WHO). (2014). 'WHA global nutrition targets 2025', Stunting policy brief.



Figure 1: Ministries/Departments and programmes/schemes delivering NSIs, Union Government

Ministry and Department/s	Programme/Scheme	Purpose
Sector: Agriculture		
Ministry of Agriculture and Farmers' Welfare (Department of Agriculture, Cooperation and Farmers Welfare; Department of Animal Husbandry, Dairying and Fisheries)	National Food Security Mission (NFSM)	Enhance production of rice, wheat, pulses, coarse cereals and commercial crops to achieve self-sufficiency in foodgrains production. Increase availability of nutritious food through sub-schemes.
	National Mission on Oilseeds and Oil Palm (NMOOP)	Enhance production of traditional oilseeds and tree-borne oilseeds.
	National Mission for Sustainable Agriculture (NMSA)	Improve 'water use efficiency,' 'nutrient management' and 'livelihood diversification' through adoption of sustainable development pathway. Special focus on dryland agriculture and managing climatic shocks.
	National Horticulture Mission	Enhance horticulture production; augment farmers' income through promoting value addition and small scale agri-industries. Also, strengthen nutritional security.
	Rashtriya Krishi Vikas Yojana (RKVY)	Integrated development of agriculture sector through interventions on food security, sustainable agriculture, production of oil seeds, oil palm and agriculture extension.
	White Revolution-Rashtriya Pashudhan Vikas Yojna	Combines erstwhile dairy and livestock schemes- includes National Dairy Plan / National Programme for Dairy Development, Dairy entrepreneurship, Assistance to Cattle Institutes, Indigenous Breeds, National Programme for Bovine Breeding, Delhi Milk Scheme, supporting state Co-operative Dairy Federations, Livestock Health and Disease Control Programme and National Livestock Mission.
	Blue Revolution- Integrated Development and Management of Fisheries	Contribute to food and nutrition security through sustainable development of fisheries and utilizing full potential of water resources. Achieve economic prosperity for fish farmers and the country.
Sector: Education		
Ministry of Human Resource Development (Department of School Education and Literacy)	Mid-Day Meal (MDM)	Enhancing school enrollment, attendance and retention; improve nutritional status of children (6-14 years), in government and government-aided schools.
	Rashtriya Madhyamik Shiksha Abhiyaan (RMSA)	Promote secondary education, especially among girls

Figure 1 (Continued)

Sector: WASH

Ministry of Drinking Water and Sanitation	National Rural Drinking Water Programme (NRDWP)	Accelerate achievement of universal access to safe and clean drinking water
Ministry of Urban Development (Department of Urban Development)	Swachh Bharat Abhiyan (SBA) / Swachh Bharat Mission (SBM) / Nirmal Bharat Abhiyan (NBA)	Accelerate achievement of universal access to safe and clean drinking water and improved sanitation facilities

Sector: Health

Ministry of Health and Family Welfare (Department of Health and Family Welfare)	National Health Mission (NHM)	Improve access to equitable, affordable and quality health care services.
Ministry of Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy (AYUSH)		

Sector: Poverty Alleviation

Ministry of Rural Development (Department of Rural Development)	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	Livelihood security through legal right for at least 100 days of unskilled wage employment to willing adult members of a household- initially in 200 most backward districts and now at-scale.
Ministry of Urban Development (Department of Urban Development)	National Rural Livelihood Mission (NRLM) / Aajeevika	These programmes aim at creating efficient and effective institutional platforms of the rural and urban poor, enabling them to increase household income through sustainable livelihood and improved access to financial services.
	National Urban Livelihood Mission (NULM)	

Sector: Food Security and Social Safety Nets

Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution)	Public Distribution System / National Food Security Scheme	Ensure to 2/3rd of country's population has access to affordable food grains through subsidies.
Ministry of Rural Development (Department of Rural Development)	National Social Assistance Programme (NSAP)	Ensuring minimum national standard for social assistance complementing benefits that states are currently providing or might provide in future. Includes various pension benefit schemes.
Ministry of Women and Child Development	Indira Gandhi Matritava Sahyog Yojana (IGMSY)	Providing cash assistance (conditional) to pregnant and lactating women from the end of 2nd trimester of pregnancy up to 6 months after delivery. INR 6000 are provided to the pregnant and lactating women to address short term income support objectives with long term objective of behaviour and attitudinal change. The scheme is being implemented in 53 districts across the country on a pilot basis. The scheme attempts to partly compensate for wage loss to pregnant and lactating women both prior to and after delivery of the child.

Figure 2a: Departments and state specific schemes delivering NSIs, Bihar

Sector	Departments	Schemes
Agriculture	Department of Agriculture; Department of Animal and Fisheries Resource Development	<ul style="list-style-type: none"> Seed Production Programme Emergency Flood and Drought Scheme Intensified Field Development Promotion of Agricultural Mechanization Udyaan Vikaas Yojana Poultry Farm and Central Poultry Development Backyard Goat Husbandry Scheme Grants for Accidental Insurance Benefit to Fishermen Community
Education	Department of Education	<ul style="list-style-type: none"> Mukhyamantri Balika Cycle Yojana Mukhyamantri Alpsankhaya Vidyarathi Protsahan Yojana Hunar Scheme Bihar Student Credit Card Scheme Mukhyamantri Jhuggi-Jhopdi Mahila Saaksharta Yojana Mukhyamantri Balika Protsahan Yojana Mukhyamantri Poshak Yojana
WASH	Department Public Health Engineering; Department of Urban Development and Housing	<ul style="list-style-type: none"> Lohiya Swachhatta Yojana Mukhyamantri Chapakal Yojana
Health	Department of Health	<ul style="list-style-type: none"> Mukhyamantri Chikitsa Yojana Janani Evam Bal Suraksha Yojana
Poverty Alleviation	Department of Rural Development	<ul style="list-style-type: none"> Bihar State Rural Livelihoods Mission (JEEVIKA) Food for Employment
Food Security and Social Safety Nets	Department of Social Welfare; Department of Health; Department of Information and Public Relation; Department of Labour Resource; Department of Planning and Development; Department of Disaster Management; Department of Food and Consumer Protection; Department of Co-operation; Department of Industries; Department of Building Construction	<ul style="list-style-type: none"> Mukhyamantri Kanya Vibah Yojana Lakshmibai Social Security Pension Scheme Craftsman and other Unorganized Social Security Scheme Mukhyamantri Disable Empowered Scheme (SAMBAL) Chief Minister Family Benefit Scheme Mukhyamantri Nischay Self-Help Scheme Bihar State Journalist Scheme Supply of foodgrains to BPL families at economical rate

Source: Compiled by CBGA from the policy documents and State budgets of the various departments, Government of Bihar.

Figure 2b: Departments and state specific schemes delivering NSIs, Chhattisgarh

Sector	Departments	Schemes
Agriculture	Department of Agriculture; Department of Fisheries; Department of Animal Husbandry; Department of Co-operation; Department of Tribal, Scheduled Caste and Other Backward Classes	<ul style="list-style-type: none"> • Schemes to enhance oilseeds and pulses production • Scheme for farmers' welfare
Education	Department of School Education	<ul style="list-style-type: none"> • Kanya Saksharta Protsahan Yojana for Scheduled Caste, Scheduled Tribe Girls • Free Text Books scheme • Free Uniforms cheme • Saraswati Cycle Scheme • Student Insurance Scheme
WASH	Department of Public Health Engineering	<ul style="list-style-type: none"> • Nal Jal Yojana • Raipur Drinking Water Supply Augmentation Scheme
Health	Department of Women and Child Development; Department of Health	<ul style="list-style-type: none"> • Aayushmati Yojana • CM Bal Sandarbh Yojana • Chhattisgarh Emergency Medical Response Service • Mukhyamantri Shahri Swasthya Karyakram • Grant for Health Mitanin Scheme • MukhyamantriDawaPeti • Jeevan Jyoti Chalit Aushadhalaya Ki Sthapana
Poverty Alleviation	Department of Panchayat and Rural Development; Department of Women and Child Development; Department of Tribal, Scheduled Caste and Other Backward Classes	<ul style="list-style-type: none"> • Shakti Swaroop Scheme • Mukhyamantri Sahari Ajeevika Mission
Food Security and Social Safety Nets	Department of Social Welfare; Department of Tribal, Scheduled Caste and Other Backward Classes; Department of Co-operation; Department of Women and Child Development; Department of Health	<ul style="list-style-type: none"> • Annapurna Dal Bhaat Kendro Ko Protsahan Sahayata • Mukhyamantri Khaddyan Sahayata Yojana • Sugar Distribution Yojana • Mukhyamantri Dal Distribution Yojana • Supplementary Grant for distribution of Iodised Salt • Sukhad Sahara Yojana • Aam Admi Bima Yojana • Atal Khetihar Mazdoor Bima Yojana • Mukhyamantri Swasthya Bima Yojana

Source: Compiled by CBGA from the policy documents and State budgets of the various departments, Government of Chhattisgarh.

Figure 2c: Departments and state specific schemes delivering NSIs, Odisha

Sector	Departments	Schemes
Agriculture	Department of Agriculture and Farmers Empowerment; Department of Fisheries and Animal Resource Development	<ul style="list-style-type: none"> • Biju Krushak Kalyan Yojana • State Potato Mission • Soil Health Management (within NMSA)
Education	Department of School and Mass Education	<ul style="list-style-type: none"> • Distribution of Free Bicycles to 10th grade students
WASH	Department of Rural Development; Department of Housing and Urban Development	<ul style="list-style-type: none"> • Piped Water Supply (PWS) Scheme • Water Supply, Sewerage and Sanitation
Health	Department of Health and Family Welfare; Department of Women and Child Development	<ul style="list-style-type: none"> • Navajyoti scheme • Infant Mortality Reduction Mission • Emergency Medical Ambulance Service • Swasthya Sanjog
Poverty Alleviation	Department of Rural Development; Department of Panchayati Raj; Scheduled Tribe and Scheduled Caste Development Department; Department of Housing and Urban Development	<ul style="list-style-type: none"> • Odisha Urban Livelihood Mission • Self-employment programmes
Food Security and Social Safety Nets	Department of Food Supplies and Consumer Welfare; Department of Women and Child Development; Department of Social Security and Empowerment of Persons with Disability; Department of Health and Family Welfare	<ul style="list-style-type: none"> • Madhu Babu Pension for Destitute • Emergency Feeding Programme under Special Plan for KBK Districts • Provision for Winter Allowance to Pensioners

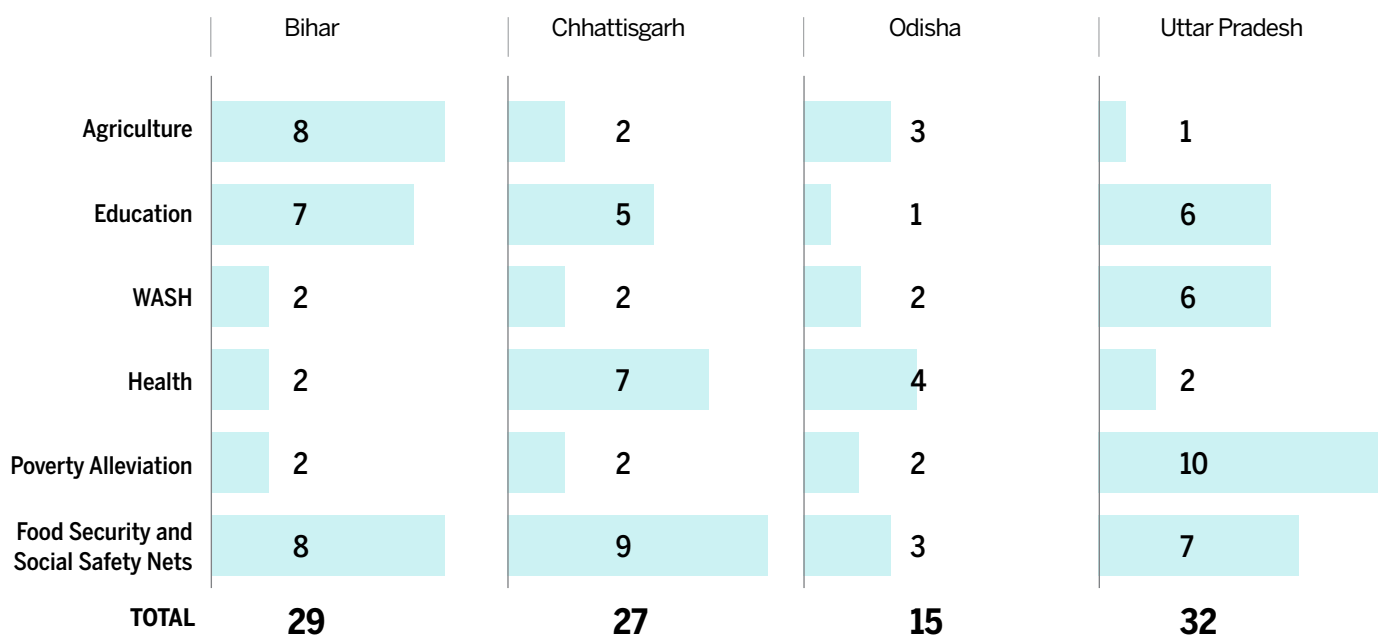
Source: Compiled by CBGA from the policy documents and State budgets of the various departments, Government of Odisha

Figure 2d: Departments and state specific schemes delivering NSIs, Uttar Pradesh

Sector	Departments	Schemes
Agriculture	Department of Agriculture and Allied Activities (Agriculture, Horticulture and Silk Development, Dairy Development); Department of Social Welfare (Welfare of Scheduled Tribes, Special Component Plan for Scheduled Castes)	<ul style="list-style-type: none"> Oilseed Development Scheme
Education	Department of Education (Elementary, Secondary); Department of Social Welfare (Welfare of Scheduled Tribes, Special Component Plan for Scheduled Castes)	<ul style="list-style-type: none"> Kanya Vidya Dhan Yojana Free Text Book scheme Free Uniform scheme Fruit Distribution scheme School Bags to Children Free Tablets and Laptops
WASH	Department of Agriculture and Allied Activities (Rural Development, Panchayati Raj); Department of Planning; Department of Urban Development; Department of Social Welfare (Welfare of Scheduled Tribes, Special Component Plan for Scheduled Castes)	<ul style="list-style-type: none"> Sanitary Napkin Scheme Water ATMs under Samajwadi Clean Drinking Water Scheme One Mission State Rural Water Supply Scheme Hand Pumps in SC Dominated Areas Assistance for Toilet Construction
Health	Department of Medical Health (Allopathy); Department of Health (Health, Education and Training); Department of Social Welfare (Welfare of Scheduled Tribes, Special Component Plan for Scheduled Castes)	<ul style="list-style-type: none"> Kishori Swasthya Surakshya Yojana Samajwadi Swasthya Sewa (Emergency Transport Service)
Poverty Alleviation	Department of Agriculture and Allied Activities (Rural development); Department of Urban Development; Department of Social Welfare (Welfare of Scheduled Tribes, Special Component Plan for Scheduled Castes, Other Backward Castes / Disabled)	<ul style="list-style-type: none"> Special Employment Scheme Kaushal Vikas Kendra Shop Construction for Rehabilitation of Disabled Unemployment Allowance Scheme Motor / Solar Rickshaw Scheme Ambedkar Rozgar Yojana Community Training for Self-employment of SCs CM rural Industry Employment Scheme Skill Development Training I Sparsh Yojana
Food Security and Social Safety Nets	Department of Social Welfare (Welfare of Scheduled Tribes, Scheduled Castes, Other Backward Castes and Disabled); Department of Women and Child Development; Department of Panchayati Raj; Department of Rural Development; Department of Food and Civil Supplies; Department of Medical Health (Allopathy)	<ul style="list-style-type: none"> Distribution of Fortified Salt Old Age/Kisan pension Blankets to Old Age People of BPL Families Samajwadi Pension Scheme Samajwadi Swasthya Bima Yojana Rani Laxmibai Pension Scheme Tertiary Care Facilities to Beneficiaries of RSBY

Source: Compiled by CBGA from the policy documents and State budgets of the various departments, Government of Uttar Pradesh.

Figure 2e: Sector-wise number of state-specific schemes: Bihar, Chhattisgarh, Odisha, Uttar Pradesh



Source: Compiled by CBGA from the policy documents and State budgets of the various departments, Governments of Bihar, Chhattisgarh, Odisha and Uttar Pradesh

Figure 3a: Sector-wise BEs, RE and AE on NSIs, Union Government (INR crore)

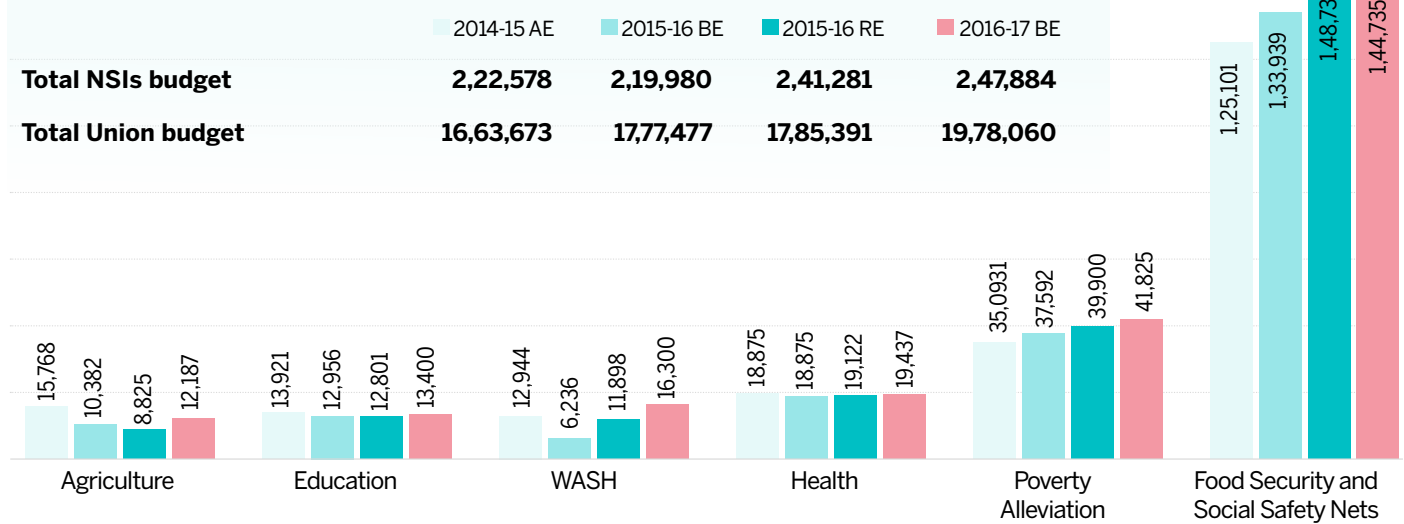
Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 RE	2016-17 BE
Agriculture				
National Food Security Mission (NFSM)	1,873	1,300	1,137	1,706
National Mission for Sustainable Agriculture (NMSA)	1,376	817	735	1,101
National Mission for Oilseeds and Oil Palm (NMOOP)	319	355	274	503
Rashtriya Krishi Vikas Yojana (RKVY)	8,443	4,500	3,900	5,400
National Horticulture Mission	1,960	1,953	1,340	1,629
White Revolution- Rashtriya Pashudhan Vikas Yojna*	1,409	1,006	1,010	1,273
Blue Revolution-Integrated Development and Management of Fisheries *	388	451	429	575
Total Agriculture	15,768	10,382	8,825	12,187
Education				
Mid-Day Meal (MDM)	10,523	9,236	9,236	9,700
Rashtriya Madhyamik Shiksha Abhiyaan (RMSA)	3,398	3,720	3,565	3,700
Total Education	13,921	12,956	12,801	13,400
WASH				
National Rural Drinking Water Programme (NRDWP)	9,243	2,611	4,373	5,000
Swachh Bharat Abhijan / Mission (SBA/M) (Rural and Urban)	3,701	3,625	7,525	11,300
Total WASH	12,944	6,236	11,898	16,300
Health				
National Health Mission (NHM)	19,751	18,875	19,122	19,437
Total Health	19,751	18,875	19,122	19,437
Poverty Alleviation				
Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	32,977	34,699	36,967	38,500
National Rural Livelihood Mission (NRLM)	1,413	2,383	2,672	3,000
National Urban Livelihood Mission (NULM)	703	510	261	325
Total Poverty Alleviation	35,093	37,592	39,900	41,825
Food Security and Social Safety Nets				
Food Subsidy	1,17,671	1,24,419	1,39,419	1,34,835
National Social Assistance Programme (NSAP)	7,087	9,082	9,082	9,500
Indira Gandhi Matritva Sahyog Yojana (IGMSY)	343	438	234	400
Total Food Security and Social Safety Nets	1,25,101	1,33,939	1,48,735	1,44,735

Note: *Excludes allocation for NER for 2014-15 and 2015-16

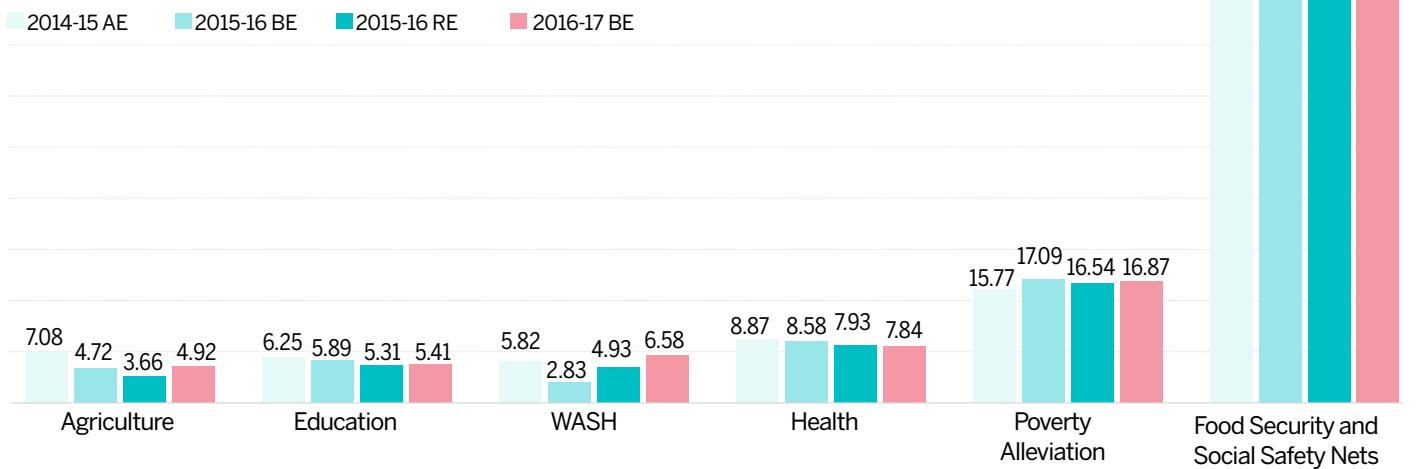
Source: Compiled by CBGA from Union Budget documents, Ministry of Finance, Government of India

Figure 3b: Sector-wise share of BEs, RE and AE in total NSIs budget and total Union budget (INR crore)

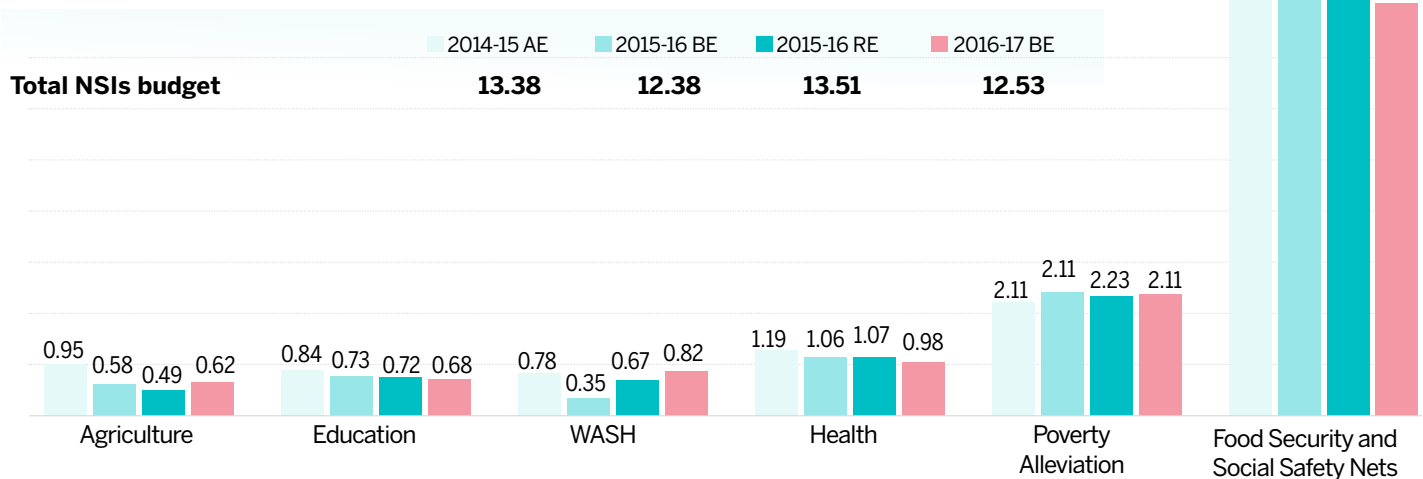
Total allocation/expenditure



As % of total NSIs budget



As % of total Union budget / expenditure



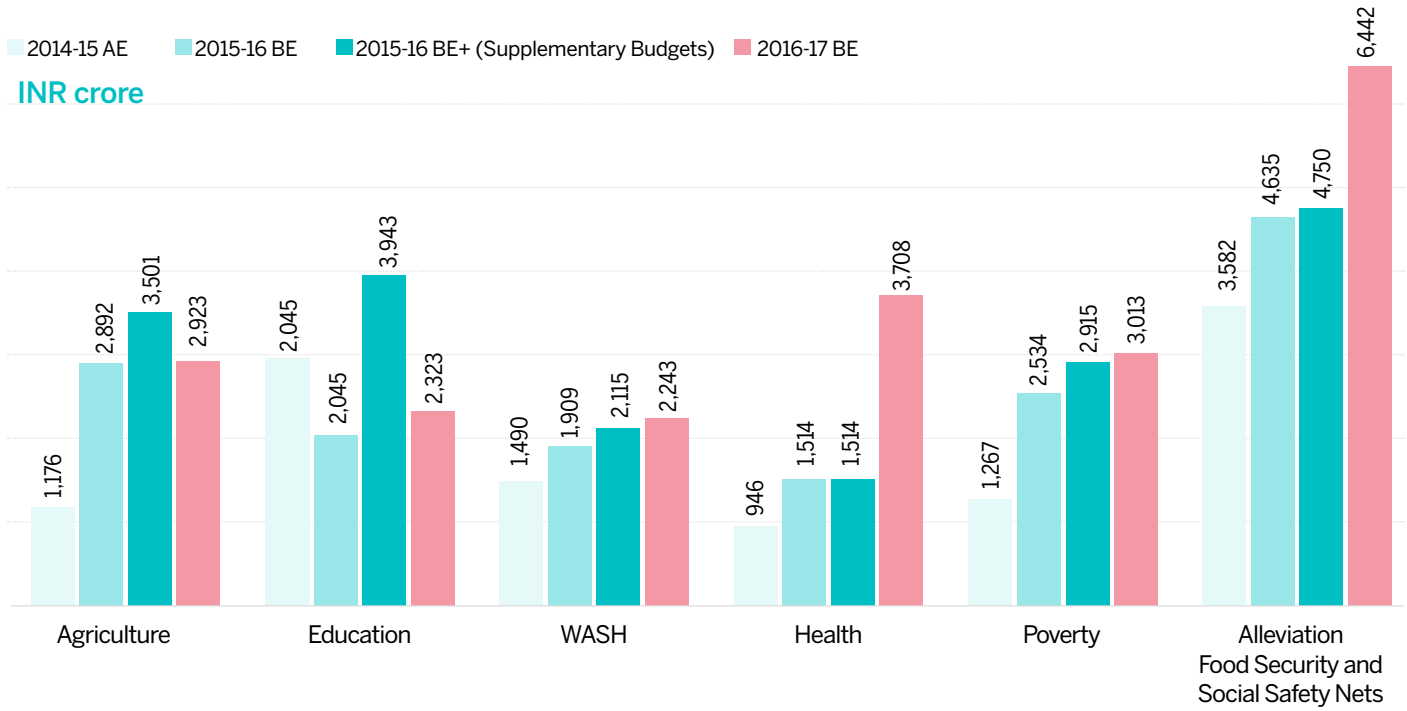
Source: Compiled by CBGA from Union Budget documents, Ministry of Finance, Government of India

Figure 4a: Sector-wise BEs, AE on NSIs, Bihar (INR crore)

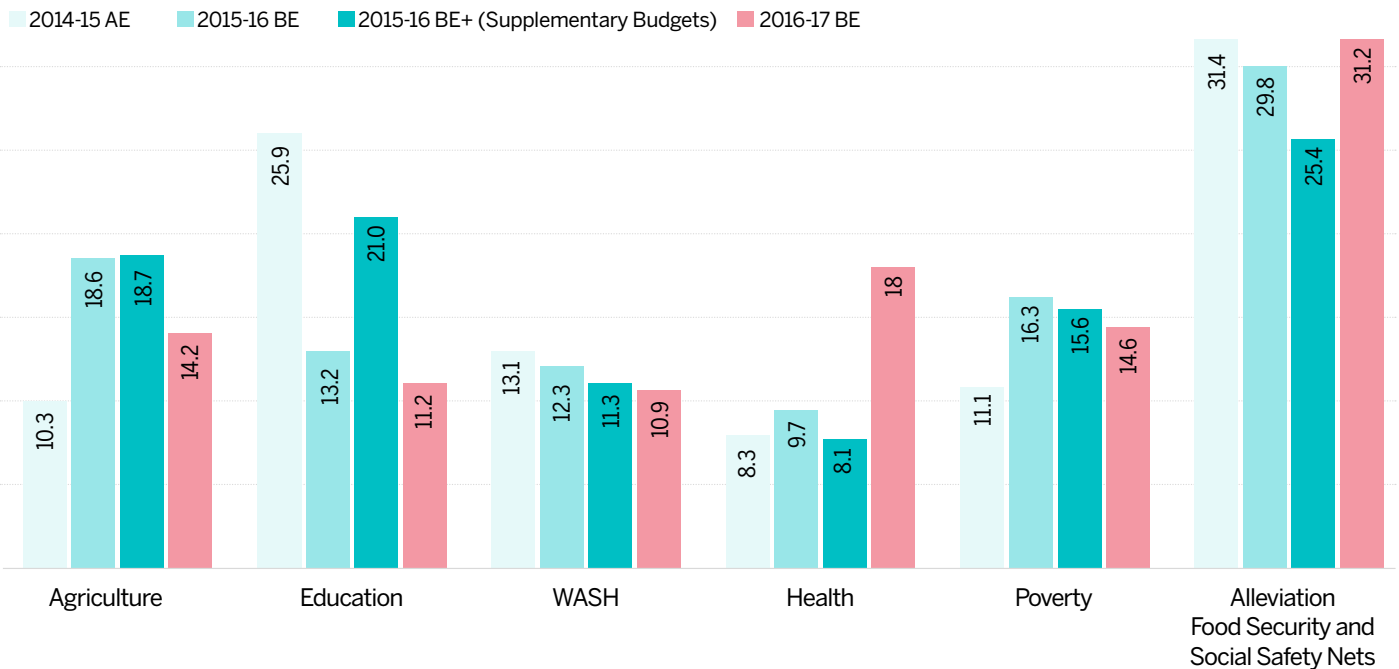
Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 BE+ (Supplementary budgets)	2016-17 BE
Agriculture				
NFSM	251	1,686	1,831	1,890
NMOOP	3	4	7	4
NMSA	57	37	94	69
NHM	21	51	91	50
RKVY	523	595	888	379
White and Blue Revolution	321	520	590	531
Education				
MDM	1,730	685	2,391	1,740
RMSA	163	79	79	133
CM Dress Scheme	733	800	921	300
CM Cycle Scheme	330	481	551	150
WASH				
NRDWP	155	437	587	653
SBA / NBA	0	424	537	745
Lohiya Swachh Mission	14	35	49	75
Health				
NHM	946	1,514	1,514	3,708
Poverty Alleviation				
MGNREGA	898	1,466	1,847	2,176
NRLM / Ajeevika	369	1,042	1,042	762
NULM	0	26	26	75
Food Security and Social Safety Nets				
Food Subsidy	748	2,219	2,219	2,224
Total Social Security Schemes	2,834	2,416	2,531	4,218
State Schemes	383	325	325	1,517
IGMSY	27	34	105	71

Source: Compiled by CBGA from State Budget Documents of Bihar (Detailed Demand for Grants).

Figure 4b: Sector-wise share of BEs and AE in total NSIs budget, Bihar



% of Total NSIs budget



Source: Compiled by CBGA from State Budget Documents of Bihar (Detailed Demand for Grants).

Figure 5a: Sector-wise BEs, AE on NSIs, Chhattisgarh (INR crore)

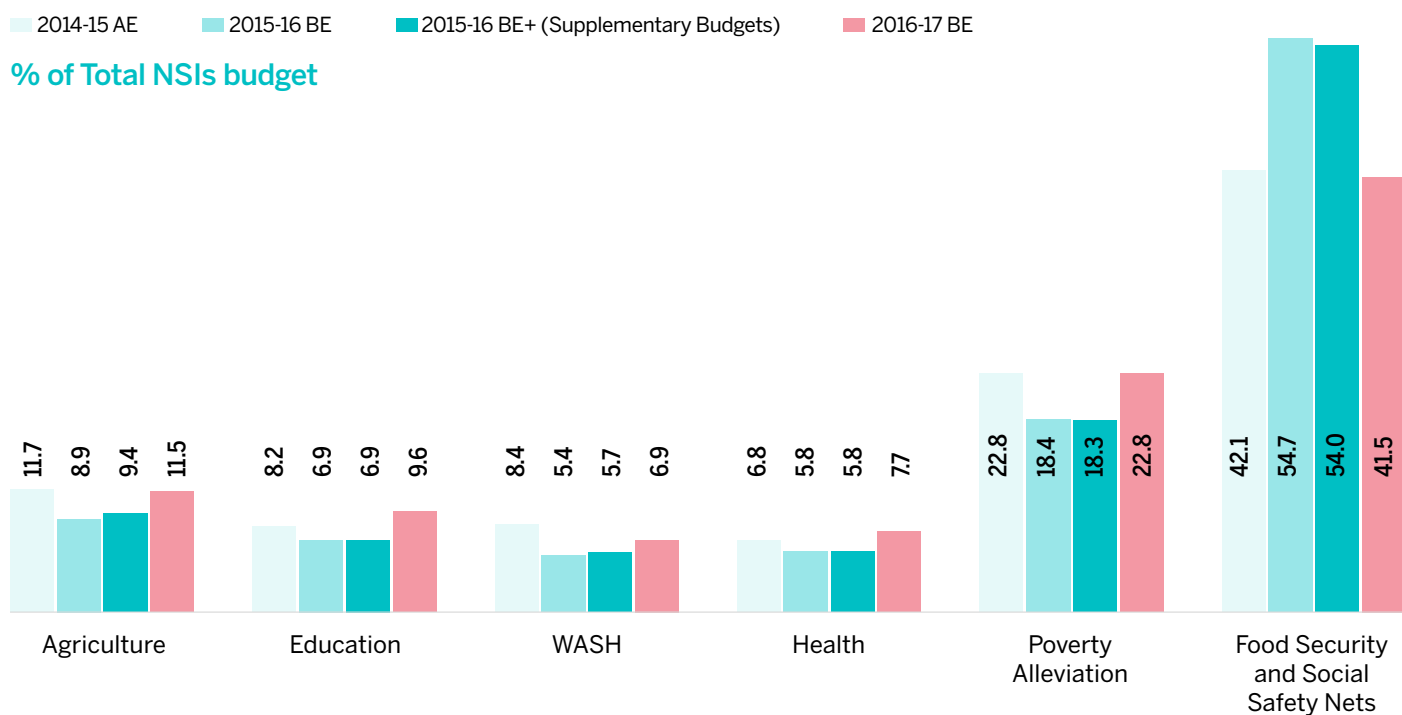
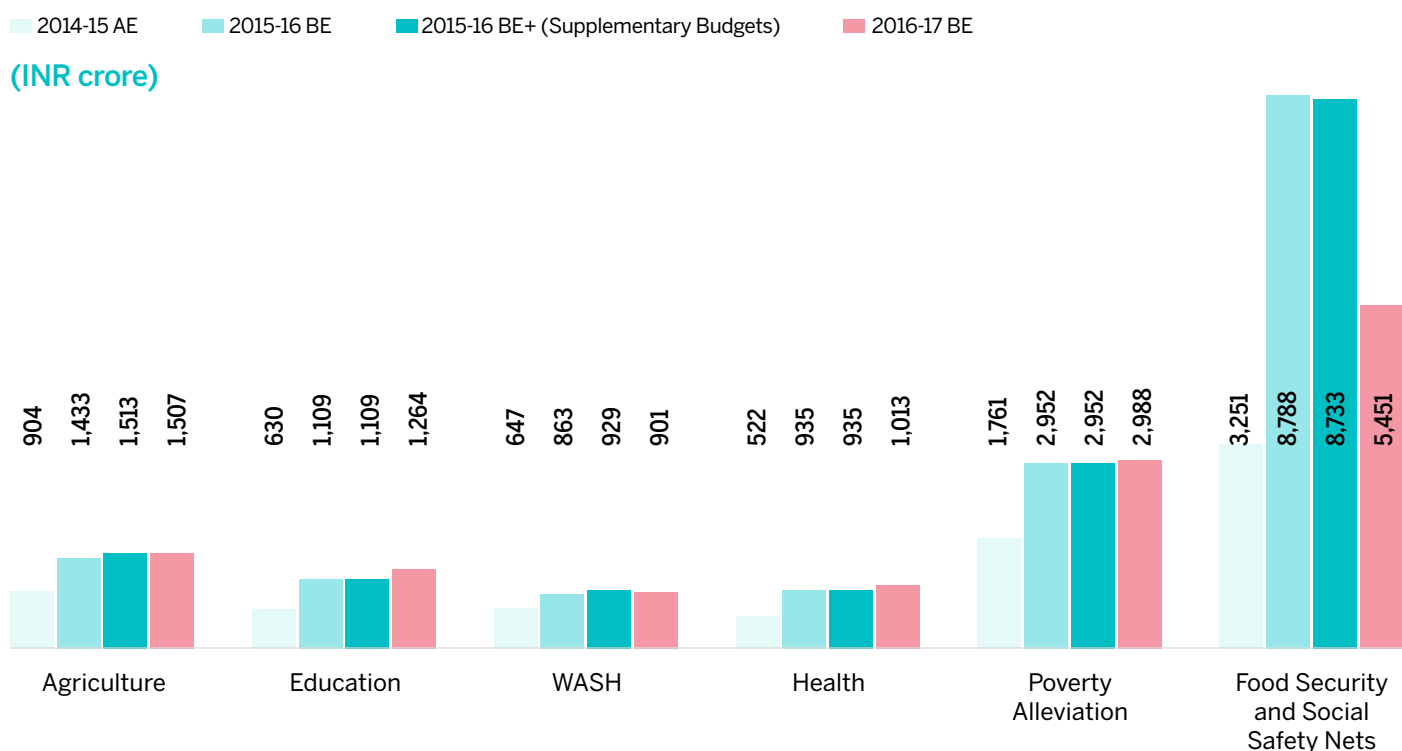
Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 BE+ (Supplementary budgets)	2016-17 BE
Agriculture				
NFSM	28	68	93	84
NMOOP	2	10	13	9
NMSA	5	80	80	40
NHM	94	97	97	164
RKVY	350	598	641	580
White and Blue Revolution	370	516	525	568
Encourage to Produce Oilseeds and Pulses	10	0	0	0
Overall Development of Farmer	45	64	64	62
Education				
MDM	289	354	354	418
RMSA	314	681	681	682
Distribution of Books, Cycle and Dress	27	74	74	163
WASH				
NRDWP	269	128	178	167
SBA / NBA	25	300	300	400
Raipur Drinking Water Supply Augmentation Scheme	0	9	9	0
Health				
NHM	491	880	880	950
Chhattisgarh Emergency Medical Response Service	21	32	32	40
Mukhyamantri Shari Swasthya Karyakram	0	5	5	4
Grant for Health Mitandin Scheme	1	1	1	1
Mukhyamantri Dawa Peti	6	12	12	13
Jeevan Jyoti Chalit Aushadhalaya Ki Sthapana	3	4	4	5
Ayushmati Yojana	1	0	0	0
Poverty Alleviation				
Poverty Alleviation				
Total MGNREGA	1,704	2,752	2,752	2,753
NRLM	45	153	153	200
NULM	13	33	33	30
Mukhyamantri Sahari Ajeevika Mission	0	15	15	5

Figure 5a (Continued)

Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 BE+ (Supplementary budgets)	2016-17 BE
Food Security and Social Safety Nets				
Food Subsidy	2,653	8,084	8,084	4,636
State Schemes				
Annapurna Dal Bhaat Kendro Ko Protsahan Sahayata	0	3	3	1
Mukhyamantri Khaddyan Sahayata Yojana	1,801	4,200	4,200	3,324
Sugar Distribution Yojana	50	45	45	40
Mukhyamantri Dal Distribution Yojana	178	72	72	0
Supplementary Grant for Distribution of Iodised Salt	66	99	99	76
Total Social Safety Nets	590	604	604	745
NSAP	261	276	276	264
IGMSY	9	100	45	70
Mukhyamantri Kanyadaan Yojana	11	13	13	13
Sukhad Sahara Yojana	83	97	97	96
Aam Admi Bima Yojana	0	0	0	3
Atal Khetihar Mazdoor Bima Yojana	12	13	13	13
Mukhyamantri Swasthya Bima Yojana	88	51	51	60
Rashtriya Swasthya Bima Yojana	101	109	109	250
Annapurna Yojana	0	0	0	0
Antodaya Anna Yojana	34	45	45	46

Source: Compiled by CBGA from State Budget Documents of Chhattisgarh (Detailed Demand for Grants).

Figure 5b: Sector-wise share of BEs and AE in total NSIs budget, Chhattisgarh



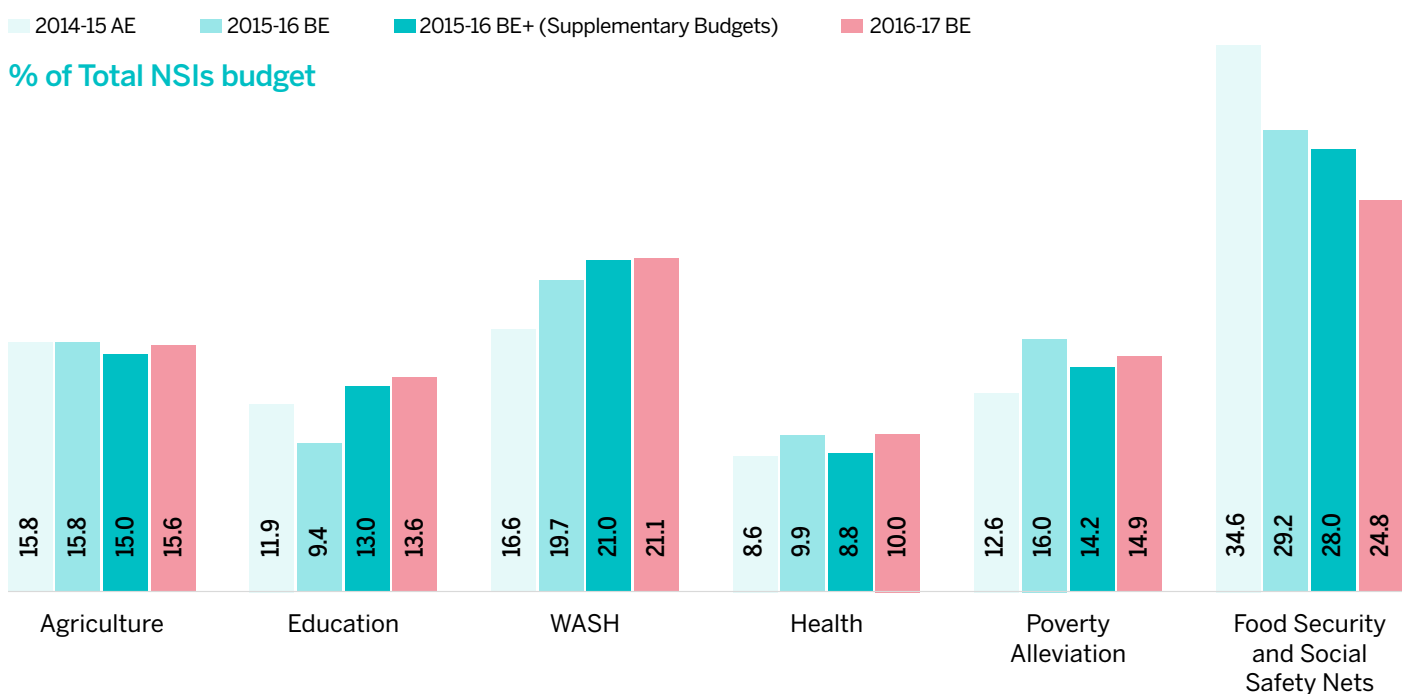
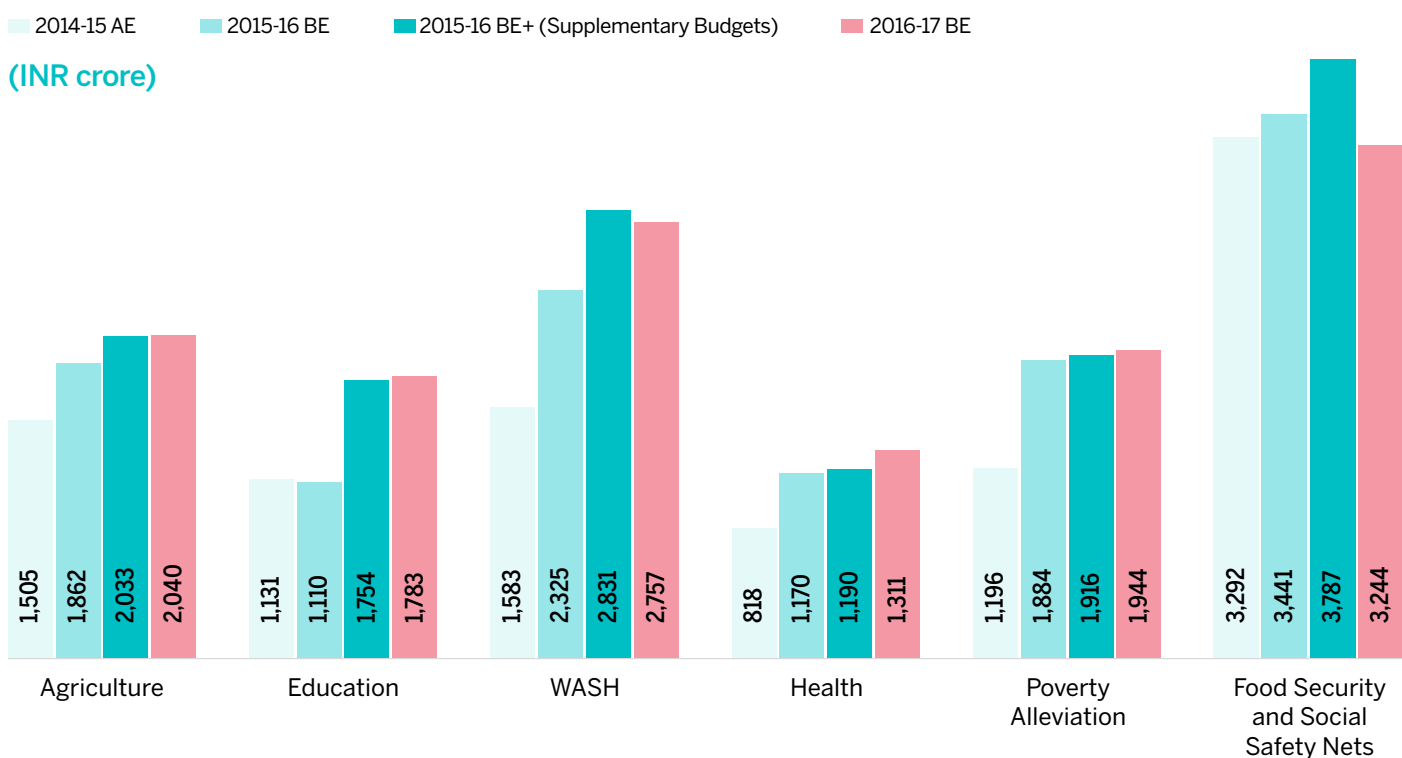
Source: Compiled by CBGA from State Budget Documents of Chhattisgarh (Detailed Demand for Grants).

Figure 6a: Sector-wise BEs, AE on NSIs, Odisha (INR crore)

Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 BE+ (Supplementary budgets)	2016-17 BE
Agriculture				
NFSM	54	87	166	166
NMOOP	12	23	37	26
NMSA	43	45	86	97
NHM	109	145	147	131
RKVY	504	555	555	535
White and Blue Revolution	705	866	891	938
Biju Krushak Kalyan Yojana	78	90	100	88
State Potato Mission	0	50	50	60
Education				
MDM	712	862	862	817
RMSA	284	123	767	686
Distribution of Bi-cycle to Girls Students	135	125	125	280
WASH				
NRDWP	427	469	469	517
SBA / NBA	88	896	1,256	840
Health				
NHM	702	1,088	1,088	1,197
Other State Plan Schemes	116	82	102	114
Emergency Medical Ambulance Services	46	32	52	69
Special Programme for reduction of Infant and Maternal mortality	0	50	50	45
Mo Masari	70	0	0	0
Poverty Alleviation				
MGNREGA	1,036	1,472	1,190	1,660
NRLM / Ajeevika	136	368	400	245
NULM	24	44	44	39
Food Security and Social Safety Nets				
Food Subsidy	1,512	1,559	1,559	955
Total Social Security Schemes	1,780	1,882	2,228	2,289
IGMSY	18	24	17	19
MAMTA	223	223	296	230
Rashtriya Swasthya Bima Yojana	0	0	0	215
Madhu Babu Pension for Destitute	720	725	728	735
Winter Allowances	0	118	118	0

Source: Compiled by CBGA from State Budget Documents of Uttar Pradesh (Detailed Demand for Grants).

Figure 6b: Sector-wise share of BEs and AE in total NSIs budget, Odisha



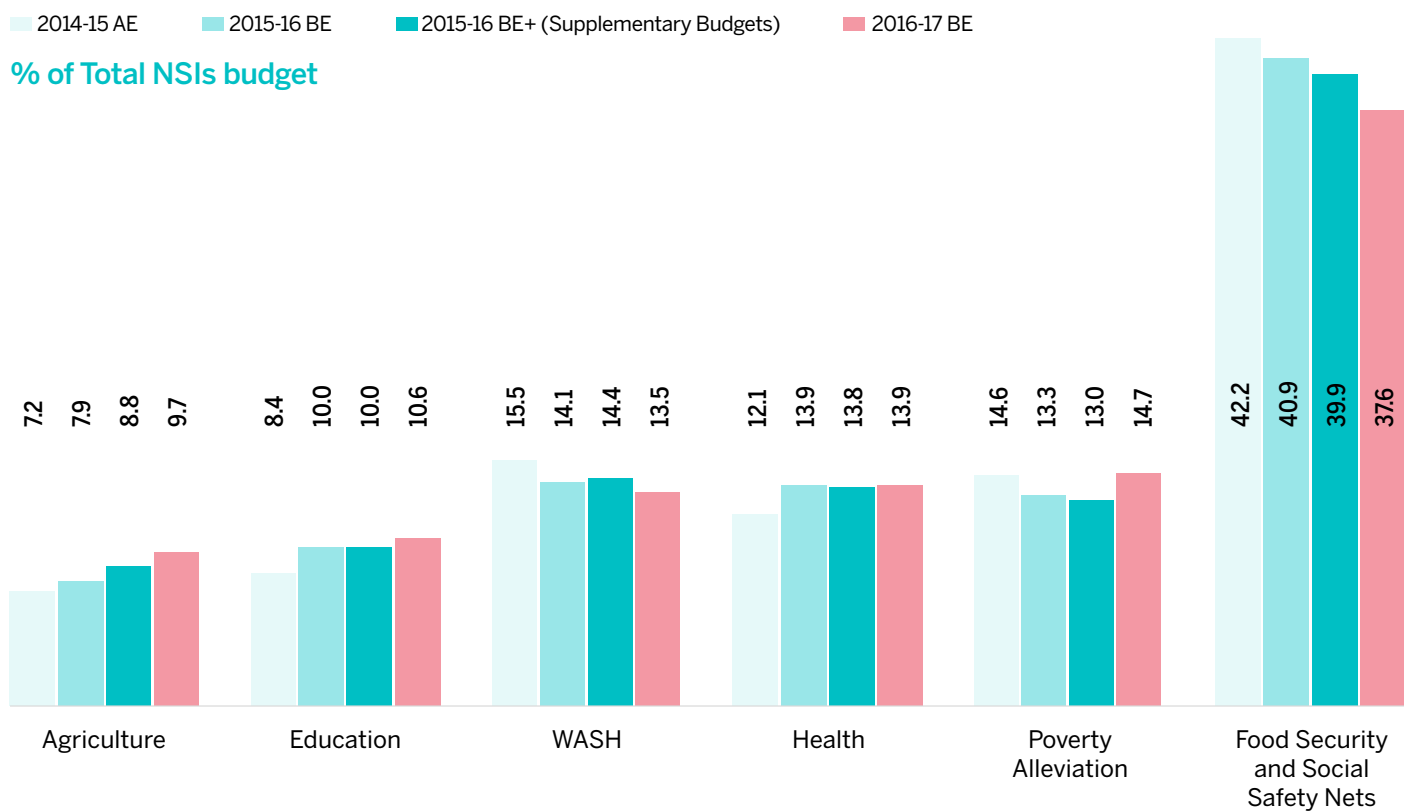
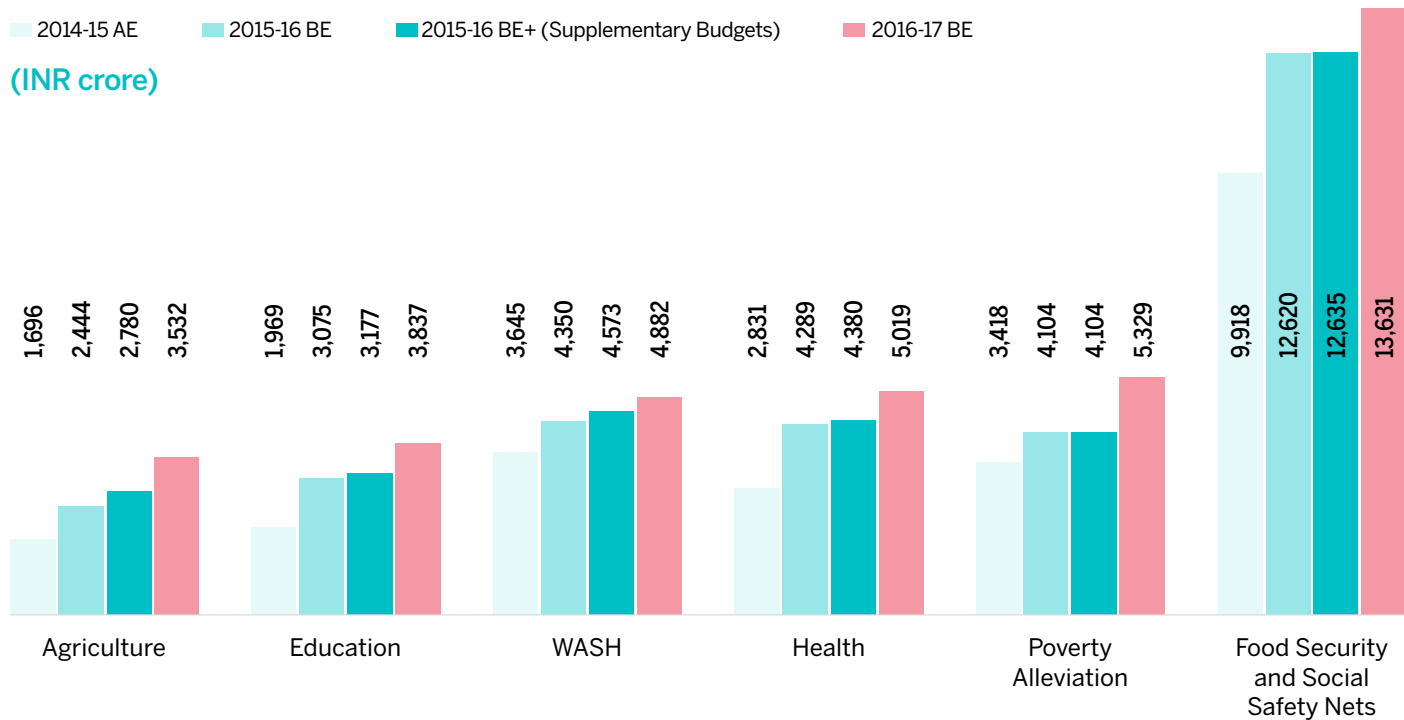
Source: Compiled by CBGA from State Budget Documents of Odisha (Detailed Demand for Grants).

Figure 7a: Sector-wise BEs, AE on NSIs, Uttar Pradesh (INR crore)

Programmes / Schemes	2014-15 AE	2015-16 BE	2015-16 BE+ (Supplementary budgets)	2016-17 BE
Agriculture				
NFSM	176	302	302	317
NMOOP	10	23	23	24
NMSA	22	97	97	258
NHM	28	81	100	60
RKVY	526	807	807	870
White and Blue Revolution	934	1,134	1,451	1,978
State Schemes	0	0	0	25
Education				
MDM	1,524	1,696	1,746	2,253
RMSA	338	879	879	728
Free Textbooks, Laptops, Uniforms and Fruits	106	200	252	556
Kanya Vidya Dhan Yojana	1	300	300	300
WASH				
NRDWP	2,275	3,102	3,115	3,394
SBA / NBA	270	810	810	1,215
State Schemes	1,115	1,244	1,270	2,510
Health				
NHM	2,525	4,074	4,144	4,744
State Schemes	306	215	236	275
Poverty Alleviation				
MGNREGA	2,819	3,400	3,400	4,500
NRLM	200	174	174	185
NULM	62	209	209	219
State Schemes	337	321	321	425
Food Security and Social Safety Nets				
Total Food Subsidy	6,166	7,812	7,812	7,878
Annapurta Yojana/Fortified Salt Distribution	5,550	7,519	7,519	7,653
Total Social Security Schemes	3,752	4,808	4,823	5,753
IGMSY	1	15	15	7
State Schemes	2,508	3,233	3,233	3,921

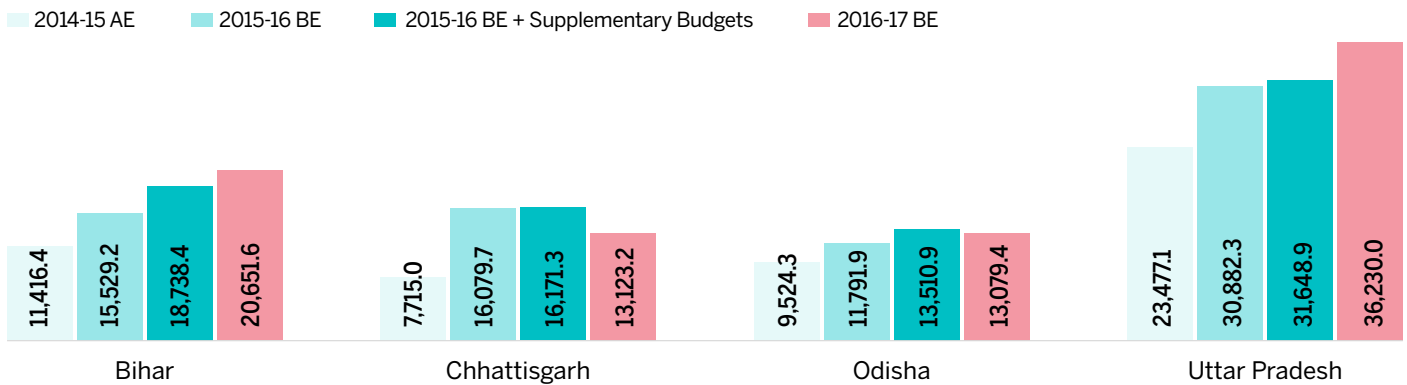
Source: Compiled by CBGA from State Budget Documents of Uttar Pradesh (Detailed Demand for Grants).

Figure 7b: Sector-wise share of BEs and AE in total NSIs budget, Uttar Pradesh



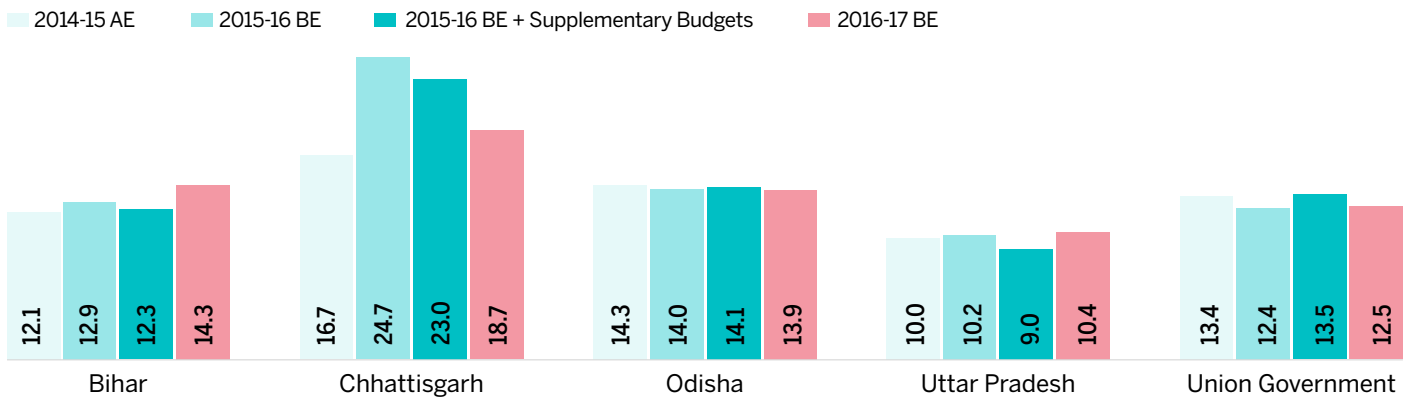
Source: Compiled by CBGA from State Budget Documents of Odisha (Detailed Demand for Grants).

Figure 8: Budgets and expenditure for NSIs by state governments (INR crore)



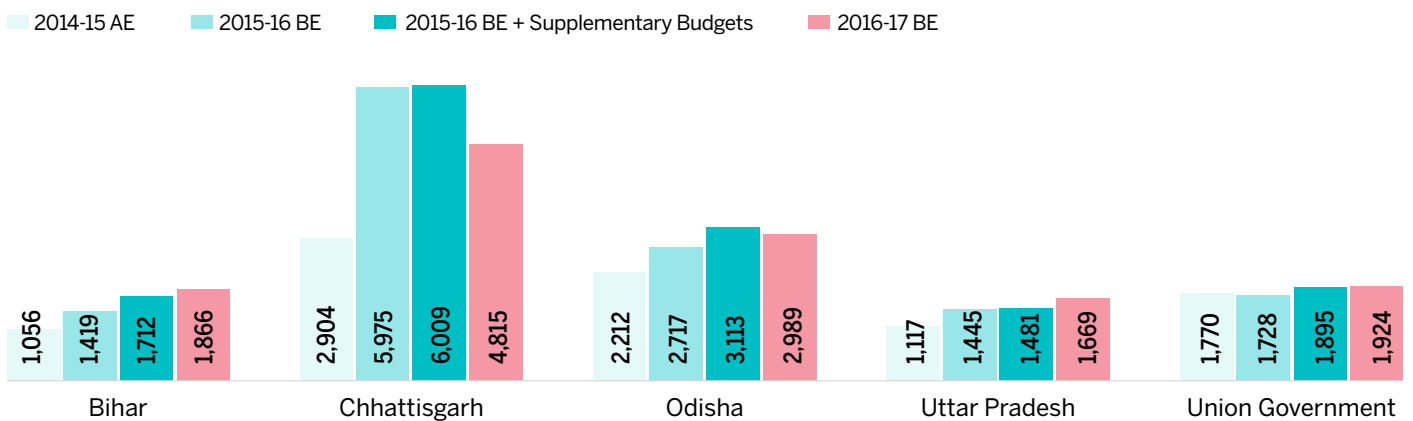
Source: Compiled by CBGA from State Budget Documents of study States (Detailed Demand for Grants).

Figure 9: Share of budgets and expenditure on NSIs to total Union and state governments (in %)



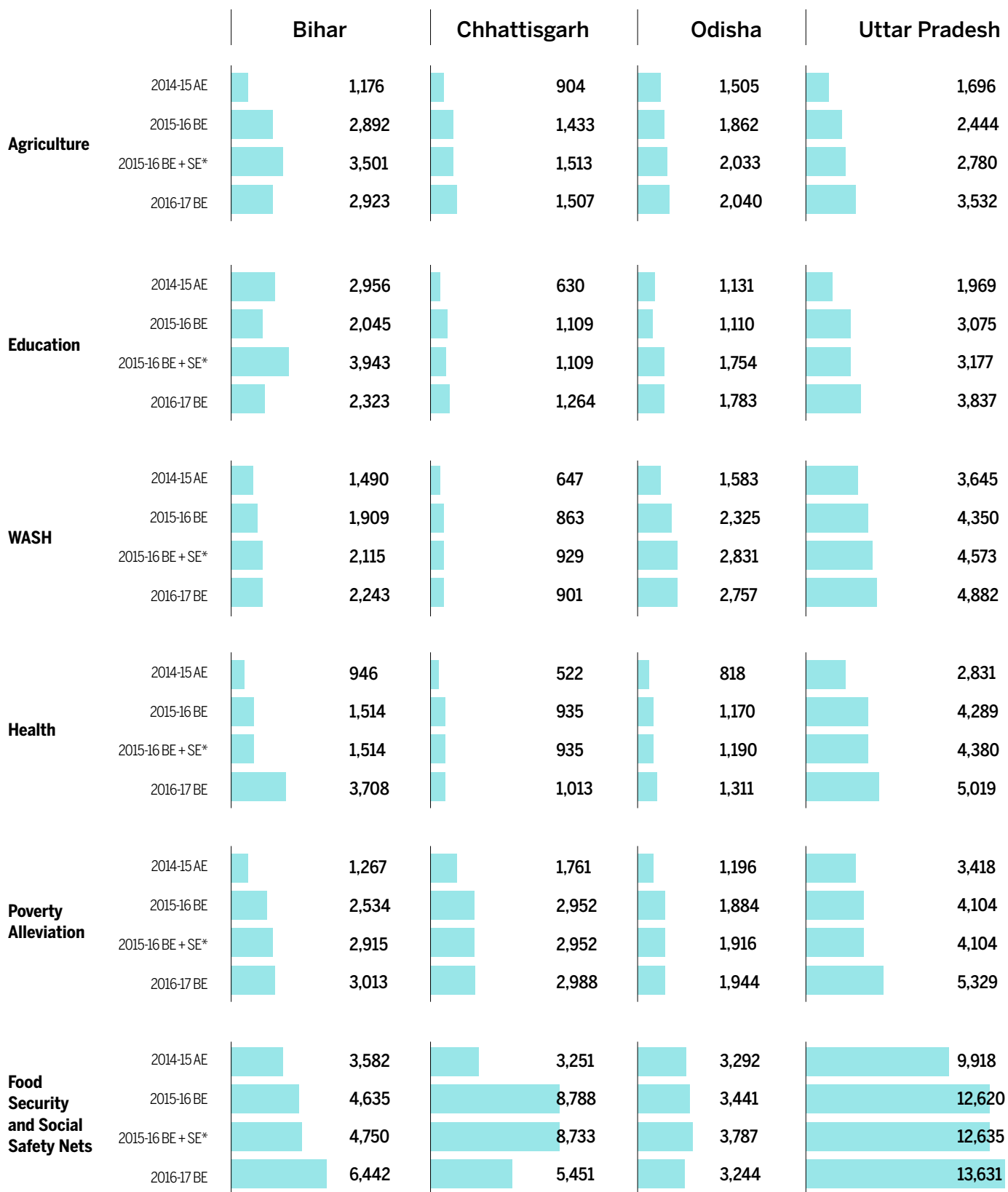
Source: Compiled by CBGA from State Budget Documents of study States (Detailed Demand for Grants) and Union Budget.

Figure 10: Per Capita Spending on NSIs, Union and states (INR)



Note: The population projection is based on the Report of the technical group on population projections constituted by the National Commission on Population, 2006 with modifications using 2011 census data

Source: Compiled by CBGA from State Budget Documents of study States (Detailed Demand for Grants) and Union Budget documents.

Figure 11: Sector-wise distribution of allocation and expenditure on NSIs, across states (INR crore)


* SE : Supplementary Budgets

Source: Compiled by CBGA from State Budget Documents (Detailed Demand for Grants).

Photos: UNICEF India

Designed by: How India Lives (www.howindialives.com)

For more information, contact:

UNICEF India
Country Office, 73 Lodhi Estate,
New Delhi - 110003
Tel: +91-11-24690401

Centre for Budget and Governance Accountability (CBGA)
B-7 Extn./110A, Harsukh Marg, Safdarjung Enclave,
New Delhi-110029, Tel: +91-11-49200400/401/402;
Email: info@cbgaindia.org; Website: www.cbgaindia.org