

Towards a Nutrition-Sensitive Tribal Sub-Plan

Policy Brief 3 | 2017



Why we did it

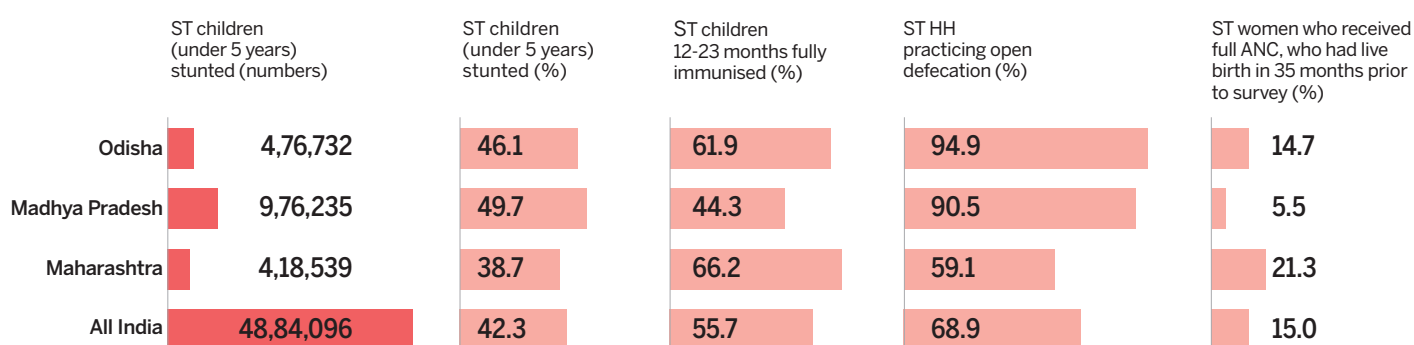
Every second child belonging to Scheduled Tribes (STs) is stunted; the other indicators of development, such as immunisation of children below 2 years of age, full ANC for pregnant women, and the use of toilets by households are also not very encouraging for STs. Tribal Sub-Plan (TSP), a budgetary strategy to supplement resources for development of STs, can be tapped for improving nutrition interventions in tribal pockets. In this context, it is worthwhile to assess whether the Union Ministries and state departments, whose programmes and schemes are relevant for nutrition, earmarked funds for TSP as per the norms (i.e. earmarking plan funds in proportion to the ST population of the country/state as TSP and additionally for the Union Ministries as per the relevant guidelines) in the last three years. The analysis covers Union government and three states

-Madhya Pradesh, Maharashtra and Odisha.

How we did it

- Budget data was collated from state and Union budget documents for the following three Financial Years 2016-17 (Budget Estimates), 2015-16 (Revised Estimates), 2014-15 (Budget Estimates and Actual Expenditure).
- Percentage allocations for TSP from total plan budget (i.e. a part of the total budget, which was meant for implementing the then prevailing Five Year Plan's schemes and interventions) of the respective ministry / state department were computed for each Union Ministry/state department.
- Percentage earmarking for TSP were compared

Figure 1: Development indicators for Scheduled Tribes



Data for 2013-14

Source: RSOC 2015 for percentage of ST children stunted. The number of ST children stunted has been computed using age related Census 2011 data.

with the norms for allocation.

- Budget estimates were compared with actual expenditure for FY 2014-15 to assess the extent of utilisation, compared to approved allocations.

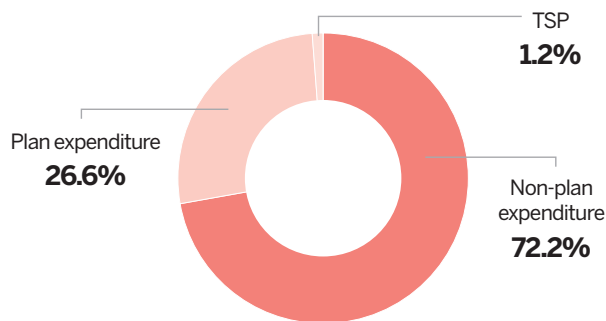
very small portion of Union budget (See Figure 2).

- Percentage of TSP earmarking were below the norms recommended by the Task Force for Union Ministries during the study period (See Figure 3).

What we found

- Plan budget was a relatively small proportion of Union budget (~27%), and hence TSP was only a

Figure 2: Non-plan, plan and TSP budgets as percentage of total Union expenditure (2016-17 BE)



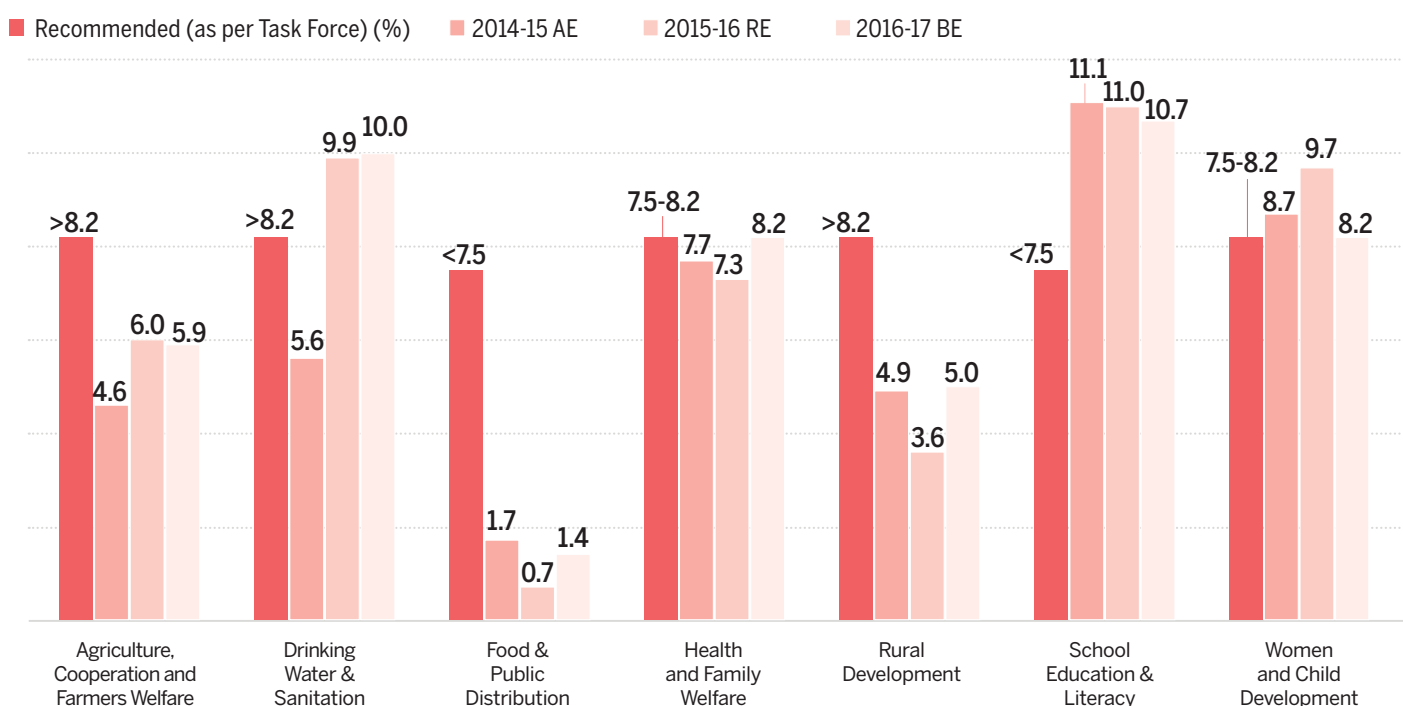
Source: Compiled by CBGA from Union budget document, 2016-17.

- TSP earmarking by some State departments of Madhya Pradesh and Odisha were below the recommended level in the last three years. The earmarking of funds by Maharashtra follows a different method; however the funding for some sectors remained below the state's Tribal Development department guidelines (See Figure 4).

- **TSP fund utilisation was low for state departments.**

In 2014-15, on an average across seven departments, ~30% of TSP funds were not utilised in Madhya Pradesh and 25.5% in Odisha. In Maharashtra, about 18.4% of total TSP budget remained unspent and over-spending in some sectors and under-utilisation in others indicated re-appropriation of funds between sectors within TSP budget (See Figure 5).

Figure 3: Department-wise TSP earmarking against recommended norms (in %)



Ministries/departments arranged in alphabetical order

Source: Compiled by CBGA from Union budget documents, 2016-17

Figure 4: Percentage of TSP Earmarking by State Departments

(Figures in red indicate allocations below norm)

Madhya Pradesh

Recommended: 21.1% of total Plan budget

State Department	2014-15 AE	2015-16 RE	2016-17 BE
Agriculture and Farmers Welfare	11.9	10.5	21.7
Food, Civil Supplies and Consumer Protection Department	17.3	23.7	34.2
Health and Family Welfare	16.3	14.2	10.1
Public Health and Engineering Department	26.1	26.2	30.2
Rural Development	21.0	17.1	29.3
School and Mass Education	29.8	19.9	26.0
Women and Child Development	21.2	18.8	18.8

Odisha

Recommended: 22.9% of total Plan budget

State Department	2014-15 AE	2015-16 RE	2016-17 BE
Agriculture	20.1	19	22.9
Food, Civil Supplies Department	6.4	<1.0	2.1
Health and Family Welfare	21.3	20.6	22.1
Panchayati Raj **	37.4	33.7	24.1
Rural Development *	13.8	14.4	12.6
School and Mass Education	18.2	22	22.6
Women and Child Development	24.4	24.8	22.8

*Drinking water and sanitation programmes fall under the purview of Rural Development Department.

** Livelihood and housing programmes such as National Rural Livelihood Mission and Mahatma Gandhi National Rural Employment Guarantee Act are under the domain of Panchayati Raj Department

Maharashtra

Recommended from Total TSP Budget: Sector-Specific (%)

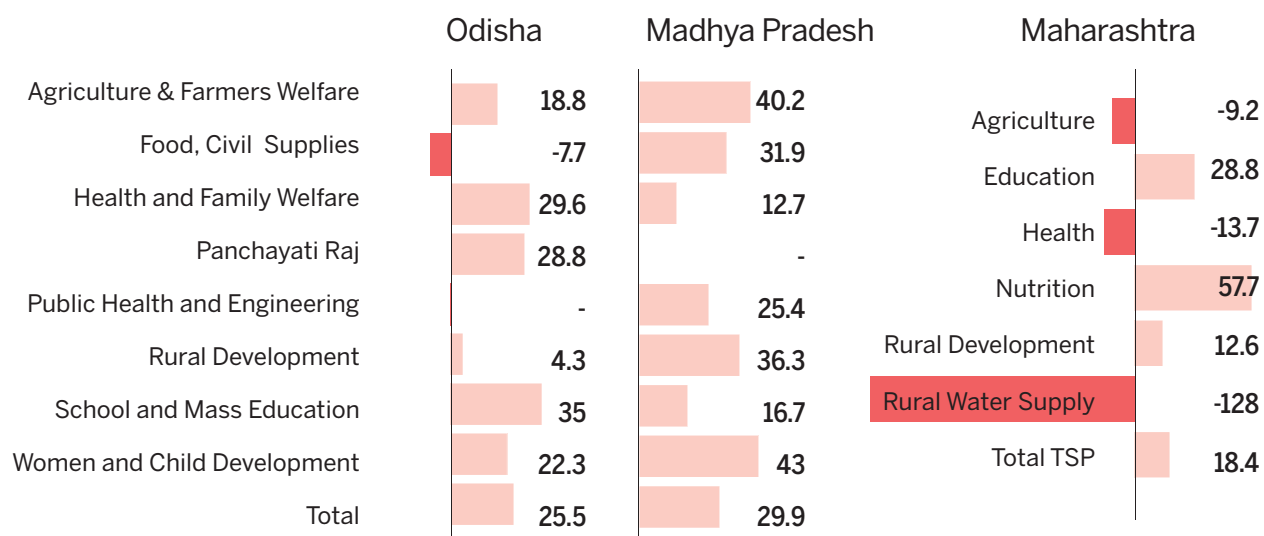
Sectors	Recommended	2014-15 AE	2015-16 RE	2016-17 BE
Agriculture	1.8	1.9	1.5	1.3
Education	*	0.8	1.5	1.5
Health	12.2	6.2	10.3	7.3
Nutrition	3.8	0.5	0.8	2.2
Rural Development	*	13.2	10.7	14.4
Rural Water Supply	1.8	2.9	7.2	8.5

* Maharashtra's Tribal Development department's guidelines do not specify earmarking for this component.

Ministries/departments arranged in alphabetical order

Source: Compiled by CBGA from Odisha, Maharashtra and Madhya Pradesh budget documents for FY 2016-17.

Figure 5: Percentage of TSP Funds unutilised by state departments in FY 2014-15



Note: Negative values indicate over expenditure | Ministries/departments arranged in alphabetical order | Source: Compiled by the authors from state budget documents

Policy asks

- Given the relatively high level of stunting among ST children and deficits in a host of development indicators for STs, government interventions for STs need to be strengthened.
- Public expenditure (i.e. overall government expenditure across sectors) may not benefit STs adequately, given the additional challenges they confront. This makes it necessary for additional public resources to be channelized towards STs. Hence, TSP, as a budgetary strategy, is significant even at the current juncture.
- Union Government and many states will do away with the Plan-Non Plan classification in their budgets from the FY 2017-18, which will affect the ring-fencing / norm-based financing approach of TSP. It is, therefore, necessary to develop a new set of norms and guidelines for TSP taking into account the whole budget.
- Given that TSP earmarking had remained below the stipulated norms, focus should be on ensuring adequate earmarking for TSP both at the Union Government and states' level, so as to ensure that adequate resources are earmarked for STs. We must note here that Union Government's programmes and schemes still deliver most of the nutrition-specific and nutrition-sensitive interventions. Hence, the policy strategy of TSP cannot be left to states alone.
- There is a need to improve accountability for TSP. In this context NITI Aayog could support Union Ministry of Tribal Affairs in monitoring of TSP. Information on TSP budgets should be accompanied by physical parameters to be achieved, (such as number of beneficiaries, assets created, etc.), i.e moving towards Outcome Budgeting for TSP across sectors.
- Bottlenecks constraining the TSP fund utilisation need to be examined and addressed at the level of states – this should be the primary objective of Outcome Budgeting in TSP.

