


Public Financing for Nutrition in Bihar



Working Paper 2 | 2017

Budget Outlays for Nutrition Sensitive Programmes in Bihar



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

Affiliations:

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



Budget Outlays for Nutrition Sensitive Programmes in Bihar

Acknowledgements

The authors are grateful to Prof. Prabhat P. Ghosh (ADRI, Patna), Dr. Abhijit Ghosh and Dr. Neetu Chowdhury (Assistant Professors at A. N. Sinha Institute, Patna) for their review and comments on the advanced draft of the paper. We are also grateful to other colleagues at ADRI, Patna and A. N. Sinha Institute, Patna for their valuable feedback on the preliminary draft of the paper. We are also thankful to Mr. Rabi Narayan Parhi (UNICEF, Bihar) for his review and comments on the draft version of the paper. We also want to extend our heartfelt thanks to Mr. Subrat Das (Executive Director, CBGA) for his support and feedback during the course of the work.

Errors or omissions, if any, are solely our own.




Table of Contents

3

SECTION NO. 1
Introduction

5

SECTION NO. 2
Methods

7

SECTION NO. 3
Results

17

SECTION NO. 4
Discussion

22

SECTION NO. 5
Conclusion

24

Figures and Infographics



List of Abbreviations

AE:	Actual Expenditure	NRDWP:	National Rural Drinking Water Programme
ANM:	Auxiliary Nurse Midwife	NRLM:	National Rural Livelihood Mission
BE:	Budget Estimates	NSAP:	National Social Assistance Programme
CAG:	Comptroller and Auditor General	NSP:	Nutrition Sensitive Programmes
CSS:	Centrally Sponsored Schemes	PDS:	Public Distribution System
DDGs:	Detailed Demand for Grants	PHCs:	Primary Health Centres
DNIs:	Direct Nutrition Interventions	PMMVY:	Pradhan Mantri Matru Vandana Yojana
FFC:	Fourteenth Finance Commission	RE:	Revised Estimates
FY:	Fiscal Year	RH:	Referral Hospitals
HSCs:	Health Sub-Centres	RKVY:	Rashtriya Krishi Vikas Yojana
IGMSY:	Indira Gandhi Matritva Sahyog Yojana	RMSA:	Rashtriya Madhyamik Shiksha Abhiyaan
INR:	Indian Rupee	SBA:	Swachh Bharat Abhiyan
MDM:	Mid-Day Meal	TFC:	Thirteenth Finance Commission
MGNREGS:	Mahatma Gandhi National Rural Employment Guarantee Scheme	WASH:	Wash, Sanitation and Hygiene
NFSM:	National Food Security Mission		
NHM:	National Health Mission		
NMOOP:	National Mission on Oilseeds and Oilpalm		
NMSA:	National Mission for Sustainable Agriculture		



Abstract

Background: Given the nature of federal fiscal architecture in India and the dynamics of sharing fiscal responsibilities between the Union and state governments, tracking budget outlays for Nutrition Sensitive Programmes (NSP) has always been a complex task. In the aftermath of the implementation of Fourteenth Finance Commission (FFC) recommendations and the subsequent changes in financing of Centrally Sponsored Schemes (CSS), there has been considerable debate on how states have responded in financing nutrition related programmes. It is in this context; the present paper focuses on analysing the resource envelope for the State of Bihar to invest in NSP; delivery platforms and budget outlays of NSP in Bihar and issues pertaining to fund utilisation in these programmes.

Methods

A programme-based, sector-wise approach was adopted to map delivery platforms for NSP in the state. Administrative departments, hosting NSP across various sectors, were listed and the schemes and programmes relevant from the nutrition perspective were

mapped. These schemes were then grouped under the six sectors and their budget outlays were collated. These included Actual Expenditure (AE) for 2014-15 and 2015-16, Budget Estimates (BE) and Revised Estimates (RE) of 2016-17, and Budget Estimates (BE) for 2017-18. The Detailed Demand for Grants (DDGs) of the respective state departments, Budget Summary document, Financial and Performance Audit documents, Annual Reports of the respective state departments, Economic Survey of Bihar, Outcome Budget documents were referred to collate relevant information for the analysis.

Results

With the change in public provisioning responsibilities for most of the nutrition programmes, it seems that the state has prioritised its annual budgets over the years for NSP. There are 18 centrally sponsored schemes and 30 state-specific schemes implemented by 16 departments, spread across six sectors. There is no such consistency in budget allocations across NSP and across sectors. Based on BE 2017-18, the food security and social safety nets sector



had the highest share of the total NSP budget followed by education sector, WASH sector, poverty alleviation sector, health sector and agriculture livestock and fisheries sector. Huge amount of unspent balances (as savings) have been reported by the administrative departments providing delivery platforms for NSP in the state. Close to 40 % of allotted budgets have been spent during the last quarter of the Financial Year by most of these departments and the share of expenditure during the month of March itself is reported to be 38 % to 60 %, across select departments. Shortages of human resources and infrastructure have been clearly documented for the crucial administrative departments in the state.

Conclusion

To ensure these NSP reap better dividends, there is a need for developing a comprehensive framework for capturing budget outlays and expenditure for NSP and bringing convergence, greater coordination among the administrative departments. Improved quality of budgeting by bringing consistency in the budget allocation, across sectors and programmes to address the needs of the sector instead of following an ad-hoc approach of funding various NSP through a schematic approach is the need of hour. Also, there is an urgent need for addressing infrastructure bottlenecks and human resource shortages for better fund utilization.





Introduction

Bihar is one of the least urbanised states in India, with the third highest population. It is also among the poorest, both fiscally and economically. The state carries a high burden of undernutrition, with 48 percent of its children under-five years of age being stunted or short for their age. Causes of stunting in these children are multiple. Poor nutrition of the mother before and during pregnancy, poor feeding to support rapid growth and development in infancy and early childhood, household food insecurity, frequent infections due to unhealthy environments, poor access to essential health services and poor socio-political and governance framework, among others, are causal factors for stunting among children.

Interventions for addressing direct and underlying determinants of stunting are known (Black et al.

2013; WHO 2014). Nutrition-specific or Direct Nutrition Interventions (DNIs) such as breastfeeding, complementary feeding and therapeutic feeding practices for infants and young children; micronutrient supplementation for children and women; maternal dietary supplementation during pregnancy; and food fortification for children, women and the general population address the immediate causes of stunting. Nutrition Sensitive Programmes (NSP) on the other hand, address the underlying causes, by acting as delivery platforms for DNIs, by incorporating nutrition objectives and actions and by meeting their own objectives well.

Literature on nutrition-sensitive sectors is fairly recent and an evolving area of research. However, that on financing of nutrition-sensitive programmes is even more recent; very few studies have been carried out on assessing how the nutrition-sensitive sectors are faring to deliver nutrition goals in their programmes, and whether the budgets for them are commensurate with need. In the Indian context, a suggestive framework for tracking budget outlays for NSP has been developed, both for the Union Government and select States (Acharya et al. 2017). This framework covers six sectors: 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.

Very few studies have been carried out on assessing how the nutrition-sensitive sectors are faring to deliver nutrition goals in their programmes.



Tracking budget outlays for nutrition-sensitive programmes has always been a complex task.

Given the nature of federal fiscal architecture in India and the dynamics of sharing fiscal responsibilities between the Union and state governments, tracking budget outlays for NSP has always been a complex task, particularly when this grouping is carried out for the Union and state governments.

In the aftermath of the implementation of Fourteenth Finance Commission (FFC) recommendations and the subsequent changes in financing of Centrally Sponsored Schemes (CSS), there has been considerable debate on how states have responded in financing of social sector programmes in general, and nutrition related programmes in particular. Since fiscal year (FY)

2015-16, the Union Government has reduced its funding share for many CSS, including those CSS relevant for nutrition-sensitive sectors. The states were thus expected to step up their funding share for these CSS in order to fully realise the outcomes to be generated from their implementation. The states were also expected to strengthen state-specific schemes by drawing upon their increased untied funds which increased due to the FFC recommendations.

Bihar is one of the states, which has been prioritizing social sector spending in its state budget, over the years. However, an in-depth budgetary mapping of nutrition-sensitive schemes / programmes in Bihar is missing. The NSP comprise

major social sector schemes across these six sectors and it is pertinent to analyse the budgetary allocations for these programmes, from the perspective of a state like Bihar.

The present paper aims to answer the following questions:

1. What is the resource envelope for the State of Bihar to invest in NSP, in the changed fiscal architecture?
2. What are NSP and their delivery platforms in Bihar, for integrating nutrition goals / actions?
3. What have been the budgetary outlays of these nutrition-sensitive programmes / schemes in the last four Fiscal Years (FYs) and issues pertaining to fund utilisation therein?



Methods

Given the nature of India's federal fiscal architecture, financing of most social sectors in general, and

nutrition programmes and schemes in particular, is the primary responsibility of the state governments. However, due to horizontal imbalances in spending capacities across states, and vertical inequity in resource mobilisation capacities of the Union and states, the Union Government has been playing a crucial role in supplementing the social sector expenditure needs of the states, particularly for a poorer state like Bihar.

Bihar has been a loser state in the aftermath of the implementation of the FFC recommendations, in the sense that it was entitled to a higher share in the divisible pool of central taxes under the Thirteenth Finance Commission recommendations, as compared to FFC. Thus, we have attempted to first understand how these changes have impacted the overall budget envelope of Bihar, to better understand the resource pool available for NSP in the state. This also helps in understanding whether and how the priority for NSP has changed in recent years (in the FFC period) given the overall changes in the state budget of Bihar.

Process followed for collating budgets and assessing fund utilisation for NSP:

To track budget outlays for NSP in Bihar, we adopted a programme-based, sector-wise approach, drawing from the experience documented in the paper by Acharya et al., 2017. These sectors included: 1) Agriculture,

Given the nature of India's federal fiscal architecture, financing of nutrition programmes is the primary responsibility of the state governments.



Schemes and programmes relevant from the nutrition perspective were mapped from each administrative department.

livestock and fisheries; 2) Education; 3) Water, Sanitation and Hygiene (WASH); 4) Health; 5) Poverty alleviation; and 6) Food security and social safety nets. Administrative departments under each of these six sectors were listed. Thereafter, the schemes and programmes relevant from the nutrition perspective were mapped from each administrative department. The identification of the schemes was based on a detailed scrutiny of the schemes' guidelines and their stated objectives. These included both CSS as well as State-specific schemes implemented by the Government of Bihar. These schemes were then grouped under the six sectors mentioned above and their budget outlays were collated. We have included the entire budgets for the nutrition-relevant schemes and programmes under the NSP budgets.

The extent of fund utilisation was assessed by taking into account the "savings" by various administrative departments at the end of the fiscal year.

Period of Analysis:

The following estimates of budget were collated for the analysis –Actual Expenditure (AE) for 2014-15 and 2015-16, Budget Estimates (BE) and Revised Estimates (RE) of 2016-17, and Budget Estimates (BE) for 2017-18 including the first supplementary budget of the FY 2017-18.

Sources of Information:

For identification of relevant schemes and programmes, the websites of the respective state departments, their scheme guidelines and other programmatic reports were scrutinised in detail. We also had

detailed discussions with nutrition and public finance analysts in the state, to help us in the schemes' selection for Bihar.

The budget outlays for NSP were collated from the Detailed Demand for Grants (DDGs) of the respective state departments for two FYs – 2016-17 and 2017-18. In addition, we also included the first supplementary budget presented for FY 2017-18. To capture the data on fiscal indicators for the state, such as data pertaining to total state budget, composition of state's receipts etc., the Budget Summary document was referred to. These budget documents are publicly available in the website of the Finance department of Government of Bihar (Government of Bihar 2016; 2017).

In order to understand sectoral priorities within NSP in the state, several state government documents were referred to. These include the Financial and Performance Audits carried out by the Comptroller and Auditor General of India for the state of Bihar, the Annual Reports of the respective state departments, the Economic Survey of Bihar, Outcome Budget etc. We also carried out an extensive review of the existing literature to understand the present scenario across nutrition-related sectors in Bihar. To assess the issues constraining fund utilisation in Bihar, a detailed scrutiny of the Audit reports of the CAG, and other existing literature was carried out.



Results

3.1 Overall Fiscal Envelop and Budget for NSP in the State

The Union Government shares sizable resources with the state governments through grants and other means of resource transfers. With the implementation of the recommendations of FFC, there has been an increase in the devolution of untied resources (States' Share in Central Taxes) from the Union Government to the states [from 32% under the Thirteenth Finance Commission (TFC) to 42% during the period of FFC]. However, in the horizontal distribution of these resources (means distribution of 42 % of resources of the divisible pool across states with a normative approach), Bihar had received 10.9 % from divisible pool under the TFC period, now receives 9.6 % under Fourteenth Finance Commission period. This 1.3 percentage point decline over the previous Finance Commission has resulted in reduced

In the horizontal distribution of untied resources (States' Share in Central Taxes) from the Union Government to the states, Bihar received 9.6% under Fourteenth Finance Commission period.

proportion of untied resources being devolved to the state.

As is seen, the contribution of States' share in central taxes to total receipts of the state declined continuously from 47.4 % in 2010-11 to 40.6 % in 2017-18 BE. The reduced contribution of State's share in central taxes reflected in the declined ratio of the overall share of resource transfer from the Union Government to the state. This share declined from 66.6 % in 2010-11 to 59.8 % in 2014-15. Further increased in 2016-17 to 66.1 % before taking a dip in 2017-18 (63.5 %) (Figure 1). The share of state's own resources to total receipts of the state contributed only 21.7 % in FY 2017-18, a decline from 25.4 % in FY 2014-15 (Figure 2).

As a result of this, the overall fiscal space, which has been measured by considering the ratios of total state expenditure to Gross State Domestic Product (GSDP), stagnated at around 23.5 % during 2010-11 and 2014-15. Thereafter, these ratios increased to 28 % during the period of FFC period. Despite reduced share of untied resources from the Union Government, the size of fiscal space available with the state exhibits an increase since 2016-17 (Figure-2).

The increased fiscal space of the state resulted in increased outlays for NSP in Bihar. The NSP budget envelope for the state was INR 11,272 crore in 2014-15 AE, which increased to INR 23,759 crore in 2017-18 BE, an

increase of 111 %. The share of NSP budget envelope in total budget of the state from 11.9 % in 2014-15 AE to 13.9 % in 2016-17 RE and is estimated to be 13.3 % in 2017-18 BE. The share of NSP budget in State's Gross Domestic Product also increased from 2.8 % in 2014-15 AE to 4.0 % in 2016-17 RE (Figure 3). With the increase in NSP budget envelop of the State, the per capita NSP budget has also increased consistently from INR 1,042 in 2014-15 AE to INR 2,123 in 2017-18 BE (Figure 3).

3.2 NSP and their Delivery Platforms

Table 1 presents information regarding the delivery platforms of NSP in Bihar. There are 18 centrally sponsored schemes and 30 state-specific schemes implemented by 16 departments, spread across six nutrition-sensitive sectors. Maximum numbers of state specific schemes (16) have been mapped under food security and social safety nets sector, followed by agriculture, livestock and fisheries sector (7), education sector (4), and one scheme each in WASH and poverty alleviation sectors. No state specific scheme was found under the health sector. Out of the total 16 departments, 11 departments are implementing schemes under food security and social safety nets, 5 departments under agriculture, livestock and fisheries sector, 3 departments under WASH sector, 2 departments for poverty alleviation sector and one each under education and health sectors.

There are 18 centrally sponsored schemes and 30 state specific schemes implemented by 16 departments, spread across six nutrition-sensitive sectors.



3.3 Sector-wise Budget Outlays for NSP in Bihar

Taking the pooled budget of 48 schemes, considered as NSP for Bihar, we found NSP budget envelope was INR 11,272 crore in 2014-15 AE, which increased to INR 23,759 crore in 2017-18 BE. The sector-wise analysis of NSP budget presented below.

Sector 1: Agriculture, livestock and fisheries

The pooled budget outlay of seven schemes under “agriculture, livestock and fisheries sector” has increased consistently (INR 1,035 crore in 2014-15 AE, INR 1,294 crore in 2016-17 RE and INR 1,544 crore in 2017-18 BE). However, the budget of agriculture, livestock and fisheries sector within the overall NSP budget has dropped from 9.2 % in 2014-15 AE to 6.5 % in 2017-18 BE. Overall, the share of agriculture, livestock and fisheries sector budget in total state budget hovered around one percent during

these four year period of analysis (Figure 5).

Looking at the trend of budget outlays for various schemes and programmes within agriculture, livestock and fisheries sector, it has been found that provision for National Food Security Mission (NFSM), an important initiative by the Union Government to promote agriculture and food security in mission mode, witnessed an increase during the study years. The budget allocation for National Mission for Sustainable Agriculture (NMSA), National Horticulture Mission remained more or less stagnant over the period of analysis. Under Rashtriya Krishi Vikas Yojana (RKVY), the actual expenditure during 2014-15 and 2015-16 saw an increase, but budget outlays declined during the subsequent period. The actual expenditure under RKVY was INR 656 crore in 2015-16, which declined to INR 376 crore in 2017-

Budget of agriculture, livestock and fisheries sector within the overall NSP budget has dropped from 9.2 % in 2014-15 AE to 6.5 % in 2017-18 BE.



The share of education sector within NSP budget envelop of the state declined from 26.2% in 2014-15 AE to 20.9% in 2017-18 BE.

18 BE, although it has received an additional allocation of INR 116 crore in the first supplementary budget of 2017-18 (Figure 4). The Rural Dairy Development Employment Scheme (started in 2015-16), is an initiative of the state government to give a boost to dairy development in the state. However, the budget for the scheme is meagre (only INR 65 crore in 2017-18 BE). Investment in Bihar State Milk Co-operative Federation, a new initiative by the state, has received INR 20 crore in the FY 2017-18.

Sector 2: Education

The programmes and schemes under education sector have been playing a crucial role in imparting quality education, delaying the age of marriage of girls, improving nutrition by implementing schemes like MDM etc. The share of education sector

within NSP budget envelop of the state declined from 26.2 % in 2014-15 AE to 20.9 % in 2017-18 BE. As a share in total state budget, this has declined from 3.1 % in 2014-15 AE to less than 2.0 % in 2016-17, before recovering in the current FY to 2.8 % (Figure 5). The schemes / programmes in this sector include MDM and RMSA as CSS and state’s schemes like Dress and Cycle distributions to boys and girls students. In the current FY the allocation under RMSA saw a huge increase from mere INR 133 crore in 2016-17 BE and RE to INR 1,388 crore in 2017-18 BE. The factors causing this increase in allocation for RMSA is not fully clear from the budget documents. Although, it is clear from the initial scrutiny of the relevant budget lines that INR 200 crore is meant for Salary Grant and another INR 585 crore is non-salary grant.

The Mid-Day Meal (MDM) scheme, another intervention under education sector, is in operation since August 1995 by the Union Government, and was universalised in the state at elementary level in 2008. The two fold objectives of this programme are to increase enrolment, retention and attendance and increasing the nutrition levels of children. The state has allocated a significantly higher amount of resources for MDM in the current FY at INR 2,634 crore compared to INR 1,872 crore in FY 2016-17 (Figure 4).

Incentivising students in elementary and secondary education in the state, especially girl students, have been a top agenda of the state. Incentives like distribution of dresses and cycles have helped significantly in reducing the drop-out of school children in the state. The state had provisioned INR 733 crore and INR 330 crore for dress distribution and cycle distribution to students, respectively, during 2014-15 AE. Budgets for these schemes increased to INR 929 crore and INR 405 crore in 2015-16 AE.

Sector 3: WASH

Poor or inadequate supply of safe drinking water and proper sanitation is one of the major causes of poor health conditions in Bihar. In order to provide safe drinking water to every citizen of Bihar, without any discrimination, Har Ghar, Nal Ka Jal (every household should have running tap water) and Sauchalaya Nirman

Ghar Ka Sammaan (construction of toilets makes decent house) are the two initiatives taken by the state government, under its Saat Nischays of the Chief Minister. The rural sanitation programme, the Lohiya Swachh Bihar Abhiyan is also being implemented in the state. Similarly, Bihar Gram Swachha Peyjal Nishchay Abhiyan is being implemented to ensure community participation for providing safe drinking water in areas affected by fluoride, arsenic and iron (Economic Survey, 2016-17).

Allocation under National Rural Drinking Water Programme (NRDWP) was only INR 154 crore in 2014-15 AE, which increased to INR 903 crore in 2016-17 RE. There has been a decline in 2017-18 BE (INR 583 crore) compared to previous year, but this was supplemented with the new initiative Chief Minister Drinking Water Nishchaya Scheme with initial allocation of INR 1,150 crore. The expenditure under SBM (R/U) was INR 306 crore in 2015-16 AE, which increased to INR 785 crore in 2016-17 RE, before declining to INR 542 crore in 2017-18 BE. However, this has been supplemented with the allocations for Lohiya Swachhata Mission of INR 250 crore in 2017-18 BE (Figure 4).

In all, the amount spent by the state under WASH sector was INR 1,489 crore and INR 1,384 crore during FYs 2014-15 and 2015-16, respectively. With the addition of new schemes, the allocations for the FY 2017-18 have gone up significantly to INR 3,388

Har Ghar, Nal Ka Jal and Sauchalaya Nirman Ghar Ka Sammaan are the two initiatives taken by the state government under Chief Minister's Saat Nischays.

crore. Share of this sector in total NSP budget of the state ranges between 9.8 % to 16.7 %, and as shares from state's total expenditure, it ranges between 1.2 % and 2.1 % between FY 2014-15 and FY 2017-18 (Figure 5).

Sector 4: Health

Budget outlay for relevant programmes for health sector under NSP has been quite inconsistent. The actual spending reported under National Health Mission was INR 965 crore and INR 1,275 crore during 2014-15 and 2015-16 respectively; whereas the allocation has gone up to INR 3,713 crore in the FY 2016-17 before declining to INR 2,167 crore in 2017-18 BE (Figure 4).

Sector 5: Poverty alleviation

The poverty alleviation sector consists of schemes like Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), National Rural Livelihood Mission (NRLM), National Urban Livelihood Mission (NULM) and Bihar State Livelihood Scheme (JEEVIKA). The actual expenditure under the programme MGNREGS was INR 895 crore in 2014-15 AE, which increased to INR 1,143 crore in 2015-16 AE, to INR 2,176 crore in 2016-17 BE and RE before declining to INR 2,010 (includes INR 334 crore as supplementary allocation) in the FY 2017-18 (Figure 4). In FY 2015-16, 99.8 % of the fund was utilised under the programme, which is 25.5 percentage points higher than the amount utilised in FY 2014-15.

JEEVIKA, an initiative of the state

government to reduce poverty, had organised 71 lakh households into 5.6 lakh Self-Help Groups (SHGs) till October, 2016. The allocation under NRLM and Bihar State Livelihood Scheme (under which JEEVIKA has been implemented), state governments budgets seems to be getting priority in recent years. Community owning up of the initiative in promoting livelihood, empowering women SHGs and taking the lead in coping with household food insecurity would certainly help address undernutrition, both at household and community level.

The overall spending for this sector shows an increasing trend from INR 1,264 crore in 2014-15 to INR 1,789 crore in 2015-16. The allocations have been doubled in 2017-18 BE to INR 3,423 crore when compared to actual spending by the state in 2015-16. There is no consistency in budget allocation while looking at the trend of sectoral share in NSP budget envelope and overall budget of the state (Figures 4 and 5).

Sector 6: Food security and social safety nets

The social security and other such promotional measures aim to protect individuals and households from economic vulnerabilities. Along with the Union Government schemes and programmes in the sector, the state government has been implementing a number of schemes to prevent a majority of its population from falling into trap of absolute poverty and

Budget outlay for relevant programmes for health sector under NSP has been quite inconsistent.



acute hunger. The Public Distribution System (PDS) / National Food Security Scheme for distributing food grains to the priority households has been one of the main vehicles to ensure food security to the people, especially the economically vulnerable sections of population. The amount spent on food subsidy was INR 748 crore in 2014-15, which increased to INR 1,880 crore in 2015-16 and is proposed to be INR 2,465 crore in the FY 2017-18 by the state. In absolute terms, the increase of food subsidy budget has been more than three times during the period between 2014-15 and 2017-18 (Figure 4).

Maternal undernutrition and anaemia are major challenges in Bihar where 60.3 % women are anaemic (NFHS-4). There have been a number of social security schemes aimed at addressing this concern by encouraging better health seeking

behaviour among women, including the Indira Gandhi Matritva Sahyog Yojana (IGMSY). The scheme was launched in 2010 in two districts of Bihar — Saharsa and Vaishali — with 100 % financial assistance from the Union Government. However, in 2015-16, the funding pattern has been revised and now the sharing pattern between Union and state government is in the ratio of 60:40. However, as per a recent announcement on, Maternity Benefit Programme [the scheme has been renamed as Pradhan Mantri Matru Vandana Yojana (PMMVY)], every pregnant and lactating women is eligible under this scheme for first live birth. In accordance with this, the budgetary allocations for the scheme have been increased from INR 27 crore in 2014-15 AE to INR 136 crore in 2017-18 BE (Figure 4).

Pension to aged, disabled and widows is one of the major

Increase of food subsidy budget has been more than three times during the period 2014-15 and 2017-18.



Bihar government has extended the pension amount to INR 400 per month for every pensioner since July, 2014.

interventions by the government under social security sector. Since 1995, a comprehensive programme, called National Social Assistance Programme (NSAP) is in operation throughout the country. This programme includes Indira Gandhi National Old Age Pension Scheme, Indira Gandhi National Widow Pension Scheme, Indira Gandhi National Disability Pension Scheme, National Family Benefit Scheme and Annapurna Scheme. The pension amount varies across schemes and age category. The fund sharing pattern also varies across schemes. In addition to the Union Government assistance to the beneficiaries under these pension schemes, Bihar government had taken a decision to extend the pension amount as INR 400 per month for every pensioner since July, 2014 (which includes contribution from the Union

Government). The state government contributes INR 200 under National Old Age Pension, INR 100 under National Widow Pension and INR 100 under National Disability Pension Scheme from its own resources. The total amount spent under this head was INR 2,415 crore and INR 2,770 crore during the FYs 2014-15 and 2015-16, respectively. However, this increasing trend got reversed with a substantial decline in allocation in 2017-18 BE to INR 1,998 crore, although it received supplementary budget of INR 897 crore in the current FY to maintain the level of allocation to INR 2,895 crore (Figure 4).

There are other social security schemes, which are being implemented in recent years, like Chief Minister's Nischaya Self Help Scheme, which has received an allocation of INR 1,372 crore in 2016-

17 and declined to INR 781 crore in FY 2017-18. Chief Minister's Women Empowerment Scheme / Nari Sakti Yojana has received an increased allocation over the years. However, there has been a decline in budget allocation for Mukhyamantri Kanya Vivah Yojana from INR 135 crore in 2014-15, to INR 44 crore in 2017-18 BE. Allocations under dress distribution to anganwadi children and scheme on relief from cold waves have also received high priority in FYs 2016-17 and 2017-18 (Figure 4).

Overall, the food subsidy and social safety nets sector stands out as one of the high priority sectors, among all the sectors of NSP, in terms of budget allocation and spending in the state. The actual spending in this sector was INR 3,563 crore and INR 5,166 crore in FYs 2014-15 and 2015-16, respectively. In 2016-17 RE, the budget allocation for the sector has gone up to INR 7,930 crore (Figure 5).

3.4 Sectoral priority within the NSP budget

Since 2014-15, in terms of sectoral priority in budget allocations and spending within NSP budget envelop of the state, both agriculture, livestock and fisheries, and health sectors are placed in bottom. Based on BE 2017-18, the food security and social safety nets sector had the highest share of the total NSP budget (33.4 %). It was followed by education sector (20.9 %), WASH sector (15.7 %), poverty alleviation sector (14.4 %), health sector (9.1%) and agriculture

livestock and fisheries sector (6.5%). As a proportion to the total state budget, the share of NSP in the state for 2016-17 RE was the highest (13.9 %) which was 11.9 % in 2014-15 AE and all other years under scrutiny (Figure 5).

Interestingly, the allocations in 2017-18 BE were lower than the 2016-17 RE for 6 of the 18 CSS under analysis. These six programmes / schemes were - NMSA, NMOOP, and National Horticulture Mission under agriculture, livestock and fisheries sector, the NRDWP under WASH sector, and NHM under health sector and MGNREGS under poverty alleviation sector. Substantial cuts in allocation in 2017-18 BE, compared to 2016-17 RE was noticed for NHM (INR 1,546 crore), NRDWP (INR 320 crore) and MGNREGS (INR 166 crore). The major gainer among the CSS implemented by the state are: RKVY (INR 112 crore), RMSA (INR 1,255 crore), MDM (762 crore) and NSAP (INR 376 crore) in the current FY compared to 2016-17 RE. Among the 30 state schemes, 11 schemes have received lower allocation in 2017-18 BE compared to 2016-17 RE. Among these, the lesser allocations have been noticed under: Chief Minister's Nischaya Self Help Scheme (including Bhavan and Old Age Home) (INR 591 crore) and Chief Minister's Dress Scheme (INR 201 crore). Whereas the major gainer has been the Bihar State Livelihood Scheme (INR 438 crore) in 2017-18 BE compared to 2016-17 RE (Figure 4).

Since 2014-15, sectoral priority in budget allocations and spending within NSP budget envelop of the state has been at the bottom for agriculture, livestock and fisheries and health sectors.



It has been reported that the amount of savings during the period 2011-12 and 2015-16 ranged from 26% to 46%.

3.5 Issues pertaining to fund utilisation under NSP in the state

The relevant numbers and the period for which analysis of budget allocation and spending for nutrition sensitive sectors of the state has been considered in this paper may not fully explain the reasons of under spending across NSP. However, attempt has been made to understand what could be the possible correlates of such a scenario that even after consistent increase in allocation for NSP (increased from 2.8 % of GSDP in 2014-15 to 4.0 % in 2016-17 RE), the desired nutritional outcomes from the sector are not visible. The evidence collated pertains to issues relating to quality of budgeting, shortage of infrastructure (including human resources) in delivering NSP in the state and rush of expenditure in the last quarter of the financial years.

The quality of budgeting can

be better analysed by looking at the amount of savings gathered by the administrative units of the state vis-à-vis the total expenditure of the state that are delivering NSP. It has been reported that the amount of savings (the difference between the demand made by these departments and actual expenditure carried out by these departments) ranges 26 % to 46 % during the period between 2011-12 and 2015-16. In terms of absolute amount, the savings reported by these administrative departments ranging between INR 15,596 crore to INR 43,926 crore during the said period (Figure 6).

Of the departments implementing NSP in the state, four departments have 40 % or more savings during the period between 2011-12 and 2015-16. These departments are: agriculture, building construction, food and consumer protection and urban development

and housing. Similarly, three departments i.e. rural development, labour resources and public health engineering have shown 30 % or more savings during the period of analysis (Figure 7).

With regard to rush of expenditure during the last quarter of the financial year, it has been reported that the departments which are hosting NSP in the state, like agriculture, cooperative, food and consumer protection and urban development and housing, have been spending more than 50 % of their budgets during the last quarter of the year. This share for the social welfare department stands at 45 %. Further, the share of expenditure during the month of March itself is reported to be 38 % to 60 % for the financial year 2015-16, across select departments (Figure 8).

In terms of infrastructure and human resource shortages, it has been reported that in 2014-15, Referral Hospitals (RHs), Primary Health Centres (PHCs) and Health Sub-centres (HSCs) required in the state were 923, 3077 and 18460, respectively. However, the state had only 70 RHs, 1883 PHCs and 9729 HSCs in place during the same year. Sanctioned strength of Medical Officers / Specialist Medical Officers (MOs) in the state was 12178, against which MOs posted were only 5212. Similarly, the required number of Auxiliary Nurse and Midwives (ANM) / Staff Nurses in the state was 29,582

against which only 20,917 were in position (CAG, 2015).



Discussion

Several findings emerge from the study, which have programme and policy implications.

First: Results presented in the previous section clearly point to the fact that there has been an increase in fiscal space of Bihar over the years, particularly in the aftermath of FFC recommendations. Close to 5 percentage point increase in overall fiscal space of the state, between 2014-15 and 2017-18, is a positive indication of increase in public provisioning of the state. The visible increase in fiscal space of the state in the post-FFC recommendation period is marked with the increase in grants-in-aid from the Union Government to state, whereas, the resource devolution from the Union Government to the state (through state's share in central taxes) has

The share of expenditure during the month of March is reported to be between 38% and 60% for the financial year 2015-16, across select departments.

stagnated, implying no such increase in untied nature of funding for the state. Despite this, the increase in overall budget of the state has translated in an increased NSP budget envelop during the post-FFC period.

Second: The NSP are spread across multiple sectors, and a large number of administrative units and platforms in the state have been delivering NSP. In the absence of a comprehensive framework for identifying the NSP in the state and the ever increasing number of welfare schemes (though small in size: in terms of budget allocation and coverage), the selection of schemes and programmes for the present analysis could possibly be expanded further. The implementation NSP across multiple sectors, large number of administrative units and platforms in the state should be tapped for integrating nutrition goals / actions, with robust monitoring frameworks. It seems that in the absence of a proper framework / mechanism for coordination, integration and convergence of programmes, across administrative units delivering NSP in the state, could be one of the factors that budget outlays are not translating into desired outcomes.

For example, 16 state specific schemes / programmes under food security and social safety nets sector are hosted by 11 departments. Apart from issues of inter-department coordination, overlap of objectives and strategies was not uncommon.

This presents a clear case for a nodal coordination agency for effective implementation and monitoring of outcomes of NSP through these departments.

Third: The sector-wise mapping of NSP and categorising interventions into a particular sector within NSP has its own complexities. However, each scheme has its own objective which may or may not integrate nutrition actions / objectives, but contributes to reducing underlying causes of undernutrition. Apart from 18 CSS mapped for NSP, as many as 30 NSP which are state funded and are being implemented by 16 administrative departments. Hence, to study their budgetary outlays is a complex exercise itself.

Sector-wise analysis of NSP and categorising schemes into a particular nutrition sensitive sector also poses problems. For instance, MGNREGA, which has been categorised under poverty alleviation sector, also contributes to the agriculture sector in facilitating a number of land development activities, which therefore could be categorised under the Agriculture sector as well. Hence, drawing a clear boundary for the schemes, to be categorized as NSP, could draw serious critiques from various quarters. Similarly, assistance to fishermen and Fisherman's Cooperative Members Social Security Scheme could have been clubbed under food subsidy and social safety nets sector as these schemes meant

Sector-wise analysis of NSP and categorising schemes into a particular nutrition-sensitive sector poses problems.



for social protection.

Fourth: Planning is poor across NSP. For instance, the allocation and spending pattern under National Health Mission has been quite inconsistent over the years. This indicates inadequate planning and inconsistency in budgeting as well as state's capacity in spending the NHM fund over the years. Similar inconsistencies in budget outlays and expenditure are seen across a number of other schemes as well. The high proportion of savings by the administrative departments is indicative of poor financial planning by these departments. This, in turn, is a result of poor quality of budgeting in the state. It is also clear from the analysis of budget that in FY 2017-18 almost 13 schemes out of 48 schemes mapped under NSP for Bihar have supplementary budget allocation. This supplementary grants account

for 17 percent of the original budget allocation for NSP in the state.

Again, the scheme for distribution of dresses and cycles, the state had provisioned INR 250 crore and INR 100 crore respectively in 2017-18 BE, received supplementary allocation of INR 344 crore and INR 257 crore respectively in the first supplementary budget of 2017-18. Six of the 18 CSS and 11 out of 30 state specific schemes, received lower allocations in 2017-18 BE compared to 2016-17 RE. This point to inconsistency in budget planning and priority (in terms of allocation) for NSP sectors in the state.

Fifth: The extent and quality of fund utilisation under NSP is poor. This can be better reported by looking at the amount spent by the administrative departments during the fourth quarter of the FY as well as the extent of fund

Planning is poor across NSP. For instance, the allocation and spending pattern under National Health Mission has been quite inconsistent over the years.



It has been reported that departments like agriculture, cooperative, food and consumer protection and urban development and housing have spent more than 50% of their budgets in the last quarter of the FY 2015-16.

utilization in the month of March. It has been reported that departments like agriculture, cooperative, food and consumer protection and urban development and housing have spent more than 50 % of their budgets in the last quarter of the FY 2015-16. The social welfare department, hosting majority of social security and safety nets programmes, has spent 45 % of its budget in the last quarter (Figure 8). It is more important to highlight that the share of expenditure during the month of March itself reported to be 38 % to 60 % for the financial year 2015-16 for important departments providing platforms for NSP in the state.

Sixth: Low levels of fund utilization

are also linked to shortage of human resources leading to less allocation in the subsequent years. For example, human resource shortage in health sector (in position against the sanctioned strength), particularly the Medical Officers/Specialist Medical Officers (MOs) and Auxiliary Nurse and Midwives (ANM) / Staff Nurse in the state is to the tune of 57 % and 29 %, respectively (CAG, 2015). In such a situation, even an increased allocation under NHM, did not result in actual spending as is seen from the data.

Similarly, inadequate monitoring and other implementation issues lead to poor outcomes of the NSP implementation in the state. Absence of proper kitchen sheds; inadequate

monitoring and supervision on quality of meal being served, inadequate inspections by the District Programme Officers / Bloc Resource Persons were major bottleneck in scheme implementation for MDM. For instance, the operationalisation of MDM could not address the requirements of state properly as 33 % - 57 % enrolled children were deprived of MDM in the state. The audit report also mentioned that the allocated foodgrains were not lifted at many instances from state to district level. As a result, MDM was served on fewer days than the mandatory number of days under the scheme guideline (CAG, 2017).


Seventh: The formulation and implementation of NSP require careful attention to incorporating nutrition lens (should be inbuilt into programme designing itself) in the programmes and schemes. A number of such measures have already been initiated in various sub-sectors of NSP in the state, for instance, sub-Missions under National Food Security Mission, Rashtriya Krishi Vikas Yojana, National Mission on Oilseeds and Oil Palm (NMOOP), Rural Dairy Development Employment Scheme etc. paid special attention to increasing production of pulses and oilseeds, millets and dairy products. It is hoped that these sub-missions would address nutritional requirements, along with increasing the productivity and production of agricultural outputs.

The agro-based industries in

Bihar are dominated by cereal-based industries (rice, wheat and maize). From the nutrition perspective it is important that the agriculture practices promoting nutrient based cropping system, essentially millets and horticulture crops, would be crucial in responding to the nutritional requirements of the state. Yet budget outlays for these interventions have not seen substantial increase over the years.

Eighth: 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 dedicated schemes for girls' education, women empowerment, dress distribution to anganwadi children, assistance to fishermen, and a host of social security schemes in Bihar. To incentivise girls' students and to support the family income of the poorer sections of the population, dress and cycle distribution scheme for girls have been helpful to retain the girl students into the education system. This ultimately delays the age of marriage, and hence prevents pregnancies too soon, thus promoting better health and nutritional outcomes for them. In this regard, as is seen, there has been a consistent increase in allocation for Dress and Cycle distributions, especially for the girl student in the state, over the years.

The formulation and implementation of NSP require careful attention to incorporating nutrition lens.



5

Conclusion

To improve nutrition outcomes, developing a comprehensive framework for capturing budget outlays and expenditure for NSP and bringing in convergence and coordination among the administrative departments might be helpful.

With the implementation of the FFC recommendations and restructuring of the fund sharing pattern of major CSS in the country, the nature and composition of resource devolution to states underwent a major change since FY 2015-16. Increased untied resource devolution certainly increased the flexibility for states to spend these resources as per their need and priority. However, it also added much burden, particularly for poorer states like Bihar to contribute matching shares for CSS to implement the schemes. The increased fiscal spaces of Bihar helped the state to continue the momentum of public provisioning for most of the NSP over the years as was expected. Bihar state is a clear example of better provisioning for

NSP in the new fiscal architecture of India, despite being a fiscally poor state.

To ensure these NSP reap better dividends for improving nutrition outcomes, following can be done.

- i) Developing a comprehensive framework for capturing budget outlays and expenditure for NSP and bringing convergence, greater coordination among the administrative departments; ii) Strengthening / institutionalizing monitoring mechanisms to oversee better implementation of schemes to deliver the desired outcomes in a complex public financing framework; iii) Improved quality of budgeting (to avoid rush of expenditure in the last quarter of the FY or having huge savings) in the state, particularly for NSP which have much potential to deliver and improve nutritional outcomes in the state; iv) Bring consistency in the budget allocation, across sectors and programmes to address the needs of the sector instead of following an ad-hoc approach of funding various NSP through a schematic approach; v) Address the infrastructure bottlenecks and human resource shortages to increase fund absorption capacity and better fund utilization for interventions under NSP in the state.

References

- Acharya N, et al. (2017): "Budget Outlays for Nutrition-Sensitive Programmes: Insights from Bihar, Chhattisgarh, Odisha and Uttar Pradesh", Centre for Budget and Governance Accountability and UNICEF India, New Delhi.
- Black, R. E., Victora, C. G., Walker, S. P., Bhutta, Z. A., Christian, P., Onis, M. d.; Maternal and Child Nutrition Study Group (2013): *Maternal and child nutrition and overweight in low-income and middle-income countries*, Lancet Vol. 382, Pp-427-451.
- Comptroller and Auditor General of India (2015): Report of the Comptroller and Auditor General of India on General, Social and Economic Sectors for the year ended March 2015, Report No.2 of the year 2015, Government of Bihar.
- Comptroller and Auditor General of India (2017): "Report of the Comptroller and Auditor General of India on General, Social and Economic Sectors for the year ended 31 March 2016", Report No 2 of the year 2017, Government of Bihar.
- Government of Bihar (2016): State Budget Documents - Detailed Demand for Grants for 2016-17, Department of Finance, Government of Bihar. Retrieved from <http://finance.bih.nic.in/>
- Government of Bihar (2017): "Economic Survey 2016-17", Department of Finance, Government of Bihar. Retrieved from:
- <http://finance.bih.nic.in/Documents/Reports/Economic-Survey-2017-EN.pdf>
- Government of Bihar (2017): State Budget Documents - Detailed Demand for Grants for 2017-1-8, Department of Finance, Government of Bihar. Retrieved from: <http://finance.bih.nic.in/>
- Government of Bihar (2017): State Budget Documents – Supplementary Budget for 2017-8, Department of Finance, Government of Bihar. Retrieved from <http://finance.bih.nic.in/>
- Registrar General of India (2011): "Population Enumeration Data - Census of 2011", Ministry of Home Affairs, Government of India. Retrieved from http://www.censusindia.gov.in/2011census/population_enumeration.html
- United Nations Children's Fund: "Nutrition in Emergencies", retrieved from: <http://www.unicef.org/nutrition/training/2.5/4.html>
- World Health Organization (2014): "WHA Global Nutrition Targets 2025, Stunting Policy Brief," Geneva.

Figure 1: Contribution of centre in the total receipts of the state

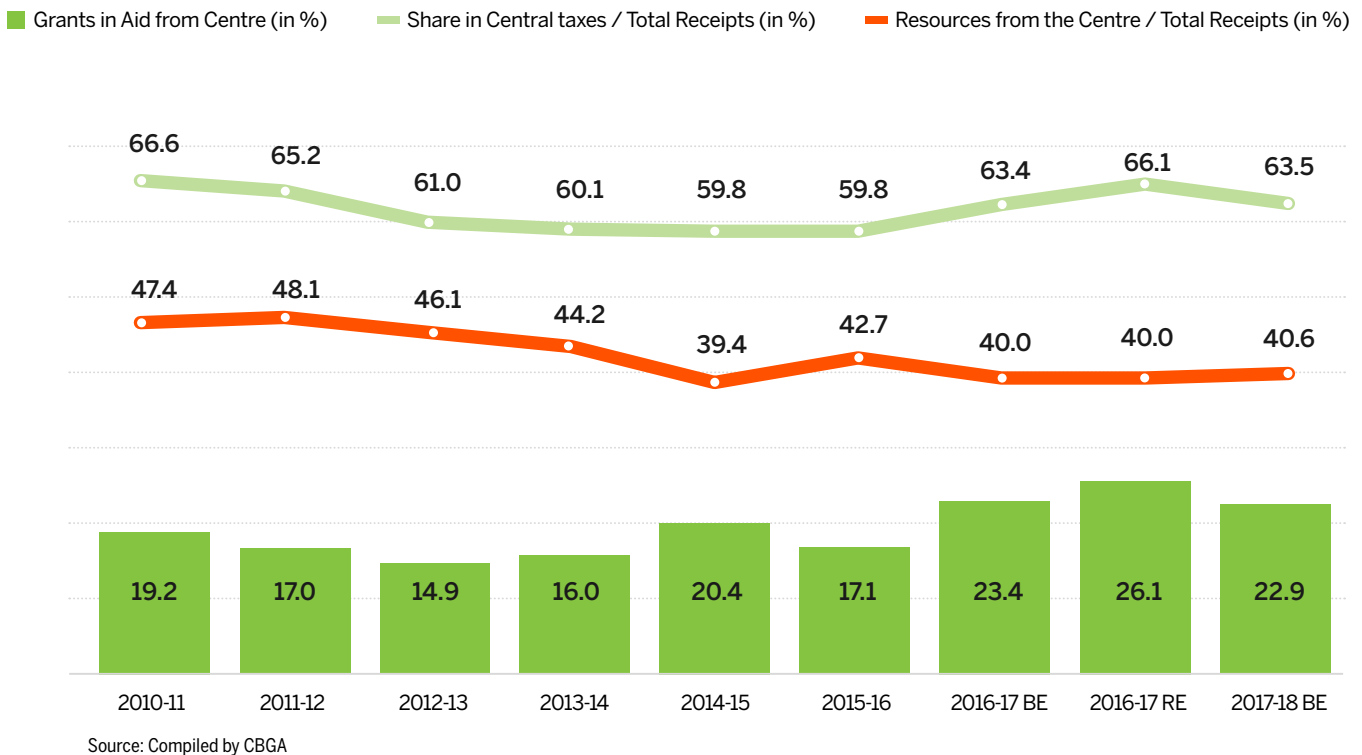


Figure 2: State's own resource contribution to total receipts vis-à-vis fiscal space of the state

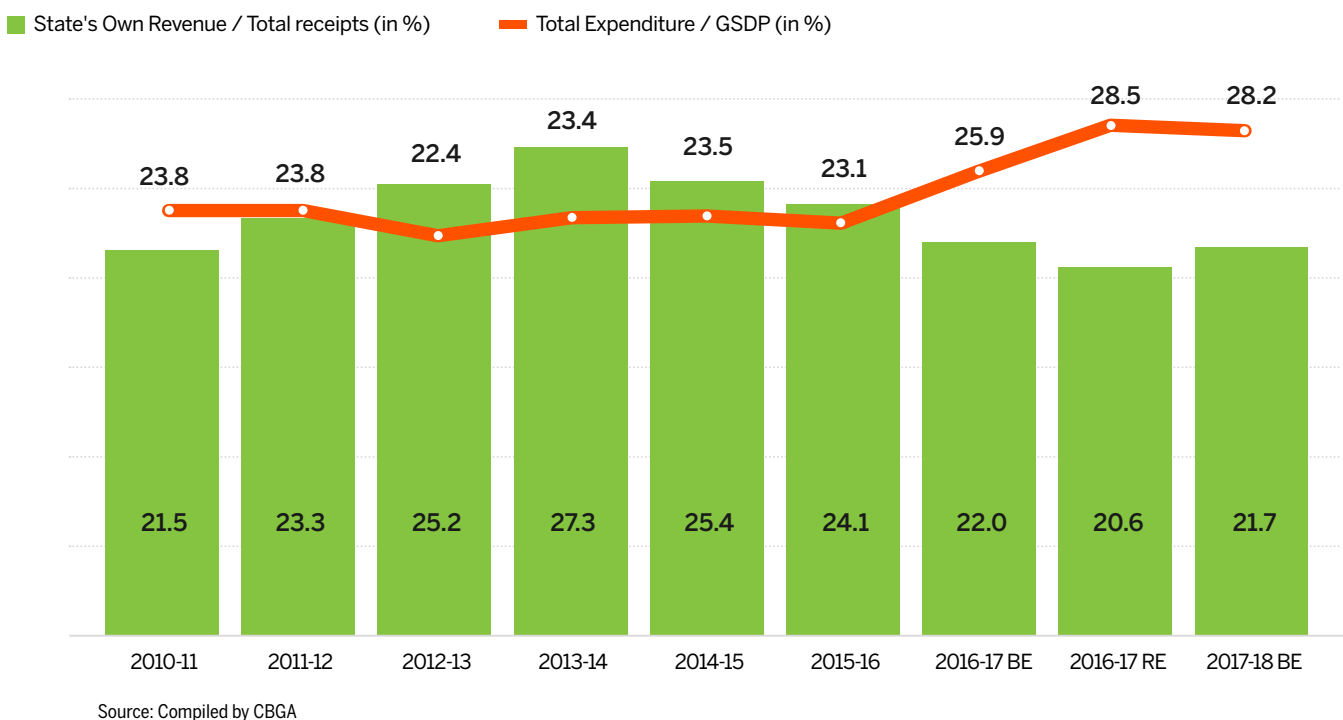
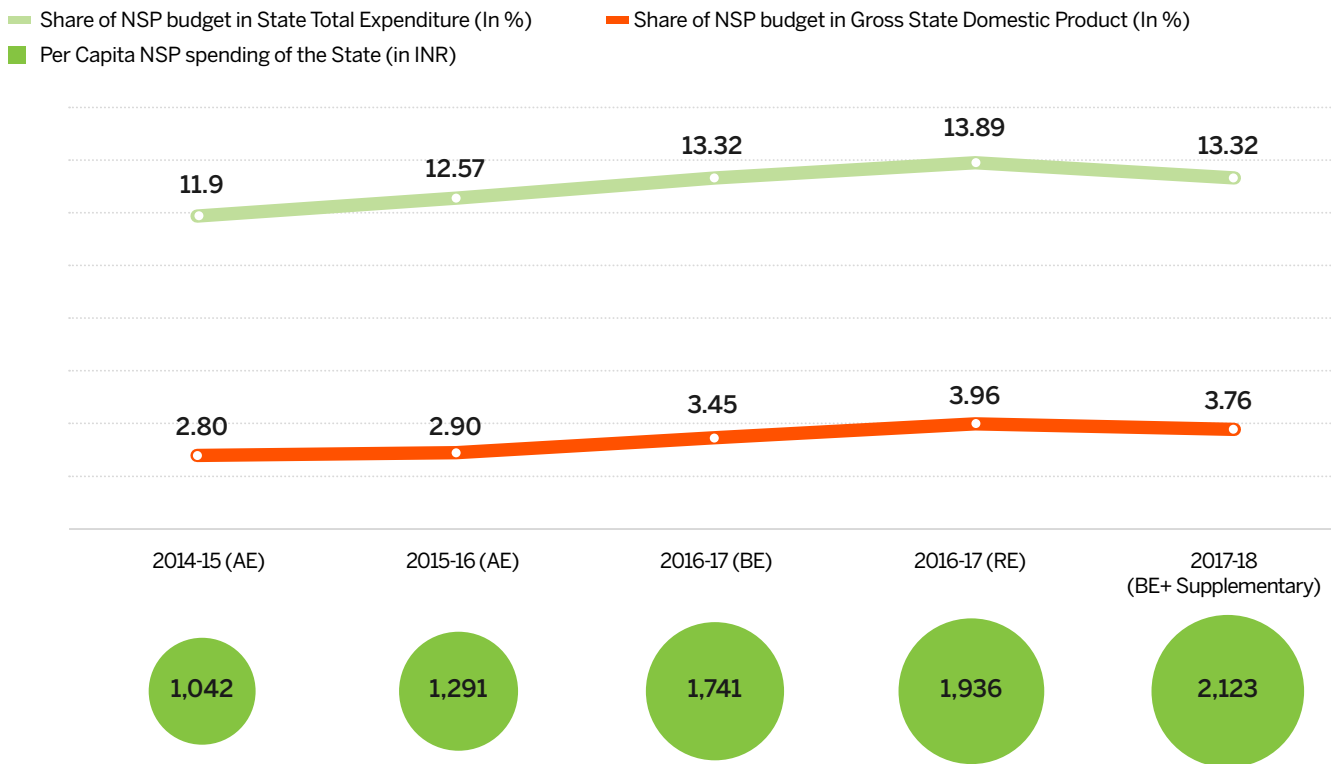


Figure 3: Share of NSP allocation and spending in total expenditure and GSDP and per capita NSP spending of the state



Source: Compiled by CBGA

Table 1: Mapping of NSP and delivery platforms for Bihar

Sectors / Departments Delivering NSP	Name of the Schemes / Programmes
Agriculture	
1. Agriculture Department;	● National Food Security Mission (NFSM)
2. Fisheries and Animal Husbandry Department;	● National Mission for Sustainable Agriculture (NMSA)
3. Building Construction Department;	● National Mission on Oilseeds and Oil Palm (NMOOP)
4. Cooperative Department; and	● Rashtriya Krishi Vikas Yojana (RKVY)
5. Industries Department	● National Horticulture Mission
	● White and Blue Revolution
	Assistance to Fisherman
	Fisherman's Cooperative Members Social Security Scheme
	Rural Dairy Development Employment Scheme
	Development of Goshalas
	● Other State Schemes
	Interest Subventions on Farm Loans
	Investment in Bihar State Milk Co-operative Federation
	Udyan Vikas Yojana
Education	
1. Education Department	● Mid-Day Meal
	● Rashtriya Madhyamik Sikshya Abhiyan
	● Chief Minister's Dress Scheme
	● Chief Minister's Dress Scheme for Girls
	● Chief Minister's Cycle Scheme for Boys
	● Chief Minister's Cycle Scheme for Girls
WASH	
1. Public Health and Engineering Department;	● National Rural Drinking Water Programme (NRDWP)
2. Rural Development Department; and	● Swachh Bharat Mission (SBM)-Rural and Urban
3. Urban Development Department	● Lohiya Swachhata Mission
	● Chief Minister Drinking Water Nischaya Scheme
Health	
Health Department	● National Health Mission (NHM)

Continued on next page...

... Continued from previous page

Sectors / Departments Delivering NSP	Name of the Schemes / Programmes
Poverty Alleviation	
<ol style="list-style-type: none"> 1. Rural Development Department; and 2. Urban Development Department 	<ul style="list-style-type: none"> ● Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) ● National Rural Livelihood Mission (NRLM) ● National Urban Livelihood Mission (NULM) ● Bihar State Livelihood Scheme (BSLS)
Food Security and Social Safety Nets	
<ol style="list-style-type: none"> 1. Food and Consumer Protection Department; 2. Industries Department; 3. Cooperative Department; 4. Building Construction Department; 5. Health Department; 6. Labour Resource Department; 7. Information and Public Relations Department; 8. Social Welfare Department; 9. Disaster Management Department; 10. Planning and Development Department; and 11. Rural Development Department 	<ul style="list-style-type: none"> ● Food Subsidy / Public Distribution System / National Food Security Scheme ● Social Security Schemes <ul style="list-style-type: none"> Unorganised Sector Workers Pension Scheme Bihar State Journalist Insurance Scheme Mukhyamantri Kanya Vivah Yojana Chief Minister's Women Empowerment Scheme / Nari Shakti Yojana Laxmi Bai Social Security Scheme Dress Distribution Scheme for Anganwadi Children Scheme for Relief from Cold Waves Chief Minister's Nischaya Self Help Scheme Old Age Home (including Construction of Old Age Home) World Bank Sponsored Social Security Scheme National Social Assistance Programme (NSAP) National Family Benefit Scheme National Scheme for Destitute Rashtriya Swasthya Bima Yojana State Old Age Pension Scheme Chief Minister Family Benefit Scheme Bihar State Disability Pension Scheme Chief Minister Disabled Strengthening Scheme (SAMBAL) ● Indira Gandhi Matritva Sahyog Yojana (IGMSY) / Pradhan Mantri Matru Vandana Yojana (PMMVY)/ Maternity Benefit Programme (MBP) ● National Women Empowerment Scheme

Source: Compiled by CBGA

Figure 4: Budget allocations / spending across sectors of NSP in Bihar

Sector/Schemes	2014-15 AE	2015-16 AE	2016-17 BE	2016-17 RE	2017-18 BE	Supplementa- ry Budget for 2017-18	Total for 2017-18 (BE+ Supplementary)
Agriculture							
National Food Security Mission (NFSM)	59	65	150	150	189	0	189
National Mission for Sustainable Agriculture (NMSA)	57	46	69	50	41	0	41
National Mission on Oilseeds and Oil Palm	3	2	4	4	3	0	3
Rashtriya Krishi Vikas Yojana (RKVY)	460	656	379	379	376	116	491
National Horticulture Mission	21	24	50	50	44	0	44
White and Blue Revolution (Out of Which)	322	336	532	549	557	95	653
Assistance to Fisherman	13	21	19	19	13	0	13
Fisherman's Cooperative Members Social Security Scheme	0	0	1	1	0	0	0
Rural Dairy Development Employment Scheme	0	45	41	52	65	0	65
Development of Goshalas	2	0	2	2	0	0	0
Other State Schemes (Out of Which)	112	44	86	112	123	0	123
Interest Subventions on Farm Loans	-	-	20	10	10	0	10
Investment in Bihar State Milk Co-operative Federation	-	-	-	-	20	0	20
Udyan Vikas Yojana	112	44	66	102	93	0	93
Education							
Mid-Day-Meal	1,730	1,930	1,740	1,872	2,634	0	2,634
Rashtriya Madhyamik Sikshya Abhiyan	163	64	133	133	1,388	0	1,388
Chief Minister's Dress Scheme	733	929	300	795	250	344	594
Chief Minister's Cycle Scheme	330	405	150	360	100	257	357
WASH							
National Rural Drinking Water Programme (NRDWP)	154	374	653	903	583	0	583
Swachha Bharat Mission (SBM)	0	306	745	785	542	333	875
Lohiya Swahhata Mission	0	20	72	49	250	0	0
Chief Minister Drinking Water Nischaya Scheme	-	-	-	-	1,150	0	1,150
Health							
National Health Mission (NHM)	965	1,275	3,713	3,713	2,167	0	2,167
Poverty Alleviation							
Mahatma Gandhi National Rural Employment Guarantee Scheme (NREGS)	895	1,143	2,176	2,176	1,676	334	2,010
National Rural Livelihood Mission (NRLM)	0	26	75	75	225	0	225
National Urban Livelihood Mission (NRUM)	17	426	746	746	734	0	734
Bihar State Livelihood Scheme (BSLS)	352	203	16	16	454	0	454

Continued on...

... Continued from Figure 4

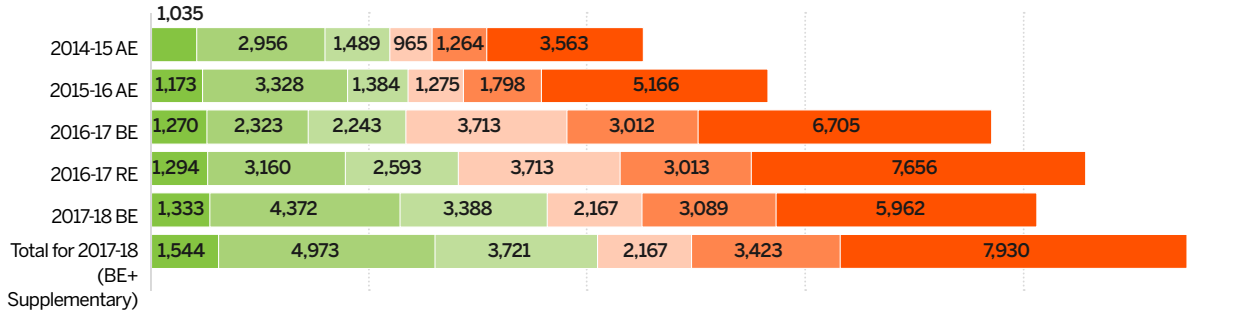
Sector/Schemes	2014-15 AE	2015-16 AE	2016-17 BE	2016-17 RE	2017-18 BE	Supplementa- ry Budget for 2017-18	Total for 2017-18 (BE+ Supplementary)
Food Security and Social Safety Nets							
Food Subsidy / Public Distribution System / National Food Security Scheme	748	1,880	2,224	2,224	1,711	754	2,465
Total Social Security Schemes	2,816	3,286	4,481	5,432	4,251	1,214	5,465
Unorganised Sector Workers Pension	6	17	10	10	7	0	7
Bihar State Journalist Insurance Scheme	0	0	1	1	1	0	1
Mukhyamantri Kanya Vivah Yojana	135	26	39	39	13	32	44
Chief Minister's Women Empowerment Scheme / Nari Shakti Yojana	0	0	25	25	2	60	62
Laxmi Bai Social Security Scheme	111	357	105	185	116	144	260
Dress Distribution Scheme including Relief from Cold Waves	78	16	34	603	778	0	778
Chief Minister's Nischaya Self Help Scheme (including Bhavan and Old Age Home)	0	0	1,372	1,372	750	31	781
World Bank Sponsored Social Security Scheme	2	19	111	111	124	0	124
NSAP/SOAP / Bihar State Disability Pension Scheme / Chief Minister Family Benefit Scheme/ National Scheme for Destitutes / Chief Minister Disabled Strengthening Scheme (SAMBAL)	2,415	2,770	2,237	2,519	1,998	897	2,895
Rashtriya Swastya Bima Yojana	42	34	476	476	377	0	377
IGMSY and National Women Empowerment Scheme	27	47	71	91	86	50	136

Source: Compiled by CBGA

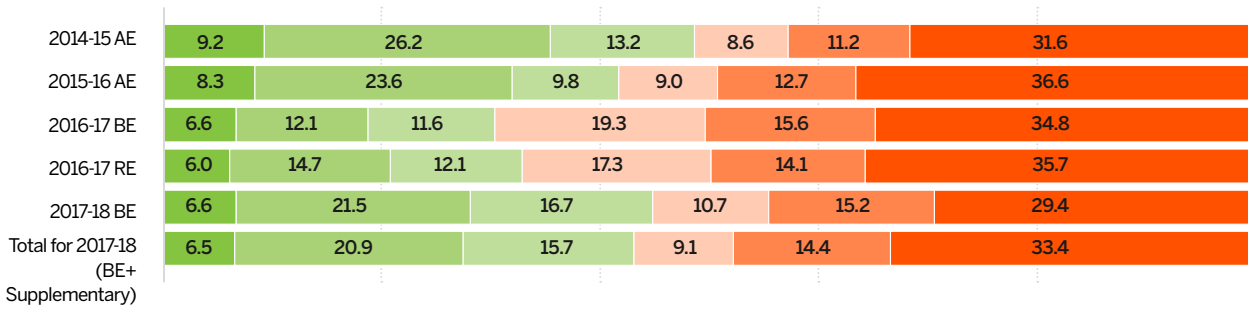
Figure 5: Sector-wise allocation, spending and shares of NSP in Bihar

■ Agriculture
 ■ Education
 ■ WASH
 ■ Health
 ■ Poverty Alleviation
 ■ Food Security & Social Safety Nets

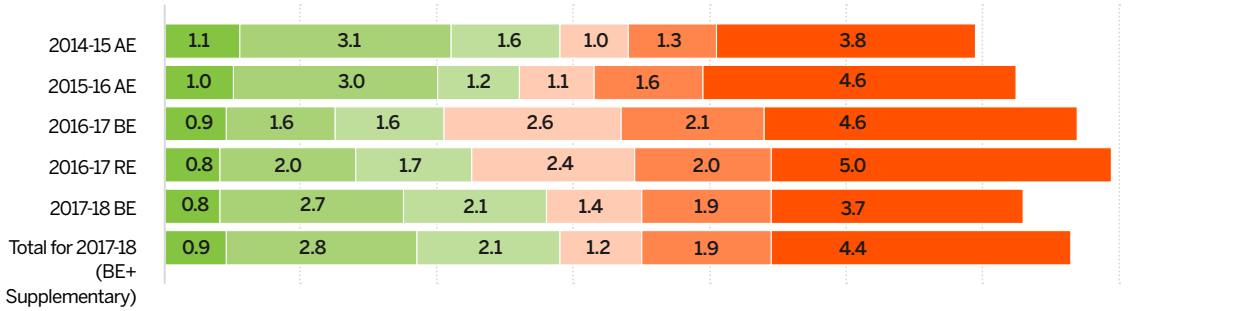
Sector-wise allocation (In INR Crore)



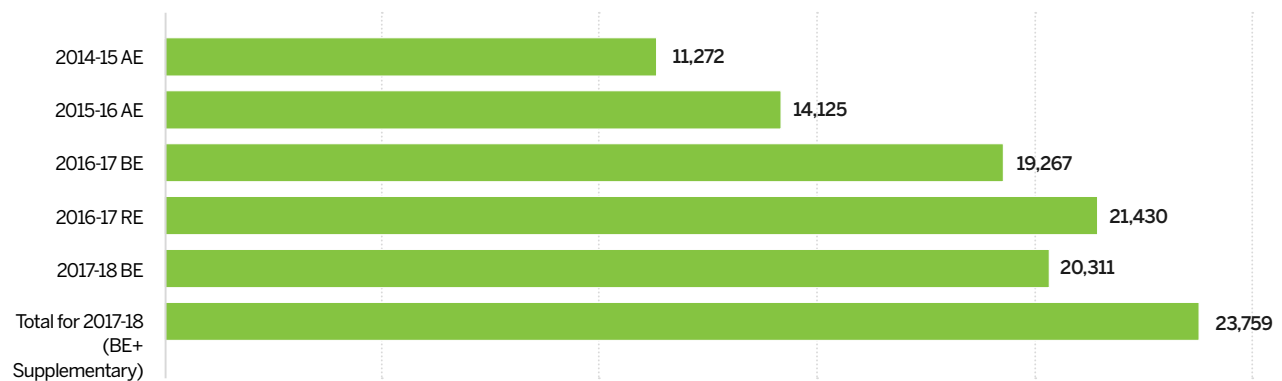
Budget Outlays for different sectors as % of Total NSP Budgets



Budget outlays for different sectors as % of Total State Budget

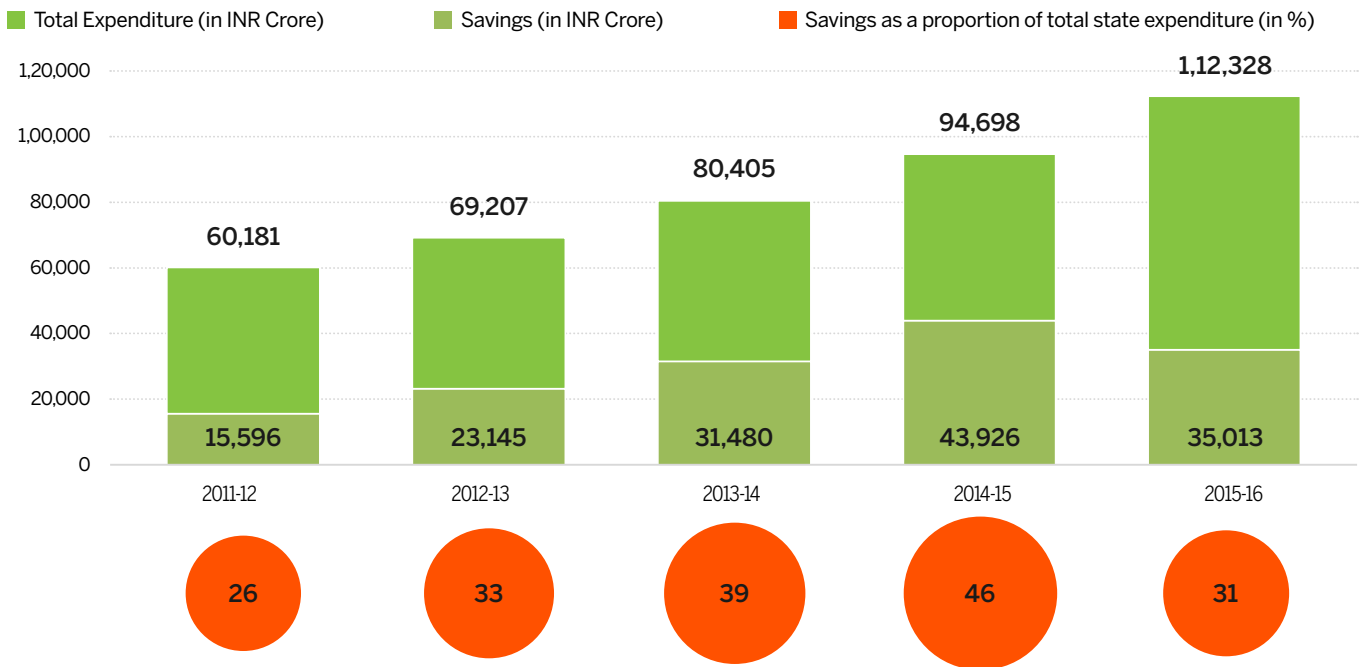


Total NSP Budget of the State (in INR Crore)



Source: Compiled by CBGA

Figure 6: Amount and share of savings vis-à-vis total expenditure of state during 2011-12 to 2015-16



Source: Compiled by CBGA from the base data given in Accounts at a Glance, 2015-16, AGs, Bihar

Figure 7: Share of savings by select departments to total budget allocation of the department

(Values in %)

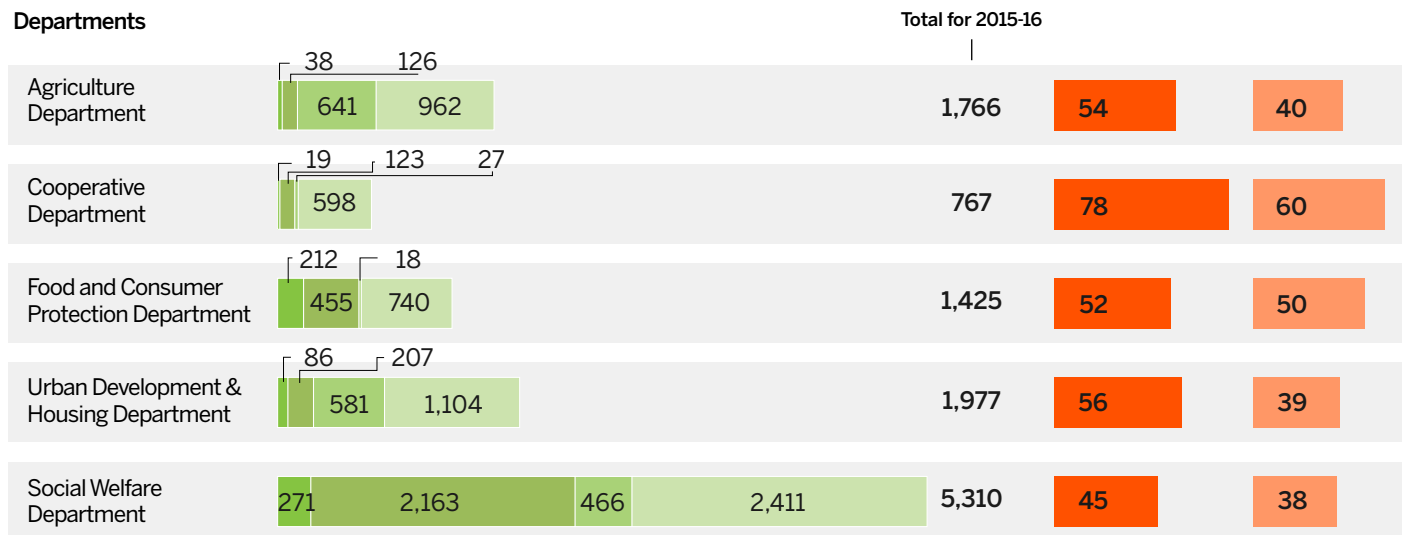
Departments	2011-12	2012-13	2013-14	2014-15	2015-16
Agriculture Department	28	29	45	44	54
Building Construction Department	45	58	36	54	40
Cooperative Department	21	37	9	31	33
Food and Consumer Protection Department	15	11	93	44	41
Information and Public Relation Department	13	12	13	44	35
Labour Resource Department	18	10	11	53	56
Public Health Engineering Department	41	36	16	37	32
Rural Development Department	6	23	13	54	52
Urban Development and Housing Department	52	24	39	46	37

Source: Compiled by CBGA from the base data given in Accounts at a Glance, 2015-16, AGs, Bihar

Figure 8: Rush of expenditure during last quarter of financial year 2015-16 of select departments in Bihar

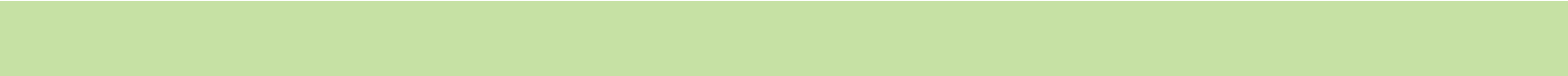
Expenditure (in INR Crore)

■ Q1 ■ Q2 ■ Q3 ■ Q4 ■ Share of expenditure during Q4 ■ Share of Expenditure during the month of March (in %)



Note: Q1, Q2, Q3 and Q4 represents Quarters of a Financial Year.

Source: Compiled by CBGA from the base data given in Accounts at a Glance, 2015-16, AGs, Bihar



—
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