



Dividends of Faith

**Review of Public Expenditures on Adolescents in Bihar
Between 2015-16 and 2020-21**

November 30, 2020



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– Praxis Team¹

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Glossary of Abbreviations

AH	Adolescent Health
AHD	Adolescent Health Day
AHRC	Adolescent Health Resource Centre
AIIMS	All India Institute of Medical Sciences
ANM	Auxiliary Nurse and Midwife
APIP	Annual Project Implementation Plan
ASHA	Accredited Social Health Activist
B. Tech.	Bachelor of Technology
BCC	Behaviour Change Communication
BOCW	Building and Other Construction Workers
BPL	Below Poverty Line
BSDM	Bihar Skills Development Mission
CHC	Community Health Centre
CM	Chief Minister
CWC	Child Welfare Committee
DDU-GKY	Deendayal Upadhyay Grameen Kaushal Yojana
DIET	District Institute of Education and Training
EBC	Extremely Backward Classes
EC	Empowered Committee
ICDS	Integrated Child Development Services
ICPS	Integrated Child Protection Scheme
IEC	Information, Education, Communication
IFA	Iron and Folic Acid
IIM	Indian Institute of Management
IIT	Indian Institute of Technology
ITI	Industrial Training Institute
JJB	Juvenile Justice Board
KGBV	Kasturba Gandhi Balika Vidyalaya
LHV	Local Health Volunteer
LRD	Labour Resources Department
MHRD	Ministry of Human Resource Development
MKSY	Mukhyamantri Kanya Suraksha Yojana
MKVY	Mukhyamantri Kanya Vivah Yojana
MO	Medical Officer
MOHFW	Ministry of Health and Family Welfare
MP	Madhya Pradesh
MPW	Multi Purpose Worker
NEP	National Education Policy
NGO	Non Government Organisation
NHM	National Health Mission
NITI	National Institute for Transforming India
NPCC	National Programme Coordination Committee
NSQF	Nation Skills Qualification Framework
OBC	Other Backward Classes
OOSC	Out of School Children
PAB	Project Advisory Board

PE	Peer Educator
PIP	Project Implementation Plan
PMKVY	Pradhan Mantri Kaushal Vikas Yojana
RKSK	Rashtriya Kishore Swasthya Karyakram
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RTE	Right to Education
SAG	Scheme for Adolescent Girls
SC	Scheduled Caste
SDG	Sustainable Development Goals
SECC	Socio Economic Caste Census
SMC	School Management Committee
SRH	Sexual and Reproductive Health
SRHR	Sexual and Reproductive Health Rights
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
U-DISE	Unified District Information System for Education
UEE	Universalisation of Elementary Education
WIFS	Weekly Iron Folic Acid Supplementation

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Glossary of Key Terms

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Executive Summary

A Public Expenditure Review of Adolescent Programmes in Bihar was undertaken by Praxis – Institute for Participatory Practices with support from Save the Children between July – November 2020. The review was based on analysis of relevant budgetary outlays and expenditures on enhancing wellbeing of adolescents and a desk review of adolescent programmes, policies and reports on implementation, besides primary data generated from consultations with a small sample of adolescent children and government functionaries.

The state of Bihar has the second largest population of adolescents in India with 10.8 million girls and 12.6 million boys aged 10-19 years, which is about 9.24% of India's adolescent population of 253 million² and more than one-fifth (22.5%) of the state's population³. While the large number of adolescents in Bihar represents a great demographic dividend, optimal realisation of this potential demands them to be equipped with the best of opportunities and capabilities. However, adolescents in Bihar face a wide array of challenges, including multiple layers of vulnerabilities based on gender, age, caste, socio-economic status and geography. For instance, nearly 40.8% of women age 20-24 years in Bihar are married before the legal age of 18, while 11% of girls aged 15-19 experience motherhood or pregnancy⁴.

A number of practical needs of adolescent girls and boys were identified in the course of discussions with groups of adolescents in rural Gaya and urban Patna, such as access to higher studies, information about career choices and knowledge on matters of sexual and reproductive health; besides strategic needs such as protection from being forced into early marriages and enhancement of employability. The discussions took place under the shadow of CoViD-19 and also reflected the situation of children subjected to

prolonged lockdowns and suspension of usual educational and other services available to them. A selection of suitable participatory methods were used in facilitating expression of adolescent children about their needs and aspirations, which included tools such as 'The River of Life', 'Matrix Scoring' and 'Card Sorting', among others.

The review of budgets of adolescent programmes looked specifically into dimensions of adequacy of allocations, variations over time and relative size and expenditure-thrusts of schemes. A bird's eye view observation of the trends of allocation of funds across key departments and schemes suggests greater consistency in volumes of allocation in case of schemes that are expected to meet 'legally binding obligations' towards the entire universe of eligible beneficiaries, or those that have clearly defined 'norms' for delivery of entitlements. In contrast, expenditures are influenced more by administrative factors that affect the timeliness and procedural modalities of implementation.

Analysis of trends of allocation of funds and utilisation of budgets for key adolescent-focused interventions in Bihar shows an inconsistent pattern across most programmes, with a greater thrusts on advancement of educational opportunities and nutritional outcomes, among all schemes. The Department of Education, with an annual budget of Rs. 35,191 Crore (2020-21) accounts for nearly 16.6% of the state's budget. The relative utilisation of funds allocated to Mukhyamantri Kanya Utthan Yojana and Scheme for Adolescent Girls register the lowest among key programmes.

Most of the Centrally Sponsored programmes relevant for adolescents fall in the 'core' category of schemes. Fund transfers from the Central government to the state government usually takes place after appraisal and approval of the annual Project Implementation Plan (PIP) of the schemes at the central level for all Centrally Sponsored Schemes. A number of departments of Government of Bihar come into play in delivering adolescent programmes in Bihar, offering entitlements ranging from free or subsidized education to opportunities of intensive skill development and

² A Profile of Adolescents and Youth in India – Office of the Registrar General and Census Commissioner in India and UNFPA, 2014

³ Census of India, 2011

⁴ 5th edition of National Family Health Survey (2019-20)

health counseling. Programmes and schemes for adolescents in Bihar are delivered through different administrative modalities, which include (a) direct transfer of benefits to bank accounts of beneficiaries, (b) services and benefits delivered through institutional outlets, (c) services and benefits delivered through designated functionaries, (d) non-financial benefits delivered through web-portals and various forms of IEC materials; and (e) conditional cash transfers linked with specific educational or other accomplishments.

Implementation of adolescent programmes in Bihar suffer from a number of issues and challenges. These include delays in release of central funds, digital divide and information asymmetries; limited coverage of eligible beneficiaries under key adolescent programmes; weak mechanisms of tracking and preventing drop-outs; inconsistencies in budget structures; Low visibility of adolescent programmes such as RKSK among adolescents; weak mechanisms of micro-planning and democratic accountability; irregular publication of gender-budgets; lack of smooth inter-departmental convergence and coordination; and limited engagement of civil society in implementation, among others.

Key imperatives for strengthening of adolescent programmes in the state can be classified with an eye on implications for policy; design and implementation of adolescent programmes; financing of programmes; demand-side implications, and pointers for civil society agencies such as Save the Children. Essential policy level reforms include the need of stronger integration of adolescent programmes within Bihar's Roadmaps for Disaster Risk Reduction and for

Development of the Health Sector, besides regular publication of Outcome Reports, Gender Budgets and Child Welfare Budgets in Bihar. Schools need to be envisaged as a potential source of continuous and comprehensive information about various opportunities and entitlements so that children can make right decisions at the right time. The reach of crucial social protection programmes needs to be scaled up.

Key issues in implementation of adolescent programmes include the needs of timely release of programmatic funds; strengthening of mechanisms of beneficiary selection, planning and monitoring; strengthening of mechanisms of preventing dropouts; strengthening of mechanisms of coordination and convergence; and reforms in modalities of access of key schemes. Arrangements of financing of adolescent programmes can be strengthened with transitioning to an approach of Entitlement based Planning. Demand for adolescent programmes can be strengthened by investing in greater visibility of programmes. Mechanisms of democratisation of programme implementation need to be strengthened as well.

Within the civil society sphere, agencies such as Save the Children can play an important role by facilitating periodic participatory appraisals of adolescent programmes on the ground; initiating programmes for addressing barriers in access to schemes; conducting capacity building of panchayats and frontline functionaries; supporting awareness campaigns; demonstrating accountability-seeking exercises, and publishing regular Public Expenditure Reports, among other possibilities.

Chapter 1

Background of the Initiative

An overview of the Public Expenditure Review of Adolescent Programmes in Bihar

The Directive Principles of State Policy embodied in the Constitution of India mandates the State to ensure that children are provided with opportunities and facilities to develop in a healthy manner in conditions of freedom and dignity, protected from exploitation and moral and material abandonment. Children's transition to the phase of adulthood, referred to as the phase of adolescence, is a crucial period when many critical factors influence the foundation for adult life. There is a pressing need of creation of opportunities for development of skills, capabilities and perspectives among adolescents, so that they are able to realise their potential, take charge of their lives and contribute to the wellbeing of the society and the country.

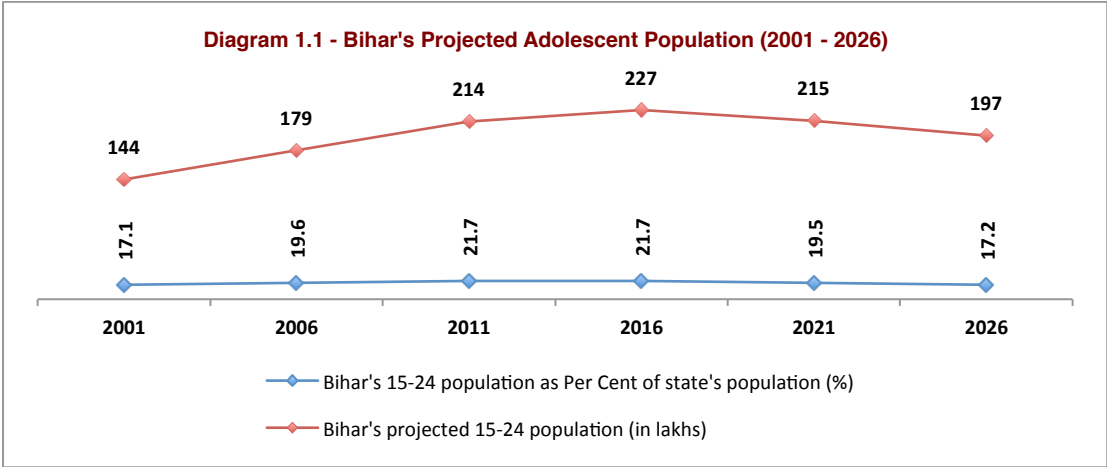
This report aims at producing an analysis of public expenditures on adolescents in the state of Bihar. Produced by Praxis – Institute for Participatory Practices with support from Save the Children, it is based on analysis of relevant budgetary outlays and expenditures on enhancing wellbeing of adolescents and a desk review of relevant adolescent programmes, policies and reports on implementation, besides primary data generated from consultations with a small sample of adolescent children and government functionaries. In specific terms, the study was aimed at understanding processes by which governments prioritises different issues (especially of the adolescent girls); responds to the needs and aspirations of adolescents (especially girls) in the state and allocates funds accordingly.

The context of adolescents in India and Bihar

India's National Policy for Children, 2013 emphasizes the State's commitment to take a number of affirmative measures – legislative, policy or otherwise – to promote and safeguard the right of all children to live and grow with equity, dignity, security and freedom, especially those marginalised or disadvantaged; to ensure that all children have equal opportunities; and that no custom, tradition or practice is allowed to prevent children from enjoying their rights. The Policy encapsulates the commitment of Government of India to safeguard, inform, include, support and empower all children within its territory and jurisdiction, both in their individual situation and as a national asset.

Congruent with the National Policy for Children, India's National Youth Policy of 2014 also aims at empowering the youth of the country to achieve their full potential. Youth in the age group of 15–29 years comprise 27.5% of India's population, pointing at a significant demographic dividend that contributes about 34% of India's Gross National Income (GNI). There exists a huge potential to increase the contribution of youth by increasing their labour force participation and productivity, besides their quality of life. In order to capture this demographic dividend, it is essential that the economy has the ability to absorb the increase in the labour force and the youth have the appropriate education, skills, health awareness and other enablers to productively contribute to the economy. The National Youth Policy lays stress on the objectives of creating a productive workforce; developing a strong and healthy generation; instilling social values and promoting community service; facilitating participation and civic engagement of youth; supporting youth at risk and facilitating equitable opportunity for all.

India has the largest population of adolescents in the world with 119.8 million girls and 133.4 million boys aged 10-19 years, which is about 21% of world's adolescent population of 1.2 billion. Adolescents constitute about one-fifth of India's population and young people aged 10–24 years about one-third of the population. The state of Bihar has the second largest population of adolescents in the country with 10.8 million girls and 12.6 million boys aged 10-19 years, which is about 9.24% of India's adolescent population of 253 million⁵. Adolescents in Bihar constitute more than one-fifth (22.5%) of the state's population⁶. While the large cohort of young people in Bihar in the age group of 15 – 24 years represents a great demographic dividend peaking between 2011 – 2021 (with the highest point achieved in 2016, with nearly 22% of state's population in the age-group of 15-24 years, numbering around 227 lakh)⁷, optimal realisation of this potential demands them to be equipped with the best of opportunities and capabilities. Diagram 1.1 presents the trends of change in Bihar's adolescent population, with the phase between 2011 and 2021 registering the peak of the state's demographic dividend.



Challenges faced by adolescents in states such as Bihar

A wide array of challenges are faced by adolescents in states such as Bihar, including multiple layers of vulnerabilities based on gender, age, caste, socio-economic status and geography. Challenges include persistent economic hardships, poor nutritional status, low levels of access to opportunities of wellbeing, especially skilling and post-secondary education; and widely prevalent adverse social practices and norms that jeopardise developmental outcomes for adolescents. Among adolescents, girls face a greater degree of challenges on account of various forms of gender-based inequalities, manifesting in terms of high rates of malnutrition and child marriages, among others⁸.

With the prevalence of gender-based discrimination and adverse social norms across most regions of the country, girls further become exposed to risks of child marriage, teenage pregnancy, maternal deaths, sex trafficking, sexual abuse, and violence. More often than not, they are unable to attain their full potential as individuals, hence do not have negotiation and

⁵ A Profile of Adolescents and Youth in India – Office of the Registrar General and Census Commissioner in India and UNFPA, 2014
⁶ Census of India, 2011
⁷ Population Projections for India and States 2001 – 2026, Report of the Technical Group on Population Projections Constituted By The National Commission On Population, May 2006
⁸ State Plan of Action for Children, Bihar, 2017

other life skills resulting in lack of ownership of assets and employment opportunities. The situation of adolescents is particularly alarming in states like Bihar, on account of high scale of migration and high incidence of issues such as child marriages. In Bihar, according to the 5th edition of National Family Health Survey (2019-20), nearly 40.8% of women age 20-24 years are married before the legal age of 18, while 11% of girls aged 15-19 were already mothers or were pregnant at the time of the survey.

An overview of initiatives for empowerment of adolescents

Investments in furthering the development needs of adolescents, especially girls, have proven to be greatly effective in triggering improvements in a number of important social and development indicators. The state of Bihar is a classic example, where several initiatives aimed at meeting the strategic and practical needs of a girl child, especially the Mukhyamantri Balika Cycle Yojana, the Mukhyamantri Balika Poshak Yojana, the Mukhyamantri Kanya Suraksha Yojana and the Mukhyamantri Kanya Vivah Yojana, have contributed significantly to bring about improvements in the social position as well as opportunities of wellbeing for women and girls over the last two decades in particular. This has manifested in terms of improvements in female literacy (by 18.4 percentage points, between 2001 and 2011)⁹, enhancement of life expectancy at birth (by 8.2 years, between 2002-06 and 2013-17)¹⁰ and increase in proportion of currently married women (15-49 years) who usually participate in household decisions (by 11.3 percentage points between 2015-16 and 2019-20)¹¹, among others. Despite persistent challenges faced by girls in a patriarchal social order, global evidence of impacts registered by development programmes that treat the girl child as their primary client point at the need of intensifying support in this direction.

Several state governments in India have put in place important policies and social protection schemes and services that focus on the well-being of adolescents, which include the Kanyashree scheme in West Bengal, Bhagyashree in Karnataka, Mukhyamantri Kanya Utthan Yojana in Bihar and the Ladli scheme in MP, Jharkhand and Chhattisgarh. Key measures initiated in Bihar during the last decade include formulation of a State Plan of Action for the prevention and combating trafficking of human beings (2008, produced under the stewardship of Dept. of Social Welfare)¹² and a State Plan of Action for Elimination, Release and Rehabilitation of Child Labour (2009, produced under the stewardship of Dept. of Labour Resources)¹³.

In 2013, the Government of Bihar prepared a Roadmap to Mission Manav Vikas¹⁴, a mission entrusted to steer the process of situational analysis across vital sectors of development, evaluate gaps and devise strategies to achieve essential targets within stipulated timeframes. Key thrusts of the Mission included several indicators of relevance to adolescents, including Malnutrition, Anemia and Child Marriage.

⁹ Census of India, 2001 and 2011

¹⁰ SRS Based Abridged Life Tables, 2002-06 and 2013-17

¹¹ National Family Health Survey, Edition 3 (2005-06) and Edition 4 (2015-16)

¹² <http://nlrd.org/wp-content/uploads/2012/01/ASTITVA.pdf> (Last accessed: December 28, 2020)

¹³ https://archive.org/stream/in.gov.bih.gazette.2009.555/555_djvu.txt (Last accessed: December 28, 2020)

¹⁴ http://www.nrddp.org/file_upload/Roadmap%20to%20Mission%20Manav%20Vikas_%20Bihar.pdf (Last accessed: December 28, 2020)

In 2013-14, a prototype of State Plan of Action for Children¹⁵ was drafted by the Department of Social Welfare, Government of Bihar, along with a Bihar State Policy for Children, 2014¹⁶. The drafts sought to determine priorities and guidelines for action in defense of rights of children across multiple departments and sectors. This was followed by an initiative of the Labour Resources Department to formulate a State Action Plan for Elimination of Child Labour and Prohibition and Regulation of Adolescent Labour (2017)¹⁷ in Bihar, to contribute to strengthening of a protective environment where children are saved from compulsions of child labour.

The Bihar Development Mission¹⁸, founded for the implementation of governance reforms programme between 2015-20, also aimed at improving access of youth to opportunities of skill development and higher education. The Mission includes a specific sub-mission for development of youth¹⁹, and tracks the implementation of several important schemes for the youth of the state, including Bihar Student Credit Card Scheme, the Chief Minister Self Help Allowance Scheme, establishment of women's Industrial Training Institutes and several skill development programmes, among others.

¹⁵ <https://state.bihar.gov.in/cache/39/Docs/Bihar-State-Draft-Plan-of-Action-for-Children.pdf>

¹⁶ <https://state.bihar.gov.in/cache/39/Docs/Draft-Bihar-State-Policy-for-Children-2017.pdf>

¹⁷ <https://labour.gov.in/sites/default/files/Annex-8.pdf>

¹⁸ <http://bvm.bihar.gov.in>

¹⁹ <http://bvm.bihar.gov.in/content/3750/youthmission>

Methodology of the Public Expenditure Review

The review of public expenditures on adolescents in Bihar was aimed mainly at assessing the actions and commitments of Government of Bihar in enhancing the wellbeing of adolescents, manifesting in terms of budgetary investments to address crucial needs of adolescents, quality of implementation of key policies and programmes and the degrees of fulfillment of key aspirations of adolescents. Specific objectives of the review have been outlined below in Box 2.1.

Box 2.1 – Specific Objectives of the Study

1. To understand processes/ mechanism by which Governments prioritises different issues (especially of the adolescent girls) and allocates funds accordingly;
2. To review and outline the steps/actions taken by Government of Bihar to respond to the needs and aspirations of adolescents (especially girls) in the state;
3. To analyse budget outlays and expenditure, including
 - Analysis of Adolescent Specific programme outlays at the state level for the last five financial years
 - Analysis of fund allocation, release and utilisation at the state level
 - Analysis and comment on resource adequacy at the state level taking into account existing unit costs and targeted number of beneficiaries
4. Recommending way forward, with focus on:
 - Gaps in fiscal provisioning, programme design and implementation
 - Estimating the achievement – with current progress vs. aspirations
 - Resource Availability – Fiscal Space Analysis for Adolescent-specific Social Protection
 - Programming way forward

While public expenditures of the Government of Bihar related to a sample of programmes are analysed regularly by the office of Comptroller and Auditor General every year, such reports do not examine issues in implementation of adolescent programmes in particular, or their alignment with the broader needs of adolescents. In the past, Praxis has extended technical support to agencies such as UNICEF, Breakthrough and Bihar Administrative Reforms Mission to analyse public expenditures on adolescent programmes as part of initiatives of producing State Plans of Action for Adolescent Empowerment across multiple states (2018-20), State Plan of Action for Prevention of Child Marriages and Dowry in Bihar (2016-17), or analysis of Scheduled Caste Sub-Plans and Tribal Sub-Plans. This review undertaken as part of a partnership between Save the Children and Praxis stands out for its exclusive thrust on analysis of public expenditures and programmatic interventions for contributing to the wellbeing of adolescents in a holistic manner.

The review was based mainly on consultations with key stakeholders, especially adolescent girls and boys based in two diverse locations of the state and government functionaries based in relevant departments, besides an intensive review of budget documents and secondary information related to adolescent programmes. This chapter summarises the methodology of the Public Expenditure Review.

Overall, the methodology of the review included the following steps:

1. Delineating the broad approach to the review in the form of an inception report

An inception report was shared by Praxis with Save the Children in the initial weeks of the review, laying out the approach to the review, identifying key stakeholders to be consulted, outlining the approach to selection of locations for the consultations, articulating key thrusts of the review and identifying key policies and programmes for the assessment.

2. Formulating a design for anchoring consultations with adolescents and government functionaries

A semi-structured design was formulated for guiding the focus group discussions with adolescent boys and girls based in two diverse locations and government functionaries. Boys and girls were consulted in separate groups, so that their unique views and experiences related to adolescent programmes could be captured without any dilution. The design further included identification of relevant questions to be placed before government functionaries during the key informant interviews and outline of participatory methods to be used during sessions with adolescent children. A selection of suitable participatory methods were used in facilitating expression of adolescent children about their needs and aspirations, which included tools such as 'The River of Life', 'Matrix Scoring' and 'Card Sorting', among others. Annex 3 presents the tools used during consultations with different stakeholders.

3. Undertaking consultations with adolescents and government functionaries

Consultations were undertaken with groups of adolescent girls and boys across two diverse locations in Bihar: an urban slum in Patna and a remote village in Barachatti block of Gaya district, to seek out their experiences of accessing government programmes and for understanding their needs and priorities. Two different groups of adolescent boys and girls were consulted in two different settings, using the participatory methods identified for the purpose. Groups of adolescents consulted in the process included beneficiaries of various adolescent-focused schemes, e.g. MKUY, RKSK, SAG etc. as well as non-beneficiaries; and represented different disadvantaged social groups, especially Scheduled Castes, Scheduled Tribes and Muslim minorities; and belonged to varying age-segments, i.e. 10 – 14 years, 14 – 16 years and 16 – 19 years. A two-member gender-balanced team from Praxis facilitated the consultations after two rounds of intensive internal discussion about essential preparations for a meaningful participatory process. Learnings from the discussion were recorded with the consent of participating groups of adolescents. The team included senior, experienced facilitators who approached the consultations primarily with the intent of listening to diverse voices and refrained from imposing their own value judgments. The discussions took place under the shadow of CoViD-19 and also reflected the situation of children subjected to prolonged lockdowns and suspension of usual educational and other services available to them.

In addition, an online meeting was conducted with a representative of Department of Education. Meetings could not be organised with representatives of other relevant government departments due to restrictions on account of CoViD-19 and imposition of electoral code of conduct preceding assembly elections in Bihar.

4. Analysis of budget documents of the last six years

The annual budget outlays and expenditures over the last six years (between 2015-16 and 2020-21) pertaining to departments delivering various adolescent programmes in Bihar were analysed and disaggregated for relevant sectors and schemes, to assess the trends of

allocation of funds. The analysis looked into dimensions of adequacy of allocations, variations over time and relative size and expenditure-thrusts of schemes. Key programmes assessed in the process included Samagra Shiksha, Rashtriya Kishor Swasthya Karyakram, Mukhyamantri Kanya Utthan Yojana, Kushal Yuva Karyakram, Mukhyamantri Kanya Vivah Yojana and the Scheme for Adolescent Girls, among others.

5. Analysis of relevant policies and programmes

A comprehensive desk review was undertaken to explore the landscape of policies and programmes related to adolescents across all relevant programmatic domains such as health, nutrition, education, WASH, protection, skilling and livelihoods. Documents and information platforms reviewed in the process included departmental annual reports, websites, published reports, relevant circulars and notifications and Economic Surveys, besides relevant publications of civil society organisations and academic organisations. The narrative for the analysis took into account the research questions mentioned in the Terms of Reference.

All references to adolescent programmes in this document are based on application of two specific yardsticks to determine whether a programme can be called adolescent-specific or not. Box 2.2 encapsulates the rationale used to this effect.

Box 2.2 – Rationale for identification of programmes / schemes as adolescent-specific

Two key criteria can be employed to identify a programme or scheme as adolescent-specific, delineated below:

- **Adolescents as dominant stakeholders:** Programmes or schemes that explicitly entail interventions aimed at enhancing the wellbeing of persons in the age-group or 10-19 years or parts thereof, or commit a discernible amount of budgetary resources for the same. For example, programmes such as Samagra Shiksha, Pre-Matric or Post-Matric Scholarships, Scheme for Adolescent Girls, Mukhyamantri Kanya Utthan Yojana, Mukhyamantri Kishori Swasthya Yojana, etc. are designed to directly benefit adolescents and qualify to be called adolescent-specific.
- **Relevance for addressing strategic development needs of adolescents:** Programmes or schemes that might not be exclusively meant for adolescents, but have the scope or potential to address strategic development needs of adolescents. For instance, schemes such as Kushal Yuva Programme are aimed at much broader clientele of young people in the age-group of 15 – 28 years, address the important strategic need of skill enhancement, and therefore can be included in a list of adolescent-specific programmes.

6. Formulation of a Public Expenditure Report

A narrative containing the analysis of learnings drawn from review of various secondary documents, including annual budgets, relevant reports and documents related to important policies and programmes for adolescents was compiled in the form of a report. Feedback and observations of colleagues within Save the Children and Praxis was incorporated in the draft narrative and finalised.

Limitations

The review was carried out under the shadow of the CoViD-19 pandemic, which impacted consultations planned for the review. Also, the study period coincided with the schedule of

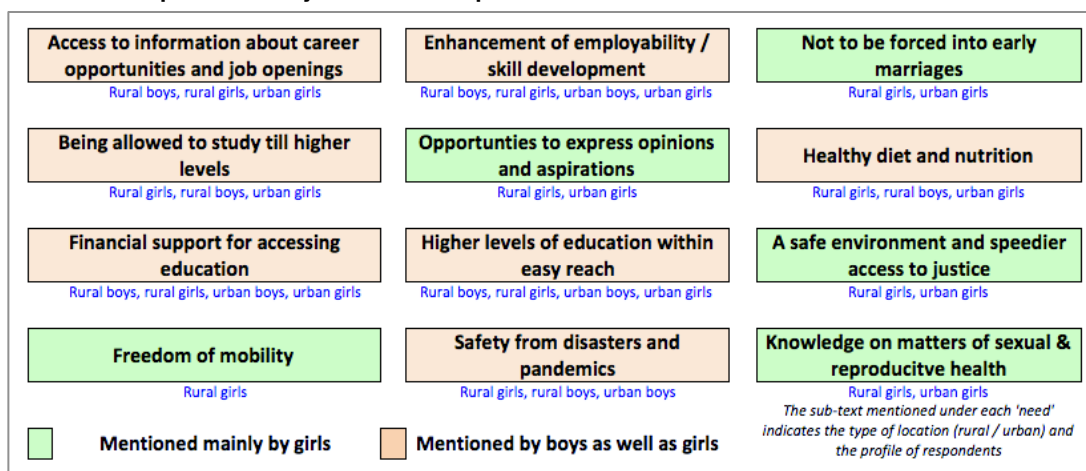
assembly elections in Bihar and the electoral code of conduct, which particularly affected consultations with government functionaries. Only the Department of Education was available for an online meeting related to the review.

Landscape of Issues and Priorities of Adolescents in Bihar

Snapshots of needs and aspirations of adolescents in Bihar

A number of practical needs of adolescent girls and boys, such as access to higher studies, information about career choices and knowledge on matters of sexual and reproductive health; besides strategic needs such as protection from being forced into early marriages and enhancement of employability were identified in the course of discussions with selected groups of adolescents in rural Gaya and urban Patna. Box 3.1 presents a snapshot of key needs and aspirations of participating adolescents that emerged during the consultations, followed by notes on key needs identified.

Box 3.1 – Snapshots of key needs and aspirations of adolescent children



Key needs, aspirations and priorities of adolescents identified in the course of the discussions have been summarised ahead:

Financial support for accessing education

- High dropouts at the senior secondary level and higher grades, which is even graver in case of girls, came out as a common feature in villages visited for consultations with adolescent children. Economic constraints were identified as one of the key reason, with costs related to admission fees, transportation and other expenses such as private tuition cost and cost of supplementary books preventing most of the students from continuing higher studies. The low confidence level to reach satisfactory educational levels and to achieve gainful outcomes restricts many families from investing time and money in education of their children. Even children do not want to be a burden on their parents for long, beyond a commonly established threshold of expenses. The following output of a 'River of Life' exercise (ref. Box 3.2) shows the high scale of dropout of girls at secondary stage in particular, which according to U-DISE 2015-16, amounts to the tune of 62.3% at the stage of transition from the 10th Grade to the 11th.

Box 3.2: The 'River of Lives' of Adolescent Boys and Girls across two different settings

Locations: Jamuar village, GP: Sinduar, Barachatti block, Gaya (session conducted on October 1, 2020); and Adalatganj slum, Patna (session conducted on October 13, 2020).

Stages of life and perceived ideal age for each stage	Boys in Barachatti, Gaya	Girls in Barachatti, Gaya	Boys in Adalatganj, Patna	Girls in Adalatganj, Patna
Birth	100%	100%	100%	100%
To Anganwadis or Play School By 3 years	20% in anganwadis; 50% in private play schools	50% - 80%	30% - 35% to anganwadis; 15% - 20% to play schools	50% in anganwadis; 10% in play schools
To Primary School By 5 – 6 years (Std. I-V)	Approx. 80% enrolment	100%	60%	Up to approx. 40% enrolment
To Middle School By 10 – 12 years (Std. VI - VIII)	Approx. 80% enrolment	100%	40% - 45%	Approx. 30% enrolment
To High School By 13 – 15 years (Std. IX - X)	Approx. 65% enrolment	80% - 100%	25% - 30%	Approx. 20% enrolment
Senior Secondary (10+2) (Polytechnic; ITI; Preparation for competitive exams) By 16 – 18 years (Std. XI-XII)	Approx. 40% enrolment; (1/4 th pursue other options)	50% - 80%	10%	Approx. 10% enrolment
College (B. Tech.; MBBS; Preparation for Medical Engineering Exams) By 18 – 19 years (Graduation)	Approx. 20% enrolment (10% seek other options)	50%	4 - 5 boys	Approx. 5% enrolment (usually 5 – 10 girls)
Post Graduation (MBA; B.Ed.) By 21 – 22 years; Ph. D. (23 and above)	4 – 5 students	0% - 40%	4 - 5 boys	2 – 3 girls
Job By 25 years	80%: 22 – 25 years; 20% 13-15yrs	0% - 10%	1 - 2 boys	2 – 3 girls
Marriage By 25 – 27 years, usually followed by parenthood within a year of marriage	40% - 20-25 years; 30-40% < 20 years; 15-20% > 25 years	0 - 20%	25% < 17 yrs.; 25-30% < 20 Yrs.; 5% > 22 yrs.	20% - 14-16 years; 50% - 16-18 years; 30% - 18 - 20 years

Participants: Adolescent boys and girls representing different social groups and age-ranges.

N.B. The per cent figures in the Box indicate the proportion of adolescents within the current population of adolescents in the village reaching the corresponding milestone mentioned in the first column.

- The schemes aimed at incentivizing pursuit of education at secondary and senior secondary levels for girls have brought positive impacts by enabling many girls from disadvantaged background to study beyond school level. During consultations with adolescents, several cases of girls pursuing their dreams with the support of schemes such as Mukhyamantri Kanya Utthan Yojana came to the fore, as illustrated in the case outlined in Box 3.3.

Box 3.3 – Mukhyamantri Kanya Utthan Yojana – An empowering tool for aspirants of life beyond marriage

Suman Kumari (name changed) is a beneficiary of Mukhyamantri Kanya Utthan Yojna. She received Rs. 25,000 on completion of graduation. Suman lost her father when she was preparing for her final graduation examinations and had no plans of studying further due to economic hardships caused by the loss of her father. However, while her family members were looking for a groom for her, she was keen to prepare for bank entrance examinations and was also exploring opportunities to pursue her education.

She came to know about Mukhyamantri Kanya Utthan Yojna through her college. She applied for the scheme and received an amount of Rs. 25,000/- with which she took admission in a Masters level course. She has also started giving tuitions to children in her neighbourhood to support her education at the Masters level.

- However the entitlement to scholarships and incentives are mostly performance-linked which often excludes children from economically marginalized families in particular, especially the requirements related to attendance. According to adolescent girls of Patna, entitlements such as scholarships are linked to the mandatory criteria of 75% attendance, which often prevents girls, particularly those from marginalised sections, to avail the benefit, often on account of their involvement in various household chores and in attending to siblings and guests. According to them, nearly a third of all girls lose the opportunity of availing scholarships because of their involvement in household activities. Also, during discussions with adolescent boys in Gaya, more than half of the boys raised their hand in support of an observation that the amount received as incentive after matriculation is often used for other household purposes, including in financing of education of younger children in the household. Even if the money was used for the beneficiary's own higher studies, the head of the family would often keep track of it and support from the family would often be deducted by an equivalent amount.
- Although the uptake of scholarships schemes was reported to be satisfactory and reaching out to almost all eligible students compared to many other schemes, the quantum of money available as entitlement was felt to be grossly insufficient to meet the normal costs of education, as costs have increased manifold over time but the entitlements have not been revised for long. Also, delays in release of funds often acts as a deterrent for many children who depend solely on availability of financial support to continue studying, particularly during phases of transition to the next educational level.

"Hum us paise se apna aur apne bhai ka admission karwaye. Wo bhi kam hi gaya tha to baki ghar se liye. (My brother and I took admission with the aid of the scholarship funds. It fell short by a certain amount, which we had to manage from the family)"

"Milta hai lekin pahle Xlth mein admission lena parta hai. Admission ka paisa nahi rahne se nahi milta hai." (We do get the scholarships, but for that one has to first take admission. If one doesn't have the money for admission, the scholarship remains elusive).

– Voices of adolescent boys (age 16 – 17 years) in Jamuar village of Gaya

Higher levels of education with easy reach

- The discussion with adolescents at Gaya and Patna also pointed at the need for them to access a certain minimum level of education to remain competitive enough and for becoming ready to face the challenges of life on their own. It was felt that completion of school education alone does not provide one any headway for a better life. In order to support meritorious students from marginalized sections to reach a significant level of education, several measures were felt necessary, including availability of institutions of higher education within closer proximity, to support pursuit of education at least up to the Bachelor's degree.

"Graduation tak acche se padhai kar lenge to aage ka khud hee sambhal lenge" (If I manage to study well up to graduation level, I feel strong enough to take care of my life thereafter).

- An adolescent boy from Barachatti Gaya, age 16 years

- Availability of safe transport to reach institutions emerged as a key need, especially among adolescent girls who are required to overcome many hurdles in accessing institutional services. In Gaya, girls have to cross a forest to reach their secondary school. They do not feel safe, as cases of sexual harassment and other unpleasant incidents are common in those areas. Even parents persuade them not to go to school.
- During the discussions, some participants also indicated their interest in Bihar Student Credit Card scheme, aimed at providing loans to young people under the age of 25 for pursuing higher education. However, no one among the participants across the two locations of field visit had accessed the scheme at the time of the consultation. One participant from an urban slum in Patna mentioned that she has applied for loan under the scheme to seek professional degree in computer education. But her application was rejected and she was not even informed about the reason for it. Later she came to know that loan for that particular course was not available in that academic year, forcing her to take admission in the Arts stream as her parents found that more affordable.

Access to information about career choices and job openings

- Access to information related to various schemes as well as career choices and employment is one of the key aspirations of adolescents to enable them to make judicious decisions. Although they usually get information from friends and internet, such information is often insufficient and late, usually available as late as at the time of submitting applications. Also the information available on internet cannot be accessed by many children, especially younger ones and girls.

"Information about career choices and schemes should be provided in the school itself, as that would make it accessible for many children."

- Adolescent boys at Gaya

Enhancement of employability / skill development

- Becoming a skilled worker or a professional or an entrepreneur seemed common aspirations of children consulted during the study. It is common for children to quit schools to join some known contact and work without any wages to learn skills such as repairing motor vehicles, mobiles, masonry work etc. Securing at least one skill for livelihood was felt to be crucial. However, according to some children, they usually do not

attain the level of confidence needed to pursue any occupation effectively, particularly while studying in schools, and delays in acquiring skills could jeopardise their livelihood prospects. One of their key aspirations was to have skill enhancement courses included as part of school curriculum, which could enable children to continue their education and also secure skills for livelihood. This would also give them the bargaining power to negotiate with their family so that they can make decision for themselves. According to adolescent boys at Gaya, skills that have better prospects of fetching an income include mobile repairing, hospitality and miscellaneous garage works, which they try to informally acquire from their friends, relatives and other contacts, even if they do not register for a formal skill development course. Some of them aspire to enroll for courses in private Industrial Training Institutes located closer to their habitations, but are deterred by the costs of admission. Only a few adolescent participants of the consultations were aware about skills development programmes of the government, and only two girls in Patna admitted to have registered for one of the courses with the help of an NGO.

- The requirements of documents for seeking admission in skill development courses organised through platforms such as Bihar Kaushal Vikas Mission restrict the participation of many adolescents, according to adolescents girls as well as boys at Patna. For instance, many families do not have a certificate of domicile, which restricts them to seek admission in the vocational courses. Also, according to participants in Gaya, many candidates lack proper information related to document requirements due to which they are not able to apply on time and have to wait for new batch to start. It was felt that relaxation of conditions related to submission of qualifying documents could make the skill development programmes more popular and accessible.

Not to be forced into early marriage

- Adolescents consulted during the process pointed at high prevalence of early marriages in the community at both the locations of fieldwork. Child marriage is still not viewed as illegal or a crime per se by the community members. Early marriage among boys is also very common, though to a relatively lower degree as compared to girls. Organising marriage of girls is often seen as the ultimate responsibility of parents. The pressure on girls starts very early, often at the age of 14 years or so. More than half of the girls get married before they attain 18 years, while about a third of them get married before attaining 16 years of age. It is usually within a year that most newly-wed girls become pregnant.
- A girl's role is largely seen limited to household chores, whereas in case of boys who do not start earning early enough, marriage is forced upon them as a tool to make them settle down and shoulder responsibilities towards their family. The burden of household chores and expectations from a girl child were identified as demotivating factors for girls to continue studies, which was also felt to cause bitterness within parent-child relationships on many occasions. It was noted that when a girl starts disobeying her guardians they see it as a signal of marriage from her side.

Healthy diet and nutrition

- The availability of healthy and nutritional diets was felt to be a key motivating factor for children to maintain a positive frame of mind and attend to their studies with interest. However, the relative accessibility of nutritional supplements other than Mid-Day Meals

was felt to be very low in both the locations of study. According to girls participating in the consultations in Gaya, no nutritional supplements were being provided at the local Anganwadi for almost 3 years, though the accessibility of mid-day meals was rated well by all groups of adolescents consulted in Gaya as well as Patna.

Freedom of mobility

- It was evident from the discussion that the mobility of adolescent girls gets severely restrained once they attain teenage and the restrictions become increasingly stringent with passing of every year. In rural areas such as Barachatti mobility restrictions often discourage girls to access educational institutions at higher grades, especially when they are located at a distance.
- Moving in groups is a common strategy employed by girls to move out of their safe zones, which often affects their regularity and hence their educational performance at various levels. Also, it limits their scope of selecting career preferences other than usual choices in want of company of local peers from within their community.

Opportunity to express opinions and aspirations

- Participants of the consultations voiced a common tendency of neglecting children's choices. Boys often have to bear the pressure to move to cities along with fellow community members or agents for unskilled work to support the family. Often they don't have a choice, as no opportunity of expressing their preferences is available to them.
- In families where children, especially girls get married at a tender age, they do not have any choice to express their disagreement. The only option left for them is to go against the family will, which is often not possible for a financially dependent family member. Effective implementation of laws against child marriages and the need of sensitizing community members against such practices were felt to be essential, along with availability of sponsorships or institutional support for children from marginalised backgrounds in particular to stand on their own feet.
- Participation in forums such as National Cadet Corps seems to be a key aspiration of some adolescents consulted during the review. However, costs related to participation in NCC camps tend to deter the involvement of children from economically disadvantaged background.

"We have NCC camps in our school, but it requires an extra pair of uniforms and other costs, which we cannot afford."

- An adolescent boy (15 years) at Patna

Opportunity to access knowledge on matters of sexual and reproductive health

- During the discussions the participating adolescents, especially girls, expressed their need of knowledge related to sexual and reproductive health. The need of discussions on health concerns is still not appreciated in the society. Adolescents mostly get to know about their bodily and hormonal changes through discussions with peer groups. Information is often not available when needed and the credibility of information is also questionable. Participants recollected about groups of adolescent girls constituted at *Anganwadi centers*, but such collectives were felt to be irregular at both Gaya and Patna.

No adolescents consulted either at Gaya or Patna could recall any school level processes related to provision of information on sexual and reproductive health, but adolescent girls in Patna emphasized on the need of the same in a very forceful manner. As of now, they discuss their personal experiences, feelings and queries only with their peers or occasionally with their mother. Older adolescent also identified the 14-plus age-group as the most vulnerable phase when they often face harassment or bad touch. They usually desist from sharing such incidents with their parents or guardians as the perpetrators are usually close to the family.

"We read about reproduction in our text books but no-one talks about it in detail. We mostly discuss it with friends and then with our mother..."

- An adolescent girl (age 15 years) at Patna

- Boys too have a need of knowledge related to sexual and reproductive health. Often parenthood is thrust upon children at a tender age with child marriages commonly taking place at the age of 14 - 15 years. Awareness among adolescents as well as parents related to adverse effects of early pregnancy and sexual and reproductive health rights of children was felt essential.

Safety from disasters and pandemics

- Children visited during the consultations are living in the shadow of CoViD-19 for almost a year now. Other than the usual health risks, it has impacted the lives of children in many different ways. Schools have been closed for almost 9 months and the time of their resumption is still uncertain. Although no cases of CoViD-19 were reported at any of the study locations, but the consequences have disrupted their life significantly. Several children enrolled in private schools have dropped out of school due to inability of their households to pay school-fee, on account of economic distress caused by the prolonged lockdown.
- As reported by a group of boys in Adalatganj slum in Patna, almost 80% boys in the age group of 13-14 years and above have taken up some job to survive and support their families in the situation of the pandemic. Most of the parents have lost their regular occupations, especially women who commonly work as house help in nearby areas. Most of the boys have started street vending along with their parents or auto-driving to meet their daily needs.
- An emergency situation like the aftermath of CoViD-19 increases the vulnerability of children particularly those belonging to marginalized sections. The younger ones remain unattended and hence their safety is at risk. The relatively older ones face pressure to support their family and hence child labour and child migration intensifies during such situations. As reported by participants from Barachatti, migration among adolescents to big cities such as Kolkata, Delhi, Surat, Jaipur etc. is common, which has further increased during pandemic.
- The pandemic has also exacerbated other issues of child protection, such as early marriage, cases of domestic violence and child abuse, as pointed out during the discussions. According to adolescents consulted during the review, restrictions on mobility and limited income during the pandemic intensified the feeling of insecurity among community members, resulting also in increase in cases of violation of child rights. Consultations with adolescent girls at Patna brought to the fore the issue of increased

domestic violence stemming from stress, while adolescent boys consulted at Gaya estimated an increase in the range of 40% – 60% in rate of migration of older adolescents in search of jobs. Prolonged closure of schools and loss of jobs of parents were felt to have triggered a high level of pressure on children. Several boys living in Adalatganj slum of Patna spoke about their compulsion of earning an income even during the peak of lockdown, when restrictions prompted them to operate small businesses within close proximity of their households.

Relevant Budgetary Outlays & Expenditures for Adolescents

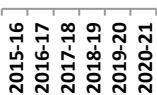

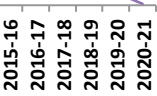


Analysis of trends of allocation of funds and utilisation of budgets for key adolescent-focused interventions in Bihar shows an inconsistent pattern across most programmes. Most interventions for adolescents, including flagship programmes such as Samagra Shiksha, Scheme for Adolescent Girls, Rashtriya Kishore Swasthya Karyakram and Kaushal Vikas Mission, register undulating trends in allocation during the last six years for which the analysis was carried out. The relative utilisation of funds allocated to Mukhyamantri Kanya Utthan Yojana and Scheme for Adolescent Girls register the lowest among key programmes, with expenditures to the tune of 10% in case of MKUY in 2018-19, the only year for which expenditure data is available for the scheme, and between 21% - 69% in case of SAG over the last 6 years.

A bird's eye view observation of the trends of allocation of funds across key departments and schemes suggests steadier rates of increase in outlays (or greater consistency in volumes of allocation) in case of schemes that are expected to meet 'legally binding obligations' towards the entire universe of eligible beneficiaries (e.g. standards stipulated under the Right of Children to Free and Compulsory Education Act 2009), or those that have clearly defined 'norms' for delivery of entitlements (e.g. standards guiding per-child entitlement under schemes such as the Mid Day Meal Programme or Kasturba Gandhi Balika Vidyalaya). In contrast, several schemes of the state government that are demand-based, do not have a predictable number of beneficiaries in a given year and are expected to be 'claimed' by the beneficiary, such as Bihar Student Credit Card Scheme and some components of Mukhyamantri Kanya Utthan Yojana, appear less consistent in the volume of allocations. Allocations are more consistent and adequate wherever demands for grants are based on estimation of actual number of beneficiary units and not determined discretionarily by applying a token increase of a certain percentage over the previous year's outlay.

In contrast, expenditures are influenced more by administrative factors that affect the timeliness and procedural modalities of implementation, such as delays in submission of certificates of utilisation of earlier tranches of funds, delays in release of funds, workload of functionaries or administrative challenges posed by transfer of staff, disasters or situations prompted by electoral codes of conduct, besides variations in demand in case of demand-based schemes. Often the performance of a department in spending funds allocated during the past year is taken into account, with reference to the Outcome Budget of a year. In case of revisions in the number of beneficiaries or locations of implementation, outlays of succeeding years are revised in accordance with recent trends of expenditure.

Table 4.1 presents the trends of budget allocation and utilisation across important adolescent programmes, indicating relative more substantial thrusts on advancement of educational opportunities and nutritional outcomes, among all schemes. Overall, a lion's share of investments on adolescents comes from the Department of Education in Bihar, which, with an annual budget of Rs. 35,191 crore (2020-21) accounts for nearly 16.6% of the state's budget and nearly 6.31% of state's GDP at current prices (2018-19). The adequacy of the outlays for each programmatic sector relevant for adolescents has been discussed in the following sections of this Chapter, while specific issues in performance of sectoral programmes have been discussed in Chapter 5.

Table 4.1 – Trends of change in outlays and expenditures related to key programmes²⁰

Name of scheme / programme and Nodal Implementing Departments [Relevant bill codes are mentioned in the footnote]	Trend of change in allocations	Range of variations in annual allocation in last 6 years (Rs. Cr.)	Range of variations in expenditure in last 6 years
Samagra Shiksha – SSA component²¹ <i>Education</i>		13472.6 (2020-21) 14292.7 (2019-20) 14961.1 (2018-19) 7218.9 (2017-18) 7633.3 (2016-17) 6243.6 (2015-16)	-- -- 72.0% (2018-19) 116.6% (2017-18) 86.6% (2016-17) 88.9% (2015-16)
Samagra Shiksha – RMSA component²² <i>Education</i>		1321.8 (2020-21) 550.0 (2019-20) 506.7 (2018-19) 450.1 (2017-18) 133.3 (2016-17) 79.4 (2015-16)	-- -- 50.4% (2018-19) 71.3% (2017-18) 231.2% (2016-17) 80.6% (2015-16)
Scheme for Adolescent Girls²³ <i>Social Welfare</i>		4.3 (2020-21) 40.7 (2019-20) 48.6 (2018-19) 256.7 (2017-18) 178 (2016-17) 24.7 (2015-16)	-- -- 26.1% (2018-19) 21% (2017-18) 27.8% (2016-17) 69.4% (2015-16)
Mukhyamantri Kanya Utthan Yojana²⁴ <i>Health & Family Welfare (along with Social Welfare and Education)</i>		50 (2020-21) 50 (2019-20) 280 (2018-19) Scheme didn't exist earlier)	-- -- 10% (2018-19)
Rashtriya Kishor Swasthya Karyakram <i>Health & Family Welfare</i> [Outlays extracted from the Annual PIPs of National Health Mission; not published as part of annual budget of Govt. of Bihar]		76.58 (2020-21) 104.47 (2019-20) 49.19 (2018-19) 33.3 (2017-18) 246.5 (2016-17)	NA

²⁰ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

²¹ [21-2202.01.796.0211; 21-2202.01.111.0001; 21-2202.01.111.0201; 21-2202.01.111.0301; 21-2202.01.789.0203; 21-2202.01.789.0308; 21-2202.01.796.0209; 21-2202.01.796.0309; 21-2202.02.796.0308; 21-2202.01.111.0302; 21-2202.01.789.0103; 21-2202.01.796.0109; 21-2202.01.111.0101]

²² [21-2202.02.796.0308; 21-2202.02.109.0207; 21-2202.02.109.0307; 21-2202.02.110.0211; 21-2202.02.110.0311; 21-2202.02.789.0206; 21-2202.02.789.0306; 21-2202.02.796.0208; 21-2202.02.789.0207; 21-2202.02.796.0209; 21-2202.02.789.0307; 21-2202.02.796.0309; 21-2202.02.109.0312; 21-4202.01.202.0212]

²³ [51-2235.02.102.0224; 51-2235.02.102.0324; 51-2235.02.789.0312]

²⁴ [20-2211.00.103.0102]

Integrated Child Protection Scheme²⁵ <i>Social Welfare</i>		63.0 (2020-21) 109.0 (2019-20) 96.1 (2018-19) 70.0 (2017-18) 60.0 (2016-17) 16.2 (2015-16)	-- -- 66.0% (2018-19) 48.0% (2017-18) 42.5% (2016-17) 169.3% (2015-16)
Integrated Child Development Services²⁶ <i>Social Welfare</i>		3216.6 (2020-21) 4012.0 (2019-20) 2387.0 (2018-19) 2303.2 (2017-18) 2280.6 (2016-17) 1493.4 (2015-16)	-- -- 105.2% (2018-19) 78.2% (2017-18) 53.7% (2016-17) 101.5% (2015-16)
Kaushal Vikas Mission / Bihar Kaushal Vikas Mission²⁷ <i>Multiple depts., i.e. Labour Resources; Agriculture; Animal and Fishery Resources; Tourism; IT and Science and Technology.</i>		390.6 (2020-21) 462.5 (2019-20) 412.2 (2018-19) 218.6 (2017-18) 298.7 (2016-17) NA (2015-16)	-- -- 81.8% (2018-19) 73.0% (2017-18) 67.2% (2016-17) NA (2015-16)
		Ref. Table 4.3 for disaggregated data on outlays and expenditure under Kaushal Vikas Mission / Bihar Kaushal Vikas Mission, across multiple departments	
Mukhyamantri Balika Cycle Yojana²⁸ <i>Education</i>		185.0 (2020-21) 207.2 (2019-20) 185.0 (2018-19) 180.2 (2017-18) 180.0 (2016-17) 287.7 (2015-16)	-- -- 73.9% (2018-19) 90.2% (2017-18) 93.2% (2016-17) 71.0% (2015-16)

Variations in outlays and expenditures in programmes of Dept. of Education

Within relevant allocations of the department of Education, allocations for Sarva Shiksha Abhiyan and on budget heads related to strengthening of systems and infrastructure account for a lion's share, followed by the Mid Day Meal Programme and the Rashtriya Madhyamik Shiksha Abhiyan. Key programmes that do not register significant levels of expenditure include Rashtriya Uchcha Shiksha Abhiyan (with expenditures in the range of 1.2% - 33.3% in the last 6 years), Bihar Student Credit Card Scheme (with expenditures in the range of 2% - 4.5% in the last 6 years) and Bihar Sub-junior Sports Meet (with expenditures in the range of 0% - 16.7% in the last 6 years). Table 4.2 presents a selection of allocations and expenditures under key educational programmes in the state of Bihar.

²⁵ [51-2235.02.102.0223; 51-2235.02.102.0323; 51-2235.02.102.0233]

²⁶ [2236.02.789.0304; 2236.02.796.0305; 2235.02.102.0222; 2235.02.102.0322; 2236.02.789.0204; 2236.02.101.0203; 4235.02.102.0208; 2235.02.102.0327; 4235.02.102.0109; 2235.02.102.0105; 2236.02.789.0303]

²⁷ [01-2415.01.277.0112; 01-2415.01.789.0108; 01-2415.01.796.0109; 01-2415.01.277.0312; 01-2415.01.789.0308; 01-2415.01.796.0309; 02-2403.00.109.0108; 02-2403.00.789.0108; 02-2403.00.796.0127; 25-2230.03.001.0101; 43-2203.00.112.0105; 46-3452.80.003.0101; 26-2230.03.003.0129; 26-2230.03.789.0101; 26-2230.03.796.0121; 26-2230.03.003.0233; 26-2230.03.003.0333]

²⁸ [21-2202.02.107.0102; 21-2202.02.789.0106]

Table 4.2 – Outlays and expenditures on important educational heads in Bihar²⁹

[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	SSA / Samagra Shiksha – primary education	Outlay (Rs. Cr.)	13,472.6	14,292.7	14,961.1	7,218.9	7,633.3	6,243.6
		Expenditure (%)	NA	NA	72.0%	116.6%	86.6%	88.9%
2	RMSA / Samagra Shiksha – secondary education	Outlay (Rs. Cr.)	1,321.8	550.0	506.7	450.1	133.3	79.4
		Expenditure (%)	NA	NA	50.4%	71.3%	231.2%	80.6%
3	Rashtriya Uchchatar Shiksha Abhiyan	Outlay (Rs. Cr.)	96.5	96.5	85.2	133.3	120.0	144.1
		Expenditure (%)	NA	NA	1.2%	33.3%	9.2%	20.7%
4	MDM Scheme / National Programme for Nutritional Support to Primary Education	Outlay (Rs. Cr.)	2,557.7	2,496.0	1,404.7	1,779.2	1,871.9	2,147.1
		Expenditure (%)	NA	NA	152.3%	55.1%	96.9%	89.9%
5	Mukhyamantri Balika Poshak Yojana	Outlay (Rs. Cr.)	180.0	315.8	315.0	333.7	415.0	561.7
		Expenditure (%)	NA	NA	73.1%	80.9%	67.4%	75.7%
6	Mukhyamantri Poshak Yojana	Outlay (Rs. Cr.)	45.0	130.0	310.0	300.0	380.0	623.9
		Expenditure (%)	NA	NA	17.7%	70.9%	83.3%	80.7%
7	Mukhyamantri Balika Cycle Yojana	Outlay (Rs. Cr.)	185.0	207.2	185.0	180.2	180.0	287.7
		Expenditure (%)	NA	NA	73.9%	90.2%	93.2%	71.0%
8	Mukhyamantri Balak Cycle Yojana	Outlay (Rs. Cr.)	175.0	184.0	175.0	175.3	180.0	296.8
		Expenditure (%)	NA	NA	74.7%	83.3%	87.6%	67.6%
9	Mukhyamantri Kishori Swasthya Karyakram	Outlay (Rs. Cr.)	60.0	60.0	80.0	--	--	--
		Expenditure (%)	NA	NA	67.5%	--	--	--
10	Excursion schemes for students	Outlay (Rs. Cr.)	70.5	41.5	35.0	58.5	25.0	58.5
		Expenditure (%)	NA	NA	84.5%	92.8%	15.2%	79.5%
11	Coaching for minority students for preparing for public service commission	Outlay (Rs. Cr.)	5.0	5.0	5.0	11.0	1.0	0.6
		Expenditure (%)	NA	NA	71.9%	39.9%	0.0%	100.0%
12	Mukhyamantri Vidyarthi Protsahan Yojana	Outlay (Rs. Cr.)	75.0	73.3	51.0	51.8	121.1	216.2
		Expenditure (%)	NA	NA	66.9%	88.9%	98.8%	92.8%
13	Mukhyamantri Balika Protsahan Yojana	Outlay (Rs. Cr.)	550.0	562.4	550.0	--	--	--
		Expenditure (%)	NA	NA	1.7%	--	--	--
14	Bihar Student Credit Card Scheme	Outlay (Rs. Cr.)	7.5	2.0	148.0	55.0	55.0	--
		Expenditure (%)	NA	NA	2.0%	4.5%	4.5%	--
15	Various scholarships	Outlay (Rs. Cr.)	1,022.4	851.1	872.3	827.7	838.2	519.2
		Expenditure (%)	NA	NA	71.4%	64.4%	92.6%	188.7%
16	Karate training for secondary school girls	Outlay (Rs. Cr.)	0.0	0.0	--	0.0	0.0	0.1
		Expenditure (%)	NA	NA	--	0.0%	0.0%	0.0%
17	Bihar Sub-Junior Sports Meet (Tarang) programme	Outlay (Rs. Cr.)	0.0	0.0	--	3.0	4.0	4.5
		Expenditure (%)	NA	NA	--	16.7%	0.0%	0.0%
18	Strengthening of systems and infrastructure	Outlay (Rs. Cr.)	10,235.1	10,454.4	5,411.2	8,413.8	6,380.4	7,254.2
		Expenditure (%)	NA	NA	154.9%	48.5%	88.5%	74.7%

[NA = Not available]

Variations in outlays and expenditures in programmes of skills development

A number of programmes are implemented in Bihar with the objective of enhancing skills and employability of young people. Within relevant allocations on such programmes, allocations for Kaushal Vikas Mission / Bihar Kaushal Vikas Mission implemented by multiple departments account for the dominant shares, followed by outlays for Industrial Training Institutes. The expenditures of almost all departments implementing skill development programmes show significant inconsistencies in levels of utilisation (with annual expenditures

²⁹ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

varying from as low as 0% to as high as 122.7% in the last 6 years), with the exception of implementation of Bihar Kaushal Vikas Mission by the Department of Labour Resources, which registers a steady range of expenditure levels varying between 80% – 100%. Overall, various skill development programmes in Bihar, with a cumulative budget of Rs. 757.4 crore (2020-21) accounts for nearly 0.36% of the state's budget and nearly 0.14% of state's GDP at current prices (2018-19). Table 4.3 presents a selection of allocations and expenditures under key programmes of skill development in the state of Bihar.

Table 4.3 – Outlays and expenditures on skill development programmes in Bihar³⁰

[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	Kaushal Vikas Mission (Dept. of Labour Resources)	Outlay (Rs. Cr.)	73.4	59.4	52.6	62.8	27.5	13.4
		Expenditure (%)	NA	NA	6.2%	66.5%	4.1%	20.2%
2	Bihar Kaushal Vikas Mission (Dept. of Labour Resources)	Outlay (Rs. Cr.)	286.0	376.8	319.8	102.8	235.2	19.0
		Expenditure (%)	NA	NA	100.1%	99.4%	80.0%	100.0%
3	Kaushal Vikas Mission (Dept. of Agriculture)	Outlay (Rs. Cr.)	14.0	12.0	12.0	12.0	--	--
		Expenditure (%)	NA	NA	0.0%	15.2%	--	--
4	Bihar Kaushal Vikas Mission (Dept. of Animal & Fisheries Resources)	Outlay (Rs. Cr.)	3.2	3.2	2.2	10.0	--	--
		Expenditure (%)	NA	NA	100.0%	100.0%	--	--
5	Kaushal Vikas Mission (Dept. of Info. Technology)	Outlay (Rs. Cr.)	10.0	7.0	3.0	20.0	25.0	18.3
		Expenditure (%)	NA	NA	122.7%	0.0%	0.0%	9.3%
6	Kaushal Vikas Mission (Dept. of Science & Tech.)	Outlay (Rs. Cr.)	2.0	2.0	12.6	10.0	10.0	7.1
		Expenditure (%)	NA	NA	64.2%	28.6%	24.3%	0.4%
7	Kaushal Vikas Mission (Dept. of Tourism)	Outlay (Rs. Cr.)	2.0	2.0	10.0	1.0	1.0	--
		Expenditure (%)	NA	NA	--	100.0%	0.0%	--
8	Hunar (Dept. of Education)	Outlay (Rs. Cr.)	40.0	10.0	10.0	--	--	--
		Expenditure (%)	NA	NA	100.0%	--	--	--
9	Training of workers from minority classes (Dept. of Minority Welfare)	Outlay (Rs. Cr.)	5.0	5.0	8.0	10.0	2.0	1.0
		Expenditure (%)	NA	NA	0.0%	70.0%	100.0%	100.0%
10	Training of artisans and supervisors; rural camps and modernization of machines	Outlay (Rs. Cr.)	44.0	52.3	52.7	46.0	63.7	11.0
		Expenditure (%)	NA	NA	34.0%	39.2%	97.2%	58.4%
11	Planning cum Professional Guidance Programmes	Outlay (Rs. Cr.)	0.3	0.2	0.3	1.5	1.0	1.9
		Expenditure (%)	NA	NA	62.8%	72.0%	89.3%	59.4%
12	New ITIs (including women's ITIs) and new businesses	Outlay (Rs. Cr.)	85.3	64.5	70.5	94.5	131.7	19.7
		Expenditure (%)	NA	NA	62.2%	41.4%	17.2%	81.4%
13	Skill Strengthening for Industrial Value Enhancement (STRIVE)	Outlay (Rs. Cr.)	123.2	--	--	--	--	--
		Expenditure (%)	--	--	--	--	--	--
14	State Council of Admin. of Industrial Training Centres	Outlay (Rs. Cr.)	69.0	69.6	58.4	46.2	46.2	45.4
		Expenditure (%)	NA	NA	95.3%	96.8%	84.2%	87.3%

[NA = Not available]

Variations in outlays and expenditures in initiatives of Dept. of Labour Resources

The Department of Labour Resources implements a number of programmes with the objective of enhancing welfare of workers, artisans and labourers subjected to exploitation. Within allocations on such programmes, allocation for Strengthening of systems and mechanisms of enforcing labour laws accounts for the dominant share, followed by outlays for

³⁰ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

National Career Service and Social security of unorganized laborers and artisans. The expenditures of almost schemes of the department show significant variations, especially in expenditures under National Career Service (with annual expenditures varying from as low as 0.3% and 6.6% in the last 4 years). Overall, the Department of Labour Resources in Bihar, with an outlay of Rs. 869.52 crore (2020-21) accounts for nearly 0.41% of the state's budget and nearly 0.16% of state's GDP at current prices (2018-19). Table 4.4 presents a selection of allocations and expenditures under key programmes of Department of Labour Resources in enhancing welfare of workers in Bihar.

Table 4.4 – Outlays and expenditures on welfare interventions of Dept. of Labour Resources³¹
[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	Rehabilitation of child labourers	Outlay (Rs. Cr.)	7.4	7.4	7.7	2.8	90.3	2.5
		Expenditure (%)	NA	NA	30.6%	63.2%	1.0%	70.7%
2	For construction of house of <i>bidi</i> workers	Outlay (Rs. Cr.)	--	0.0	0.0	0.0	0.4	0.4
		Expenditure (%)	NA	NA	0.0%	0.0%	59.7%	102.3%
3	Welfare of migrant laborers	Outlay (Rs. Cr.)	3.0	3.6	3.3	2.9	1.0	55.6
		Expenditure (%)	NA	NA	43.5%	59.2%	238.8%	0.6%
4	Rehabilitation of bonded laborers	Outlay (Rs. Cr.)	1.5	2.0	3.0	1.3	3.2	1.3
		Expenditure (%)	NA	NA	14.3%	47.3%	189.4%	76.9%
5	Bureau for the planning of cross-border workers and other labor force	Outlay (Rs. Cr.)	0.0	0.0	0.0	2.0	4.0	--
		Expenditure (%)	NA	NA	0.0%	0.0%	100.0%	--
6	Planning services for physically challenged	Outlay (Rs. Cr.)	0.0	0.0	0.0	2.0	4.0	--
		Expenditure (%)	NA	NA	0.0%	0.0%	100.0%	--
7	Operation of state employment exchange in public-private partnership	Outlay (Rs. Cr.)	0.0	0.0	4.1	--	--	--
		Expenditure (%)	NA	NA	0.0%	--	--	--
8	Pradhan Mantri Suraksha Bima Yojana	Outlay (Rs. Cr.)	0.0	1.0	0.6	--	--	--
		Expenditure (%)	NA	NA	0.0%	--	--	--
9	Starting new businesses in established organizations	Outlay (Rs. Cr.)	1.0	1.0	1.0	1.0	1.0	0.1
		Expenditure (%)	NA	NA	30.1%	25.7%	52.3%	99.7%
10	Social security of unorganized laborers and artisans	Outlay (Rs. Cr.)	6.0	15.0	15.0	7.0	10.4	17.4
		Expenditure (%)	NA	NA	100.0%	100.0%	100.0%	99.5%
11	National Career Service	Outlay (Rs. Cr.)	8.0	14.0	16.7	16.7	--	--
		Expenditure (%)	NA	NA	6.6%	0.3%	--	--
12	Education, health and entertainment	Outlay (Rs. Cr.)	4.8	4.8	4.2	4.2	4.2	5.1
		Expenditure (%)	NA	NA	74.3%	70.0%	69.3%	74.2%
13	Strengthening of systems and mechanisms of enforcing labour laws	Outlay (Rs. Cr.)	127.7	139.1	111.0	89.1	90.0	71.2
		Expenditure (%)	NA	NA	62.4%	85.1%	63.7%	104.9%

[NA = Not available]

Variations in outlays and expenditures in initiatives for protection

Within relevant allocations on interventions for enhancing protection of adolescents, outlays for Integrated Child Protection Scheme and on budget heads related to sponsorship schemes such as Parvarish account for a lion's share, followed by Special Program for Accused, Orphan and Destitute Children, and Observation Homes. Key programmes that do not register significant levels of expenditure include Building for Observation home and Children's

³¹ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

Home (with negligible to moderate expenditures in recent years). Most schemes of this category show huge inconsistencies in levels of expenditure. Overall, various interventions for protection of children in Bihar, with a cumulative budget of Rs. 113.7 crore (2020-21) accounts for nearly 0.05% of the state's budget and nearly 0.03% of state's GDP at current prices (2018-19). Table 4.5 presents a selection of allocations and expenditures under key interventions for child protection in the state of Bihar.

Table 4.5 – Outlays and expenditures on interventions for child protection³²

[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	Integrated Child Protection Scheme	Outlay (Rs. Cr.)	63.0	109.0	96.1	70.0	60.0	16.2
		Expenditure (%)	NA	NA	66.0%	48.0%	42.5%	169.3%
2	Child Welfare Committees and Juvenile Justice Boards	Outlay (Rs. Cr.)	1.7	1.6	1.0	0.9	0.9	--
		Expenditure (%)	NA	NA	68.4%	75.3%	69.1%	--
3	Building for Observation home and Children's Home	Outlay (Rs. Cr.)	0.1	0.1	0.1	0.1	0.1	--
		Expenditure (%)	NA	NA	0.0%	0.0%	0.0%	--
4	Establishment of Children Court and Child Welfare Board	Outlay (Rs. Cr.)	2.9	4.3	2.0	2.0	2.0	2.0
		Expenditure (%)	NA	NA	175.0%	-34.9%	100.0%	100.0%
5	Special Program for accused, orphan and destitute children	Outlay (Rs. Cr.)	18.0	17.0	15.0	10.0	10.0	9.8
		Expenditure (%)	NA	NA	62.9%	78.4%	61.8%	59.8%
6	Parvarish	Outlay (Rs. Cr.)	22.0	19.0	15.0	15.0	10.0	2.5
		Expenditure (%)	NA	NA	119.4%	93.5%	100.0%	0.0%
7	Pratiprekshan Grih	Outlay (Rs. Cr.)	6.0	5.8	4.9	4.1	5.8	--
		Expenditure (%)	NA	NA	63.5%	63.7%	42.5%	--

[NA = Not available]

Variations in outlays and expenditures on nutrition schemes

Allocations on enhancement of nutritional outcomes among adolescents are predominantly concentrated within outlays for the Integrated Child Development Services and Special Nutrition Programmes, accounting for a lion's share of all investments related to nutrition. The Scheme for Adolescent Girls registers a consistently low level of utilisation over the last 5 years, ranging between 26% - 29%, besides allocations for monitoring and evaluation related to health and nutrition. Most other nutritional schemes show huge inconsistencies in levels of expenditure as well. In addition, the Department of Agriculture implements a number of programmes that contribute to enhancement of food security in the state of Bihar, including National Food Security Mission, National sustainable Agriculture Mission, Integrated Watershed Development Programme and Rashtriya Krishi Vikas Yojana, which indirectly hold high relevance for the nutritional wellbeing of adolescents as well. The Traditional Agriculture Development Scheme stands out for a striking low range of expenditures in the last 6 years. Overall, various nutrition programmes and other nutrition-responsive interventions in Bihar, with a cumulative budget of Rs. 6188.6 crore (2020-21) accounts for nearly 2.91% of the state's budget and nearly 1.11% of state's GDP at current prices (2018-19). Table 4.6 presents a selection of allocations and expenditures under key interventions on nutrition and food security in the state of Bihar.

³² Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

Table 4.6 – Outlays and expenditures on nutritional programmes³³

[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
Schemes directly relevant for adolescents								
1	Scheme for Adolescent Girls	Outlay (Rs. Cr.)	4.3	40.7	48.6	256.7	178.0	24.7
		Expenditure (%)	NA	NA	26.1%	21.0%	27.8%	69.4%
2	ISSNIP	Outlay (Rs. Cr.)	270.2	250.3	245.2	--	--	--
		Expenditure (%)	NA	NA	36.5%	--	--	--
3	Integrated Child Development Services (ICDS)	Outlay (Rs. Cr.)	3,216.6	4,012.0	2,387.0	2,303.2	2,280.6	1,493.4
		Expenditure (%)	NA	NA	105.2%	78.2%	53.7%	101.5%
4	Training under ICDS	Outlay (Rs. Cr.)	15.4	15.8	9.3	51.4	--	--
		Expenditure (%)	NA	NA	234.3%	0.1%	--	--
5	Special Nutrition Programmes	Outlay (Rs. Cr.)	1,333.0	1,672.3	1,486.0	976.3	605.0	798.8
		Expenditure (%)	NA	NA	91.4%	61.9%	67.6%	91.2%
6	Monitoring and Evaluation related to Health & Nutrition	Outlay (Rs. Cr.)	--	--	--	--	8.4	162.0
		Expenditure (%)	NA	NA	--	--	0.0%	100.0%
Other Nutrition Responsive schemes that contribute to enhancement of food security in the state of Bihar								
7	Horticulture Development Scheme	Outlay (Rs. Cr.)	175.4	175.9	167.7	120.5	101.9	65.8
		Expenditure (%)	NA	NA	58.6%	57.9%	74.4%	66.9%
8	National Horticultural Mission	Outlay (Rs. Cr.)	41.5	48.6	37.5	43.9	50.0	74.7
		Expenditure (%)	NA	NA	79.7%	60.5%	59.9%	32.6%
9	Promotion of organic farming	Outlay (Rs. Cr.)	229.9	117.1	222.8	128.5	127.2	149.9
		Expenditure (%)	NA	NA	3.8%	81.2%	83.8%	78.9%
10	Support to Agricultural Universities	Outlay (Rs. Cr.)	328.0	325.3	276.0	330.5	478.3	389.3
		Expenditure (%)	NA	NA	87.9%	94.9%	90.8%	87.1%
11	National Food Security Mission	Outlay (Rs. Cr.)	135.7	158.6	138.9	189.2	150.0	171.8
		Expenditure (%)	NA	NA	61.1%	36.4%	57.1%	38.1%
12	Traditional Agriculture Development Scheme	Outlay (Rs. Cr.)	7.9	7.8	3.4	40.2	7.4	15.5
		Expenditure (%)	NA	NA	0.0%	17.7%	23.6%	0.0%
13	National Sustainable Agriculture Mission	Outlay (Rs. Cr.)	31.7	42.6	32.6	40.9	50.0	89.1
		Expenditure (%)	NA	NA	46.1%	4.3%	16.8%	44.7%
14	National Oilseeds and Oilpalm Mission	Outlay (Rs. Cr.)	10.4	21.0	17.3	3.4	4.3	4.5
		Expenditure (%)	NA	NA	12.7%	216.1%	17.0%	36.4%
15	Rashtriya Krishi Vikas Yojana - ACA	Outlay (Rs. Cr.)	277.6	247.2	230.2	375.0	372.9	418.1
		Expenditure (%)	NA	NA	35.5%	50.4%	35.4%	56.9%
16	Integrated Watershed Management Programme	Outlay (Rs. Cr.)	111.0	97.2	72.5	53.4	155.1	53.6
		Expenditure (%)	NA	NA	83.4%	60.0%	30.4%	20.1%

[NA = Not available]

Among nutritional interventions of the government, the Rashtriya Kishore Swasthya Karyakram (RKSK) stands out as a flagship programme that has consistently received allocations in the range of Rs. 33.3 – 246.5 crore in the last 5 years. Overall, the RKSK programme in Bihar, with an outlay of Rs. 76.58 crore (2020-21) accounts for nearly 0.04% of the state's budget and nearly 0.01% of state's GDP at current prices (2018-19). Table 4.7 outlines variations in allocation of funds on RKSK across its various components. Allocations for deployment of human resources and programme activities for weekly IFA supplementation account stand out with no allocation of funds in the last 4 years, while Adolescent Friendly Health Clinics account for a relatively low range of allocations.

³³ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

Table 4.7 – Outlays for Rashtriya Kishore Swasthya Karyakram in Bihar

Particulars	Budget (Rs. Lakhs)				
	2020-21	2019-20	2018-19	2017-18	2016-17
Service Delivery — Facility Based	29.9	21.1	44.35	22.95	68.42
Strengthening AH Services	0	0	23.85	1.45	52.62
Operating expenses for Facilities (e.g. operating cost rent, electricity, stationary, internet, office expense etc.)	24.9	21.1	20.5	20.5	15.3
Establishment of District level Adolescent Friendly Health Resource Centre (AFHRC)	5	0	0	1	0.5
Service Delivery — Community Based	518.58	632.38	417.78	360.94	380.36
Mobility & Communication support for AH counselors	0	3.82	5.04	2.78	7.49
Outreach activities for RMNCH+A services	259.29	314.28	206.37	0	9.92
Organizing Adolescent Health day	225	275.4	183.6	324	327.95
Organising Adolescent Friendly Club meetings at sub-centre level	34.29	38.88	22.77	34.16	35
Community Interventions	120	155.52	77.76	77.76	78.72
Incentives for Peer Educators	120	155.52	77.76	77.76	78.72
Infrastructure	4	0	3	0	0
AFHCs at Medical college/ DH/CHC/PHC level	4	0	3	0	0
Procurement	2090.57	2699.22	1484.5	825.9	2.58
Equipment for AFHCs	0	0	5	619	1.5
Procurement of Drugs and supplies	2090.57	2699.22	1479.5	206.9	1.08
Training	350.8	434.16	267.71	261.62	537.07
Dissemination workshops under RKSK	10.8	10.49	8.38	8.28	21.89
AFHS training of Medical Officers	4.87	0	1.76	3.15	0
AFHS training of ANM/LHV/MPW	6.34	0	1.7	6.68	11
Training of AH counselors	0	12.35	14.02	7.79	10.89
Training of Peer Educator (District level)	2.78	0	0	0	17.88
Training of Peer Educator (Block Level)	27.63	0	0	0	418.17
Training of Peer Educator (Sub block level)	228.38	0	106.42	171.18	0
WIFS trainings (District)	0	0	16.43	9.28	5.8
WIFS trainings (Block)	0	0	119	0	0
MHS Trainings (District)	0	0.4	0	0	0
MHS Trainings (Block)	0	60.92	0	35.11	48.6
Training of master trainers at State, district and block level	70	350	0	20.15	2.84
IEC/BCC	617.4	290.7	48.1	50.5	13.37
IEC/BCC activities under AH/RKSK	308.7	145.35	24.05	0	0
Media Mix of Mass Media/ Mid Media including promotion of menstrual hygiene scheme	308.7	16.89	6.19	7	13.37
Inter Personal Communication	0	103.46	6	42.95	0
Any other IEC/BCC activities (please specify)	0	25	11.86	0.55	0
Printing	60	886.77	47.33	36.6	80.1
Printing activities under AH	30	443.38	23.67	0	0
PE Kit and PE Diary	25	17.28	17.28	34.6	0
Printing under WIFS — WIFS cards, WIFS registers, reporting format etc.	0	407.11	0	0	61
Printing for AFHC-AFHC Registers, reporting formats, AFHC	0	11	0	0	19.1

cards etc.					
Printing of AFHS Training manuals for MO, ANM and Counselor; ANM training manual for PE training	0	0	0.35	2	0
Any other (please specify)	5	8	6.03	0	0
Human Resources	--	--	--	--	18165.6
Weekly IFA supplementation programme activities	--	--	--	--	4040.27
Scheme for promotion of menstrual hygiene activities	--	--	--	2.13	22.65
Incentives of AH / RKSK Services	37.53	103.68	69.12	27.25	52.48
Incentive for support to Peer Educator	11.61	0	0	1.33	26.24
Incentive for mobilizing adolescents and community for AHD	25.92	25.92	17.28	25.92	26.24
Any other ASHA incentives (please specify)	0	77.76	51.84	0	0
GRAND TOTAL	7657.56	10447.06	4919.3	3329.17	24654.72

Variations in outlays and expenditures in key schemes of Dept. of Social Welfare

The department of Social Welfare implements several schemes aimed at enhancing the welfare of women and girls in Bihar. Within allocations on such initiatives, outlays for various disability support schemes and the Laxmibai Social Security Pension scheme for widows' account for the dominant shares, followed by outlays for Mukhyamantri Kanya Vivah Yojana and Mukhyamantri Kanya Suraksha Yojana. Among key schemes of the department, the Mukhyamantri Kanya Vivah Yojana registers a relatively low range of utilisations in recent years, while most other schemes of the department register a varying range of expenditures. Overall, the Department of Social Welfare in Bihar, with an outlay of Rs. 7,994.35 crore (2020-21) accounts for nearly 3.76% of the state's budget and nearly 1.43% of state's GDP at current prices (2018-19). Table 4.8 presents a selection of allocations and expenditures under key programmes of Dept. of Social Welfare on enhancing welfare of women and girls in the state of Bihar.

Table 4.8 – Outlays and expenditures on women-centered schemes and welfare of destitute³⁴

[In Rupees Crore]

S. No.	Budget Head	Outlay / expenditure	2020-21	2019-20	2018-19	2017-18	2016-17	2015-16
1	Mukhyamantri Kanya Vivah Yojana	Outlay (Rs. Cr.)	67.0	91.4	105.6	44.2	39.0	60.5
		Expenditure (%)	NA	NA	44.0%	86.3%	58.4%	42.8%
2	Mukhyamantri Kanya Suraksha Yojana	Outlay (Rs. Cr.)	80.0	100.0	51.1	76.3	12.0	45.4
		Expenditure (%)	NA	NA	189.3%	100.0%	52.0%	0.0%
3	Scheme for promotion of inter-caste marriage	Outlay (Rs. Cr.)	5.0	7.0	7.0	7.0	--	--
		Expenditure (%)	NA	NA	100.0%	38.3%	--	--
4	Family and Child Welfare	Outlay (Rs. Cr.)	0.9	0.8	0.7	0.8	0.5	--
		Expenditure (%)	NA	NA	90.9%	93.7%	374.0%	--
5	Sambal scheme	Outlay (Rs. Cr.)	8.0	10.0	3.0	3.0	9.5	9.0
		Expenditure (%)	NA	NA	266.7%	93.6%	100.1%	100.0%
6	Mukhyamantri Nari Shakti Yojana	Outlay (Rs. Cr.)	0.0	62.0	66.2	61.5	24.6	1.2
		Expenditure (%)	NA	NA	100.0%	99.3%	100.0%	0.0%
7	Mukhyamantri Bhikshawriti Niwaran Yojana	Outlay (Rs. Cr.)	10.0	10.0	11.7	10.2	--	--
		Expenditure (%)	NA	NA	64.6%	2.0%	--	--
8	Bihar Social Protection Program	Outlay (Rs. Cr.)	50.0	--	--	--	--	--
		Expenditure (%)	NA	NA	--	--	--	--
9	Exhibitions, Seminars and	Outlay (Rs. Cr.)	0.2	0.2	0.2	0.2	0.2	0.2

³⁴ Annual budgets of the Govt. of Bihar (2015-16, 2016-17, 2017-18, 2018-19, 2019-20, 2020-21)

	Conferences	Expenditure (%)	NA	NA	0.0%	94.9%	0.0%	17.8%
10	Laxmibai Social Security Pension Scheme	Outlay (Rs. Cr.)	230.0	52.5	327.7	260.5	185.0	150.0
		Expenditure (%)	NA	NA	86.0%	0.0%	116.4%	238.3%
11	Welfare of elderly, specially-abled and destitute	Outlay (Rs. Cr.)	71.0	80.0	68.0	114.3	--	--
		Expenditure (%)	NA	NA	100.0%	100.0%	--	--
12	Mukhyamantri Acid Attack Survivors Pension Scheme	Outlay (Rs. Cr.)	--	--	--	2.0	--	--
		Expenditure (%)	NA	NA	--	0.0%	--	--
13	Protection of Women and Empowerment – Ujjwala	Outlay (Rs. Cr.)	--	--	0.8	--	--	--
		Expenditure (%)	NA	NA	0.0%	--	--	--
14	Swadhar Grih Yojana	Outlay (Rs. Cr.)	--	--	2.7	--	--	--
		Expenditure (%)	NA	NA	0.0%	--	--	--
15	Various disability support schemes	Outlay (Rs. Cr.)	520.4	509.6	484.2	321.8	181.4	121.0
		Expenditure (%)	NA	NA	77.8%	99.6%	142.6%	268.6%

[NA = Not available]

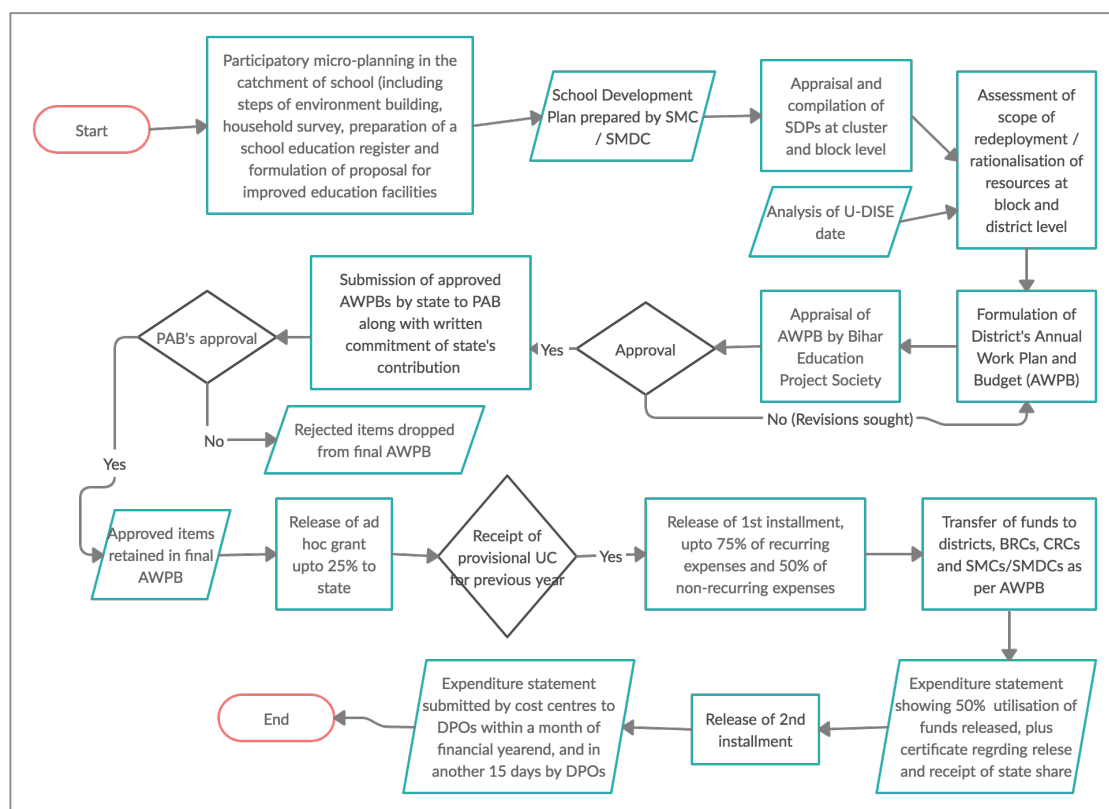
Fund flows under select adolescent interventions

After the 14th Finance Commission increased the tax devolution to states to 42 per cent of the divisible pool (as against 32 per cent by the previous Commission), the funding pattern for the three categories of Centrally Sponsored Schemes, i.e. 'Core of the Core', 'Core' and 'Optional' schemes was changed, based on the recommendation of a Committee of Chief Ministers, to 70:30, 60:40 and 50:50 respectively in the case of general category states such as Bihar. The Committee of Chief Ministers consolidated various Centrally Sponsored schemes into 6 'Core of the core' and 22 'Core' umbrella schemes. In addition, there are 55 Central Sector schemes implemented in states for specific purposes.

Most of the Centrally Sponsored programmes relevant for adolescents are 'core' schemes, such as the National Education Mission (inclusive of Sarva Shiksha Abhiyan, Rashtriya Madhyamik Shiksha Abhiyan and Rashtriya Uchcha Shiksha Abhiyan), Integrated Child Development Services (inclusive of Scheme for Adolescent Girls, Integrated Child Protection Scheme, Anganwadi services and National Nutrition Mission, among others), National Health Mission (inclusive of Rashtriya Kishor Swasthya Karyakram), Mid Day Meal Programme, National Mission for Empowerment of Women (inclusive of Beti Bachao Beti Padhao) and the umbrella programme for jobs and skills development (inclusive of Pradhan Mantri Kaushal Vikas Yojana). Accordingly, the commitment of the Union government for financing these schemes stands at 60% today. 'Core of the Core' programmes that are relevant for adolescents include umbrella schemes for development of Schedules Castes, Scheduled Tribes, Minorities, Backward Classes, Differently Abled and Other Vulnerable Groups, where the Central Government contributes 70% of the scheme outlay. Among Central Sector Schemes, 'Education of Minorities Girl Child' is a directly relevant programme for adolescents.

Transfer of funds from the Central government to the state government usually takes place after appraisal and approval of the annual Project Implementation Plan (PIP) of the schemes at the central level for all Centrally Sponsored Schemes. The PIPs are known by different names in the context of different schemes, such as Annual Project Implementation Plan (APIP) in case of umbrella ICDS programme; Annual Work Plan and Budget (APWB) in case of Samagra Shiksha; Project Implementation Plan (PIP) in case of National Health Mission; and Action Plan State (APS) in case of DDU-GKY, etc. Box 4.9 presents a bird's eye view of the mechanism of approval of annual work plans and transfer of funds under the Samagra Shiksha programme.

Box 4.9 – Process map of the mechanism of approval of annual work plans and transfer of funds under Samagra Shiksha programme



Under the Samagra Shiksha programme, all committed recurring liabilities including salary of teachers, recurring costs of KGBVs, girls' hostels, entitlements under RTE Act, 2009 of text books, uniforms and reimbursement under Section 12(1)(c), Programme Management, Monitoring Evaluation and Research are allocated to states proportionately up to a maximum of 60% of the total budget. Budget for non-recurring expenditures are distributed among states on the basis of data of enrolment and Aadhaar coverage of students submitted in Student Database Management Information System up to a maximum of 20% of the total budget. The remaining 20% of the total budget is focused on interventions related to improvement in quality of education, allocated on two criteria, i.e. (a) committed quality interventions like teacher training, school grants, student assessments, leadership training, ICT, vocational education etc. and (b) flexible funds for innovative quality interventions which in-turn are decided on the basis of performance and advocated policy interventions such as rural transport policy, separate cadre for Head Masters, restructuring of Teacher Education Institutions etc. After allocations for states are worked out on the above formula, states are given the flexibility to prioritise components.

Payment of salaries to teachers is the key expenditure thrust of the department. Programmatic costs are relatively low, especially funds for education of out-of-school children. Release of funds from MHRD are often late, often channeled in multiple installments.

Within this pattern of fund allocation, states are required to prepare an Annual Plan, which are appraised and approved by the Project Approval Board of the Department. The states also need to keep in mind the legal requirements of the RTE Act, 2009, and the committed liabilities under the existing schemes, before taking up new interventions.

Plans for the Rashtriya Kishore Swasthya Karyakram, an important component of the National Health Mission are prepared as part of the annual planning process of the National Health Mission (NHM). An Executive Committee of the State Health Society prepares the annual Programme Implementation Plan (PIP) of the Mission, which is approved by the Governing Board of the State Health Society. The PIP spells out the strategies to be deployed, budgetary requirements and health outcomes aimed for. The Executive Committee of the State Health Society is entrusted with implementation of the approved plan, with governance oversight exercised by the Governing Board and the State Health Mission.

The State PIP is appraised by the National Programme Coordination Committee (NPCC), chaired by the Mission Director of National Health Mission, and inclusive of representatives of MOHFW and the states. National technical assistance and support agencies providing support to various states provide their inputs to the Mission Directorate and the NPCC. These plans are also shared with other departments- AYUSH, AIDS Control and Health Research- as well as those dealing with Drinking Water and Sanitation, School Education and the Women and Child Department, for their inputs. Secretary, HFW who is also the Chairperson of EPC approves the recommendations of the NPCC.

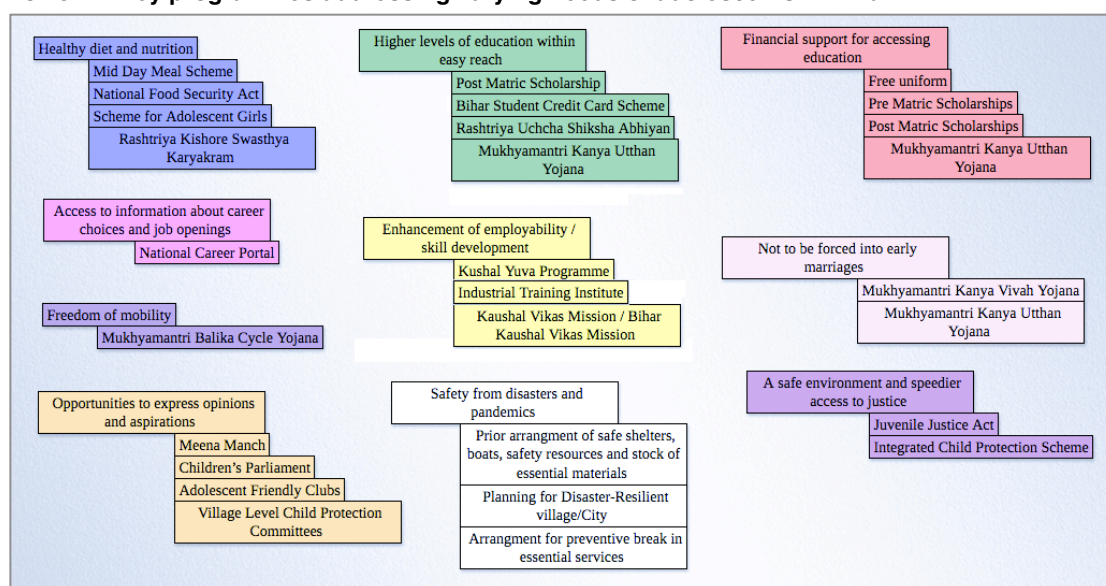
The central share of funds for the Scheme for Adolescent Girls and Integrated Child Protection Scheme, both of which form part of the core ICDS programme, are released on the basis of appraisal of the state's Annual Programme Implementation Plan (APIP) of the Integrated Child Development Services mission. The APIP of ICDS mission is jointly appraised by experts constituted jointly by National and State level societies.

Allocations are made in view of the magnitude of programmatic demands included in the APIP. First installment is released to the State Child Development Society after receipt of documents or commitments from State Government as per the technical and financial guidelines, usually released before 15th April every year. The second installment is released upon receipt of UC supported by required documents.

Issues in implementation of Adolescent Programmes

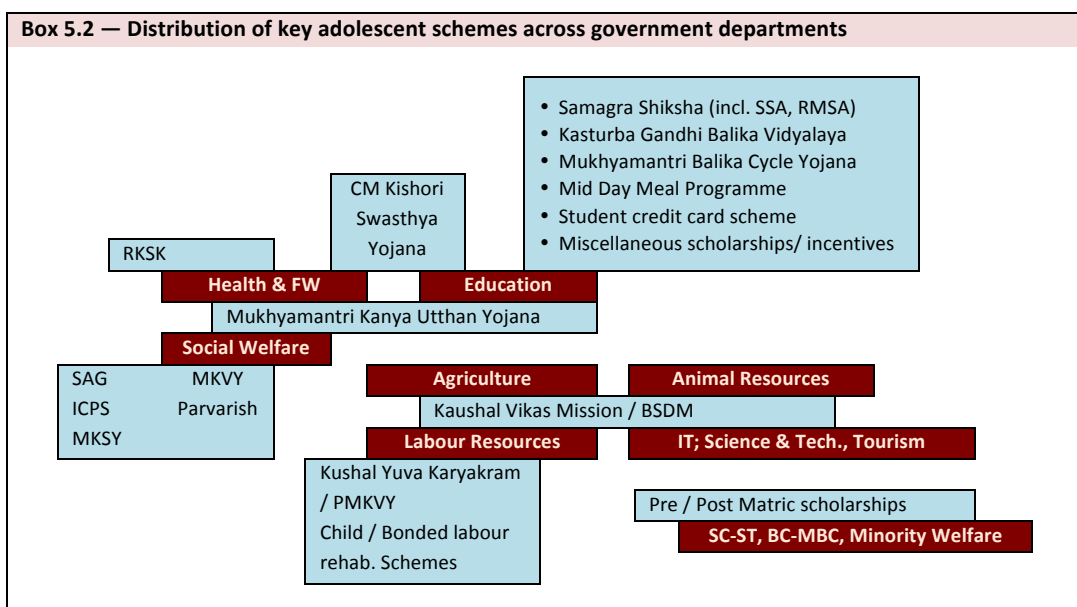
In Bihar, the diverse needs of adolescent girls and boys outlined in Chapter 3 are addressed by a number of programmes, legislations and initiatives of Govt. of Bihar. Besides flagship educational programmes such as Samagra Shiksha, several schemes are aimed at supporting adolescents to access higher levels of education, through provision of scholarships, loans and incentives, while several others bring about opportunities to develop skills of livelihood and enhance employability, e.g. through industrial training institutes and a range of skill development courses available under popular schemes such as Kushal Yuva programme and Kaushal Vikas Mission. Some of the adolescent-facing schemes are aimed at providing information and counseling related to healthy behaviours, menstrual hygiene, life skills and nutritional supplementation, such as Scheme for Adolescent Girls, Rashtriya Kishore Swasthya Karyakram and Mukhyamantri Kishori Swasthya Yojana. Some of the programmes are aimed at incentivising delaying of marriages, while some others facilitate increased mobility of adolescents by providing bicycles. In addition, adolescents also have access to platforms and forums where they can come together and express their issues and needs, for instance, Meena Manch, Children's Parliaments and Village Level Child Protection Committees. Box 5.1 present key clusters of schemes and programmes in Bihar that are aimed at meeting different needs of adolescents.

Box 5.1 – Key programmes addressing varying needs of adolescents in Bihar



A number of departments of Government of Bihar come into play in delivering adolescent programmes in Bihar. The Department of Education has a large share of programmes for adolescents, including the Samagra Shiksha programme, Mukhyamantri Balika Cycle Yojana, Kasturba Gandhi Balika Vidyalaya, Mukhyamantri Kanya Utthan Yojana and a number of scholarship schemes. Several schemes are implemented by a number of departments, such as skill development initiatives under Kaushal Vikas Mission (implemented by the departments of Labour Resources; Agriculture; Animal and Fisheries Resources; Information and Technology, and Science and Technology), Mukhyamantri Kanya Utthan Yojana (implemented by department of Education; Health and Family Welfare, and Social Welfare) and Pre-Matric Scholarships (implemented by departments of Education; SC and ST Welfare;

BC and MBC Welfare, and Minorities Welfare). Box 5.2 presents a bird's eye view of key adolescent-schemes and departments implementing them.



A number of entitlements are available to adolescents under the aforesaid programmes run by various departments and agencies of Government of Bihar. These range from entitlements for free or subsidized education to opportunities of intensive skill development and health counseling. Box 5.3 (A, B, C and D) bring together key entitlements of adolescents girls and boys in various programmatic domains.

Box 5.3 (A) – Entitlements under key programmes in the domain of education	
Name of programme / scheme	Entitlements for adolescents
Samagra Shiksha ³⁵ (inclusive of Sarva Shiksha Abhiyan and Rashtriya Madhyamik Shiksha Abhiyan)	<ul style="list-style-type: none"> <i>RTE entitlements</i> i.e. textbooks, uniforms up to class VIII, reimbursement towards expenditure incurred for 25% of admissions under Section 12 (1) I, RTE Act, special training for age appropriate admission of out-of-school children (OoSC) at elementary level <i>Self-defense and life skills</i> training for three months at secondary/senior secondary levels. <i>Inclusive education</i> for children with special needs in general schools. <i>Vocational Education</i> at Secondary and Senior Secondary <i>KGBVs</i> to be extended up to Class 12th for smooth transition of girls from Elementary to Senior Secondary. <i>Residential schools/ Hostels</i> at elementary level And, other entitlements include education through open learning system, home schooling, wherever necessary, itinerant teaching, remedial teaching, community based rehabilitation (CBR), etc.
Kasturba Gandhi Balika Vidyalaya ³⁶	<ul style="list-style-type: none"> Residential education facility for girls in the age group of 10-18 years studying in Classes VI to XII; belonging to SC, ST, OBC, Minority communities and BPL families in educationally backward blocks. Three models of hostels are run under the scheme, with capacity of 100 girls, 50 girls and 50 girls respectively, with the third model located within schools.

³⁵ http://samagra.mhrd.gov.in/docs/Framework_IISE%20_F.pdf

³⁶ https://niti.gov.in/writereaddata/files/document_publication/KGBV-report.pdf

Bihar Student Credit Card Scheme ³⁷	<ul style="list-style-type: none"> Bihar Student Credit Card scheme is a demand-based scheme of providing loans up to Rs. 4 lakh for 12th pass students of age up to 25 years, bearing an interest rate of 4% (1% in case of transgender students, women and students with disability) and moratorium on repayment of interest till one year after completion of course (or six months after getting a job, whichever is earlier).
Mukhyamantri Balika Cycle Yojana ³⁸	<ul style="list-style-type: none"> An entitlement of Rs. 2,500/- for purchase of bicycle, for every girl studying in government schools of Bihar and passing the eighth grade.
Pre-matric scholarships ³⁹	<ul style="list-style-type: none"> Scholarships at the rate of Rs. 50 per month for students in Class I to IV; Rs. 100 per month for students in Class V and VI and Rs. 150 per month (or Rs. 2,250 per annum, including scholarship for 10 months and an <i>ad hoc</i> annual grant of Rs. 750) for students in Class VII to X. In addition, all students residing in government hostels are provided an additional support of Rs. 200 per month (or Rs. 2,400 per annum).
Post-matric scholarships ⁴⁰	<ul style="list-style-type: none"> Reimbursement of compulsory non-refundable fees paid to recognised institutes, study tour charges up to Rs. 1600 per annum and thesis typing/printing charges for Research Scholars and book allowance and book bank facility for specified courses. Maintenance allowance ranging from Rs.380/- to 1200/- per month for hostellers and from Rs. 230/- to Rs. 550/- per month for day scholars from SC / ST and minority background, depending on choice of courses. In case of OBC students, allowances range from Rs.150/- to 425/- per month for hostellers and from Rs. 90/- to Rs. 190/- per month for day scholars. Additional allowance for students with disabilities, including reader allowance (for visually-challenged students, between Rs. 160 – 240 per month), transport allowance (Rs. 160 per month), escort allowance (Rs. 160 per month), helper assistance (Rs. 160 per month) and extra coaching allowance (Rs. 240 per month) for the complete duration of courses.
Mukhyamantri Kanya Utthan Yojana ⁴¹	<ul style="list-style-type: none"> Financial support for all girls born in a year @ Rs. 2000/-: Financial support for Aadhaar registration of newborn girls @ Rs. 1000/- Financial support girls age 2 years availing of complete immunization @ Rs. 2000/- Financial support for uniform for girls enrolled in Class I – 2 @ Rs. 600/- Financial support for uniform for girls enrolled in Class 3 – 5 @ Rs. 700/-: Financial support for uniform for girls enrolled in Class 6 – 8 @ Rs. 1,000/- Financial support for uniform for girls enrolled in Class 9 – 12 @ Rs. 1,500/- Amount for sanitary napkins for girls enrolled in Class 7 – 12 @ Rs. 300/- Financial support for all unmarried girls passing intermediate @ Rs. 10,000/- Financial support for all girls completing graduation @ Rs. 25,000/-
Building and other Construction Workers Welfare Fund schemes ⁴²	<ul style="list-style-type: none"> Scholarships for children of registered working in the building and construction sector, amounting to

³⁷ <http://bvm.bihar.gov.in/content/3750/youthmission>

³⁸ https://state.bihar.gov.in/educationbihar/cache/18/14-Jan-21/SHOW_DOCS/balak-balika-cycle-yojna.pdf

³⁹ Govt. of Bihar circulars dated February 6, 2020 and March 4, 2020; Dept. of Education

⁴⁰ 'Centrally Sponsored Scheme of Post Matric Scholarships to the Students Belonging to Scheduled Castes for Studies in India', Ministry of Social Justice and Empowerment, April 2018

⁴¹ <https://sarkariyojana.com/bihar-mukhyamantri-kanya-utthan-yojana-application-form/>

Box 5.3 (B) – Entitlements under key programmes in the domain of health and nutrition	
Name of programme / scheme	Entitlements for adolescents
Rashtriya Kishor Swasthya Karyakram ⁴³	Information and counseling; health and referral services; IFA supplementation and biannual helminthic control for adolescents.
Mukhyamantri Kishori Swasthya Yojana ⁴⁴	Information and counseling for girls studying at high school level on menstrual hygiene, nutrition and the importance of consumption of IFA tablets.
Scheme for Adolescent Girls ⁴⁵	Each out of school adolescent girl in the age group 11-14 years registered under the scheme is provided supplementary nutrition similar to that of a pregnant women and lactating mothers under ICDS for 300 days in a year, given in the form of take home ration. Additional entitlements include: <ul style="list-style-type: none"> • IFA supplements • Health check-up and referral services (every three months) • Nutrition and health education (5-6 hours per week) • Life skill education and counseling/guidance on accessing public services.
Village Health, Sanitation and Nutrition Days ⁴⁶	A range of outreach services related to adolescent health and family planning, including check-up for Anaemia, especially in adolescent girls and adolescent pregnant women; along with and referral services and counseling about the following in particular: <ul style="list-style-type: none"> • Ways of preventing diseases due to nutritional deficiencies, • Healthy food habits, • Hygienic and correct cooking practices, • Importance of iron supplements, vitamins, and micronutrients Food that can be grown locally.
Box 5.3 (C) – Entitlements under key programmes in the domain of protection	
Name of programme / scheme	Entitlements for adolescents
Integrated Child Protection Scheme ⁴⁷	<ul style="list-style-type: none"> • Shelter for children in need of care and protection and children in conflict with law • Sponsorship for destitute families to enable them to take care of their children • Support to foster families adopting children • Childline – a helpline for children • Speedy access to hearing, justice and welfare interventions for children in conflict with law and those in need of care and protection, through institutions such as JJBs and CWCs
Child labour rehabilitation scheme ⁴⁸	An amount of Rs. 25,000 is deposited in a special fund in the name of each child labourer rescued from hazardous industries. In addition, an amount of Rs. 3,000 is paid to the family of each rescued child labourer as immediate relief, payable for covering expenses on food for a month, clothes and medicines.
Box 5.3 (D) – Entitlements under key programmes in the domain of skilling and livelihoods	
Name of programme / scheme	Entitlements for adolescents
Kushal Yuva Programme ⁴⁹	240 hours of training, including 40 hours on life skills, 80 hours on communications skills in English and Hindi, and 120 hours on basic computer literacy, delivered over 3 months. In addition, a self-help allowance of INR 5000 is provided to desirous unemployed candidates in the age-group of 20-25, on successful completion of training.
Pradhan Mantri Kaushal Vikas Yojana ⁵⁰	Skill development trainings in 165 different courses related to 28 different industry verticals.

⁴² https://state.bihar.gov.in/labour/cache/40/14-Jan-21/SHOW_DOCS/Schemes-12.pdf

⁴³ RKSK Operational Framework 2014 – translating strategy into programmes – Ministry of Health and Family Welfare, Govt. of India

⁴⁴ https://state.bihar.gov.in/educationbihar/Content.html?links&page=FACTS_SCHEMES

⁴⁵ Scheme for Adolescent Girls – Administrative Guidelines: Ministry of Women and Child Development, 2018

⁴⁶ <https://nhm.gov.in/index1.php?lang=1&level=1&sublinkid=149&lid=225>

⁴⁷ <https://wcd.nic.in/integrated-child-protection-scheme-ICPS>

⁴⁸ https://state.bihar.gov.in/labour/cache/40/14-Jan-21/SHOW_DOCS/Schemes-6.pdf

⁴⁹ <https://skillmissionbihar.org/kushal-yuva-program>

Building and other Construction Workers Welfare Fund schemes ⁵¹	<p>Full course tuition fees if children of registered construction workers get admitted to premium institutions Like IIT/IIM/AIIMS.</p> <ul style="list-style-type: none"> Rs. 20000 for B. Tech. or equivalent Course. Rs. 10000 for Polytechnic, Nursing or equivalent diploma Courses. Rs. 5000 for I.T.I or equivalent Course <p>In addition, every year the BOCW Welfare Board selects one son and a daughter of three registered construction workers, who have scored the highest in their district in the Matric examination of the Bihar School Examination Board for cash awards of Rs 25,000/-, Rs 15,000/- or Rs. 10,000/- respectively.</p>
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Programmes and schemes for adolescents in Bihar are delivered through different administrative modalities, which include the following:

- Direct transfer of benefits to bank accounts of beneficiaries
- Services and benefits delivered through institutional outlets
- Services and benefits delivered through designated functionaries
- Non-financial benefits delivered through web-portals and various forms of IEC materials
- Conditional cash transfers linked with specific educational or other accomplishments

Consultations undertaken with a cross-section of adolescent girls and boys in Bihar, besides meetings with government functionaries in the state pointed at a number of issues in implementation of adolescent programmes in Bihar. This Chapter brings together a selection of key issues that impact the performance of the schemes for adolescents.

Delays in release of central funds

According to functionaries consulted during the review, release of funds from central agencies to state governments is often delayed after approval of annual project implementation plans. For instance, finalisation of the Annual Work Plan under the Samagra Shiksha programme, which must ideally be approved by end of March and implementation initiated from April, is often delayed by several months. It impacts the performance of many components of the programme. According to functionaries associated with the unit entrusted with mainstreaming of out-of-school children, the Special Learning Centres meant for such children must start functioning latest by 15 April each year after approval of the annual work plans, but often gets off the ground with a delay up to six months. Given that out-of-school children are usually identified annually through a survey completed by the month of September, the gap of six – nine months in finalisation of annual work plans is often responsible for a number of out-of-school children migrating or becoming traceless. This affects the programmatic objective of universalisation of elementary education.

“Warshik karyayojana ke final hone aur centre shuru mein aksar kayee mahinon kee deree ho jaatee hai. Tab taq school se baahar pahchaan kiye bachchon ko dubara dhoondh pana bahut mushqil ho jaata hai. (By the time the annual work-plan is finalised and the centre started, there’s a delay of several months.”

- A functionary of Bihar Education Project

Digital divide and information asymmetries

⁵⁰ www.pmkvyofficial.org

⁵¹ https://state.bihar.gov.in/labour/cache/40/14-Jan-21/SHOW_DOCS/Schemes-12.pdf

During consultations with adolescents in Patna and Gaya, several difficulties related to accessibility of schemes delivered through online mediums were mentioned by children. Even in Patna, the headquarters of the state, several adolescents recounted difficulties in relying on cyber cafes for timely upload of documents, attributed often to defunct links or systemic incompatibilities.

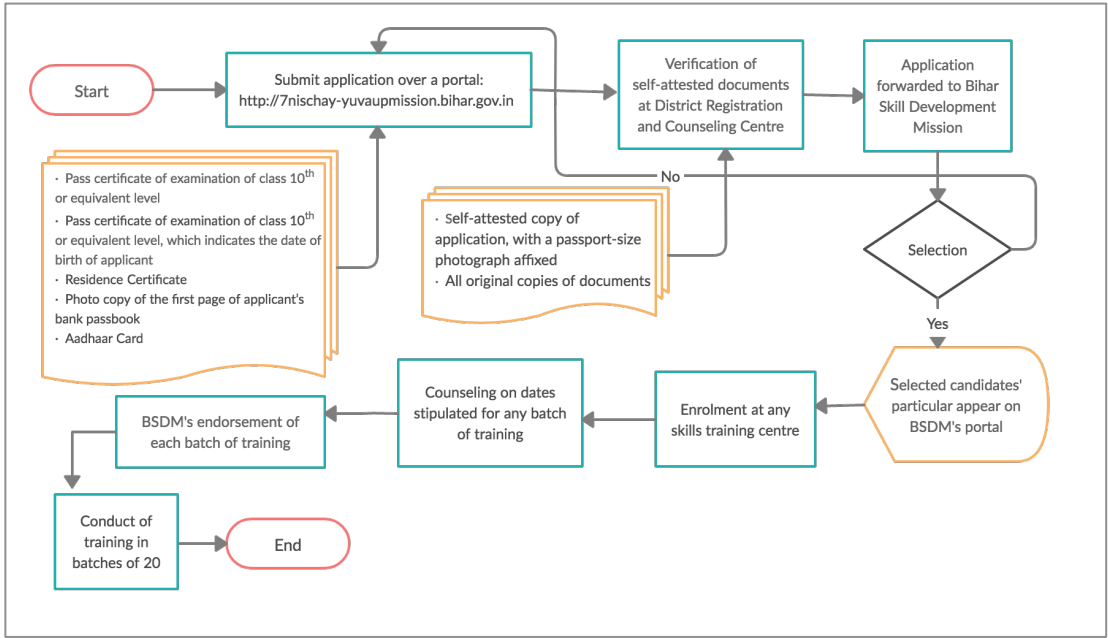
“The cyber café in our area was not able to submit applications for availing ‘protsahan rashi’ (incentive) paid to students passing the matriculation exam, due to ‘link failure’.”

- Adolescent boys (16 – 17 years) at Patna

Over 67% of the state’s population of 12,13,02,000 in 2020 is still deprived of access to internet, while nearly 49% of the population doesn’t have access to mobile phones⁵². This has significant implications for the accessibility of government programmes delivered through online mediums, especially for marginalized communities located at the disadvantaged end of digital divide. This implies that digital platforms should not serve as exclusive modalities of registering for a scheme or for transfer of benefits; there should be additional mechanisms of off-line access as well.

Box 5.4 presents the process map of the Kushal Yuva programme being implemented in the state. While it highlights the self-selecting character of the programme subject to submission of required documents and fulfillment of conditions of eligibility, difficulties in accessing the digital platforms was identified was a key deterrent for adolescents from marginalised communities to avail of the scheme.

Box 5.4 – Process map of the Kushal Yuva programme



Limited coverage of eligible beneficiaries under key adolescent programmes

⁵² Based on a report of National Commission on Population – ‘Population projections for India and States’ and a report quoting the Union IT Minister: <https://www.hindustantimes.com/india-news/6-2-crore-mobile-phone-users-3-93-crore-internet-users-in-bihar-it-minister-prasad/story-idCJPhJDxkvhEErbKXLwl.html>

Most adolescent programmes operate with a relatively low level of saturation of eligible beneficiaries, except programmes that by design have the scope of universal coverage, such as scholarship schemes. Schemes such as Mukhyamantri Balika Cycle Yojana, Mukhyamantri Kanya Suraksha Yojana and Samagra Shiksha register better performance in terms of number of eligible beneficiaries covered by the scheme, while programmes like Rashtriya Kishore Swasthya Karyakram, Mukhyamantri Kanya Utthan Yojana, Mukhyamantri Kanya Vivah Yojana and Scheme for Adolescent Girls account for relatively lower levels of saturation. Box 5.4 presents an analysis of degrees of coverage of eligible beneficiaries under a selection of adolescent programmes.

Box 5.4 – Analysis of degrees of coverage of important adolescent programmes⁵³ <i>In this section, the relative degrees of saturation⁵⁴ of persons fulfilling all the stipulated criteria of eligibility under key adolescent programmes have been calculated.</i>	
<p>Kushal Yuva Programme</p> <p>By 12 Sept 2020, as many as 11,26,874 students were admitted under the scheme across 1706 operational centres across Bihar, while 8,02,556 students had been certified for training by that date (ref. https://skillmissionbihar.org).</p> <p>This points at a cumulative saturation level of 18.6%, vis-à-vis an estimated universe of 60,72,709 beneficiaries, determined as follows:</p> <p>Estimated Universe of eligible, unemployed young people fulfilling criteria = [(A)+(B)+(C)+(D)+(E)] x (M) x (100%-N), where:</p> <ul style="list-style-type: none"> • (A) = All young people in the age-group of 15-28 years in Bihar (2,24,96,685) – Census 2011 • (B) = All SC youth in the age-group of 28-33 years in Bihar (12,74,595) – Census 2011 • (C) = All ST youth in the age-group of 28-33 years in Bihar (1,03,545) – Census 2011 • (D) = All PwD youth in the age-group of 28-33 years in Bihar, at disability incidence rate of 2.24% - Census 2011 (1,79,616) • (E) = All OBC youth in the age-group of 28-31 years in Bihar, at estimated OBC population of 45%⁵⁵ (25,43,850) • (M): 30.2% – Percentage of educated persons (highest level of completed education secondary and above in Bihar among persons of age 15 years and above [NSS 75th Round – 2017-18]) • (N): 24.4% - Labour force participation rate (LFPR) in Bihar (in per cent) according to usual status (ps+ss) for each State/UT, for age groups: 15-29 year (rural + urban, person) – Periodic Labour Force Survey 	<p>Mukhyamantri Kanya Utthan Yojana</p> <p>Barring the initial year of 2018-19, when an amount of Rs. 280 crore was budgeted for the MKUY scheme, allocations have remained stagnant at Rs. 50 crore per annum, pointing at a saturation level of 2.88%. For covering all eligible beneficiaries under scheme, an amount of Rs. 1,873 crore needs to be budgeted each year, as calculated below:</p> <p>Amount needed to cover all eligible girls = (A) + (B) + (C) + (D) + (E) + (F) + (G) + (H) + (I) + (J), where:</p> <ul style="list-style-type: none"> • (A) = Amount needed to cover all girls born in a year⁵⁶ (13,00,336) @ Rs. 2000/-: Rs. 260 crore • (B) = Amount needed to cover all Aadhaar-registered girls in a year (2,09,354)⁵⁷ @ Rs. 1000/-: Rs. 20.93 cr. • (C) = Amount needed to cover all girls age 2 years availing of complete immunization (8,43,480)⁵⁸ @ Rs. 2000/-: Rs. 168.7 cr. • (D) = Amount needed for uniform of girls enrolled in Class I – 2 (28,04,183) @ Rs. 600/-: Rs. 168.25 cr. • (E) = Amount needed for uniform of girls enrolled in Class 3 – 5 (45,07,330) @ Rs. 700/-: Rs. 315.51 cr. • (F) = Amount needed for uniform of girls enrolled in Class 6 – 8 (35,45,859) @ Rs. 1,000/-: Rs. 354.59 cr. • (G) = Amount needed for uniform of girls enrolled in Class 9 – 12 (21,45,241) @ Rs. 1,500/-: Rs. 321.79 cr. • (H) = Amount for sanitary napkins of girls enrolled in Class 7 – 12 (44,86,406) @ Rs. 300/-: Rs. 134.59 cr. • (I) = Amount needed for all unmarried girls passing intermediate (58,911) @ Rs. 10,000/-: Rs. 58.91 cr.⁵⁹ • (J) = Amount needed for all girls completing graduation (27,969) @ Rs. 25,000/-: Rs. 69.92 cr.

⁵³ All outlays mentioned in the Table are taken from Bihar’s Annual Budget 2020-21

⁵⁴ In this Box, the word ‘saturation’ refers to the degree of coverage of eligible beneficiaries

⁵⁵ <https://en.wikipedia.org/wiki/Biharis>

⁵⁶ At a Crude Birth Rate of 26.1 (Annual Health Survey 2012-13), vis-à-vis population of females (Census 2011)

⁵⁷ At an Aadhar saturation level of 16.1% for under-5 age-category, as on 31st May 2020 (ref. <https://uidai.gov.in/images/state-wise-aadhaar-saturation.pdf>), vis-à-vis all girls born in a year

⁵⁸ Children age 12-23 months fully immunized (61.7% - NFHS 2015-16)

⁵⁹ Flash statistics on school education, 2016-17

(Table 16):, 2017-18, Published in May 2019 by National Statistical Office, MoSPI	
<p>Scheme for Adolescent Girls</p> <p>The Scheme for Adolescent Girls currently bears a saturation level of SAG scheme: 35.4%, calculated as follows:</p> <ul style="list-style-type: none"> • (A) – Projected population of adolescent girls age 11 – 13 years (2017): 41,04,000; • (B) – Projected population of adolescent girls age 14 years (2017): 13,04,000 • (C) – Net Enrolment Ratio in the age-groups of 11-13 & 14-15 years (2016-17): 100%; 72.58% • (D) – No. of Out-of-School children in the age-group of 11 – 14 years (2017): 3,57,557 • (E) – Adjusted current population of out-of-school girls age 11-14 years in 2020: 3,68,283 • (F) – No. of girls in Bihar covered under the SAG scheme in 2019-20: 1,30,222 (SAG/1/2019-SAG; SAG-Final Minutes EPC meeting APIP) <p>Accordingly, saturation level of SAG scheme: (F) / (E), i.e. 35.4%.</p>	<p>Rashtriya Kishor Swasthya Karyakram</p> <p>The Rashtriya Kishor Swasthya Karyakram registers a saturation level of 9.4%, in terms of number of villages covered in Bihar. Overall, according to the Programme Implementation Plan 2019-20 of National Health Mission, the Peer Educator programme of RKSK is being implemented in 3,672 villages of 10 districts of Bihar, out of 39,073 census villages, engaging 17,280 Peer Educators. In addition, the programme employs 159 Adolescent Counselors. As many as 864 Adolescent Friendly Club meetings were planned at sub-centre level during 2019-20, while 201 AFHCs were expected to be set up across 21 districts.</p> <p>In addition, as many as 10005951 school-going adolescents and 5490704 non-school-going adolescent girls were to be supplied with IFA tablets during 2019-20, marking 66.2% saturation of Bihar's adolescent population. During the year, 31,01,231 out-of-girls girls were planned to be provided with 8 napkins per month for 6 months⁶⁰.</p>
<p>Samagra Shiksha</p> <p>School enrolment of children at elementary, secondary and senior secondary level points at a cumulative saturation level of 92%, 72% and 29% respectively, going by the population of children in the corresponding age-groups of 6-13, 14-15 and 16-17 as per Census 2011, determined as follows:</p> <ul style="list-style-type: none"> • (A) = Total enrolment at elementary level: 2,17,19,464* • (B) = Total enrolment at secondary level: 33,48,906* • (C) = Total enrolment at senior secondary level: 10,00,615⁶¹ • (D) = Total population of children in Bihar in the 6 – 13 age group in 2011: 2,35,71,789 – Census 2011 • (E) = Total population of children in Bihar in the 14 – 15 age group in 2011: 46,38,292 – Census 2011 • (F) = Total population of children in Bihar in the 16 – 17 age group in 2011: 34,55,852 – Census 2011 • Saturation at elementary level: (A) / (D): 92.1% • Saturation at secondary level: (B) / (E): 72.2% • Saturation at sr. sec. level: (C) / (F): 29% 	<p>Mukhyamantri Kanya Vivah Yojana</p> <p>As many as 3,17,310 girls are expected to benefit from Mukhyamantri Kanya Vivah Yojana each year. This is determined as follows:</p> <p>Eligibility criteria: All girls marrying after the age of 18 in households with earning below Rs. 60,000, i.e. equivalent to a fifth of 'women married for 0-4 years' and married after attaining the age of 18 years (i.e. 447252, as per Census 2011), multiplied by the proportion of households with primary earning less than Rs. 60,000 p.a. (70.96%: SECC 2011).</p> <p>Accordingly, for universal coverage of all eligible recipients, the scheme needs a budget allocation of Rs. 158.68 cr. per annum.</p> <p>Allocation on the scheme have hovered in the range of Rs. 39 crore – 105.6 crore in the last 6 years. In the current year, the budget estimate for the scheme is only Rs. 67 crore, pointing at a saturation potential of 42.2%.</p>
<p>Mukhyamantri Balika Cycle Yojana</p> <p>Mukhyamantri Balika Cycle Yojana entitles every girl passing the 8th class in a government school to be provided a cash amount of Rs. 2,500 meant for use in purchase of a cycle. The scheme currently registers a universe of 8,30,307 eligible girls (as per U-DISE 2016-17, the number of girl students in Bihar studying in 8th standard of education is 11,30,593 and the Transition Rate of girls from upper-primary to secondary level is</p>	<p>Mukhyamantri Kanya Suraksha Yojana</p> <p>Mukhyamantri Kanya Suraksha Yojana, with an outlay of Rs. 80 crore in 2020-21, points at a saturation level of 106% vis-à-vis the allocated budget resources, requiring an investment of Rs. 2000/- per beneficiary. Meant for BPL families registering birth of girl children in a year, equivalent to number of females in the state (4,98,21,295) multiplied by the crude birth rate (26.1 per 1000 population: AHS 2012-13), per cent of births</p>

⁶⁰ State PIP 2019-20, National Health Mission, Bihar

⁶¹ , * Flash statistics on school education, 2016-17

73.44% (ref. NIEPA 2016-17). With an allocation of Rs. 185 Crore in 2020-21, the scheme registers a saturation level of 89.1% .	registered in the state in a year (73.7%, as per CRS 2017) and no. of households with at least 2 SECC deprivations, i.e. 39.36%; the scheme calls for an investment of at least Rs. 75.44 crore each year, to saturate the eligible universe of 3,77,206 households.
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According to adolescents consulted during the review. Several schemes performed poorly in term of their relative uptake, in rural as well as urban locations. These included schemes related to provision of incentive on passing higher secondary examinations, educational loans for students, Kaushal Vikas Yojana, distribution of IFA tablets and Mukhaymantri Kanya Utthan Yojana. Schemes that registered consistently high ratings in all locations include programmes related to supply of free text books and mid-day meals. Other schemes, such as immunization services at Anganwadi, pre-matric / post-matric scholarships and amount for purchase of uniforms registered mixed ratings across groups and locations.

Weak mechanisms of tracking and preventing drop-outs

At present, most adolescent programmes in the state lack robust mechanisms of tracking or preventing drop-outs, especially in case of programmes that do not have any dedicated extension arrangements reaching up to villages. ASHAs and *anganwadi* functionaries are usually burdened with a substantial workload within the regular health and ICDS programmes, which often restricts their meaningful involvement in adolescent programmes such as RKSK and SAG. As a result the potential of the programmes remains constrained in many locations of the state.

According to functionaries of department of Education, Bihar currently has nearly 72,000 primary schools located across 1,12,000 habitations. Nearly 99.3% children have a school within their habitation. Only 1503 habitations do not have a primary school within a kilometer, while about 920 habitations have upper primary schools located beyond the norm of 3 km. For tracking out-of-school children, a register (*Baal Panji*) of children in the age-group of 0-14 years is prepared by schools each year by September 30, which points at around 1,11,000 out-of-school children, though as per sample surveys of the department, 8-10 lakh children could be out-of-school. It is relatively more difficult to conduct such surveys in urban areas. The register serves as an important input for planning, though the future of such registers beyond 2020 is currently uncertain. In addition, baseline test reports are prepared by the department for enrolling out-of-school children in schools, to ascertain their level of capability. Such reports are compiled at the level of schools, blocks, districts and state. As many as 64,000 children are currently enrolled in various Special Learning Centres run within school premises, and supported through residential and non-residential courses ranging from 3 months to 2 years. Education Volunteers and NGOs are also being engaged in the SLCs. The budget per child at the SLCs is very low, at Rs. 20,000 per annum (same as 2010 rates). The same at KGBVs is Rs. 36,000 per annum. This is often responsible for reluctance of centre authorities to admit children in residential courses. Delays in initiating Special Learning Centres for out-of-school children is a key reason of high number of dropouts from such initiatives.

Similarly, several other schemes that have the mandate of providing financial incentives to students, such as post matric scholarships or low-interest educational loans, too suffer from delays in processing of applications or have other bottlenecks. For instance, any payment of one-time lump sum fee for full course in government or private institutions is not entitled for reimbursement under post matric scholarships. Also, there's often a significant time-lag

between actual date of admission of students and receipt of maintenance allowance in their bank account, at times spanning several months, which prevents many economically disadvantaged students from depositing admission charges on time by investing their own money. During consultations with adolescent girls in Patna, a participant spoke about her initiative of applying for admission to a BBA course at one of the premier girls' institution in the town. She also applied for an educational loan to pursue the course. She waited for several months but there was no information. When she enquired with the office of the college to explore any alternative means of financial support, she came to know that such funds were not allocated this year for that course and hence either she has to bear the entire cost herself or opt for some other course. She ended up opting for the Arts stream, as the fee for the BBA course was out of her reach.

Among interventions in the health and nutrition sectors, Village Health Sanitation and Nutrition Days serve as an important opportunity of convergence, having the potential to bring together all key stakeholders related to delivery of health and nutritional interventions at one platform, including adolescent girls and boys, ASHAs, anganwadi workers and other service providers. However, no such days were recalled to be taking place in the locations of fieldwork.

Inconsistencies in budget structures

Several adolescent programmes do not have a consistent budget structure followed in the annual planning exercises. Such inconsistencies could be due to many reasons, such as due to restrictions on diversion or lapsing of funds under Scheduled Caste Sub-Plan (SCSP) and Tribal Sub-Plan (TSP). This at times necessitates creation of new budget heads to enable any additional allocations for budget heads bearing minor codes related to SCSP and TSP in situations of low expenditure. The bill codes assigned to adolescent programmes are often used in an interchangeable way in the budget documents of the state. For instance, ICDS bill codes 2235.02.102.0327 and 2236.02.789.0303 have been assigned funds only in the last 3 years, but not in earlier years assessed during the review, while bill codes such as 2236.02.789.0304, 2236.02.796.0305, 2235.02.102.0119 and 2235.02.103.0113 meant for distribution of nutritious food and beverage, and monitoring and evaluation of health and nutrition programmes have no funds allocated in recent years, but had substantial outlays in 2018-19 or earlier years. This makes panel studies on budgets relatively difficult.

Also, specific budget outlays of adolescent programmes such as RKSK are not published in the annual budget of Govt. of Bihar, but is usually part of the annual PIP of National Health Mission, where provisions related to adolescent health are interchangeably included under different components of the PIP, e.g. abstracts related to Community Based programmes, RMNCH+A, and ASHA, which need to be compiled holistically for one to get a complete understanding of the interventions aimed at adolescents. Often the allocations for adolescents under NHM are inter-changeably placed under varying annexes and abstracts.

Low visibility of adolescent programmes (e.g. RKSK) among adolescents

Consultations conducted with adolescents as part of the review pointed at very low level of visibility of programmes such as RKSK and SAG among adolescent groups. While programmes offering tangible gains such as Samagra Shiksha and Mid Day Meal scheme register higher recognition among children, the potential of programmes aimed at providing information or counseling to adolescents get undermined by the low levels of awareness about their scope and benefits. Outlays for IEC / BCC interventions in the budget structure of

programmes such as RKSK show significant variations from year to year, and need to be increased substantially for bringing about mass awareness about entitlements under such schemes. For instance, between 2016-17 and 2020-21, the annual outlay for IEC / BCC activities under RKSK has varied between 13.4 lakh (2016-17) to 6.17 crore (2020-21). However, while the allocation for 2020-21 was focused exclusively on use of multiple forms of media, allocations in earlier years between 2017-18 and 2019-20 also had a focus on promotion of inter-personal communication, for which no funds were available in 2020-21.

The visibility and uptake of schemes of educational loan such as Bihar Student Credit Card Scheme also seemed very low among adolescents consulted during the review.

"We know that there is scheme to provide loan for higher education. But there is no idea about who will get it and how can we get it."

- An adolescent boy (18 years) in Patna

Weak mechanisms of micro-planning and democratic accountability

At present, most adolescent programmes are administered and delivered through mechanisms that have very little space for participation of elected representatives or gram sabhas, though on paper some of the schemes do provide for the need of intensive consultations. For instance, the School Development Plans are expected to emerge from a process of intensive micro-planning undertaken in a participatory manner covering all habitations falling within the catchment area of each school. The preparation of the School Development Plan needs to be undertaken by a team including SMC members, community leaders, NGO representatives, teachers and guardians, especially parents of children from disadvantaged groups and weaker sections, and children with special needs. The process of micro-planning is expected to entail intensive interaction and dialogue with households within each habitations falling within the catchment area of a school, and must invest time environment building in the habitations, conduct of household surveys to assess participation of children in each household in school, preparation of a village map and formulation of a proposal for improved education facilities in the village. In reality, such processes are redundant in most locations. No different is a situation with regard to flagship schemes such as Rashtriya Kishore Swasthya Karyakram or Scheme for Adolescent Girls, where the entire range of interventions rests on standardised plans formulated within initiatives of frontline workers and no dedicated funds are available for micro-level planning involving the gram sabha or gram panchayats. Lack of robust micro-planning processes often results in high degrees of exclusion or procedural barriers to uptake of schemes.

At present, the scope of mechanisms such as the Right to Public Services Act, which have contributed significantly to standardisation of delivery of important public services in the state does not have any provisions related to adolescent programmes. While citizens have the choice of lodging any grievances through the stipulated mechanism of Bihar Public Grievances Redressal Act, or through platforms such as Janata Darbars organised periodically at the state and district levels in the offices of the Chief Minister or District Collectors respectively, it is very uncommon for grievances related to irregularities in delivery of adolescent programmes to be raised in this forums, which predominantly deal with complaints related to instances of corruption, disputes or harassment. Gram sabhas are not organised regularly in Bihar and given the limited administrative control of panchayati raj institutions in implementation of schemes, do not serve as a forum for accountability.

Usually, monitoring of programme interventions is undertaken through arrangements that have multiple agencies involved at different levels, such as by state level resource groups at state level, coordinators at district level and block level officers at block level, among others. Changes are assessed with respect to baselines and midline indicators, usually with a small data sample, ranging to the tune of 2 – 3 %. Democratization of the monitoring processes is essential in the interest of greater accountability of adolescent-facing interventions.

Irregular publication of gender-budgets

Bihar is one of the few states in India to have initiated separate publication of Gender Budgets and Child Welfare Budgets since 2008-09 and 2013-14 respectively. However, in recent years publication of these important supplements have been irregular and in the last five years, these were included as part of the set of annual budget documents only twice, i.e. in 2017-18 and 2018-19, which obscures the specific commitments of Government of Bihar on welfare of women and children.

For instance, an analysis of the gender budget of 2017-18 points at a significant thrust on enhancing the wellbeing of women and girls. The funds earmarked for women and girls under the Gender Budget for the year 2017-18 accounted for nearly 12.5 percent of Bihar's budget and constituted 23.9 percent of the cumulative budgets of the 18 departments that participated in the Gender Budget exercise in 2017-18. The total funds earmarked under Gender Budgets in 2017-18 accounted for a share of 46.6% of the cumulative financial value of Rs. 42923.82 crore spanning the 411 bills included under Gender Budgets. Among these bills included under Gender Budgets, as many as 60 budget bills earmarked the entire allocation for women and girls, amounting to Rs. 8338 Crore, while many as 19 were directly relevant for contributing to wellbeing of adolescents, cumulatively amounting to Rs. 312 crore. These include allocations for a number of important schemes such as Mukhyamantri Kanya Vivah Yojana, Mukhyamantri Kanya Suraksha Yojana, Mukhyamantri Balika Cycle Yojana, and Mukhyamantri Balika Poshak Yojana, among others. Key adolescent-focused schemes that form part of the gender-budgets have usually registered moderate to high degrees of expenditure in the last six years, varying in the range of 71% - 93% (in case of Mukhyamantri Balika Cycle Yojana), in the range of 67.4% - 80.9% (in case of Mukhyamantri Balika Poshak Yojana), in the range of 42.8% - 86.3% (in case of Mukhyamantri Kanya Vivah Yojana) and in the range of 0% - 189% (in case of Mukhyamantri Kanya Suraksha Yojana).

Lack of smooth inter-departmental convergence and coordination

Inter-departmental coordination needs to be strengthened substantially. According to functionaries consulted, departments should only do what they are best placed to do. Currently, departments of Labour Resources and Social Welfare also run educational interventions for rescued child labourers and children in need of care and protection and children in conflict with law, while education department runs its own independent operations to identify out-of-school children. Resources are allocated to departments separately for these processes. An alternative arrangement could be to have representatives of education department involved in raiding squads for rescuing child labourers. Engaging the education department could also expand the reach of rescue processes to a larger number of habitations. Usually, the Labour Resources Department shares lists of children rescued from situations of child labour and bonded labour from time to time. However, according to functionaries of department of Education, the addresses and contact details of such children shared by LRD are often insufficient to reach out to them, almost to the tune of 99%.

Similarly, while multiple departments in Bihar are allotted resources to implement the Skills Development Mission, including Departments of Labour Resources, Agriculture, Animal and Fisheries Resources, Information Technology and Tourism, expenditures on the Mission register huge variations across departments. While the department of Labour Resources reported variations in expenditures in the range of 67% - 86.9% between 2015-16 and 2018-19; it was between 0% - 15.2% in case of Department of Agriculture; between 0% - 122.7% in case of Department of Information Technology; between 0.4% - 64.2% in case of Department of Science and Technology; between 0.4% - 100% in case of Department of Tourism, and 100% in case of Department of Animal and Fisheries Resources. This points at the need of improved coordination between Bihar Skills Development Mission and implementing departments for enhanced performance of skill development programmes. In case of the Scheme for Adolescent Girls and the Rashtriya Kishore Swasthya Karyakram as well, the Village Health, Sanitation and Nutrition Committee can serve as a platform for facilitating improved outreach and inclusion.

Limited engagement of civil society in implementation

Most adolescent programmes have a relatively low levels of engagement of civil society organisations. Limited examples of engagement of civil society organisations in implementation of adolescent programmes indicate positive impacts. For example, in districts like Sitamarhi, where organisations like EngenderHealth initiated a NGO–Government collaborative model of implementation of RKSK, it turned out to be more effective in reaching a greater number of adolescents and improving their health and wellness, than programs implemented solely by government agencies, on account of its ability to leverage the expertise and resources of both civil society and the government to achieve greater impact. As a result of the project’s deployment of adolescent health counselors—a critical and missing group of human resources—and close coordination with government counterparts, funds allocated within the state’s existing budget for adolescent health were leveraged to ensure adolescent friendly health clinics (AFHCs) were functional and peer educator trainings were held regularly.

Synthesis and Programme Implications

Bihar has initiated a number of programmes for adolescents in the last two decades, which have made significant contributions to enhancing their well-being. While a number of interventions are being made by the Central and State Government agencies towards empowering adolescents, their effectiveness is often undermined with a number of factors, such as inadequate allocations for covering all eligible beneficiaries comprehensively, weak inter-agency coordination and delays in release of funds, which have been discussed earlier in this report. This Chapter outlines a selection of key imperatives for strengthening of adolescent programmes in the state and improved alignment with the needs of adolescents, which have been classified with an eye on implications for policy, design of adolescent programmes, budget allocation, implementation and strengthening of demands.

A. Implications for Policy

A1. Essential reforms for more meaningful budgeting for adolescent wellbeing

Publication of Gender Budgets and Child Welfare Budgets by the Government of Bihar since 2008-09 and 2013-14 respectively has helped in standardizing commitments of the State to development of women and children and to hold departments accountable for any underperformance. Bihar is one of the earliest states in the country to adopt gender budgeting since 2008-09 and has launched several schemes to address gender gaps through schemes such as Mukhyamantri Kanya Utthan Yojana, Mukhyamantri Kanya Suraksha Yojana, Mukhyamantri Kanya Vivah Yojana, etc. An analysis of budget documents of the last five years suggests that total allocation of funds for programmes for women and girls shows an increasing trend, though utilisation of funds varies significantly across different schemes. It would be important to avoid disruptions in publication of Gender Budgets and Child Welfare Budgets. It might be helpful to standardize the sub-minor codes for key interventions for adolescents, so that the need for tracking multiple bills for assessing the performance of any intervention can be avoided. Currently, several budget items are split between multiple bills, which makes tracking difficult.

The Government of Bihar has also been regularly publishing Outcome Budgets as well, though it would be immensely helpful for the government to also initiate the practice of annual Outcome Reporting, so that the actual uses of budgetary resources could be clearly identified. In the absence of such reports, mapping the actual number of units of beneficiaries for various heads of allocation becomes extremely difficult, given the number of beneficiaries reported under documents published by various agencies of the government often vary from each other.

A2. Need of stronger integration of adolescent programmes within Bihar's Roadmaps for Disaster Risk Reduction and for Development of the Health Sector

It would be important to work towards stronger integration of adolescent programmes in Bihar's Roadmaps for Disaster Risk Reduction⁶² and for Development of the Health Sector⁶³,

⁶² <https://www.unicef.org/india/media/2786/file/DRR-Roadmap-Bihar.pdf>

⁶³ https://niti.gov.in/planningcommission.gov.in/docs/aboutus/taskforce/tsk_bhs.pdf

which entail long term development vision and commitments of the Government of Bihar. The DRR Roadmap calls for initiatives for bringing about safe schools and resilient settlements, while the Roadmap for Development of Health Sector seeks reduction of malnutrition, improvement in Child Sex Ratio and emphasis of gender issues, among other thrusts. These Roadmaps seek stronger inter-departmental as well as inter-organisational coordination and convergence, and thus serve as an important trigger for improved performance of programmes relevant for adolescents as well. While on one hand these roadmaps provide for improved operational integration of programmes and synergetic use of budgetary resources, these also open up spaces for civil society initiatives to contribute their capabilities towards strengthening of the landscape of government interventions in the state.

A3. Schools – a potential source of continuous and comprehensive information

Schools are expected to provide continuous and comprehensive information about various opportunities and entitlements so that children can make right decisions at the right time. Schools can play an important role to build capabilities and perspectives of students across a range of domains, including mental health and emotional resilience; leadership and life skills; sexual and reproductive health; gender, inclusion, important schemes and career choices, among others. Adequate budgetary resources need to be provided to enable schools to discharge such a function, possibly by drawing upon a resource pool of experts operating across secondary schools as per a pre-scheduled calendar.

Similarly, availability of a platform of adolescents to discuss and acquire knowledge about matters of sexual and reproductive health can be of great support for most children in the communities visited. Schools can play an important role in this direction as well, through mechanisms that can also include out-of-school children.

A4. Need of scaling up the reach of crucial social protection programmes

As per the Socio Economic Caste Census of 2011, as many as 61% families in Bihar suffer from at least one crucial deprivation. Given the high incidence of poverty in Bihar, social protection programmes play an important role in strengthening of vulnerable families.

Nearly 8.64 Crore households in Bihar avail of support under the National Food Security Act, including nearly 1.16 Crore households registered as beneficiaries of Antyodaya Anna Yojana and nearly 7.46 Crore households identified as 'priority households' under the Act. While beneficiaries of Antyodaya Anna Yojana are entitled to receive 35 kg of food-grains per month, priority households are provided with 5 kg of food-grains per member per month, at the rate of Rs. 3/- per kilogram rice or Rs. 2/- per kilogram wheat.

As many as 1.97 crore job cards were issued in Bihar by end of November 2020 under Mahatma Gandhi National Rural Employment Guarantee Act. However, during the last completed financial year (2019-20), 33.8 lakh households were provided employment, marking about 19% of the number of households enumerated under SECC 2011, cumulatively amounting to 14.19 crore person-days of employment, at an average rate of 42 person-days of employment per household. Only 20,445 families availed of 100 days of work during the year, which marks a negligible 0.6% of all households provided employment during the year. It is thus evident that the average income earned by a household in Bihar from MGNREGA in a year, at a minimum wage rate of Rs. 194 per day, amounts to nearly 4.8% of

Bihar's average income per family, taking into account the state's per capita income (NSDP) of Rs. 30,617/- per annum (2018-19) and average household size of 5.5 (Census 2011).

Social protection interventions such as National Food Security Act and Mahatma Gandhi National Rural Employment Guarantee Act make a significant contribution to the food security of vulnerable families in the state and arguably, protect a substantial number of adolescents from slipping into compulsions of child labour or having to face other consequences of poverty. As per Census 2011, only 15.6% of adolescents in the age-group of 10-19 years are registered as workers or are seeking / available for work, though the proportion of families registering at least one SECC deprivation stands at 61% in Bihar.

B. Implications for Design and Implementation of Adolescent Programmes

B1. Need of timely release of programmatic funds

A recent report⁶⁴ by NITI Aayog highlights the issue of delays in disbursement of funds and establishes the disparities in the average number of days taken in transfer of the Central Government's share of NHM funds from state treasuries to implementing societies, where the delay was as high as 191 days in Bihar for Financial Year 2017-18. Significant delays have been experienced in finalisation of Annual Work Plans of Samagra Shiksha programme as well. It would make a significant difference if the time taken to release funds could be reduced, through directives to release funds the same day along with instructions for expenditure. Additionally, there seems a need of regularizing review meetings with various stakeholders at the state level towards expediting fund flow, and focus should be given on addressing the issue of inadequate human resources in district offices, which affects the overall planning process. Direct Benefit Transfer schemes have been helpful in expediting the fund flow, though their utilisation and accessibility by target beneficiaries need to be assessed to understand the impact in view of the low levels of internet connectivity and ownership of mobile phones. Consultation with Department of Education during the process highlighted the issue of delays in receipt of funds, making utilization of resources and achievement of planned outcomes difficult.

B2. Need of strengthening of mechanisms of beneficiary selection, planning and monitoring

There seems a good scope of strengthening of mechanisms of identifying eligible beneficiaries under various non-universal schemes and programs. For instance, evidences suggest there is lack of clarity about 'who are eligible for admission in KGBVs' and 'how to identify eligible girls' and no standardized method is followed for the identification⁶⁵. Also, there seems significant ambiguity in the scheme-specific modalities of planning and monitoring, when multiple schemes get subsumed under umbrella programmes such as Samagra Shiksha or the umbrella ICDS programme. Gram panchayats need to be supported to oversee functioning of adolescent programmes in their respective areas and to facilitate greater uptake of benefits of schemes for adolescents.

⁶⁴ Healthy states Progressive India: Report on the Ranks of states and UTs, Health Index, 2019, NITI Aayog, Government of India.

⁶⁵ https://niti.gov.in/writereaddata/files/document_publication/KGBV-report.pdf

B3. Need to strengthen mechanisms of preventing dropouts

Mechanisms of tracking dropouts from schemes need to be made more robust with focus on preventing dropouts. Such mechanism become hugely important in situations prompted by pandemics such as CoViD-19. Measures are needed for improving public perceptions about quality of public services, strengthening processes of direct interface and for linking vulnerable families with appropriate programmes to tackle the alarming rates of dropout of adolescents from schemes, expected to rise further due to the CoViD-19 pandemic. There appears a significant decrease in proportion of students transitioning from elementary schools to secondary schools, especially among minorities and Scheduled Castes in Bihar. Such trends are common in several aspirational districts where transition rate from primary to upper primary is very low, e.g. Katihar (57.98%) and Jamui (63.25%). Several other districts, such as Banka (80.75%), Begusarai (84.35%), Gaya (78.98%), Nawada (84.52%) and Purnia (87.19%) are below the national average of 89.72% as well.⁶⁶

B4. Need of strengthening mechanisms of coordination and convergence

Issues of coordination and convergence remain of crucial importance, having a bearing on the overall results and potential of adolescent programmes. For instance, the issue of school drop out cannot be comprehensively addressed without collaborating with agencies providing protection services under Department of Social Welfare. Identification of vulnerable families and tracking of vulnerable children would require Departments of Panchayati Raj, Social Welfare, Health and Education, among others to work in tandem to bring about the change that the state aspire to see in the status of adolescents. The intent of effective coordination and convergence could be served well by establishment of a high level inter-departmental forum, chaired by a senior government functionary such as the Chief Secretary to achieve better coordination among departmental secretaries, and through regular convergent meetings and reviews. According to government functionaries consulted during the review, institutionalizing a Coordination Committee at various levels could serve the purpose.

B5. Need of reforms in modalities of access of key schemes

Exclusive reliance on digital platforms for administering registration in schemes needs to be reconsidered. The review identified several cases where candidates desirous of enrolling for skill development programmes could not do so due to lack of necessary support or systemic compatibilities at local cyber cafes. Additional mechanisms of off-line access need to be provided for as well, especially in easily accessible spaces such as schools, to enable more and more candidates from disadvantaged background to opt for schemes of interest.

C. Implications for Financing of Adolescent Programmes

A1. Need of transitioning to an approach of Entitlement based Planning

Bihar should make a transition to an Entitlement-based Planning approach for determining the number of beneficiaries of various schemes, taking into account the eligibility criteria for beneficiaries of each scheme and calculating the actual number of people meeting stipulated criteria. Such an approach would also help in assessing the level of saturation of eligible

⁶⁶ <https://economictimes.indiatimes.com/news/politics-and-nation/centre-red-flags-school-dropout-rate-vacant-seats-in-bihar-girls-schools/articleshow/78175421.cms?from=mdr>

beneficiaries of each scheme. The Department of Planning and Development, Govt. of Bihar had initiated a move towards such transition in 2012-13, which needs to be revived. It would also help to avoid inconsistencies in reporting of number of beneficiaries of various schemes in different documents of Government of Bihar. At times, annual reports and Economic Surveys of the government interchangeably mention the cumulative number of beneficiaries of specific schemes and at times the year-specific number of beneficiaries, which are avoidable.

Transition to an approach of Entitlement-based Planning would enable the State to realistically determine the actual number of beneficiaries of government programmes. For instance, the analysis in Box 6.1 indicates the need of establishment of 62,429 additional school segments in 2021 to absorb the increased population load in 2021 (assuming the same decadal rate of population growth between 2011-2021 as witnessed between 2001-2011, i.e. 25.42%); the same average Student Classroom Ratio at currently prevalent at various levels of school education and the same average number of classrooms per school, as deduced from the Flash Statistics on School Education 2016-17.

Box 6.1 – Analysis of concentration of educational institutions vis-à-vis growth of population

As per Flash Statistics on School Education 2016-17, Bihar has 84,962 schools, including 80,302 schools with primary sections; 37,319 schools with upper primary sections; 7,748 schools with secondary sections and 4,119 schools with higher secondary sections. Together, these schools cater to a cumulative enrolment of 1,47,29,085 (primary level), 69,90,379 (upper-primary level), 33,48,906 (secondary level) and 10,00,615 (higher secondary level) students respectively.

Table 6.1 encapsulates an analysis of number of schools needed at various levels to saturate the projected population of children in 2021, in the census age-groups of 6-9, 10-13, 14-15 and 16-17 age-groups, determined assuming the same decadal growth rate of population of Bihar as recorded between 2001-2011 (i.e. 25.42%). Accordingly, by the year 2021, as many as 62,429 additional schools would be needed to comprehensively accommodate all children in the state, at the existing SCR prevalent at various levels.

Table 6.1 – Analysis of no. of additional schools needed at various levels

Age-groups	Less than 3	3 - 5 / Pre-primary level	6 - 10/ Primary level	11 - 13 / Upper-primary level	14 - 15 / Secondary level	16 - 17 / Higher secondary level	Total
Child population of Bihar, 2011, in different age-groups, and availability of schools for different age-groups							
No. of Boys	37,05,606	44,76,641	82,18,461	40,74,766	25,10,937	19,41,603	2,49,28,014
No. of Girls	34,41,926	42,12,959	75,94,381	36,84,181	21,27,355	15,14,249	2,25,75,051
Total	71,47,532	86,89,600	1,58,12,842	77,58,947	46,38,292	34,55,852	4,75,03,065
No. of age-appropriate schools	--	--	80,302	37,319	7,748	4,119	8,4962
Average no. of students per school	--	--	197	208	599	839	559
Bihar's SCR (Flash Statistics 2016-17)	--	--	41.3*	43.9*	46.2*	44.9*	--
Average no. of classrooms per school	--	--	4.4	4.3	9.4	5.4	--
Scenario 2021: Population projection for 2021, assuming the same decadal growth rate as between 2001 – 2011 (i.e. 25.4%)							
No. of Boys	46,47,682	56,14,737	1,03,07,840	51,10,694	31,49,293	24,35,217	3,12,65,463

No. of Girls	43,16,967	52,84,020	95,25,100	46,20,810	26,68,192	18,99,217	2,83,14,306
Total	89,64,649	1,08,98,757	1,98,32,940	97,31,504	58,17,485	43,34,434	5,95,79,769
No. of schools needed in 2021 (with the same average no. of classrooms per school and SCR)	--	--	1,09,024	51,604	13,405	17,885	--
No. of additional schools needed in 2021	--	--	28,722	14,285	5,657	13,766	--
<p># Sum of number of schools having primary and upper-primary grades respectively, and weighted average of SCRs for schools having different combinations of primary and upper-primary grades respectively (Flash Statistics on School Education 2016-17)</p> <p>Bihar will need 62,429 additional school segments in 2021 to absorb the increased population load in 2021, assuming the same decadal rate of population growth between 2011-2021 as witnessed between 2001-2011, i.e. 25.42%; the same average Student Classroom Ratio at currently prevalent at various levels of school education and the same average number of classrooms per school, as deducted from the Flash Statistics on School Education 2016-17. The projection of additional school segments include the requirement of 28,722 additional schools with primary sections; 14,285 additional schools with upper-primary sections; 5,657 additional schools with secondary sections and 13,766 additional schools with higher secondary sections. More schools would be needed if the prevalent SCR were to be further standardised to the range of 30 – 35 per elementary school, as against the existing average SCR of 41.3 and 43.9 in schools with primary and upper-primary levels respectively.</p>							

There's also a dire need of a manifold greater number of institutional resources of the likes of Short-Stay Homes, Industrial Training Institutes, Protection Homes, Working Women's Hostels and institutions for mental health care for adolescents and young women.

D. Demand-side Implications

D1. Need of greater visibility of key adolescent programmes

Given the high importance of adolescent programmes in the lives of adolescents, their visibility need to be enhanced substantially. Resources need to be budgeted for bringing about wider awareness about issues faced by adolescents and regarding various pro-adolescent schemes and policies of the government. For instance, funds available with the Department of Social Welfare related to conduct of exhibitions, seminars and conventions has been limited in the range of Rs. 15 – 20 lakh in the last six years, though the Department anchors multiples programmes of high relevance for adolescents.

Several adolescent-specific programs span across multiple programmatic domains, e.g. RKSK, which has as many as six verticals including nutrition, sexual and reproductive health, mental health, injuries and violence including, gender-based violence, substance abuse, and non-communicable diseases. Given the high importance of these components, they require much greater visibility among adolescents. Also, implementation of RKSK's key services, including AFHCs, peer education, menstrual hygiene and iron folic acid supplementation have so far been focused only across 10 high priority districts of Bihar, though some other components are rolled out across the state⁶⁷. The Scheme for Adolescent Girls too is being

⁶⁷ https://www.projectudaya.in/wp-content/uploads/2018/08/Bihar_RKSK_policy_brief.pdf

implemented across only 12 districts of Bihar⁶⁸. Among all components, the domain of mental health doesn't seem to get the due attention. The National Mental Health Survey-2015-16 highlights the issue of fragmented interventions with limited focus on the mental health of adolescents and children.

D2. Need of greater democratisation of programme implementation

Steps need to be initiated for greater democratisation of the processes of implementation of adolescent programmes, by enabling more meaningful involvement of gram sabhas and gram panchayats in oversight and governance of interventions. Section 165 of Bihar's Panchayat Raj Act 2006 provides for such powers and administrative controls to be devolved to panchayats, which needs to be acted upon effectively to bring about greater accountability and transparency in implementation of adolescent programmes.

E. Implications for agencies such as Save the Children

Agencies such as Save the Children can play an important role in facilitating periodic reality-check regarding the quality of implementation of adolescent programmes on the ground, by undertaking periodic participatory appraisals of such programmes from the perspective of communities and beneficiaries, and initiating programmes for addressing barriers in access to schemes so that exemplary models of community-led reforms can be created. Initiating campaigns for bringing about greater awareness about adolescent programmes and strengthening capacities of panchayats and frontline functionaries, especially about use of mechanisms such as social audits to facilitate greater democratization of adolescent programmes can also contribute significantly to enhance the quality of implementation. Periodic publication of Public Expenditure Reports about adolescent programmes can be another meaningful initiative to bring to light issues in implementation of adolescent programmes in states like Bihar in a regular manner.

⁶⁸ <https://wcd.nic.in/sites/default/files/List%20distt-SABLA%20one%20pg.pdf>

Annex. 1

Brief description of important adolescent programmes running in Bihar

This annexure summarises the programmatic thrusts and key provisions of important adolescent programmes in Bihar.

Samagra Shiksha

Samagra Shiksha is an overarching programme for school education extending from pre-school to class 12. The scheme has been prepared with the broader goal of improving school effectiveness measured in terms of equal opportunities for schooling and equitable learning outcomes. It subsumes the three Schemes of Sarva Shiksha Abhiyan, Rashtriya Madhyamik Shiksha Abhiyan and Teacher Education. Broadly, the programme has the following objectives:

- To ensure inclusive and equitable quality education from pre-school to senior secondary stage in accordance with the Sustainable Development Goal (SDG) for Education.
- To enhance learning outcomes of students;
- To bridge social and gender gaps in school education;
- To ensure equity and inclusion in school education from pre-school to senior secondary stage;
- To ensure minimum standards in schooling provisions;
- To promote vocationalisation of education;
- To support states in implementation of Right of Children to Free and Compulsory Education (RTE) Act, 2009; and
- To strengthen and up-grade SCERTs/ State Institutes of Education and DIET as a nodal agencies for teacher training

The *Sarva Shiksha Abhiyan* (SSA) is a key component of the Samagra Shiksha programme, launched earlier in 2001-2002 under mission mode aiming at providing relevant education to all children in the age group 6-14 years. It is a flagship program of the Government of India, implemented in partnership with State Governments for universalizing elementary education (UEE). The SSA, the main vehicle to implement the Right to Education Act, got the legal status after the enactment of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A and came into force with effect from 1st April 2010. From the year 2010-11, the SSA scheme is being implemented in accordance with the legal framework/provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, which provides for an entitlement of all children between the ages of 6 to 14 years to free and compulsory admission, attendance and completion of elementary education in a neighbourhood school. The framework for implementation of the SSA had accordingly been amended in September 2010 to align it with the provisions of the RTE Act, 2009. The SSA has been designated as the vehicle scheme for meeting the objectives of the RTE Act, 2009. The SSA covers all States and Union Territories. The overall objective of the scheme is to enhance access, participation, retention and completion of eight years of quality elementary education in the country.

The *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA), another key component of the Samagra Shiksha programme, was launched in March 2009 with the objective of enhancing access to secondary education and to improve its quality. At the time of its conception, it was envisaged to achieve an enrolment rate of 75% (from 52.26% in 2005-06 at secondary stage) by providing a secondary school within a reasonable distance of any habitation. The other objectives include improving quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, removing gender, socio-economic and disability barriers, providing universal access to secondary level education by 2017, i.e., by the end of 12th Five Year Plan and achieving universal retention by 2020.

During the year 2020-21, an amount of Rs. 13,472.6 crore and Rs. 1321.8 crore respectively were budgeted for the components of Sarva Shiksha Abhiyan and Rashtriya Madhyamik Shiksha Abhiyan respectively, and expenditures on these programmes varied between 50.4% and 231.2% respectively in the last 6 years. Detailed particulars of allocations and expenditures on these schemes between 2015-16 and 2020-21 have been presented in Chapter 4.

In recent years, universalisation of elementary education and bringing about improvements in quality of education are two of the department's key priorities. For the unit entrusted with education of out-of-school children, enrolment and retention of migrant children is a specific priority. The content and thrusts of the Samagra Shiksha programme might undergo significant changes in the years ahead, with initiation of the new National Education Policy in 2020 (summarised in Box A below).

Box A – National Education Policy 2020

India's National Education Policy was revised in 2020 after a gap of 34 years. It proposes the revision and revamping of all aspects of the education structure, including its regulation and governance, to create a new system that is aligned with the aspirational goals of 21st century education, including SDG4, while building upon India's traditions and value systems. The Policy lays particular emphasis on the development of the creative potential of each individual. It is based on the principle that education must develop not only cognitive capacities — both the 'foundational capacities' of literacy and numeracy and 'higher-order' cognitive capacities, such as critical thinking and problem solving — but also social, ethical, and emotional capacities and dispositions.

The Policy proposes sweeping changes including opening up of Indian higher education to foreign universities, dismantling of the UGC and the All India Council for Technical Education (AICTE), introduction of a four-year multidisciplinary undergraduate programme with multiple exit options, and discontinuation of the M. Phil. Programme. In school education, the policy focuses on overhauling the curriculum, 'easier' Board exams, a reduction in the syllabus to retain 'core essentials' and thrust on 'experiential learning and critical thinking'.

In a significant shift from the 1986 policy, which pushed for a 10+2 structure of school education, the new NEP pitches for a '5+3+3+4' design corresponding to the age groups 3-8 years (foundational stage), 8-11 (preparatory), 11-14 (middle), and 14-18 (secondary). This brings early childhood education (also known as pre-school education for children of ages 3 to 5) under the ambit of formal schooling. The mid-day meal programme will be extended to pre-school children. The NEP says students until Class 5 should be taught in their mother tongue or regional language. The policy also proposes phasing out of all institutions offering single streams and that all universities and colleges must aim to become multidisciplinary by 2040.

The policy brings back 'examinations' for students at classes 3, 5 and 8, besides Board exams at the end of Grades 10 and 12, for tracking progress throughout school years. It also proposes to encourage private institutions with a public-spirited commitment to impart high-quality equitable education and emphasises on the idea of graded autonomy of colleges and envisages every college to develop into either an Autonomous degree-granting College, or a constituent college of a university, with appropriate accreditations. Going forward, it would be important to preempt scenarios that make education unaffordable for disadvantaged classes, or force students to drop out on account of stress caused by periodic examinations.

Rashtriya Kishor Swasthya Karyakram

The Rashtriya Kishor Swasthya Karyakram (RKSK) was launched by the Ministry of Health and Family Welfare in 2014 for strengthening of the adolescent health system, focusing on effective communication, capacity building and monitoring and evaluation. The programme underscores the need for several constituencies to converge effectively and harness their collective strength to respond to adolescent health and development needs, with focus on six strategic priorities (programme) areas of nutrition, sexual and reproductive health non-communicable diseases, substance misuse, injuries and violence (including gender-based violence) and mental health.

The overarching intent of the programme is to build protective factors that can help young people develop 'resilience'. The programme operates in four major areas: the individual, family, school and community by providing a comprehensive package of information, commodities and services. It focuses on ensuring the availability of high-quality, gender-equitable, and adolescent-friendly health clinics (now renamed as Adolescent Health Resource Centres) and SRH services. Adolescent Health Resource

Centres (AHCs) and Adolescent-Friendly Clubs have been set up under the programme at district and sub-centre levels respectively, for providing convergent SRH and counseling services to adolescents, which also leverages a cadre of adolescent health counselors.

In addition to addressing the availability of services, it accords high priority to the need of engaging adolescents in promoting their own health and well-being. The programme works with ASHAs to select and train four adolescents (two boys and two girls) in each community as peer educators and leaders. These peer educators are trained on the six RKSK health components and safe spaces are facilitated among them to enable sharing and learning about various health topics, ranging from anemia to menstrual hygiene. The peer educators usually meet once a month to share what they are learning and to ask for support from each other, as well as from ASHAs, counselors and mentors in their health facilities and communities. In addition, the programme has created platforms for adolescents to meaningfully engage with service providers and government counterparts during Adolescent Health Days (AHDs), which are aimed at raising the overall awareness and importance of adolescents' health in communities with parents, guardians, and community leaders.

10 high-priority districts have been identified in Bihar for implementation of RKSK, which include Araria, East Champaran, Gaya, Jamui, Katihar, Kishanganj, Purnia, Saharsa, Sheohar and Sitamarhi. During the year 2020-21, an amount of Rs. 76.58 crore was budgeted for the scheme, which marks a reduction of 26.7% over the outlay of the previous year.

Integrated Child Protection Scheme

The major objectives of the ICPS are to: (a) institutionalize essential services and strengthen structures for emergency outreach, institutional care, family and community based care, counseling and support services at the national, regional, state and district levels; (b) enhance capacities at all levels, of all functionaries; (c) create database and knowledge base for child protection services; (d) undertake research and documentation; (e) strengthen child protection at family and community level, create and promote preventive measures to protect children from situations of vulnerability, risk and abuse; (f) ensure appropriate inter-sectoral response at all levels, coordinate and network with all allied systems; and (g) raise public awareness. Overall, this scheme is targeted towards children in need of care and protection. It is the responsibility of the institutions like Juvenile Justice Board, Child Welfare committee, Childline to identify and address issues related to children in need of protection.

During the year 2020-21, an amount of Rs. 63 crore was budgeted for the scheme, which marks a reduction of 42.2% over the outlay of the previous year.

Scheme for Adolescent Girls (SAG)

The multiple objectives of this scheme are to: (a) enable adolescent girls for self-development and empowerment; (b) improve their nutrition and health status; (c) promote awareness about health, hygiene, nutrition; (d) support out-of-school adolescent girls to successfully transition back to formal schooling or bridge learning / skill training; (e) upgrade their home-based skills and life skills; and (f) provide information/guidance about existing public services such as Primary Health Centers, Rural Hospitals/CHCs, Post Office, Bank, Police Station, etc. This scheme is open to all girls aged 11-14 years. The scheme is implemented through the platform of Anganwadis and is being implemented in 12 districts of Bihar, including Patna, Buxar, Gaya, Aurangabad, Sitamarhi, West Champaran, Vaishali, Saharsa, Kishanganj, Banka, Katihar and Munger.

During the year 2020-21, an amount of Rs. 4.3 crore was budgeted for the scheme, which marks a reduction of 89.4% over the outlay of the previous year.

Kasturba Gandhi Balika Vidyalyaya

To ensure access, quality education and smooth transition of girls from elementary to secondary and up to class XII wherever possible by setting up at least one residential schools for girls from disadvantaged

background at upper primary level in every educationally backward block, with rural female literacy below the national average and Towns/cities having minority concentration (as per the list identified by Ministry of Minority Affairs) with female literacy rate below the national average as per Census and where there are at least 50 girls from marginalized communities available to study in the residential school.

Currently, as many 584 KGBVs are operational across the state, with a total enrolment of 54545 girls. An outlay of Rs. 393.36 crore was approved by the Project Approval Board for KGBVs for Bihar, for the year 2020-21.

Scheme for Strengthening of Child Labour Rehabilitation System

Under the scheme, an amount of Rs. 25,000, inclusive of Rs. 20,000 recovered from employer and a sum of Rs. 5,000 contributed by the state government is deposited in the name of each child labourer rescued from hazardous industries in a special fund called 'Child Labourer Rehabilitation cum Welfare Fund', managed under the Chair of District Magistrate. The Fund has been established in each district of Bihar. In addition, an amount of Rs. 3,000 is paid to the family of each rescued child labourer as immediate relief, payable for covering expenses on food for a month, clothes and medicines. Particulars of all rescued child labourers in Bihar are recorded in a system known as Child Labour Tracking System, which has been in operation since June 2016. As per the intent of a State Plan of Action for Elimination, Rescue and Rehabilitation of Child Labourers, raiding squads have been constituted in each district for conducting raids and rescuing child labourers.

Mukhyamantri Kanya Utthan Yojana

Mukhyamantri Kanya Utthan Yojana (MKUY) was initiated in 2018 with the objectives to reduce the practices of female feticide, promote girls education, stop child marriages, lower fertility rates and to decrease the rate of population growth. The scheme is operated collaboratively by the Departments of Social Welfare, Health and Education, under the overarching supervision of Women Development Corporation.

Under the scheme, unmarried girl applicants who are residents of Bihar are entitled to receive conditional cash transfers cumulatively amounting up to Rs. 54,100/- for registering educational and other important accomplishments at different stages of growing up, till attaining graduation. Initially, an amount of Rs. 2000 is deposited in the account of the family on the birth of the girl. Thereafter, an additional amount of Rs. 1000 is provided to her family after her Aadhaar registration. Another amount of Rs. 2000 is released if the family completes the whole range of immunisation within two years of the girl's birth. After her admission in school, she is entitled to be provided with financial support for purchase of uniforms, amounting to Rs. 600/- per annum between Class I and II; Rs. 700/- per annum between Class III and V; Rs. 1,000/- per annum between Class VI and VIII; and Rs. 1,500/- per annum between Class IX and XII. While studying in Class VII – XII, she is also entitled to receive an amount of Rs. 300 per annum for the purchase of sanitary napkins. Eventually, a sum of Rs 10,000/- is payable to her on completion of intermediate in an unmarried state, while an girl completing graduation is entitled to receive an amount of Rs. 25,000 regardless of her marital status.

The scheme is applicable for girls and women who are permanent residents of Bihar, belonging to each and every social group, income group or religion. All college going girls, along with those attending primary, secondary and higher secondary level schools within the state, run by government, private or government-affiliated institutions are eligible to benefit under the scheme. Applicants need to have an active bank account in their name so that financial benefits can be transferred to their account.

Mukhyamantri Kanya Vivah Yojana

Mukhyamantri Kanya Vivah Yojana (MKVY) was initiated in the year 2007-08 with the aim of preventing child marriages in Bihar, promoting registration of marriages, extending financial assistance for marriage of girls of economically disadvantaged families and preventing domestic violence. Women older than 18

years of age and born in BPL families (or in families with annual income below Rs. 60,000), having any parent domiciled in Bihar, getting married to a groom aged 21 years or more without paying any dowry and registering their marriage are eligible to receive an assistance of Rs. 5,000 under the scheme. Benefits of the scheme can also be extended to instances of remarriage valid under marriage laws and marriage of widows.

Performance of the scheme in the state has registered significant variations in recent years. The annual budget allocation for the scheme has registered an undulating trend in the last six years, ranging from Rs. 60.5 Crore in 2016-17 to Rs. 67 Crore in 2020-21, with a peak of Rs. 105.6 Crore in 2018-19. Utilization of the budgets has ranged between 42.8% and 86.3% over the years. The inconsistent pattern in allocation of funds under the scheme is not guided by any realistic assessment of its demand. Timely access of MKVY benefits are often contingent upon availability of funds. Though the scheme was included within the purview of the Bihar Right to Public Service Act 2012, the provision that the benefit under the scheme needs to be delivered within 15 working days of availability of funds (and not from the date of receipt of application) seems erroneous in view of the high fluctuations in allocations and availability of funds at district level.

Mukhyamantri Kanya Suraksha Yojana

The Mukhyamantri Kanya Suraksha Yojana was launched in the year 2008-09 with the aim of curbing female foeticide in Bihar, promoting birth of girl child, increasing the sex ratio of the state and promoting registration of births. All girls in the age-group of 0 – 3 years born after 22.11.2007 in BPL families (limited to only two girls per family), whose birth is registered within a year after birth, are eligible to avail of benefits under the scheme, which amounts to the maturity value of a fixed deposit of Rs. 2000/- invested in the name of a girl child, redeemable after the enrolled girl child turns 18.

Performance of the MKSY scheme in the state has registered significant variations in recent years as well. The annual budget allocation for the scheme has registered an undulating trend in the last six years, ranging from Rs. 45.4 Crore in 2015-16 to Rs. 80 Crore in 2020-21, with a peak of Rs. 100 Crore in 2019-20. Utilization of the budgets has ranged between 52% and 189.3% in the 5 last years.

Pradhan Mantri Kaushal Vikas Yojana

Pradhan Mantri Kaushal Vikas Yojana (PMKVY) is an ambitious skill training scheme of government. Under the scheme, the central government provides skill training courses in different industrial verticals through authorized training centers. As many as 165 different courses of four different NSQF (National Skills Qualifications Framework) levels are currently being offered under the scheme across 28 different industry verticals, offered through 34 Skill Councils located across India. The duration of training courses ranges from 100 hours to 1080 hours.

In Bihar, as many as 1,03,530 candidates have availed of skill development trainings in various domains in 4,099 batches, conducted across 1,169 training centres.

Kushal Yuva Programme

Alongside PMKVY, the Government of Bihar has initiated the Kushal Yuva Programme (KYP) in 2016 with the aim of enhancing the employability of youth in Bihar, targeted at young people in the age-group of 15 – 28 years (15 – 33 years in case of SC/ST and persons with disability; 15 – 31 years in case of OBC), who have passed 10th Class irrespective of their having attained higher education or their currently pursuing higher education. Under the scheme, 240 hours of training is provided to participants of the programme, including on 40 hours of training on Life skills; besides Communications Skills in English and Hindi for 80 hours and Basic computer literacy for 120 hours, to be delivered over 3 months. In addition, a self-help allowance of INR 5000 is provided to desirous unemployed candidates in the age-group of 20-25, on successful completion of training. Over 11 lakh candidates had availed of training under the scheme by September 2020. The availability of over 1700 centres located across the state is a key driver of its relatively significant uptake.

Skilling of adolescents assumes importance in the light of change landscape of labour market in the country on account of changes in labour laws, reframed into 4 labour codes. Under the changed circumstances, workers across a wide spectrum of sectors would be subjected to much more stringent occupational demands and would need to be thoroughly skilled to survive in competitive conditions. Box B summarises key changes encapsulated in the four Labour Codes.

Box B – Amendments in Labour Laws and implications for adolescent workers

During the years 2019 and 2020, as many as 44 labour laws were subsumed under 4 labour codes, effecting significant changes in the purview of laws related to industrial relations, wages, social security, occupational safety, health and working conditions of workers across a wide range of establishments. Given India's workforce includes a significant number of child workers, adolescents and young adults below the age of 25, amounting to the tune of nearly 40.6% (44.7% in Bihar), the Codes have significant implications on the rights and entitlements of young workers.

The stated purpose of the **Code on Wages, 2019** is to regulate wage and bonus payments in all employments where any industry, trade, business, or manufacture is carried out. The Code subsumes four major laws, namely (i) The Payment of Wages Act, 1936 (ii) The Minimum Wages Act, 1948 (iii) The Payment of Bonus Act, 1965 (iv) The Equal Remuneration Act, 1976. The Code proposes to standardize and enforce minimum wages for different kinds of work; prevent gender-based discrimination in payment of wages and recruitments; provide for payment of overtime at double the normal rate of wages; stipulate payment of bonus for low-paid workers in the range of 8.33% – 20% of annual wages; seeks constitution of Advisory Boards at central and state levels inclusive of employees and women; and specifies penalties for offences committed by an employer, with the maximum penalty being imprisonment for three months along with a fine of up to one lakh rupees.

However, several limitations undermine the provisions of the Code on Wages. These are applicable only in cases of formal, contract-based employments and shall not apply to a large chunk of the informal workforce in India, estimated to constitute over 90% of the workforce. The rules also exclude domestic workers, self-employed workers, home-based workers and those employed as part of government schemes or initiatives of Self Help Groups, most of whom are women. It sets aside a grossly inadequate 25% of the minimum wages for expenditure on children's education, medical needs, recreation, and expenditure of contingencies. The assumption of a 4-member worker family for estimating the number of consumption units per family and minimum wages therefrom conflicts with the average household size of 5 as indicated by Census 2011.

The **Industrial Relations Code 2020** aims to consolidate and amend laws relating to Trade Unions, conditions of employment in industrial establishment or undertaking, investigation and settlement of industrial disputes and for matters connected therewith or incidental thereto. The Code subsumes the provisions of the Trade Unions Act 1926, the Industrial Disputes Act 1947 and the Industrial Employment Standing Order Act 1946. The Code restricts the rights of workers to strike, alongside an increase in the threshold relating to layoffs and retrenchment in industrial establishments having 300 workers from 100 workers or more at present — steps that are likely to provide more flexibility to employers for hiring and firing workers without government permission. It also raises the threshold for requirement of a standing order — rules of conduct for workmen employed in industrial establishments — to over 300 workers, which would enable companies to introduce arbitrary service conditions for workers. The Code proposes that no person employed in an industrial establishment shall go on strike without a 60-day notice and during the pendency of proceedings before a Tribunal.

The **Occupational Safety, Health and Working Conditions Code 2020** seeks to regulate health and safety conditions of workers in establishments with 10 or more workers, and in all mines and docks. The new Code subsumes and replaces 13 labour laws relating to safety, health and working conditions including the Factories Act, 1948; Mines Act, 1952; Dock Workers Act, 1986; Contract Labour Act, 1970; and Inter-State Migrant Workers Act, 1979. The stated purpose of the Code is to consolidate and amend laws regulating the occupational safety, health and working conditions of the persons employed in an establishment and for matters connected therewith or incidental thereto. The Code has defined inter-state migrant worker as someone who has come on his own from one state and obtained employment in another state, earning up to Rs 18,000 a month. The proposed definition makes a distinction from the present definition of only contractual employment. The Code, however, has dropped the earlier provision for temporary accommodation for workers near the worksites. It has though proposed a journey allowance — a lump sum amount of fare to be paid by the employer for to and fro journey of the worker to his/her native place from the place of his/her employment.

The **Code on Social Security 2020** is aimed at amending and consolidating laws relating to social security with the goal to extend social security to all employees and workers either in the organised or any other sectors and for

matters connected therewith or incidental thereto. The Code proposes a National Social Security Board which shall recommend to the central government for formulating suitable schemes for different sections of workers, gig workers and platform workers. Also, aggregators employing gig workers will have to contribute 1-2 per cent of their annual turnover for social security, with the total contribution not exceeding 5 per cent of the amount payable by the aggregator to gig and platform workers.

Pre Matric scholarships

All students studying in government schools and hailing from Scheduled Castes, Scheduled Tribes, Other Backward Classes and Muslim minority communities are entitled to receive monthly scholarships. The amount of scholarship is Rs. 50 per month for students in Class I to IV; Rs. 100 per month for students in Class V and VI and Rs. 150 per month (or Rs. 2,250 per annum, including scholarship for 10 months and an *ad hoc* annual grant of Rs. 750) for students in Class VII to X. In addition, all students residing in government hostels are provided an additional support of Rs. 200 per month (or Rs. 2,400 per annum). Students of general category studying in Class I to VIII are also entitled for this scholarship, subject to their annual family income not exceeding Rs. 1.5 lakh (applicable only in case of boys) and 75% attendance in a year.

Post Matric Scholarships

Post Matric Scholarship is a centrally sponsored scheme being implemented through the State Government. The objective of the scheme is to provide financial assistance to students from SC/ ST, OBC and minorities communities studying at post-secondary stage to enable them to pursue higher education. Candidates whose parents' or guardians' income from all sources does not exceed Rs 2.5 lakh in case of students from SC ST background; Rs. 1 lakh per annum for students from BC, EBC and minority background and Rs. 2 lakh per annum for students from minority background, can avail of Post Matric scholarships to enroll in recognised post-secondary courses, including specialist professional courses.

Under the scheme, students are entitled for reimbursement of compulsory non-refundable fees paid to the recognised institutes, besides study tour charges up to Rs. 1600 per annum and thesis typing/printing charges for Research Scholars and book allowance and book bank facility for specified courses. In addition, the scheme entitles students for receiving a maintenance allowance ranging from Rs.380/- to 1200/- per month for hostellers and from Rs. 230/- to Rs. 550/- per month for day scholars from SC / ST and minority background, depending on choice of courses. In case of OBC students, allowances range from Rs.150/- to 425/- per month for hostellers and from Rs. 90/- to Rs. 190/- per month for day scholars.

Also, students with disabilities are entitled to receive reader allowance (for visually-challenged students, between Rs. 160 – 240 per month), transport allowance (Rs. 160 per month), escort allowance (Rs. 160 per month), helper assistance (Rs. 160 per month) and extra coaching allowance (Rs. 240 per month) for the complete duration of courses.

Annex. 2

TOR for the Public Expenditure Review of Adolescent Programmes, Bihar

1. Background

Adolescence – the age of opportunity (10-19 years) – is a period of transition from childhood to adulthood when many critical factors influence the foundation for adult life. India has the largest population of adolescents in the world with 253 million (133 million boys and 120 million girls)⁶⁹ individuals. In order to realise their potential to the fullest, adolescents must be healthy, educated and equipped with information skills and confidence that would enable and empower them to voice their own issues but also contribute to their communities and the country's socio-economic growth. However, in most of the poor states in India, **the transition of adolescents to adulthood is not smooth due to poverty, poor access to social services (education, health, nutrition, skilling, social protection) and age-old harmful social and gender-based norms.** Adolescent Girls are especially disadvantaged due to a patriarchal set up, forcing them to drop out of schools and get married and bear children at an early age. "They are among the most economically vulnerable groups who typically lack access to financial capital and have more limited opportunities to gain the education, knowledge, and skills that can lead to economic advancement," as per a report by National Commission for Protection of Child Rights, Government of India.

In fact, girls and boys in India experience adolescence differently. While boys tend to experience greater freedom, girls tend to face extensive limitations on their ability to move freely and to make decisions affecting their work, education, marriage and social relationships. With the prevalence of gender discrimination, social norms and practices, biased behaviours and mind-sets across most regions of the country, girls become exposed to the possibility of gender-based discrimination, child marriage, teenage pregnancy, child domestic work, poor education and health, sexual abuse and exploitation and violence, lack of ownership of assets and employment opportunities. Some of the available data show profound challenges that they face. 27% of 20-24 years old women are married before the legal age of 18, 8% of girls aged 15-19 are pregnant or have at least one child.¹ 54% of girls and 48% of boys aged 18-19 have not completed Class 10. 70% of rural and 80% of urban women aged 20-24 are outside the labour force² and 21% of young men and 25% of young women (15-24) received vocational training. In the identified states, the situation of adolescents is further alarming.ⁱⁱⁱ Socio-economic factors, at times, force them for distress migration to urban localities or child marriage in case of girls, which make vulnerable to trafficking.

The governments^{iv} have put in place several policies⁷⁰ and social protection schemes and services⁷¹ that focus on the well-being of adolescents. However, these schemes, due to supply^v and demand gaps^{vi}, are marred by significant shortcomings in reach and impact. Similarly, the country has flagship programmes on skill building, however, rural adolescent girls have limited or no access to skill building training. Reach and quality are two big factors of these programmes^{vii}. Evidence also shows that the drop-out rate from skill building is quite high (almost 32% left skill building before their completion)^{viii}. On the basis of Save the Children's field experience, it has been learnt that this is partially due to rigid design and poor implementation along with low level of awareness and understanding of long term benefits.^{ix}

2. Strategic positioning

To address this situation, Save the Children has prioritised Adolescent as one of the Big Ideas (strategic priorities). **Specifically, through this Big Idea, the organisation aims to work with adolescent (especially girls) to empower them to make better-informed life choices.** To achieve these ambitions, we are working to improve capabilities of adolescents; creating enabling environment at local level; issue based thematic interventions; and creating an enabling policy and programmatic intervention. In this regards, Save the Children has implemented several project in multiple states including Bihar.

3. Purpose of the assignment

The objective of the assignment is to develop an understanding on the status of social protection schemes related to Adolescents (especially girls) in the state of Bihar. To understand the status- the assignment will look into outlays and extent of expenditure of the intervention for adolescents (both girls and boys) and assess how the allocation/expenditure is affecting delivery of the Social Protection schemes and services. Moreover, the research organization will also support in providing analytical support to outline output analysis.

⁶⁹ Census 2011

⁷⁰ Youth Policy In India 2014, National Policy for Children 2013; National Health Policy 2016 and National Education Policy; besides, the Government of India is committed to come Nation Employment Policy by 2021

⁷¹ Many Social Protection are there for adolescents; Kanayashree Prakalpa in West Bengal, BaghyaShree in Karnataka, Mukyamantri kanya suraksha Yojana in Bihar, Ladli scheme in MP, Jharkhand and Chattisgarh; Rastriya Kanya Suraksha Karyakaram- Cntral Government Scheme

4. Specific Objective of the Study

To understand processes/ mechanism by which Governments prioritises different issues (especially of the adolescent girls) and allocates funds accordingly.

To review and outline the steps/actions taken by Government of Bihar to respond to the needs and aspirations of adolescents (especially girls) in the state (Social Protection programme mapping and analysis in the state context) [Policy, Sectoral Plan and Programme review and analysis]

To analyse budget outlays and expenditure

- Analysis of Adolescent Specific programme outlays at the state level for the last five financial years
- Analysis of fund allocation, release and utilisation at the state level
- Analysis and comment on resource adequacy at the state level taking into account existing unit costs and targeted number of beneficiaries

Recommending way forward

- The gap in the fiscal provisioning, programme design and implementation
- Estimating the achievement – with current progress vs aspirations
- Resource Availability- Fiscal Space Analysis for Adolescent Specific Social Protection
- Programming way forward

5. Research questions

The following are the key (but not limited) research questions for the study:

- i. How are the National and State policies addressing overall needs of the Adolescents through budgetary allocations for the state?
- ii. What are the different programmes and schemes that can be clubbed into Health, Education, Nutrition, Protection, Skilling and Livelihood of adolescents for the State of Bihar?
- iii. What is the spread of these programmes and interventions across administrative departments and their delivery platforms?
- iv. What methodology should be adopted to identify a programme / scheme as Adolescent Specific in the State and distribute these interventions into various sectors?
- v. What is the quantum of funds budgeted for Adolescents Programme by the State government during the period from 2015-2016 to 2020-2021?
- vi. What is the compositional priority of funds budgeted for various components of DNIs and NSI in the State since 2015-16?
- vii. How funds flow under select adolescent interventions- from the Union Government to State, District and sub-District level?
- viii. How are specific social protection schemes, being implemented in the State for the better well-being of Adolescent outcomes?
- ix. What is the extent of funds utilised out of budget allocated for select adolescent specific interventions in the State since 2015-16?

6. Scope of Work

- Corroborate current policy and programme status across the key domain of Health, Nutrition, Education, WASH, Protection, Skilling and Livelihood.
- Map out the Departments and Agencies responsible across Government of JBihaar for supporting multi-sectoral coordination and delivery of Adolescent-related programme and schemes
- Budget outlays and expenditures for the last five years to understand the trend and estimate if the pace of progress is in the right direction.

7. Role of Technical Agency

- The identified technical agency will be responsible to accomplish objective-1 ,2, 3 & 4 and to find answers of research questions.
- Recommendations will be part of both reports; will be developed & agreed by both organisations.

8. Time line

The assignment will be completed in five months (1st December) from the time of its inception

9. Deliverables

- Inception report-outlining detail methodology and tools for data collection
- Public Expenditure Report on Adolescent Specific schemes as per objectives
- The technical agency will share the final report in a designed and print-friendly manner aligned to the publication and branding guidelines of Save the Children

- All secondary and primary, quantitative and qualitative data collected and collated in during the study in a proper tabular form.

10. Methodology and Tools

The technical agency will outline the methodology of PER.

11. Terms of Payment:

- First Installment of Fees (30% of Budget) would be paid on finalising the inception report
- Second Installment of Fees (30% of Budget) would be paid on submission of Draft Report
- Final Installment of Fees (40% of Budget) would be paid on Final submission of Report

12. Ethical Protocol

The proposed research will take place strictly in accordance with the Save the Children's Child Safeguarding Policy, which specifies the conditions to be ensured while interviewing child subjects for a study.

The research will also ensure that all the universally accepted principles of research, viz. respect for the confidentiality of identity of respondents, respect for their right to refuse an interview, end the conversation at any stage or refuse to share a particular detail, respect for privacy and personal dignity of respondents, etc. are duly observed. Not only during the data collection but also while processing and coding the data, these ethical principles will be adhered to.

13. Copyright

Save the Children India and the technical agency will jointly own the copyright of this report. This will not include data, and any other knowledge products developed as per the mandate of this study.

14. Data:

The technical organization will share all primary data, tables and analytical framework in a separate file.

15. Review, feedback and quality control mechanism of Save the Children:

The agency will be expected to work closely with Save the Children team. Study plan and timeline, study design and tools, analysis plan with inception report/tables and draft report will be shared with Save the Children for review and feedback will need to be incorporated. A copy of the final version (after incorporating the feedback) will be shared with Save the Children and consent taken before proceeding further.

All the information received for the duration of this engagement from Save the Children is to be treated confidentially and must not be shared without prior written permission.

For any queries or clarification, contact Bhawna Mangla, Assistant Manager, Save the Children, India at bhawna.mangla@savethechildren.in bhawna.mangla@savethechildren.in

Annex. 3

Tools used in the Review

1. Design of Interviews of Government Functionaries

[Questions to be customised to the profile of stakeholder interviewed]

Getting started

At the outset, thank the interviewee for offering time for the interview. Introduce yourself (e.g. 'My name is ABC and I work with an organisation called Praxis'). Seek out the name of the interviewee, besides designation and number of years at the current position. Describe the purpose of the interview, i.e. 'how Save the Children and Praxis, which undertake different kinds of work for improving the wellbeing of children, are collaborating to gain an understanding of the government's policies and schemes that are relevant for adolescents'. To make the best use of time, mention that we have already done quite a bit of background reading about the department's initiatives, and the interview is aimed primarily at getting a better sense of the background processes around how important schemes of the department get implemented across various levels. Reiterate the focus on adolescents. Seek the consent of the interviewee for taking notes or recording the interview.

Illustrative open-ended questions / cues to drive the conversation:

1. As of today, what are the most important or active interventions of the department for adolescents? (Need to distinguish between Centrally Sponsored and State schemes)
2. Explain to us the internal processes. What are the steps or stages of implementing these schemes that are followed every year?
3. How does the department collect inputs for planning at different levels? Who all have the opportunity to provide inputs for planning and how is it done?
4. How does the department decide its annual targets? How does it trade-off varying priorities for action and decide the final contents of an annual plan?
5. How does the department ensure inclusion of the most eligible beneficiaries? What are the mechanisms?
6. Approximately what proportion of eligible beneficiaries are currently covered under the scheme(s)? Is there a scope for the current universe of beneficiaries to be further expanded?
7. How sufficient is the allocation of budgetary resources for the key schemes?
8. How do funds flow from one level to another, i.e. from the state to districts and further down? How many different authorities handle the funds at different levels within each key scheme?
9. How does the department bring about public awareness about its schemes?
10. What are the mechanisms of monitoring or quality control? How does the department handle any grievances?
11. Does the department document any 'best practices' or have any models of implementation?
12. What could be some of the systemic challenges or bottlenecks, that need to be addressed for improving the implementation of the scheme? (to be probed for phases of design, financing (allocation, disbursement), implementation (convergence, integration, HR), monitoring (data management) or evaluation)
13. Mention the demand-side challenges faced by the department in implementation of schemes.
14. Has the CoViD-19 pandemic affected the implementation of schemes in any way? How?
15. Would you like to offer any suggestions for improving the implementation of the department's schemes?

In addition, seek clarifications around issues identified from the reading of secondary literature, wherever required. Finally, thank the interviewee for her / his valuable time and inputs. Seek consent to get back in future, should any further clarifications are required at a later stage.




















2. Outline of session with adolescent boys and girls

INSTRUMENT⁷² FOR UNDERTAKING FOCUS GROUP DISCUSSION WITH ADOLESCENTS

(1) The River of Life

[To be undertaken in discussion with groups of adolescent girls and boys (separately), disaggregating information for adolescents representing the age-groups of 11- 14 years and 15 – 19 years]

(a) '10 seeds method' – Trace the life-trajectories of girls and boys in the village...

Birth	
Pre-primary school	
Primary school	
Upper primary school	
Secondary school	
Higher secondary	
Graduation	
Post graduation	
Diploma / technical education	
Vocational training	
Salaried job	
Local informal paid work	
Marriage before the age of 18	
Marriage between the age of 18 - 21	
Marriage after the age of 21	
Not married	
Migration for livelihood	
Participation in youth platforms	
Pursuit of creative interests	

N.B. Can also include pursuit of businesses and entrepreneurship

Questions for discussion (to be asked with an eye on variations due to caste, APL/BPL status, gender, religion, age, ability and type of location):

- Articulate an ideal trajectory of life of an adolescent
- What are the reasons not many children are able to reach higher levels of education, career or life goals? What kinds of children are they (in terms of caste, class, gender, age, ability, etc.)?
- What kind of support do adolescents need to achieve the desired life trajectory?
- What difficulties were faced during Covid-19 lockdown by children, and what kind of support helped them to cope with the situation better (OR are needed to help them deal with the new challenges better)?
- How did the adolescents utilize Covid-19 lockdown period? Did they do anything new to cope with the situation?
- What should be done, so that adolescents are able to** (i) stay healthy and well-nourished, (ii) become more employable, (iii) escape child marriages and child labour, (iv) overcome pressures to quit studies; and (v) express their needs and voices openly in their families and community.

⁷² Notes need to mention name of location, date, names of facilitators and summary profile of participants.

(2) Matrix Scoring

[To be undertaken in discussion with a MIXED group of adolescents]

Schemes/ programmes		Access ⁷³ Score on the scale of 10	Ease of Accessibility Score on the scale of 10	Challenges, if any
Complete Immunization				
Financial support at the birth of a girl child				
Nutrition supplement for adolescents at AWC				
MDM	Primary			
	Upper Primary			
Free School Uniform	Primary			
	Upper Primary			
	Secondary			
	Higher secondary			
Free Textbooks	Primary			
	Upper Primary			
Financial support for sanitary pads	Upper Primary			
	Secondary			
	Higher secondary			
Bicycle scheme for girls				
Special training for age appropriate admission in school				
Kasturba Gandhi Balika Vidyalaya				
Pre-matric scholarships				
Post –matric scholarships				
Incentive for completing intermediate				
Incentive for completing graduation				
Financial support for marriage of the girls				
Vocational training courses (PMKY, DDU GKY)				
Mukhya Mantri Kanya Vivah Yojana				
Sukanya Samriddhi Yojana				
Student Credit Card Scheme				
Etc.				

ⁱ National Family Health Survey 2015

ⁱⁱ National Sample Survey 2011

ⁱⁱⁱ Table to specify the data from states in the (to be added)

^{iv} The Constitution of India gives a federal structure to the Republic of India, specifies the distribution of legislative, administrative and executive powers between the Union or Federal or Central government, and the States of India.

⁷³ Probing of 'access' to include questions on monitoring of access, i.e. if the child is getting the money in her/ his bank account and is also able to with draw / control herself/ himself.

Due to its constitutional arrangement, both the Central Government and the State Governments, have the power and jurisdiction to design and develop social protection programmes for its citizens.

^v Inadequate financing and benefit value of the schemes, management and monitoring inefficiencies in tracking, transparency, accountability & grievance redressal mechanisms and complex conditions and criteria are some of the supply sides issues; along with the fact that these schemes are routed through multiple ministries and departments, which make both service providers and service seekers confuse, leading to misrepresentation and under representation

^{vi} Adolescents and their families are not aware of different options of social protection schemes and services for which they are eligible, and even if they are aware, there are huge associated opportunity costs and communication and information gaps, which restrict them from accessing the scheme benefits.

^{vii} PIB, Govt. of India, Challenges of Skill Development in India.

^{viii} PIB, Govt. of India, Challenges of Skill Development in India.

^{ix} Short duration of training, poor quality and understanding market requirement are key reasons for adolescents' drop out. Most of the training programmes lack preparation/mobilisation for skill courses of community and adolescents, life skills, financial literacy, market base orientation, post-training support