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## **Internship Report**

on

**Analysis of Fiscal Decentralisation of Allocation in Indian Federation:  
2022-23 Case Study of Budget Allocation to Demand for Grants for Health  
and Family Welfare in Karnataka State**

**Manu Prathap**

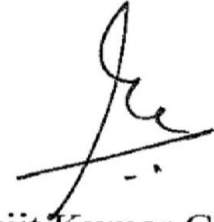
**December, 2022**

## Certificate

This internship report titled “Fiscal Decentralisation of Allocation in Indian Federation: 2022-23 Case Study of Allocation for Ministry of Health and Family Welfare” is a report on a study taken up at the Fiscal Policy Institute (FPI) in 2022-23.

The internship report is prepared by Manu Prathap, Department of Economics, University of Kerala, under the mentorship of Prof. M. R. Narayana, Consultant (A&R), Fiscal Policy Institute.

All opinions and conclusions expressed in the internship report are of the intern and the usual disclaimer applies.



Sujit Kumar Chowdhury

Director, FPI



Institute's Seal

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During the two-month internship period between November 7<sup>th</sup> to January 7<sup>th</sup> 2022-23, I had the opportunity to learn from the experts in my field. I learnt about the Fiscal Decentralisation of the allocation of Budgetary Resources and the mechanism of transfers of monetary resources vertically. I familiarised myself with government documents, namely Budget Volumes, Finance Commission reports, and Annual Financial Statements.

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# **ANALYSIS OF FISCAL DECENTRALISATION OF ALLOCATION IN INDIAN FEDERATION: 2022-23 CASE STUDY OF BUDGET ALLOCATION TO DEMAND FOR GRANTS FOR HEALTH AND FAMILY WELFARE IN KARNATAKA STATE**

## **1 INTRODUCTION**

Fiscal decentralisation is a vital component of the decentralisation of the governance and planning process. It aims to enhance the productive capacity of social sectors in an economy. As the lower levels of the government are closer to local people and conditions, a proper fund devolution to lower levels can result in grassroots development. The success of initiatives by the government is mainly a result of many factors, among which fiscal decentralisation plays an important role. In general, the success of a development project depends on many factors, such as how it is implemented, whether appropriately funded, how funds are arranged between different levels of government, and whether the project is implemented to reach the target population and areas.

India has a long history of public investments relating to health and family welfare. It has been a long road to reach its current position and uplift people through proper health guidance and policy initiatives. The Ministry of Health and Family Welfare in the Government of India (GOI) deals with the design and implementation of policies and health and family welfare programmes at the national level (though health is a state subject, these have significance at the national level). Due to the federal structure in India, fiscal decentralisation is vital for development of social sectors like health. Hence, it is vital to allocate budgetary resources to the state and lower levels of government such that the health and family welfare programmes can be appropriately implemented.

As per Article 21 of the Indian Constitution, the right to life also includes the right to health. Article 263 provides that the President of India can establish the inter-state council if he/she thinks that such a council can serve the public interest. The Central Council of Health and Family Welfare was formed in keeping with Article 263.

The Seventh Schedule under Article 246 has provided the Union, State, and Concurrent list. These lists show the division of powers between the union and the states in India. The Union List includes subjects on which the parliament make laws, and the State List includes subjects

that come under State legislature; the Concurrent List has subjects on which both parliament and state legislatures have jurisdiction.

Considering the Indian federation, many subjects, such as health, sanitation, and hospitals, are under the state list. Even though health is a state subject, it has national importance, so these are included in the Concurrent List. With the introduction of the 11<sup>th</sup> and 12<sup>th</sup> Schedules for Health and Sanitation, including hospitals, primary health centres come under local governments.

This internship report is the outcome of a short-term study of two months. It focuses on the decentralisation of allocation of the budgetary resources to the demand for grants for the Health and Family Welfare in Karnataka State. The allocations are focused on Centrally Sponsored Schemes at the national level, State Schemes in the Government of Karnataka (GoK) and district sector schemes of Local Bodies in Karnataka. The key objective of this study is to analyse the nature and magnitude of budget allocation to health and family welfare in the context of fiscal decentralisation. The reference period of this study is financial year 2022-23.

## **2. OBJECTIVES**

1. Describe the current policy frameworks for decentralisation of budgetary resources to Health and Family Welfare programmes at national, state, and local levels.
2. Analyse the fiscal decentralisation of allocation to Health and Family Welfare in Karnataka for the financial year 2022-23.
3. Draw implications on the relative size of fiscal decentralisation of budgetary allocation to Health and Family Welfare programmes by levels of government in Karnataka State.

## **3. DATA AND METHODOLOGY**

This section describes the methods and data sources used to determine the allocation of budgetary resources to health and family welfare demand for 2022-23 by the Government of India and the Government of Karnataka at the state and local levels.

This study has used secondary data to determine the allocation of the Government of India (GOI), the Government of Karnataka (GOK), and the Local Government. The Government of India allocates budgetary resources to health and family welfare through Central Sector Schemes, which the Government of India wholly funds, and Centrally Sponsored Schemes, which are transfers by the Government of India to state governments, and allocation to CSS that are shared by the union and the state governments. The details regarding the Government of India's allocation to the Ministry of Health and Family Welfare are collected from the

Budget Document - Expenditure Profile 2022-23. To calculate the Government of India's allocation to Karnataka, the following methods was used.

For calculating the non-CSS allocation of the Government of India to Karnataka state, first of all, the CSS allocation is deducted from the total allocation of the Government of India to health and family welfare. This gives us the non-CSS expenditure at the national level. The non-CSS allocation is divided by the projected population of India in 2021 to obtain the per capita allocation for health and family welfare at the national level.

Second, per capita allocation to health and family welfare at the national level is multiplied by the projected population of Karnataka in 2021 to arrive at the approximate non-CSS allocation to Karnataka.

The summation of the non-CSS and CSS allocation of the Centre will give us the amount allocated by GOI to Karnataka in health and family welfare for 2022-23.

The Karnataka state budget is used to determine how much Karnataka has allocated to health and family welfare and how much they have allocated to the local Panchayati Raj Institutions. The table below shows the data sources from which the data for the study is collected.

**Table 1: Data requirements and sources for 2022-23**

Sl No	Data Requirements	Data Source	Data Reference
1	Allocation by the Government of India to the Union Ministry of Health and Family Welfare	Government of India Budget profile 2022-23	Statement No – 3 Page No- 11
2	Share of Government of India and Government of Karnataka in CSS	Karnataka State Budget Volume-2	Page No: 94-156
3	Total expenditure of Government of India	Annual Financial Statement of Government of India for 2022-23	Statement – I Consolidated Fund of India Capital Account- Disbursement.
4	Total expenditure of Government of Karnataka	Annual Financial Statement (Budget) 2022-23	Abstract statement of receipts and disbursement of the Government of Karnataka
5	The Projected Population of India and Karnataka	Census of India 2011. Population Projection for India and States	Projected total population by sex as on 1 <sup>st</sup> march 2011-2036: India, States and Union Territories. Page No- 44-56



6	Allocation by the Government of Karnataka to H&FW	Karnataka State Budget Volume-2/ District Sector Volume	Abstract showing Expenditure by major heads. Page No: 11
7	Allocation by the Government of Karnataka to local governments	Karnataka State Budget Volume 2/ District Sector Volume	Page No: 94-156

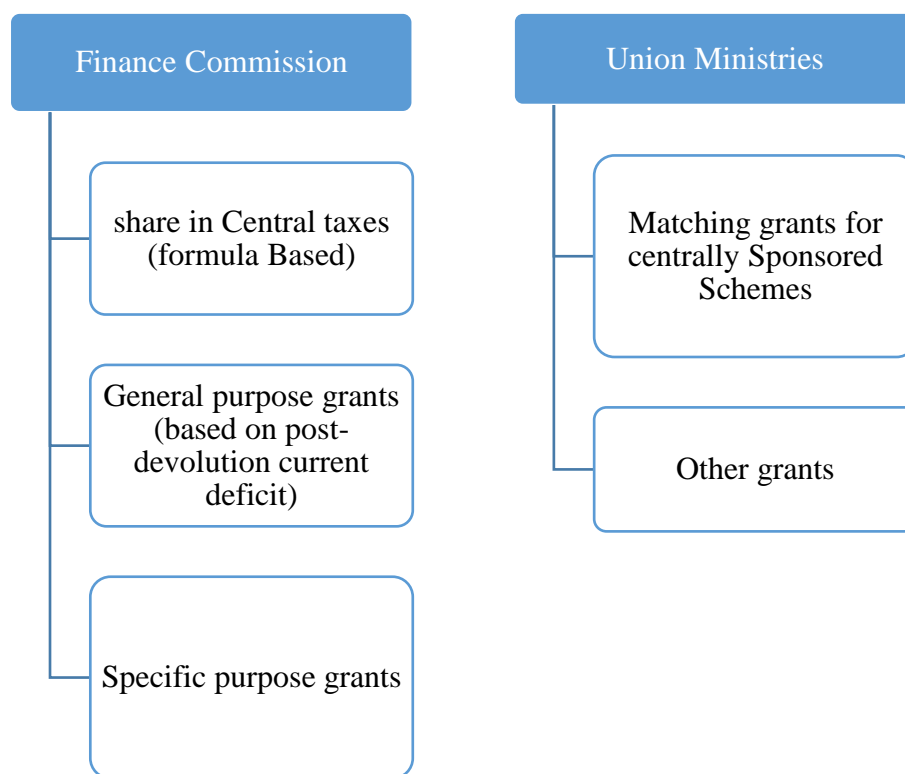
**Source:** Compiled by the author

## 4. ANALYSIS

### 4.1 Institutional Framework for intergovernmental transfers

This section explains the institutional framework for the allocating budgetary resources to the Health and Family Welfare programmes at the national, state, and local levels.

**Fig 1: Institutional Framework for intergovernmental transfers in India**



**Source:** Report of the 15<sup>Th</sup> Finance Commission

Since 2015, due to the obliteration of the Planning Commission, the Finance Commission (FC) has been the main channel of statutory transfer to the state. FC recommends on the state shares in central taxes, general purpose grants, and specific purpose grants. Within the states, the State Finance Commissions determine the transfers of monetary resources from the state government to the local government and inter se allocation of local bodies.

## **4.2 Flow of budgetary resources from GOI to states**

The Ministry of Health and Family Welfare, which is the focus of this study, demands grants from the Finance Ministry. Budgetary resources are allocated to the Ministry of Health and Family Welfare from the Consolidated Fund of India. Through Centrally Sponsored Schemes, the Ministry of Health and Family Welfare allocates its share to the state. The Government of India directly implements Central Sector Schemes.

At the state level, demand for grants for Health and Family Welfare is estimated and submitted by the Department of Health and Family Welfare to the Department of Finance in the Government of Karnataka. The Finance Department in the Government of Karnataka allocates the budgetary resources to the department for that particular year. And from these, the state government allocates for the district-wise schemes.

These are the existing frameworks through which the transfer of resources materialises at the national and state level in India.

## **4.3 Analysis of the Fiscal decentralisation of allocation for Health and Family Welfare (H&FW) in India for 2022-23**

In this section of the report, we focus on the fiscal decentralisation of allocation of budgetary resources by the Government of India to the Union Ministry of Health and Family Welfare and estimate the total allocation by the Government of India to Karnataka state, state government's allocation to the state Department of Health and Family Welfare and from that how much is allocated to Panchayati Raj Institutions (PRIs) in the state. The scheme of presentation is as follows.

- 4.3.1 Allocation by the Government of India to the Ministry of Health and Family Welfare.
- 4.3.2 Share of Karnataka in the Government of India's allocation
- 4.3.3 Allocation by the Government of Karnataka
- 4.3.4 Allocation to the District Sector in Karnataka for programmes and schemes of health and family welfare

### 4.3.1 Allocation by the Government of India to the Ministry of Health and Family Welfare

The budgetary resources to the Ministry of Health and Family Welfare are allocated to the Centrally Sponsored Schemes, Central Sector Schemes, establishment expenditure of the Centre other central expenditure. Each ministry is given a demand number by which it is referred to in the Budget Documents. The demand number for the Ministry of Health and Family Welfare is 46 in the Union Budget. The Budget estimates for the Department have a revenue section and a capital section summation of which is the total allocation for the Ministry.

**Table 2: Major heads and allocations to Union Ministry of H&FW**

Ministry/ Dept	Revenue (Rs in Cr)	Capital (Rs in Cr)	Total (Rs in Cr)	Percentage Share in Total
<b>Demand 46: Ministry of H &amp; FW</b>	<b>77367.43 (93.21)</b>	<b>5632.57 (6.79)</b>	<b>83000.00</b>	<b>0.73</b>
Central Sector Schemes	10315.63 (68.0)	4847.59 (31.97)	15163.22	18.27
Centrally Sponsored Schemes	47629.07 (99.99)	5.00 (0.01)	47634.07	57.39
Establishment Expenditure	6209.90 (90.57)	646.83 (9.43)	6856.73	8.26
Other Expenditure	13212.83 (99.00)	133.15 (0.99)	13345.98	16.07

**Source:** Compiled by the author from the Budget GOI expenditure profile 2022-23.

**Notes:** Figures in brackets are per cent share to the column's total

Table 1 shows the total amount allocated for the Ministry of Health and Family Welfare for 2022-23. The highest allocation is to Centrally Sponsored Schemes, with 57.39%, followed by the Central Sector Schemes, with 18.27%. The Budget Estimate for the Consolidated Fund of India for 2022-23 is Rs 11365359.73 Cr, and from this the allocation to the Ministry of Health and Family Welfare is Rs 83000 Cr which is 0.73%. The share of the capital expenditure is Rs 5632.57 crore, and revenue expenditure accounts for Rs 77367.43 crore.

Under the Central Sector Schemes, the total amount allocated is Rs 15163.22 Cr, from which the share of the revenue expenditure is Rs 10315.63 Cr and the share of capital expenditure is Rs 4847.59 Cr. The total amount allocated under the Centrally Sponsored Schemes (CSS) is Rs 47634.07 Cr, of which revenue expenditure accounts for Rs 47629.07 Cr and capital expenditure accounts for Rs 5.00 Cr. Under the establishment expenditure (the expenditure incurred for the establishment of new institutions for medical education and the establishment of various Secretariat services and medical facilities) the Centre's total allocation is Rs 6856.73 Cr, from which the amount for revenue expenditure is Rs 6209.90 Cr and capital expenditure

is Rs 646.83 Cr. Allocation for other central sector expenditure, the total amount allocated is Rs 13345.88 Cr, from which the revenue account's allocation amounts to Rs 13212.83 Cr and the capital account's allocation accounts for Rs 133.15 Cr.

#### **4.3.2 Share of Karnataka in the Government of India's allocation**

The share of Karnataka in total allocation to the Ministry of Health and Family Welfare by the Government of India (GOI) can be calculated by knowing how much the GOI has allocated to Karnataka Health and Family Welfare Department under CSS and approximating the rest of the allocation of Government of India to Karnataka.

To calculate the allocation to Centrally Sponsored Schemes to Karnataka, the Centrally Sponsored Schemes from the Budget Expenditure Profile 2022-23 were listed. There are about 50 CSS for all the Departments. As per the budget expenditure profile for 2022-23, of these 50 Centrally Sponsored Schemes, the first six are Core of Core Schemes or schemes that focus on social protection and social inclusion; and the rest 43 Core Schemes have National Development Agenda at their nuclei, and the last one is others. (Refer to Table 3).

From the 50 CSS, the relevant schemes for the Ministry of Health and Family Welfare are filtered out. The CSS is not given department-wise in the Union Budget 2022-23. Consequently, a filtering process is carried out by referring to the past budget records to know whether there is a department-wise specification of the CSS. Budget 2017-18 was the last budget for the department-wise specification of the CSS. Using the budget volume of the Government of India 2017-18, the CSS relevant for Health and Family Welfare is filtered out.

Filtered schemes in Health and Family Welfare are then used to cross-check if there is any new addition of programmes or deletion of existing programmes. The State budget record of Karnataka is used to know whether all the schemes listed in the CSS for Health and Family Welfare have been implemented in the state for the year 2022-23.

Due to the lack of available data regarding the Central Sector Schemes and other allocations of the Government of India to the Karnataka state Department of Health and Family Welfare, an approximation of these allocations is attempted.

The approximation method is by taking the non-CSS expenditure at the national level and dividing it by the total projected population of India, which would give us the national per capita for the Health and Family Welfare at the national level, and multiplying this by the projected population of Karnataka will give the non-CSS amount. Summation of both - CSS

and non-CSS allocation - will give the Government of India's allocation to Karnataka health and family welfare.

**Table 3: Lists CSS by Core of the Core Schemes and Core Schemes in 2022-23**

<b>Core of the Core Schemes</b>	
1	Mahatma Gandhi National Rural Employment Guarantee Programme
2	National Social Assistance Programme
3	Umbrella Programme for the Development of Minorities
4	Umbrella Programme for the Development of other Vulnerable Groups
5	Umbrella Programme for the Development of Scheduled Tribes
6	Umbrella Scheme for the Development of Scheduled Castes
<b>Core Schemes</b>	
7	Prime Minister Jan Aarogya Yojana (by subsuming RSBY)
8	Blue Revolution
9	Border Area Development Programme
10	Environment, Forestry and Wildlife
11	Infrastructure Facilities for Judiciary
12	Jal Jeevan Mission (JJM)/National Rural Drinking Water Mission
13	Jobs and Skill Development
14	Mission for Protection and Empowerment for Women
15	Modernisation of Police Forces
16	National Education Mission
17	National Health Mission
18	National Livelihood Mission
19	Pradhan Mantri Awas Yojna (PMAY)
20	Pradhan Mantri Gram Sadak Yojna
21	Pradhan Mantri Krishi Sinchai Yojna
22	Rashtriya Gram Swaraj Abhiyan (RGSA)
23	Shyama Prasad Mukherjee Urban Mission
24	Swachh Bharat Mission
25	Swachh Bharat Mission (Gramin)
26	Urban Rejuvenation Mission: AMRUT and Smart Cities Mission
27	National River Conservation Plan - Other Basins
28	Fortification of Rice and its Distribution under the Public Distribution System
29	Prime Minister Formalisation of Micro Food Processing Enterprises Scheme
30	Safe Tourist Destination for Women
31	Strengthening Teaching-Learning and Results for States (STARS)
32	Development Programmes (Animal Husbandry)

33	Saksham Anganwadi and POSHAN 2.0 (Umbrella ICDS- Anganwadi Services, Poshan Abhiyan, Schemes for Adolescents)
34	Mission Shakti (Mission for Protection and Empowerment of Women)
35	Mission VATSALYA (Child Protection Services and Child Welfare Services)
36	Pradhan Mantri Ayushman Bharat Health Infrastructure Mission (PMABHIM)
37	Digitalization of Primary Agriculture Cooperative Societies
38	Exemplar
39	Krishionnati Yojana
40	ASPIRE (Accelerating State Education Programme to Improve Results)
41	Pradhan Mantri Poshan Shakti Nirman (PM POSHAN)
42	Prosperity through Cooperatives
43	Rashtriya Krishi Vikas Yojna
44	Revision of norms for Central Assistance released to States/ UTs for meeting expenditure on intra-state movement, handling of foodgrains and FPS dealers margin under NFSA
45	Green Revolution
46	National Programme of Mid-Day Meal in Schools
47	India COVID-19 Emergency Response and Health System Preparedness Package (Phase [1] II) (DBS) (CSS)
48	Umbrella ICDS
49	White Revolution
50	Others

**Source:** Compiled by the Author from GOI Budget 2022-23

Among the above, 3 programmes are relevant to Health and Family Welfare. They are umbrella schemes or include many sub-schemes. For instance, National Health Mission includes National Urban Health Mission, National Rural Health Mission, and Tertiary Care Programmes. According to the Budget document 2022-23, some schemes were revamped and rationalised. Table 4 shows these programmes.

**Table 4: Revamped and Rationalised Schemes in Union Ministry of Health and Family Welfare 2022-23**

Departments under Union Ministry	Umbrella Schemes	After Revamp/Rationalisation
Health & Family Welfare	National Health Mission (NHM)	National Rural Health Mission
Health & Family Welfare	NHM	National Urban Health Mission
Health & Family Welfare	NHM	Human Resource For H & ME
Health & Family Welfare	NHM	Strengthening of State Drug Regulatory System
Health & Family Welfare	NHM	Tertiary Care Programmes
Health & Family Welfare	Ayushman Bharat PMJAY	Same

Health & Family Welfare	Rashtriya Swasthya Bima Yojana	Replaced by PMJAY
Health & Family Welfare	Senior Citizen Health Insurance Scheme	Replaced by PMJAY
Health & Family Welfare	Strengthening of Drug Regulatory System	Strengthening of Drug Regulatory System
Ayush	NHM	National Ayush Mission

**Source:** Compiled by the author from Budget 2022-23 Expenditure Profile.

Table 4 shows that Pradhan Mantri Jan Arogya Yojana replaces the Rashtriya Swasthya Bhima Yojana and Senior Citizen Health Insurance Scheme, the National Health Mission is rationalised into National Rural and Urban Health Mission, Strengthening State Drug Regulatory Systems, Tertiary Care Programmes.

The allocation by the Union Government to the Centrally Sponsored Schemes relevant to the Ministry of Health and Family Welfare is Rs 47634.07 Cr. The allocation particularly for the Karnataka State Department of Health and Family Welfare needs to be calculated. For this calculation, we should know what Centrally Sponsored Schemes are being implemented in Karnataka and how they are budgeted in Government of Karnataka. Karnataka State Budget documents comprise the details of Centrally Sponsored Schemes being implemented in Karnataka. Government documents such as Budget 2017-18 have the details of the Centrally Sponsored Schemes being implemented all over India. The Centrally Sponsored Schemes relevant to Karnataka and its subdivisions are given below.

**Table 5: Centrally Sponsored Schemes and their sub-divisions**

<b>Centrally Sponsored Schemes</b>	<b>Sub-divisions</b>
A. National Health Mission (NHM)	1. National Rural Health Mission (NRHM) and its sub-components
	i. RCH Flexible Pool including Routine Immunization Programme, Pulse Polio Immunization Programme, National Iodine Deficiency Disorders Control Programme etc.
	ii. Health Systems Strengthening under NRHM
	iii. Flexible Pool for Communicable Diseases
	iv. Flexible Pool for Non-Communicable Diseases, Injury and Trauma
	v. Infrastructure Maintenance
	vi. Forward linkages to NRHM
	vii. Strengthening of State Drug Regulatory System
	viii. Pilot Schemes (Sports medicine, Deafness, Leptospirosis Control, Control of Human Rabies, Medical Rehabilitation, Oral Health, Fluorosis)
	ix. Human Resources for Health
x. Prime Minister's Development Plan for Jammu & Kashmir	

	xi. Strengthening National Program Management of the NRHM
2. National Urban Health Mission	-NA-
3. Tertiary care Programmes and its subcomponents	i. National Mental Health Programme
	ii. Capacity Building for Trauma Centres
	iii. National Programme for prevention and control of Cancer, Diabetes, Cardio-vascular diseases and Stroke
	iv. National Programme for Health Care for the Elderly
	v. National Programme for Control of Blindness
	vi. Telemedicine
	vii. Tobacco Control Programme and Drug De-addiction Programme
4. Human Resources for Health and Medical Education and its sub components	i. Upgradation /Strengthening of Nursing Services (ANM/GNM)
	ii. Strengthening /Upgradation of Pharmacy School/College
	iii. District Hospital – Upgradation of State Government Medical Colleges (PG seats)
	iv. Strengthening Government Medical Colleges (UG seats) and Central Government Health Institutions
	v. Establishing New Medical Colleges (upgrading District Hospitals)
	vi. Setting up of State Institutions of Para-medical Sciences in States and setting up of College of Para-medical Education
5. Ayushman Bharat Pradhan Mantri Jan Arogya Yojana	-NA-
6. Ayushman Bharat Health Infrastructure Mission	-NA-
7. National Ayush Mission	-NA-

**Source:** Government of India

#### **4.3.2.1 Allocation of Centrally Sponsored Schemes for Karnataka**

In this section, we calculate the allocation to the Centrally Sponsored Schemes and estimate the non-CSS expenditure of the Government of India in order to capture the allocation to the Karnataka State Department of Health and Family Welfare.

Union Government allocates funds under two sections (a) Revenue Expenditure (2210) and (b) Capital Expenditure (4210).



a) Centrally Sponsored Schemes under Revenue account (2210)

i) Ayushman Bharat Health Infrastructure Mission (ABHIM)

**Table 6: Allocation to ABHIM, 2022-23**

<b>Allocated by GOI (Rs in Cr)</b>	<b>4,176.84</b>
<b>Karnataka (Rs in lakh)</b>	<b>21,293.00 (5%)</b>
Centre share (Rs in lakh)	12776 (60%)
State share (Rs in lakh)	8,517.00 (40%)

**Source:** Compiled by the author from state budget 2022-23

**Notes:** Figures in brackets are percentage share to total

In the table above, the first figure shows the allocation by the Government of India to ABHIM and, from that, how much is allocated to Karnataka. The Government of India has allocated Rs 4176.84 Cr for the Ayushman Bharat Health Infrastructure Mission, of which Rs 21293 lakh (5%) is allocated to Karnataka. The Centre's share in the allocation to Karnataka is Rs 12776.00 lakh, 60%, and the State share is Rs 8517.00 lakh, 40% of the total allocation to Karnataka.

ii) National Health Mission (NAM)

**Table 7: Allocation to the National Health Mission (NHM) and NRHM and NRUM 2022-23**

<b>Scheme</b>	<b>Allocation (Rs. crores)</b>
<b>National Health Mission</b>	
Total allocation by GOI (Rs in Cr)	37800.23
Karnataka (Rs in lakh)	185288.71 (4.90%)
<b>National Rural Health Mission</b>	
Karnataka (Rs in lakh)	175454.17
Centre's Share (Rs in lakh)	89,021.30 (50.8%)
State Share (Rs in lakh)	86,432.87 (49.2%)
<b>National Urban Health Mission</b>	
Karnataka (Rs in lakh)	9834.54
Centre's Share (Rs in lakh)	5999.90 (61%)
State Share (Rs in lakh)	3834.64 (39%)

**Source:** Same as table 6

**Note:** Same as table 6

Table 6 shows that the total amount allocated to the National Health Mission is Rs 37800.23 Cr, from which the GOI has allocated Rs 185288.71 lakh (4.90%) to Karnataka State Department of Health and Family Welfare.

The National Health Mission is divided into National Rural Health Mission and the National Urban Health Mission. Likewise, the total amount allocated to the NHM in Karnataka is also distributed to these two sub-schemes. From table 6, we can see that the allocated amount for National Rural Health Mission is Rs 175454.17 lakh, in which the Centre's share is 50.8%, and State share is 49.2%. The total amount allocated for National Urban Health Mission is Rs 9834.54 lakh, from which the Centre's share is 61%, and the State share is 39%. The amount allocated to the National Rural Health Mission is more than the National Urban Health Mission.

iii) National Ayush Mission and Strengthening of State Drug Regulatory System.

**Table 8: Allocation to National Ayush Mission and Strengthening of state drug regulatory system**

<b>National Ayush Mission</b>	<b>Allocation</b>
Total (Rs in lakh)	3209.8
Centre's Share (Rs in lakh)	1440.00 (44.89%)
State Share (Rs in lakh)	1769.80 (55.11%)
<b>Strengthening of State Drug Regulatory System</b>	<b>Allocation</b>
Total (Rs in lakh)	500
Centre's Share (Rs in lakh)	50 (10%)
State Share (Rs in lakh)	450 (90%)

**Source:** Same as table 6

**Note:** Same as table 6

Table 8 contains the amount allocated to National Ayush Mission and for strengthening the State drug regulatory system. For National Ayush Mission, the amount allocated by the Centre is Rs 1440 lakh (44.89%), and the allocation by the State is Rs 1769.80 lakh (55.11%). To strengthen the State drug regulatory system, the Government of Karnataka has allocated the majority share of Rs 450 lakh (90%), and the Government of India has allocated Rs 50 lakh (10%).

b) Centrally Sponsored Schemes under Capital account (4210)

The main items in the capital outlay on medical and public health for 2022-23 are as follows.

**Table 9: Allocation for Tertiary Care Programmes and Human Resources, 2022-23**

<b>A) Tertiary Care Programmes</b>	<b>Allocation (Rs in lakh)</b>
Total	102.00
Centre's Share	100.00 (98.03%)
State Share	2.00 (1.97%)
<b>B) Human Resource</b>	<b>Allocation (Rs in lakh)</b>
1) Human Resource: New medical colleges at Mandya, Hassan, Shivamogga, Belagavi and Bidar	9000
Centre's Share	7823.20 (86.92%)
State Share	1176.80 (13.07%)
2) Human Resource: Additional facilities in existing medical colleges of BMCRI Bengaluru, MMCRI Mysore.	4000
Centre's Share	2000.00 (66.67%)
State Share	1000.00 (33.33%)
3) Human Resource: Establishment of medical college at Chikkaballapura	10000
Centre's Share	2000.00 (20%)
State Share	8000.00 (80%)
4) Human Resources: Establishment of new medical colleges, referral hospitals	13500
Centre's Share	1500.00 (11.11%)
State Share	12000.00(88.88%)
<b>Total 1+2+3+4 (Rs in lakh)</b>	<b>35500</b>
<b>A+B (Rs in lakh)</b>	<b>35602</b>

**Source:** Same as table 6

**Note:** Same as table 6

Table 9 shows the allocation to the tertiary care and human resources programmes. For the tertiary care programmes, the total devolution is Rs 102 lakh, of which the Government of India has allocated Rs 1 crore (98.03%), and the Government of Karnataka has allocated Rs 2 lakh (1.97%). The rest of the allocation under capital expenditure goes for human resources; there have been four human resource projects, such as the establishment of new medical colleges and revamping of existing medical colleges.

The total amount allocated for Capital Expenditure (human resource + tertiary care programmes) is Rs 35602 lakh in Karnataka for Health and Family Welfare, out of which the human resource is Rs 35500 lakh which is 99.71% and the rest 0.29% is for the tertiary care programmes.

Total revenue and capital allocations are Rs 210291.51 lakh and Rs 35602 lakh. The total allocation for Centrally Sponsored Schemes in the Department of Health and Family Welfare for Karnataka is Rs 245893.51 lakh, out of which both centre and state have a 50-50 share.

**Table 10: Consolidated allocation to Karnataka by the Government of India in H&FW, 2022-23**

<b>Allocation</b>	<b>Amount (Rs in lakh)</b>
Government of India (GOI) non- CSS Expenditure at national level	Rs 3536593 (42.60)
Non- CSS expenditure of the GOI for Karnataka	Rs 172944.140115 (4.89)
GOI's CSS expenditure to Karnataka	Rs 122710.4 (2.58)
The total amount allocated by the GOI to Karnataka's Health and Family Welfare Department	Rs 295654.540115 (3.56)

**Source:** Calculated by the author

**Note:** Figures in Brackets per cent share

The total amount allocated to Karnataka by the Government of India for health and family welfare in 2022-23 is 3.56% of the total amount allocated by the Government of India for the Ministry of Health and Family Welfare.

#### **4.3.3 Allocation by the Government of Karnataka**

This section analyses Karnataka's allocation to the Health and Family Welfare Department.

The allocation to the Department of Health and Family Welfare by the Karnataka State Government is taken from the State Budget volume-2 2022-23.

**Table 11: Allocation of the Government of Karnataka to the Department H&FW, 2022-23**

<b>Allocation by Major Heads</b>	<b>Rs in lakh (Share in total)</b>
(2210) Medical and Public Health	1143742.01 (82.42%)
(2211) Family Welfare	94332.08 (6.80%)
(4210) Capital Outlay on Medical & Public Health	149557.05 (10.78%)
<b>REVENUE</b>	<b>1238074.09 (89.23%)</b>
<b>CAPITAL</b>	<b>149557.05 (10.78%)</b>
<b>TOTAL</b>	<b>1387631.14 (5.59%)</b>

**Source:** Compiled by the author State Budget Expenditure Profile 2022-23

**Note:** Figures in brackets show share to total H&FW allocation

The Karnataka State Government has allocated Rs 1387631.14 lakh to the Department of Health and Family Welfare. The revenue account allocation amounts to Rs 1238074.09 lakh, and the capital account allocation amounts to Rs 149557.05 lakh.

There are three major heads in the State Department of Health and Family Welfare:

i) Medical and Public Health for which the Government of Karnataka has allocated Rs 1143742.01 lakh; ii) Family Welfare for which the Government of Karnataka has allocated Rs 94332.08 lakh; iii) Capital Outlay on Medical & Public Health for which the Government of Karnataka has allocated Rs 149557.05 lakh.

**Table 12: Allocation by Departments of Health and Family Welfare, Government of Karnataka, 2022-23**

01. Medical Education	
2210 Medical and Public Health	361005.35 (26.01)
4210 Capital Outlay on Medical and Public Health	79452.01 (5.73)
<b>TOTAL-MEDICAL EDUCATION</b>	<b>440457.36 (31.74)</b>
<b>02. Health</b>	
2210 Medical and Public Health	782736.66 (56.40)
2211 Family Welfare	94332.08 (6.80)
4210 Capital Outlay on Medical & Public Health	70105.04 (5.05)
<b>TOTAL HEALTH</b>	<b>947173.78 (68.26)</b>
<b>TOTAL H &amp; FW</b>	<b>1387631.41</b>

**Source:** Compiled by the author from State Budget Expenditure Profile 2022-23

**Note:** figures in Bracket show per cent share to total H&FW allocation

There are two departments in Health and Family Welfare: Medical Education and Health. Out of the total allocation to the state Department of Health and Family Welfare, the amount allocated to Medical Education is Rs 440457.36 lakh (31.74%) and Health has got Rs 947173.78 lakh (68.26%).

The allocations, through heads of account and departments, to the Health and Family Welfare by the state government amount to Rs 1387631.14 lakh, which is 5.59% of the total expenditure of the Karnataka state for the year 2022-23.

#### 4.3.4 Allocation to local governments

Financial autonomy and support from the governments vertically may help the local governments to function smoothly and enhance catering to the needs of the population as they are more connected with the local population, especially the service sector such as health or education. Effective fiscal decentralization can help the social sector to cater to the needs of the larger population.

In the state budget document for 2022-23, the data pertaining to the local governments are identifiable by budget head of account codes: 196 – Zilla Panchayat, 197- Taluk Panchayat/Block Panchayat and 198- village Panchayat/Gram Panchayat.

**Tqble 13: Budget allotment to H&FW for Zilla, Taluk and Gram Panchayat, 2022-23**

Head of Account and description	ZP (Rs in lakh)	TP (Rs in lakh)	GP (Rs in lakh)	TOTAL (Rs in lakh)
Medical and Public Health (2210)	184576.05	6429.91	0.00	<b>191005.96</b>
Family Welfare (2211)	64523.77	0.00	0.00	<b>64523.77</b>

**Source:** Compiled by the author from district sector volume 2, 2022-23

The above table shows the allocation to the local Panchayati Raj Institutions (PRIs) by the State Government for Health and Family Welfare. The total allocation to PRIs is Rs 255529.73 lakh which is 18.41% of the total amount allocated by the Government of Karnataka to Health and Family Welfare. Medical and public health is allocated Rs 191005.96 lakh, and Family Welfare is allocated Rs 64523.77 lakh.

The district-wise allocations are shown in table 14.

**Table 14: District wise allocation to Zilla Panchayat and Taluk Panchayat under Medical and Public Health, 2022-23**

Sl. No.	2210 Medical and Public Health	Zilla Panchayat (Rs in lakh)	Taluk Panchayat (Rs in lakh)
1	Block Grants	Budget estimate	Budget estimate
2	Lumpsum ZP	1040.06 (0.57)	1.22 (0.01)
3	Bengaluru (U)	5534.88 (3.00)	100.69 (1.56)
4	Bengaluru (R)	3752.7 (2.03)	101.85 (1.58)
5	Chitradurga	7412.08 (4.01)	133.39 (2.07)
6	Kolar	4536.33 (2.46)	165.04 (2.57)
7	Shivamogga	6826.57 (3.70)	203.88 (3.17)
8	Tumakuru	7963.39 (4.31)	134.22 (2.08)
9	Mysuru	8814.28 (4.78)	<b>1008.35 (15.62)</b>

10	Chikkamagaluru	5846.5 (3.17)	157.5 (2.44)
11	Dakshina Kannada	5002.86 (2.71)	241.39 (3.75)
12	Hassan	9458.13 (5.12%)	304.84 (4.74)
13	Kodagu	2895.68 (1.57)	93.23 (1.45)
14	Mandya	7454.89 (4.03)	387.07 (6.01)
15	Belagavi	12155.11 (6.58)	313.2 (4.87)
16	Vijayapura	6836.68 (3.70)	175.78 (2.73)
17	Dharwad	3294.07 (1.78)	87.99 (1.37)
18	Uttara Kannada	4880.66 (2.64)	497.18 (7.73)
19	Kalaburagi	11142.85 (6.03)	182.71 (2.84)
20	Ballari	5046.32 (2.73)	319.78 (4.97)
21	Bidar	7234.93 (3.91)	386.93 (6.01)
22	Raichur	5261.32 (2.85)	60 (0.93)
23	Yadgir	4896.13 (2.65)	43 (0.67)
24	Davanagere	5941.55 (3.22)	67.29 (1.04)
25	Ramanagara	4520.96 (2.45)	60.59 (0.94)
26	Chikkaballapura	3581.16 (1.94)	134.93 (2.09)
27	Chamarajanagara	3415.95 (1.85)	208.19 (3.24)
28	Udupi	4350.09 (2.36)	41.35 (0.64)
29	Bagalkote	5775.23 (3.18)	67.44 (1.04)
30	Gadag	3996.17 (2.16)	96.71 (1.50)
31	Haveri	4986.92 (2.70)	119.53 (1.86)
32	Koppal	5297.72 (2.87)	158.97 (2.47)
33	Vijayanagara	5423.88 (2.94)	374.67 (5.83)
34	Payment under the Karnataka Guarantee of service Act Lumpsum- ZP	0.00	1.00 (0.01)
Grand Total		184576.05	6429.91

**Source:** Compiled by author from the Karnataka State budget 2022-23

**Note:** Figures in brackets show per cent share in relation to total allocation to ZP and TP

The allocation to the PRIs for medical and public health head of account for Health and Family Welfare is given in table 12. The allocation has been done for both Zilla and Taluk Panchayats.

The total allocation to the Zilla Panchayat is Rs 184576.05 lakh. Among these, the highest amount is allocated to Belagavi, Rs 12155.11 lakh shown in green, and the lowest is for Kodagu, Rs 2895.68 lakh shaded in red. Total amount allocated to the Block/taluk panchayats is Rs 6429.91 lakh, the highest amount allocated to Mysore indicated by the green line Rs 1008.35 lakh and the lowest amount allocated is to Udupi shown by the red line Rs 41.35 lakh.

**Table 15: Allocations to Panchayati Raj Institutions for family welfare head of account, 2022-23**

Family Welfare (2211)	(Rs in lakh)	(Rs in lakh)	(Rs in lakh)	(Rs in lakh)
	<b>Block Grants</b>	<b>CSS/CPS District Family Welfare bureau</b>	<b>Rural family health centres in PHCs</b>	<b>Rural sub-centres under Family welfare</b>
Assistance to ZP (22-02)	<b>ZP Budget Est</b>	<b>ZP Budget Est</b>	<b>ZP Budget Est</b>	<b>ZP Budget Est</b>
Bengaluru (U)	994.94 (9.11)	155.05 (2.46)	446.22 (3.12)	867.39 (2.67)
Bengaluru (R)	158.76 (1.45)	125.12 (1.98)	104.99 (0.73)	837.83 (2.54)
Chitradurga	1309.06 (11.98)	217.05 (3.44)	363.7 (2.54)	1298.98 (3.93)
Kolar	422.52 (3.86)	175.38 (2.78)	294.23 (2.05)	317.63 (0.96)
Shivamogga	423.14 (3.87)	202.26 (3.20)	411.7 (2.88)	1460.8 (4.43)
Tumakuru	431.6 (3.95)	218.77 (3.47)	711.94 (4.98)	2047.39 (6.20)
Mysuru	629.64 (5.76)	248.3 (3.93)	390.45 (2.73)	1763.94 (5.35)
Chikkamagalur	339.04 (3.10)	249.33 (3.95)	349.31 (2.44)	1203.61 (3.65)
Dakshina Kannada	105.89 (0.97)	132.33 (2.09)	452.99 (3.17)	1739.83 (5.27)
Hassan	141.16 (1.29)	367.94 (5.83)	763.48 (5.34)	1874.29 (5.68)
Kodagu	523.4 (4.79)	168.26 (2.67)	57.89 (0.40)	593.92 (1.80)
Mandya	235.82 (2.16)	216.47 (3.43)	339.38 (2.37)	1309.77 (3.97)
Belagavi	993.42 (9.09)	748.87 (11.87)	1524.52 (10.67)	2479.66 (7.52)
Vijayapura	192.96 (1.77)	255.36 (4.04)	844.78 (5.90)	1041.83 (3.16)
Dharwad	317.48 (2.90)	232.09 (3.68)	473.38 (3.31)	755.28 (2.89)
Uttara Kannada	301.26 (2.75)	148.41 (2.35)	511.24 (3.57)	1584.35 (4.80)
Kalaburagi	399.96 (3.66)	385.4 (6.11)	871.13 (6.09)	889.72 (2.70)
Ballari	229.7 (2.10)	201.82 (3.20)	326.78 (2.28)	169.53 (0.51)
Bidar	105 (0.96)	273.94 (4.34)	722.8 (5.05)	794.58 (2.40)
Raichur	255.48 (2.34)	231.19 (3.66)	511.52 (3.58)	1148.1 (3.48)
Yadgir	44.11 (0.40)	20 (0.32)	297.52 (2.08)	322.26 (0.98)
Davanagere	543.13 (4.97)	155.84 (2.47)	473.86 (3.31)	1148.78 (3.48)
Ramanagara	101.34 (0.93)	61.25 (0.97)	195.81 (1.36)	841.94 (2.55)
Chikaballapur	402.82 (3.69)	45.15 (0.71)	161.69 (1.13)	233.06 (0.70)
Chamarajanagar	234.97 (2.15)	141.64 (2.24)	164.58 (1.15)	575.4 (1.74)
Udupi	45.3 (0.41)	135.38 (2.14)	258.03 (1.80)	1221.7 (3.70)
Bagalkot	215.17 (1.97)	183.89 (2.91)	725.49 (5.07)	1012.99 (3.07)
Gadag	221.5 (2.03)	186.51 (2.95)	319.06 (2.23)	895.77 (2.71)
Haveri	70.15 (0.64)	145.81 (2.31)	499.31 (3.49)	1164.42 (3.53)
Koppal	407 (3.72)	188.23 (2.98)	399.87 (2.80)	844.69 (2.56)
Vijayanagara	129.19 (1.18)	94 (1.49)	331.05 (2.31)	549.14 (1.66)
<b>Total</b>	<b>10925.45</b>	<b>6311.04</b>	<b>14298.7</b>	<b>32988.58</b>

**Source:** Compiled by the Author from the State Budget of Karnataka 2022-23



Table 15 shows the allocation to Panchayati Raj Institutions (PRIs) under the Family Welfare head of account. The total allocation to the Family Welfare Head of Account is Rs 94332.08 lakh, from which Rs 64523.77 lakh has been allocated to Zilla Panchayats.

The allocation is for different schemes; CSS/CPS, Rural Family Health centres and rural sub-centres under Family Welfare.

Rs 10925.45 lakh is allocated to the Zilla Panchayats. Out of the total amount allocated, the highest share goes to Chitradurga, Rs 1309.06 lakh, and the lowest allocation is to Yadgir, Rs 44.11 lakh.

District Family Welfare Bureau is responsible for implementing all the programmes relating to family planning and providing health care. The total amount allocated is Rs 6311.04 lakh; the highest amount is for Belagavi district, Rs 748.87 lakh, and the lowest for Yadgir, Rs 20 lakh.

Under the Rural Family Health Centres in PHCs for District Panchayats, the total amount allocated is Rs 14298.70 lakh of which the highest amount has been allocated to Belagavi, Rs 1524.52 lakh, and the lowest allocation is to Kodagu district, Rs 57.89 lakh.

For the Rural Sub Centres under Family Welfare for 2022-23 for various Zilla/ District Panchayats, the total allocation has been Rs 32988.58 lakh, from which the highest share is for Belagavi, Rs 2479 lakh and the lowest allocation has been for Ballari, Rs 169.35 lakh.

## 5) SUMMARY OF MAIN RESULTS AND FINDINGS

India's current policy framework for intergovernmental transfers shows that the Government of India does the budgetary resource allocation to the Department of Health and Family Welfare. At the State level, the concerned Finance Department, in response to the Demand for Grants made by the departments, allocates the budgetary resources to the State health and family welfare department.

Analysis of the allocation by the Government of India to the Ministry of Health and Family Welfare shows a total allocation of Rs 83000 Cr - which is 0.73% of the allocation of the Government of India for H&FW in 2022-23. In this, the share of the revenue expenditure is 93%.

There are four components of allocation in the Ministry of Health and Family Welfare: I) Central Sector Schemes II) Centrally Sponsored Schemes III) Establishment expenditure, and IV) Other Central Sector Expenditures. Of these categories, the highest allocation is to the

Centrally Sponsored Scheme component, which accounts for 57.39% of the whole allocation to the Health and Family Welfare; this is followed by the Central Sector Scheme allocation (18.27).

In the Union Budget 2022-23, the umbrella schemes are revamped and rationalised, of which the main programme is the National Health Mission. After revamping and rationalising, the schemes were the National Rural Health Mission, National Urban Health Mission, Human Resource for Health and Medical Education, then strengthening of State Drug Regulatory System, Pradhan Mantri Jan Arogya Yojana replaced the Rashtriya Swasthya Bhima Yojana.

To determine the allocation by the Government of India to Karnataka State Health and Family Welfare, we have developed a simple computation approach. First, the allocation of the Government of India in the Centrally Sponsored Scheme was estimated using Karnataka State Budget. Next, the non – CSS expenditure is calculated at the national level. Finally, the CSS and non-CSS values are added to get the approximate allocation of the Government of India to the State Department of Health and Family Welfare in Karnataka.

With the centrally sponsored schemes, we have the revenue and capital accounts. Within revenue expenditure, ABHIM has a 60% allocation by the Government of India and the rest of 40% was shared by the State Government.

For the National Health Mission, from the total allocation of Rs 37800.23 Cr, the Centre has allocated 185288.71 lakh to Karnataka, which is 4.90% of the total. The National Health Mission is divided into the National Rural Health Mission and National Urban Health Mission.

The allocation to National Rural Health Mission is Rs 175454.17 lakh, in which the Centre has a share of 50.8% and the state's share is 49.2%. The allocated amount for the National Urban Health Mission is Rs 9834.54 lakh, from which the GOI share is 61%, and the state's share is 39%.

The National Ayush Mission's total allocation in Karnataka is Rs 3209.8 lakh, of which the GOI is allocated 55.11%, and the Government of Karnataka allocated 44.89%. Examining the state drug regulatory system figures, GOK is allocated a majority share of 90%, and the GOI allocated 10%.

Now coming to capital expenditure, the two main schemes here are tertiary care programmes and human resources. The total allocation is Rs 35602 lakhs, out of which 99.71% of allocation has been to human resources, and the rest 0.29% is allocated for the tertiary care programmes.

The total CSS at the national level is Rs 47634.07 Cr, out of which the Centre has given Rs 1227.104 Cr, which is 2.58%.

Summing up CSS and non-CSS, Rs 295654.540115 Cr is the total amount allocated by the Government of India to the Department of Health and Family Welfare for the year 2022-23, 3.57% of the 83000 Cr allocated by GOI to the Union Ministry of Health and Family Welfare.

The Government of Karnataka has allocated Rs 1387631.14 lakh to the State Department of Health and Family Welfare, which is 5.59% of the total expenditure of the Government of Karnataka for the year 2022-23. From this total allocation, 89.22% is on revenue account, and the rest, 10.77%, is on capital expenditure.

Health and Family Welfare in the Government of Karnataka have two departments; I) Medical Education which is allocated Rs 440457.36 lakh (31.74%), II) Health Department, which is allocated Rs 947173.78 lakh (68.26%).

The allocation to the Panchayati Raj Institutions (PRIs) by the Government of Karnataka for Health and Family Welfare is Rs 255529.73 lakh which is 18.41% of the total amount allocated by the Government of Karnataka to Health and Family Welfare.

Analysing the Zilla Panchayat and Taluk Panchayat level data, the allocation is done on two heads of account: Medical and Public Health and Family Welfare.

For Medical and Public Health, the allocations are focused on Zilla Panchayat and Taluk Panchayat. Looking at the Zilla Panchayat allocation, the highest allocation is for Belagavi (Rs 12155.11 lakh), and the lowest is for Kodagu (Rs 2895 lakh). At the taluk level, the highest amount allocated is to Mysuru (Rs 1008.35 lakh) and the lowest to Udupi (Rs 41.35 lakh).

For the Family and Welfare Head of Account, the allocation is done on different schemes. All these allocations are on Zilla Panchayat.

The Block Grants allocated to Zilla Panchayats are highest for Chitradurga (Rs 1309.06 lakh), and the lowest is for Udupi (Rs 45.3 lakh); for the District Family Welfare Bureau, the highest allocation is to Belagavi (Rs 748.87 lakh), and lowest is to Yadgir (Rs 20 lakh). For rural family health centres in Primary Health Centres (PHCs), the highest allocation is for Belagavi (Rs 1524.52 lakh), and the lowest is for Kodagu (Rs 57.89 lakh). Lastly, for the rural sub-centres under Family Welfare, the highest allocation has been done to Tumakuru (Rs 2047.39 lakh), and the lowest is to Ballari (Rs 169.53 lakh).

## 6. CONSOLIDATED RESULTS

**Table 16: Consolidated fiscal decentralisation of allocation to Health and Family Welfare in Karnataka in 2022-23 is summarised below.**

Source of allocation	Allocation (Rs in lakh)
<b>1. Government of India</b>	Rs 295654.54 (17.56)
1.1 Centrally Sponsored Schemes	Rs 122710.4 (41.50)
1.2.Non-CSS	Rs 172944.14 (58.50)
<b>2. Government of Karnataka</b>	Rs 1387631.14 (82.44)
2.1. State Schemes	Rs 1132101.41(81.59)
2.2.District Schemes	Rs 255529.73 (18.41)
<b>Total (1+2)</b>	<b>Rs 1683285.68 (100.00)</b>

**Source:** Compiled by the author

Table 16 shows the consolidated result of the fiscal decentralisation to health and family welfare in Karnataka. It gives the relative size and share of allocation by Government of India and Government of Karnataka to health and family welfare in the respective budget for 2022-23.

Government of India has allocated Rs 295654.54 lakh to Government of Karnataka for Health and Family Welfare, from which the allocation to CSS is Rs 122710.4 lakh and allocation to non-CSS Rs 172944.14 lakh. Surprisingly, the share of non-CSS allocation is higher than CSS allocation to Karnataka State. This new result is due to incorporation of non-CSS for calculation of allocation of GOI to Government of Karnataka.

The Government of Karnataka has allocated Rs 1387631.14 lakh to State department of Health and Family Welfare; from which the allocation to State schemes is Rs 1132101.41 lakh and the

allocation to district schemes is Rs 255529.73. Within the State budget allocation, the share of allocation to State schemes is highest (81.59%), and the rest of the allocation is to district sector programmes (18.41%).

Thus, the highest budgetary allocation to Health and Family Programmes in Karnataka State is contributed by Government (82.44%) in 2022-24.

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