

Country programme for India (2013-2017)

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I. Situation analysis

1. High average growth of over 8 per cent annually during 2007-2011, remarkable resilience during the global financial and economic crisis, a vibrant civil society, and pioneering rights-based legislations illustrate the strength of India as the world's largest and fastest growing democracy. India has emerged as a major leader in key global and South-South cooperation initiatives. It has registered steady improvement in human development and a reduction in the percentage of its population living in poverty from 45 to 37 per cent between 1993-1994 and 2004-2005.¹ With a human development index (HDI) value of 0.547, India ranks 134 out of 187 countries, according to the *Human Development Report 2011*.² The imperative of faster, more inclusive and sustainable growth is central to the Twelfth Five-Year Plan 2012-2017 of the Government and to the United Nations Development Action Framework 2013-2017.

2. Despite these impressive achievements, significant challenges remain. The latest *Millennium Development Goal (MDG) India Country Report 2011* notes that while the goals on poverty, education, and HIV are on track at aggregate levels, targets for reducing hunger, maternal and under-five mortality and improving sanitation are unlikely to be met. That eight highly populated Indian states³ are home to 421 million multi-dimensionally poor people – more than in the 26 poorest African countries combined – is indicative of the magnitude of the challenge of tackling poverty, inequality and exclusion.⁴ The structural biases that marginalized groups face – including scheduled castes and scheduled tribes – are reflected in their lower human development attainments. Forty-seven per cent of the country's rural tribal population lives below the poverty line.⁵ There is growing concern about the low level of development of specific districts with high tribal concentrations, which are now affected by extremism. Persistent gender inequity is reflected in the lowest child sex ratio since independence at 914.⁶ Women continue to face exclusion in social, economic, political domains and are subjected to gender-based violence. At the root of these challenges is lack of access to and control over land, productive assets and ownership rights by the poor and marginalized groups, who are beset by low wage levels and insufficient skills. Inadequate generation of jobs and a dominant informal sector (accounting for over 92 per cent of the workforce), characterized by insecure work conditions, lack of social protection and access to financial services, make it difficult to translate high economic growth into sustainable employment.

3. The Government has implemented thirteen flagship development schemes, such as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), expending for this purpose 30 per cent of the entire budget of the Eleventh Five-year Plan 2008-2012. The overall effectiveness of these schemes has varied among states. Their effectiveness in reducing inequity, however, can improve greatly through better governance, decentralization, inter-sectoral convergence and outcome monitoring. Leadership capacity is required from women and elected representatives of scheduled castes and tribes to transform systems and effect change. The rate of growth, its inclusiveness and sustainability are constrained by the impact of climate change and vulnerability to natural disasters. India is the world's fourth largest emitter of greenhouse gas (GHG) and at the same time has one of the lowest per capita GHG emissions in the world. The challenge is to simultaneously and sustainably reduce the GHG intensity of growth while improving the access of people living in poverty to clean energy. India can adopt a more energy efficient trajectory through supportive global flows of finance and technology. This will also require tapping renewable energy potential, strengthening policies on climate mitigation and adaptation, and mainstreaming environmental concerns in growth policies. Vulnerable communities and

¹ *MDG India Country Report 2011*.

² When adjusted for inequality the HDI loses 28.3 per cent of its value bringing the inequality adjusted HDI value to 0.392.

³ Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal.

⁴ Oxford Poverty and Human Development Initiative 2010.

⁵ Planning Commission, Eleventh Five-year Plan 2008-2012 document, volume I.

⁶ Defined as the number of females per thousand males in a [human population](#) in the age group 0 to 6 years.

women in particular lack the capacity to cope and adapt in the face of natural disasters, climate change and extreme weather events.

II. Past cooperation and lessons learned

4. The mid-term review of the country programme, assessment of development results and four outcome evaluations emphasized that the Government considers UNDP as a valued development partner. UNDP contributions resulted in important outcome-level changes over the course of the country programme 2008-2012. Through its work on decentralized human development, empowerment of elected representatives, support for rights-based legislation and accountability in the delivery of public services, UNDP influenced policy development and put issues on the public agenda. This will be retained at the core of UNDP work going forward. UNDP supported strengthening of grassroots democracy by assisting training of elected representatives and building partnerships with civil society that enhanced outreach and quality. Pilots on decentralized planning provided experiences and lessons for more upstream advocacy.

5. Recent evaluations showed that UNDP resources yield major returns when applied strategically. UNDP enabled the application of innovative approaches and experiments, which influenced government programmes and policies. For example, UNDP support to the Government with MGNREGA helped to improve its implementation through technical expertise for management information systems, external monitoring and feedback to policy-makers, quality standards, and use of information and communication technology for transparency. The UNDP role in formulating the rehabilitation and resettlement (R&R) policy in Orissa effectively delivered outcomes and contributed to the first ever national R&R policy. Livelihood promotion models at the state level informed the design of the National Rural Livelihoods Mission while research on urban poverty and financial inclusion influenced policy debate and planning. UNDP also played a significant role in convening stakeholders. Support to civil society organization (CSO) consultations for the eleventh and twelfth five-year plans contributed to making the national planning process more participatory and inclusive of voices of marginalized women and men. UNDP helped to adapt policies for inclusion of sexual minorities, extend social protection and establish legal aid clinics for people living with HIV. Its policy support for sub-national climate change action plans and integrated disaster management plans helped to enhance policy frameworks for greater resilience. It also helped to create potential for sectoral transformation through the complete phasing out of ozone depleting substances in leading consuming sectors. UNDP empowered 150,000 villages with disaster risk management skills and made community-based disaster management plans operational in 176 multi-hazard districts in 17 states.

6. UNDP successfully undertook many activities that furthered South-South cooperation, with the continuing aim to disseminate experiences to other developing countries. On gender, it will focus even more on addressing inequalities by using a mainstreaming approach and focusing on inclusion. The CPD builds on evaluation recommendations for fewer and more strategically focused areas of engagement, longer timeframes to achieve results, strengthened policy advocacy, greater state-level engagement and improved field-based monitoring.

III. Proposed programme

7. With the changing global role of India, UNDP will strengthen its role as strategic partner and catalyst of ideas and solutions to the country's challenges, building on the opportunities and dynamism of India. The CPD was developed in close consultation with the Government and key partners, dovetailing with the preparation of the UNDAF and in close alignment to the Twelfth Five-year Plan. As an integral member of the United Nations family, UNDP will focus on four out of six outcomes of the UNDAF. The core thrust of its work will be just, sustainable human development with an increased focus on issues of greater equity, participation and empowerment of marginalized people (such as *dalits*, tribal groups, women, and populations affected by HIV/AIDS) to achieve lasting transformational change. Fewer, more strategic outcomes will provide greater

programmatic focus and concentrate geographically on the nine states identified in the UNDAF based on the highest levels of deprivation and concentration of the poor people.⁷ New programming is planned on emerging issues such as skill development, inclusive urbanization, access to energy and sustainable livelihoods. UNDP will work closely with other United Nations organizations through joint programming and initiatives. It will build stronger links with research and academic institutions, civil society and the private sector. In order to redefine UNDP work in India, the Partnership Agreement between the Government and UNDP and the proposed International Centre for Human Development will provide avenues to leverage the country's own development solutions, supporting its role as a key player in South-South cooperation. To enable knowledge management, UNDP will support and strengthen the United Nations Solutions Exchange initiative and continue to lead the communities of practice on climate change, disaster management, microfinance and decentralized governance.

8. *Inclusive growth and poverty reduction.* UNDP will build on the strengths and comparative advantages of the United Nations system to provide analysis and knowledge to enable policy design and coherence on inclusive development. The new phase of human development work will focus on providing innovative policy options for tackling issues of persistent exclusion and inequality. Strategies and frameworks on livelihoods, financial inclusion and social protection will be enhanced with attention to gender mainstreaming and organization of the poor to access government schemes and engage with the private sector. SWAAYAM,⁸ an integrated women's empowerment approach covering social, economic, legal and political dimensions will be scaled up in 11 districts in four states to demonstrate improved livelihood and enterprise development models and enable women to participate in local political processes. UNDP will advocate policies for universal access to affordable medicine in the context of multilateral trade agreements and will support innovative and scalable models for HIV prevention among sexual minority groups.

9. *Democratic governance.* With the Twelfth Five-year Plan calling for effective implementation of rights-based schemes and legislations, UNDP will promote governance systems that are more inclusive, accountable and decentralized. Focus on inequity and exclusion through analytical state and district level human development reports will contribute to more inclusive, resilient planning, resource allocation and service delivery for marginalized populations. Decentralized and convergent planning will be supported through policy advocacy and innovations in partnership with the United Nations Children's Fund (UNICEF) and UNFPA. UNDP will help strengthen systems for implementation and accountability in data collection and monitoring to address the risk of corruption in flagship programmes.⁹ It will provide policy support for efficient implementation of the Forest Rights Act and the Panchayats Extension to Scheduled Areas Act. Capacity development for transformational leadership by government officials, elected representatives, especially women, and community leaders down to *panchayat*¹⁰ and village levels will be provided to ensure more responsive and inclusive public service. UNDP will enhance capacities of civil society organizations, national/state institutions and paralegals to enable access to justice and human rights by the poor, marginalized and minority groups, who in turn will be empowered to demand entitlements and services. New information and communication technology systems and tools will be used to enable e-governance. South-South cooperation will be facilitated in areas of electoral management, public administration, decentralization and urbanization.

10. *Sustainable development.* In addressing the tradeoff between high rates of economic growth and environmental sustainability and in follow up to United Nations Conference on Sustainable Development (Rio+20) in June 2012, the programme's key focus will be on promoting sustainable human development through low carbon growth strategies and enhanced resilience of communities in the face of climate change, disaster risk and

⁷ Assam, Bihar, Chhattisgarh, Madhya Pradesh, Maharashtra, Jharkhand, Orissa, Rajasthan, Uttar Pradesh.

⁸ 'SWAAYAM' stands for 'empowered and self-reliant women'.

⁹ With the use of social audits and community monitoring tools, e.g., People's Assessment of Health, Education and Livelihoods (PAHEL).

¹⁰ Constitutionally mandated representative bodies at village, block and district levels.

depletion of natural resources. UNDP will capitalize on the success of supporting state action plans for climate change with community-driven and ecosystem-based approaches. Policy support will be given to incorporate climate change concerns and gender in budgetary planning in agriculture, natural resources and energy in nine states. UNDP will build the capacities of private sector and help to create enabling market conditions for adoption of cleaner technologies that reduce carbon emissions, discharge of organic pollutants and use of ozone depleting substances. UNDP will support effective governance of natural resources with greater ownership by resource dependent communities and especially women. UNDP will offer global and national best practices on climate change and technology cooperation and help to implement national commitments under the multilateral environmental agreements. The country programme will address climate change and disaster risk reduction in a synergetic manner under a single outcome. Building on the success of the Government-UNDP disaster risk management programme, disaster risk reduction will be integrated in four major national flagship schemes on health, education, roads and employment. UNDP will promote community-driven disaster and climate risk reduction and rehabilitation to build greater resilience.

11. *Gender equality and inclusion.* Based on recommendations of mid-term review and assessment of development results, UNDP will consolidate its work on gender and women's empowerment with a dedicated outcome on gender, while mainstreaming gender across all outcomes. It will aim at helping the Government and civil society become more responsive and accountable for improving women's position and addressing gender discrimination. UNDP will support policy analysis and advocacy on issues of macroeconomic policies, gender disaggregated/sensitive data, unpaid work, land rights, vulnerabilities of women in urban areas, and punitive laws in the context of people living with HIV and transgender persons. UNDP will also develop the capacities of organizations and networks led by the persistently excluded population through capacity and institutional building. It will support civil society organizations for human development innovations. Joint programming with the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNICEF, UNFPA and UN Women will enhance leadership of women within major political parties and elected organs and address gender-based violence and sex selection.

IV. Programme management, monitoring and evaluation

12. UNDP will adapt and enhance its business model in a changing environment in India. In close ongoing partnership with the Government, the country programme will be nationally owned and executed. UNDP will make use of a mix of direct implementation and other relevant modalities. UNDP will implement 'fast track' procedures if needed to ensure rapid response and resource delivery. Business processes will be simplified and streamlined and communications strengthened to maximize results, transparency and efficiency.

13. The human development approach will guide programme analysis and design. High importance will be given to building stronger links between policy and projects on the ground and creating cross-practice synergies. The country office will be organized and structured increasingly in a cross-practice manner, with consolidated policy capacity and heightened technical knowledge for making sustained change in a competitive policy environment in India. Outcome evaluations will be reinforced by robust project monitoring and field visits. Projects will increasingly be grounded at the state level and used to leverage and channel government's own resources to the achievement of priorities of inclusive growth, gender equality and sustainable human development. A strong focus on facilitating innovations by civil society organizations and policy practitioners will be promoted while also emphasizing United Nations inter-agency coherence.

14. The programme estimated resource envelope is \$243.4 million, of which \$49 million will be from UNDP regular resources. UNDP will pursue new funding opportunities and partnerships with the private sector and potential government cost-sharing. The IKEA Foundation and Global Environment Facility will continue to be important partners.

Annex. Results and resources framework for India, 2013-2017

NATIONAL PRIORITY: Faster, sustainable and more inclusive growth: emphasis on faster creation of jobs, skill development and financial inclusion.					
COUNTRY PROGRAMME/UNDAF OUTCOME 1: Inclusive and equitable growth policies and poverty reduction strategies of the Government strengthened to ensure that most vulnerable and marginalized people in rural and urban areas have greater access to productive assets, decent employment, skills development, social protection and sustainable livelihoods. Outcome indicators: Number of models being applied for inclusion of vulnerable and marginalized people in both rural and urban areas. Related strategic plan focus areas: Poverty eradication, achievement of MDGs.					
GOVERNMENT PARTNER CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S) FOR UNDP CONTRIBUTIONS	INDICATIVE COUNTRY PROG OUTPUTS	INDICATIVE RESOURCES BY OUTCOME <i>(United States dollars)</i>
Government commitment to inclusive growth and reducing inequality. Large poverty reduction schemes aimed at employment generation, social protection, skills development. Monetary and fiscal policies aimed at managing inflation, increasing employment along with sustained high growth rates.	Skill development and livelihood generation schemes: Civil society will continue to demand greater participation of persistently excluded groups in policies and strategies pursued for inclusive growth.	Capacities enhanced for evidence-based national policy development, planning and monitoring of strategies for inclusive growth. Scalable innovations that enhance economic opportunities and financial inclusion for persistently excluded groups and address gender inequalities. International best practices and innovations on poverty reduction and inclusive growth.	Indicator: Number of policies and programmes on livelihood promotion, urbanization, financial inclusion and sustainable access to essential medicines by persistently excluded groups that incorporate UNDP supported research evidence on inequity. Baseline: 1 Target: 7 Indicator: Number of scalable models that empower women and reduce vulnerabilities of persistently excluded groups by enabling poor women and men to benefit from economic opportunities. Baseline: 3 Target: 25	Policy support to national and state level discourse and analytical work on inclusive development benefitting persistently excluded groups. Scalable models of enterprise development, financial inclusion, and urban poverty reduction demonstrated with persistently excluded groups.	Regular: \$18 million Other: \$51 million
NATIONAL PRIORITY: Improved programme implementation, accountability, service delivery, greater devolution/localization, feedback from citizens.					
COUNTRY PROGRAMME/UNDAF OUTCOME 2: Governance systems are more inclusive, accountable, decentralized and programme implementation more effective for realization of rights of marginalized groups, especially women and children. Outcome indicator: Proportion of government flagship programmes monitored by outcome. Related strategic plan focus areas: Democratic governance, MDGs.					
Decentralized governance and administrative reforms will be strengthened as key pillars of democratic governance along with improved legislative frameworks for accountability and transparency.	Civil society will continue to play an important role in monitoring budgets, legislative and judicial processes, and social audits of government schemes. A limited set of donors is active in the area of democratic governance.	Policy work on decentralization. Support to national statistical systems. Capacity development for transformational leadership and access to justice. South-South cooperation on electoral management, HDR.	Indicator: Number of state HDRs focusing on inequality and exclusion. Baseline: 0 Target: 12 Indicator: Number of states with concurrent monitoring systems for MGNREGS in place. Baseline: 0 Target: 4 Indicator: Percentage of legal aid and legal advice cases pertaining to marginalized women and men handled by state legal services authorities (SLSAs).	Inequality focused HDRs influence planning processes. Implementation of policies on decentralization and leadership development of locally elected leaders. Implementation	Regular: \$21 million Other: \$32 million

			Baseline: 29 per cent Target: 55 per cent	capacity and accountability strengthened in select government programmes.	
NATIONAL PRIORITY: Sustainable natural resource management, strategies for low carbon growth, climate change adaptation and disaster risk reduction.					
COUNTRY PROGRAMME/UNDAF OUTCOME 3: Government, industry and other relevant stakeholders actively promote environmental sustainability and enhanced resilience of communities in the face of challenges of climate change, disaster risk and natural resource depletion. Outcome indicator: Proportion of policies, plans and programmes that incorporate climate change, disaster risk reduction (DRR) and natural resource management (NRM) concerns; Degree of enforcement of sustainable land use and resource management. Related strategic plan focus areas: Environment and sustainable development; crisis prevention and recovery.					
Implementation of the Climate Change Action Plan (including national missions and related budget provisions). Policy reforms, better implementation of the Forest Rights Act, land and water related legislation may be undertaken. Through its wide network of disaster management authorities, the Government will also continue to invest in disaster preparedness and plans.	Several United Nations organizations and CSOs are engaged on issues such as natural resources management, mainstreaming resource efficiency, developing a business case for investment in cleaner technologies, developing recognized information tools to enable stakeholders to make informed choices. Small-scale private sector enterprise is willing to adopt clean technology if made accessible and commercially viable.	Support excluded communities to adopt models for sustainable NRM, climate change adaptation, DRR and livelihood promotion through better access to clean energy. Strategic policy engagement on climate change, biodiversity and water governance. Innovative sector specific business models for scaling up cleaner technologies. Pilots on comprehensive disaster management plans that also address climate induced hazards.	<p>Indicator: Number of National Missions and related national initiatives supported for effective implementation. Baseline: 0 Target: 4</p> <p>Indicator: Percentage of hydrochlorofluorocarbons phased out in India in the foam and refrigeration sectors. Baseline: 0 Target: 15 per cent reduction by 2017</p> <p>Indicator: Number of community institutions that adopt sustainable NRM. Baseline: 0 Target: 300 community institutions</p> <p>Indicator: 7 state governments and local governments of 10 cities and 25 multi-hazard prone districts adopt disaster and climate risk reduction measures and holistic disaster management plans. Baseline: 0 Target: 7 states, 25 districts, 10 cities</p>	<p>Six state level gender sensitive action plans on climate change developed and implemented</p> <p>Innovative models on energy efficiency and community based natural resource management adopted.</p> <p>Select national schemes integrate disaster and climate risk reduction approaches.</p>	<p>Regular: \$17.59 million</p> <p>Other: \$101.41 million</p>
NATIONAL PRIORITY: Achieve inter-sectoral convergence of all pro-women/women-centric programmes across ministries for women's empowerment.					
COUNTRY PROGRAMME/UNDAF OUTCOME 4: Government and civil society institutions are responsive and accountable for improving women's position, advancing their social, political, economic rights and preventing gender discrimination. Outcome indicator: Quality of reporting and response by the Government on international commitments. Related strategic plan focus areas: Gender, HIV and development.					
Implement national level initiatives such as mission on women's empowerment, fourth phase of AIDS control programme and innovation council. Continue to support schemes for reducing inequality among the persistently excluded	United Nations organizations and CSOs will continue to work towards reducing gender-based violence, empowerment of people affected with HIV, support the women's empowerment mission, advocate for increased representation of women within political	Policy analysis and advocacy for women's empowerment on macroeconomic policies, unpaid work, land rights, punitive laws in the context of HIV in partnership with CSOs, academic and research organizations.	<p>Indicator: Transgender specific policies influenced and operational in at least two ministries namely, health and social justice and empowerment. Baseline: 0 Target: 2</p> <p>Indicator: Number of states where organizations/networks led by <i>dalits</i>, tribes, sexual minorities and people living with HIV formed and capacitated to demand entitlements and engage in human development innovations. Baseline: 0 Target: 5</p>	<p>Capacities of CSOs developed for greater voice and visibility in policy making.</p> <p>Capacity of policy makers developed for greater gender-responsive policies and legislation.</p>	<p>Regular: \$9 million</p> <p>Other: \$10 million</p>

<p>women and men such as scheduled castes and tribes.</p>	<p>parties and engender statistical systems.</p>		<p>Indicator: Qualitative change in perception of women and men belonging to marginalized groups on the implementation of key enabling legislations. Baseline: to be established Target: to be established</p>	<p>Enabling environment to address persistent exclusion and discrimination against people living with HIV and women.</p>	
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