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Draft country programme document for India (2008-2012)

Contents

	<i>Paragraphs</i>	<i>Page</i>
Introduction	1	2
I. Situation analysis.	2-4	2
II. Past cooperation and lessons learned.	5-7	2
III. Proposed programme.	8-18	3
IV. Programme management, monitoring and evaluation.	19-22	5
 Annex		
Results and resources framework for India (2008-2012)		6

Introduction

1. The present draft country programme document for India (2008-2012) was formulated in partnership with the Department of Economic Affairs of the Ministry of Finance, building on the United Nations Development Assistance Framework (UNDAF) 2008-2012. The programme is in harmony with the eleventh five-year plan of the Government of India and has benefited from wide-ranging stakeholder consultations, including within the United Nations system, and a comprehensive review of lessons from past cooperation.

I. Situation analysis

2. Although the Indian economy experienced growth rates exceeding 8 per cent a year between 2004 and 2007, economic growth has not been sufficiently inclusive. Almost half of the most severe poverty is found in five states, compounded by insecurity and the risk of conflict. The percentage of poor among scheduled tribes and castes remains high. More than 60 per cent of women are chronically poor. More than 296 million people are illiterate and 233 million undernourished. Workforce participation for women is half that for men, and almost 96 per cent of women work in the informal sector. Violence against women continues to be an issue, though landmark legislation on domestic violence was passed in 2006. HIV/AIDS prevalence is relatively low, though an estimated 5.2 million people live with the disease. Infections amongst women are rising and almost half have not even heard of AIDS.

3. Two-thirds of the population continues to depend on rural employment, while more than 90 per cent of the labour force is in low-productivity and low-paying informal sector employment. Burgeoning population and economic growth in the context of weak regulatory mechanisms has resulted in over-exploitation of environmental resources and an increasing gap between energy demand and supply. The approach paper to the eleventh five-year plan stresses the need to ensure that growth is resource efficient and environmentally safe. The 2006 National Environment Policy intends to mainstream environment in all developmental activities as previous natural disasters have been shown to erode gross domestic product.

4. Considering these development challenges, the approach paper to the eleventh five-year plan stresses inclusive growth to reduce poverty and disparities with gender as a cross-cutting issue. Poverty reduction is directly linked to improvements in governance including devolution of funds, functions and functionaries to local levels and making governance more participatory, gender-balanced, transparent and accountable.

II. Past cooperation and lessons learned

5. The previous country programme (2003-2007) focused on four areas: promoting human development and gender equality; capacity development for decentralization; poverty eradication and sustainable livelihoods; and vulnerability reduction and environmental sustainability. UNDP promoted a human development perspective in planning and implementation at the state level and, with the United Nations Development Fund for Women (UNIFEM), the incorporation of gender concerns into the eleventh five-year plan. The governance focus was on capacity development of local institutions and

promotion of accountability. UNDP supported the design of urban poverty reduction strategies, effective implementation of the National Rural Employment Guarantee Scheme and design of the National Rural Tourism Scheme. A state-level livelihood mission was piloted successfully in Rajasthan. UNDP took the lead in piloting public-private-community partnerships in several districts.

6. In HIV/AIDS programmes, the emphasis was on formulating a strategy for greater involvement of people living with AIDS and a social and economic impact assessment of HIV, the first such study in India. Work in energy and the environment was designed to support commitments under international agreements and conventions. The disaster risk management programme focused on enhancing capacity for preparedness of communities and government at national, state and local levels. The post-tsunami recovery programme was undertaken as a joint United Nations initiative.

7. The mid-term review of the current UNDP country programme recognized many successful initiatives but stressed the need to move toward fewer and more strategic focus areas. A key entry point should be the state, to support the implementation of national flagship programmes and priorities as well as forging close linkages for capacity development at state and district levels. Evaluations highlighted the need to identify the poor more carefully and focus more sharply on gender dimensions and social inclusion.

III. Proposed programme

8. The proposed country programme contributes to UNDAF outcomes in areas of capacity development for effective, accountable and participatory decentralization and a rights-based approach to achieving the MDGs, with a focus on disadvantaged groups (especially women and girls). The programme is designed to address gender inequalities and strengthen partnerships with the private sector. Evidence-based advocacy, best practices and disaggregated profiles will help inform decisions and policies.

9. The programme will be limited to about 10 focus areas, with outcomes consistent with UNDP service lines and the proposed UNDP strategic plan, 2008-2011. Programme initiatives will be concentrated in the seven focus states – Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh – with low rates of human development, gender disparity indices and high proportions of scheduled castes and tribes. Within the focus states, the United Nations will identify districts for joint and convergent activities with importance given to state and district-level linkages. A funding facility with other development partners will be created to replicate successful initiatives.

Democratic governance

10. The programme supports capacity development to ensure that cross-cutting issues such as gender, natural resource management, migration, disaster risk management and HIV/AIDS are included in sectoral, district and state-level planning and resource allocation processes. Linkages between district and state-level mechanisms will build on existing partnerships with the Ministry of Panchayati Raj, the National Planning Committee, and State planning departments. Building capacity for human development analysis will continue as a way of strengthening advocacy and planning.

11. Capacity development for elected representatives (particularly for women and those from scheduled castes and tribes) and district officials of local self-

government (Panchayats) will help them fulfil their roles. The ability of Panchayati Raj institutions to raise additional funds for local development, including private sector partnerships, will be strengthened. Monitoring and accountability capacities will be enhanced through public disclosure (such as a 'right to information' act), social audit, gender budgets and computer-based systems. A trust fund mechanism to support governmental decentralization efforts will be explored.

12. Access to justice and legal inclusion are important factors in combating poverty. The programme will work closely with other United Nations organizations as well as law schools and judicial academies to address issues of pro-poor judicial case management, legal awareness, legal aid and informal justice systems. Coordination among the police and the legal profession, courts and prisons, as well as with the public, will be strengthened.

Poverty reduction

13. The programme will support state-level missions for inclusive livelihood promotion for disadvantaged rural and urban groups and regions. The focus will be on livelihood models and related service delivery using public-private-community partnerships. Emphasis will be placed on financial inclusion through the development of pro-poor products and services, including remittance transfers, collateral-free housing credit and market-based social security instruments, such as micro-pension and micro-insurance. The programme aims to improve national poverty reduction initiatives such as the National Rural Employment Guarantee Scheme and the Jawaharlal Nehru National Urban Renewal Mission. Capacities for social inclusion, monitoring and evaluation will be strengthened through participatory and gender-sensitive tools and processes in order to identify previously excluded groups.

HIV and development

14. The programme will work to scale up prevention efforts through mainstreaming HIV/AIDS in development. This will be supported by building the capacity of the National AIDS Control Organization, key ministries, state AIDS control societies and district level structures. Linkages between stakeholders and community participation will be facilitated through direct involvement of people living with HIV/AIDS, women and other vulnerable groups.

Disaster risk management

15. The programme will focus on integrating disaster risk reduction elements across all development sectors. Support to the newly established district and state level disaster management authorities will institutionalize community-level disaster preparedness. Appropriate policies and regulations and comprehensive multi-hazard risk assessments will help integrate disaster risk reduction concerns into development planning, including adaptation to climate change impacts. The next phase of the programme will be closely associated with the National Disaster Management Authority, established in 2005. Drawing upon recent experiences, such as the 2004 Indian Ocean tsunami, will help strengthen post-disaster recovery capacities.

Environment and sustainable development

16. UNDP will support all levels of government to implement environment and energy policies by strengthening policy, legislative and regulatory mechanisms promoting low carbon development, standards and codes and more efficient use of natural resources. Capacities to integrate environmental management

practices in planning processes will be developed at state and district levels. UNDP will also support national capacity development for the implementation of multilateral environmental agreements.

17. UNDP will support implementation of national policy initiatives to increase forest cover, arrest land degradation and increase access to renewable energy and will collaborate with other United Nations organizations to promote sustainable water resources management. Gender-sensitive strategies to reduce disaster/climate risk to vulnerable communities will be further strengthened through broader disaster risk management initiatives.

United Nations country team initiatives

18. In support of UNDAF outcomes, joint programmatic initiatives in water, HIV/AIDS prevention and gender-based violence – including trafficking and female foeticide – will be undertaken. UNDP will also support regular joint planning, monitoring (including use of DevInfo) and evaluation in all programmatic areas. In the focus states, UNDP will work with other organizations to promote convergence at the district level to achieve the MDGs and engage in joint advocacy efforts, including linkages with state legislative forums. UNDP will support the knowledge sharing system ‘Solution Exchange,’ a powerful platform linking diverse stakeholders on issues related to MDG achievement. The programme will also continue to support the government in furthering its development effectiveness.

IV. Programme management, monitoring and evaluation

19. The country programme will be implemented under the direction of the Government of India in partnership with national and state-level authorities. As government coordinating agency, the Department of Economic Affairs of the Ministry of Finance heads the country programme board and guides programme implementation. Outcome boards will be established to monitor each programme component, ensure cross-sectoral linkages and approve work plans.

20. Partnerships with civil society and the private sector will be emphasized. Implementing partners will be chosen based on a comprehensive assessment of their technical and financial management capacities through the harmonized approach to cash transfers and use of standard micro-assessments. The Atlas system will be rolled out to programme partners.

21. Revised implementation modalities, aligned with prevailing UNDP programming arrangements, will be developed with the government to support national ownership, accountability and effective implementation. The country programme will align monitoring and evaluation activities with national initiatives to strengthen capacities at the national, state and district levels. Standard disaggregated baselines and monitoring frameworks will be established.

22. The resource requirement of the country programme is estimated at \$200-250 million. One-third of the amount would be available through UNDP core resources, one-third mobilized from United Nations trust funds, such as the Global Environment Facility, and one-third from mobilization of non-core resources.

Annex. Results and resources framework for India (2008-2012)

<p>National priority: Restructure policies to achieve more broad-based and inclusive growth, bringing about a faster reduction in poverty and helping bridge the divides. Intended United Nations Development Assistance Framework (UNDAF) outcome 1: Strengthened policy framework and implementation capacity of large-scale state and national programmes.</p>					
Programme component	Country programme outcomes	Country programme outputs	Output indicators, baselines and targets	Partners	Indicative Resources
Poverty: Achieving the Millennium Development Goals (MDGs) and reducing human poverty	1.1. Improved effectiveness of poverty reduction and livelihood promotion programmes in disadvantaged regions and for vulnerable groups, especially women.	1.1. Strengthened monitoring and evaluation systems in selected programmes to track inclusion of disadvantaged groups and regions in livelihood promotion. 1.2. Models of community-managed livelihoods, public-private-community partnerships and financial inclusion in selected districts of UNDAF focus states.	1.1(a). Proportion of selected districts in focus states providing qualitative data for scheduled castes and tribes and women based on social audit. 1.1(b). Per cent of scheduled castes and tribes benefiting from livelihood promotion schemes. 1.2. Number of districts with pilots on public-private-community partnerships and financial inclusion.	National Planning Committee (NPC), Jawaharlal Nehru National Urban Renewal Mission (NNURM), research institutions and non-governmental organizations (NGOs)	Regular \$20 million Other \$30 million
	1.2. Scaled-up multi-sectoral responses by ministries to achieve National AIDS Control Programme goals with particular reference to vulnerable groups.	2.1 Capacities in key ministries and identified stakeholders enhanced with particular reference to vulnerable groups.	2.1(a). Number of ministries reporting on HIV activities in their respective sectors in the annual report. 2.1(b). Number of migrant-friendly HIV services available at key sites in selected districts in focus states.	National AIDS Control Organization (NACO), state AIDS control societies, Ministry of Rural Development (MoRD), Ministry of Tourism, Ministry of Panchayati Raj (MoPR), Ministry of Home Affairs (MHA), Ministry of Tribal Affairs (MoTA), Ministry of Urban Development (MoUD), NGOs, network of positive people, Joint United Nations Programme on HIV/AIDS	Regular \$10 million Other \$10 million
<p>National priority: Address the needs of marginalized and other groups who do not have strong lobbies to ensure that their rights are guaranteed. Intended UNDAF outcomes 2 and 3: Accountable and responsive local government systems, in rural and urban areas, which promote equitable and sustainable development to achieve MDG/local development goals with special attention to the needs of women and girls; Eleventh Plan targets related to the MDGs are on track in at least one district in the seven priority states.</p>					
Democratic governance: Fostering democratic governance	2.1. Capacities of elected representatives and district officials in focus states/districts enhanced to perform their roles effectively.	2.1. Elected representatives and district officials equipped with participatory and gender-sensitive planning, budgeting and monitoring skills.	2.1(a) Per cent of elected representatives at district, village and block level in selected districts trained in participatory and gender-sensitive planning, budgeting and monitoring skills for at least five working days. 2.1(b) Per cent of district officials trained in participatory and gender-sensitive planning, budgeting and monitoring skills for at least five working days in selected districts.	MoPR, MoUD, Department of Personnel and Training, civil society organizations (CSOs), State Institutes of Rural Development, Zilla Parishads, research organizations and private sector	Regular \$20 million Other \$30 million
	2.2. Systems and mechanisms in place to provide vulnerable and excluded groups access to justice at local level in five project states.	2.2. Grievance mediation mechanism in justice sector improved through interface with CSOs and sensitization.	2.2(a) Per cent of scheduled castes and tribes and women availing grievance mediation mechanisms in five project states. 2.2(b) Number of colloquia involving justice sector actors and CSOs organized in five project states.	Department of Justice, law schools, judiciary and bar associations, University Grants Commission, academia	
	2.3. Selected districts in focus states on track to meet MDGs.	2.3. Convergent programming through joint mechanisms linked to elected district government in selected districts in the focus states.	2.3. Number of districts with joint United Nations work plans and monitoring and evaluation in focus states.	NPC, MoRD, MoPR, Ministry of Women and Child Development, MoTA, Ministry of Social Justice and Empowerment, Ministry of Housing and Urban Poverty Alleviation, Panchayati Raj Institutions	

<p>National priority: To integrate development planning and environment concerns to ensure containment of adverse effects, such as the threat of climate change, and the well-being of future generations.</p> <p>Intended UNDAF outcome 4: The most vulnerable, including women and girls, and government at all levels have enhanced abilities to prepare, respond and recover from disasters and environmental changes.</p>					
<p><i>Crisis prevention and recovery:</i> Disaster response and recovery</p>	<p>4.1. Communities and institutions have established mechanisms and partnerships to effectively recover from the impact of disasters and environmental changes.</p>	<p>4.1. Coordination strategies for recovery integrated in state plans in focus states and in district plans in two districts of each state.</p>	<p>4.1(a) Number of state plans for coordinated recovery. 4.1(b) Number of districts plans for coordinated recovery.</p>	<p>National Disaster Management Authority (NDMA), State Disaster Management Authority (SDMA), District Disaster Management Authority (DDMA), National Institute of Disaster Management (NIDM), MHA, Ministry of Environment and Forest (MoEF), CSOs, NGOs, United Nations organizations</p>	<p>Regular \$10 million</p> <p>Other \$10 million</p>
<p><i>Energy and environment:</i> Environment and sustainable development mechanisms</p>	<p>4.2. Communities are aware of their vulnerabilities and adequately prepared to manage and reduce disaster and environmental related risks.</p>	<p>4.2. Capacity developed at the state, district and local level for identifying risks and gender-sensitive adaptation strategies.</p>	<p>4.2(a) Number of SDMAs issuing guidelines on risk and vulnerability reduction. 4.2(b) Number of DDMA's issuing guidelines on risk and vulnerability reduction. 4.2(c) Number of districts where gender-sensitive adaptation strategies are piloted.</p>	<p>NDMA, SDMA, DDMA, MHA, MoEF, CSOs, NGOs, United Nations organizations</p>	<p>Regular \$10 million</p> <p>Other \$100 million</p>
	<p>4.3. Progress towards meeting national commitments under multilateral environmental agreements.</p>	<p>4.3 Strengthened capacity for low carbon development and sustainable management of natural resources.</p>	<p>4.3(a) Number of clean technologies/mechanisms piloted. 4.3(b) Number of community-based conservation models piloted.</p>	<p>MoEF, Ministry of Steel, Ministry of Coal, Ministry of New and Renewable Energy, MoUD, International Fund for Agricultural Development, Food and Agriculture Organization of the United Nations, International Union for the Conservation of Nature and Natural Resources, United Kingdom Department for International Development, German Agency for Technical Cooperation, Centre for Science and Environment, Foundation for Revitalization of Local Health Traditions</p>	