

Evaluation Report

GOI – UNDP Project
“Strengthening State Plans for
Human Development”

India

by

B. K. Bhattacharya

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Abbreviations

ABL	Activity Based Learning
ACHuDev	Advisory Committee on Human Development
ACS	Additional Chief Secretary
AIDS	Acquired Immune Deficiency Syndrome
ALM	Active Learning Methodology
ANM	Auxiliary Nurse Midwife
ANSSIRD	Abdul Nazeer Sab State Institute of Rural Development
AP	Andhra Pradesh
ATI	Administrative Training Institute
BE	Budget Estimates
BMI	Body Mass Index
BPMI	Best Practices Manual Initiatives
CBPS	Centre for Budget and Policy Studies
CBR	Crude Birth Rate
CDS	Center for Development Studies
CPIAL	Consumer Price Index for Agricultural Labourers
CPIIW	Consumer Price Index for Industrial Workers
CRS	Civil Registration System
CRT	Child Rights Trust
CSO	Central Statistical Organisation
CV	Coefficient of Variation
CWC	Concerned for Working Children
DDP	District Domestic Product
DEA	Department of Economic Affairs
DES	Directorate/Department of Economics and Statistics
DFLE	Disability free life expectancy
DGNSSO	Director General National Sample Survey Organization
DHDR	District Human Development Report
DVD	Digital Versatile Disc
EA	Executing Agency

ECEP	Expert Committee on Estimation of the Proportion and Number of Poor
EPW	Economic and Political Weekly
FDI	Foreign Direct Investment
FTII	Film Television Institute of India
FYP	Five Year Plan
GDI	Gender Related Development Index
GDP	Gross Domestic Product
GEI	Gender Equality Index
GEM	Gender Empowerment Measure
GHI	Global Hunger Index
GNP	Gross National Product
GOI	Government of India
GRC	Gender Resource Centre
GRR	Gross Reproductive Rate
HD	Human Development
HDI	Human Development Index
HDR	Human Development Report
HDRC	Human Development Resource Center
HDRCU	Human Development Research & Coordination Unit
HIPA	Himachal Pradesh Institute of Public Administration
HIV	Human Immunodeficiency Virus.
HLE	Healthy Life Expectancy
HP	Himachal Pradesh
HPI	Human Poverty Index
HQ	Head Quarter
ICDS	Integrated Child Development Services
IDS	Institute of Development Studies
IEC	Information Education & Communication
IFAD	International Fund for Agricultural Development
IFPRI	The International Food Policy Research Institute
IGIDR	Indira Gandhi Institute of Development Research

IGPRS	Indira Gandhi Panchayati Raj Sansthan
IIPS	International Institute for Population Sciences
ILO	International Labour Organization
IMR	Infant Mortality Rate
ISI	Indian Statistical Institute
ISRO	Indian Space Research Organisation
JNU	Jawaharlal Nehru University
KHDR	Karnataka Human Development Report
LE	Life expectancy
LEB	Life Expectancy at Birth
MDGs	Millennium Development Goals
MIS	Management Information System
MOU	Memorandum of Understanding
MP	Madhya Pradesh
MPCE	Monthly Per Capita Expenditure
MPCE	Monthly Per Capita Expenditure / Monthly Per Capita Consumption Expenditure
MRP	Mixed Recall Period
NAS	National Accounts Statistics
NEX	National Execution
NGOs	Non Governmental Organizations
NHDR	National Human Development Report
NIPFP	National Institute of Public Finance and Policy
NPD	National Programme Director
NRDM	Natural Resource Development and Management
NRDMS	Natural Resource Database Management Systems
NREGP	National Rural Employment Guarantee Programme
NSDI	National Spatial Data Infrastructure
NSDP	Net State Domestic Product
NSS	National Sample Survey
NSSO	National Sample Survey Organization
NUNV	National United Nations Volunteer

OUP	Oxford University Press
PCA	Project Cooperation Agreement
PCE	Per Capita Consumer Expenditure
PFCE	Private Final Consumption Expenditure
PHDMA	Poverty and Human Development Monitoring Agency
PMB	Project Management Board
PPP	Purchasing Power Parity
PRI	Panchayat Raj Institutions
PRSP	Poverty Reduction Strategy Paper
PSC	Project Standing Committee
RBI-CAB	Reserve Bank of India – College of Agricultural Banking
RDPR	Rural Development and Panchayat Raj
RIPA	Rajasthan Institute of Public Administration
RSVY	Rashtriya Sama Vikas Yojana
RTI	Right to Information
SC	Scheduled Caste
SDMC	School Development Monitoring Committee
SDP	State Domestic Product
SGSY	Swarna Jayanthi Grama Swaraj Yojana,
SHDRs	State Human Development Reports
SHGs	Self Help Groups
SJSRY	Swarna Jayanthi Shahari Rojgar Yojana
SPIPA	Sardar Patel Institute of Public Administration
SRI	State Resource Institute
SSDI	State Spatial Data Infrastructure
SSPHD	Strengthening State Plans for Human Development
ST	Scheduled Tribe
TAWDEVA	Tamil Nadu Watershed Development Agency
TFR	Total Fertility Rate
TINP	Tamil Nadu Integrated Nutrition Project
TOR	Terms of Reference
TOT	Training of Trainers

TV	Television
ULB	Urban Local Bodies
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, Cultural Organization
UP	Uttar Pradesh
URP	Uniform Recall Period
UT	Union Territory
V-SAT	Very Small Aperture Terminal
WHO	World Health Organization
ZP	Zilla Panchayat

Executive Summary

1. The following is the Executive Summary of the evaluation report on the Project ‘Strengthening State Plans for Human Development’ which is being implemented in 15 States in collaboration with the Planning Commission, Government of India, the UNDP and the State Governments concerned. The contributions of seven National Resource Institutions which are involved in the implementation of this project have also been evaluated.
2. This evaluation report is presented in eight chapters, as described below:
 - The introductory Chapter (**Chapter I**) deals with the background for initiating this external evaluation of the project SSPHD, Terms of Reference, Broad approach in conducting this evaluation, etc.
 - **Chapter II** deals with evolution of the concept of Human Development, theoretical issues regarding computation of Human Development Index (HDI), concepts of GDI (Gender Related Development Index), GEM (Gender Empowerment Measure), HPI (Human Poverty Index) etc,
 - **Chapter III** deals with some of the major issues closely linked with Human Development, e.g. Poverty and Inequality, Poverty Line, Measurement of Head Count Ratio of people Below the Poverty Line, Poverty Gap, Measurement of Employment-Unemployment etc.
 - **Chapter IV** discusses preparation of Human Development Reports by the UNDP, National Human Development Report for Indian

states prepared by the Planning Commission in 2001 (released in March 2002), computation of Human development Indices for the Indian States prepared by the UNDP in 2004-05 for the 12th Finance Commission, preparation of State level Human Development Reports and District Human Development Reports, etc.

- **Chapter V** provides an assessment of the progress achieved by the state governments with reference to the project outcomes and success indicators, in the areas (activities) of Strengthening of State's Statistical System, Assessment of Training Needs for Human Development Analysis, conducting training programs and workshops on human development, preparation of HDR, District HDR, Advocacy, Dissemination of HD messages and mainstreaming HD in the Planning Process.
- An assessment has also been attempted, on the basis of available information, to find out to what extent human development analysis has been mainstreamed in the planning process, what has been the impact of advocacy role played by the Human Development Unit, the Planning Personnel etc, in leading to effective human development action by policy makers at the level of State Governments and Local Government Institutions, Improvement in the quality of Planning and Budgeting from a human development perspective, etc.
- **Chapter VI:** An assessment has been made of the actions taken and progress achieved by the National Resource Institutions in terms of their agreement with the Planning Commission and the UNDP.

- **Chapter VII:** Contains an over all assessment of the Project in terms of its relevance, effectiveness, efficiency in Project implementation, establishing a knowledge base in areas of human development analysis and success of its partnership strategy, sustainability of activities initiated under the Project.
 - **Chapter VIII:** The external evaluator's suggestions and recommendations are presented in this final Chapter of the report.
3. In the following paragraphs a brief summary of the various chapters covered in the evaluation report is presented:
 4. The **First Chapter** explains how the concept of human development evolved as the main objective of the process of development planning; how the human development approach is different from the conventional growth theoretic approach aimed at maximizing Gross Domestic Product or per capita income. This Chapter also deals with documentation of Human Development Reports at different levels. One of the major directions of follow-up of these efforts is mainstreaming human development in state plan and policies by addressing some of the key concerns raised in the Human Development Reports. UNDP in collaboration with the Planning Commission initiated implementation of SSPHD in 15 states (eight states in the first phase and seven states in the second phase). Seven National Resource Institutions were also involved in the project to facilitate implementation in the participating states. The Chapter mentions the Memorandum of Understanding / Project Cooperation Agreements entered into by the UNDP with the State Governments and the National Resource Institutions to ensure smooth implementation of the project. The project of Strengthening State Plans for Human Development

Project envisages that evaluation of the project needs to be undertaken to assess the impact of the project. Such an assessment would form the basis for extension of the project which comes to an end by the end of December, 2007. Shri.B.K.Bhattacharya retired Chief Secretary, Government of Karnataka was appointed as the external evaluator to evaluate the implementation of various activities under the SSPHD project. The external evaluator, initially had discussion with the Planning Commission and UNDP representatives in New Delhi, to appreciate the contours of the project and to decide about the broad areas that need to be covered in the evaluation report. It was also decided that, the Human Development Division of the Planning Department, Government of Karnataka would assist the external evaluator in the evaluation process.

5. Initially, a general questionnaire was prepared followed by supplementary questionnaire and circulated to the participating states to elicit their responses. Similarly, the National Resource Institutions which are involved in the project were also addressed with individual questionnaires seeking their responses. The external evaluator also visited three project states namely, West Bengal, Tamil Nadu and Maharashtra, apart from meeting the officers of the Government of Karnataka, to discuss various issues connected with implementation of the project. Similarly, two National Resource Institutions namely; Indira Gandhi Institute for Development Research, Mumbai and International Institute for Population Sciences, Mumbai were visited and discussions held with the experts concerned. Certain constraints under which this Evaluation Study had to be conducted have been explained in the First Chapter.

6. The **Second Chapter** discusses the evolution of the concept of human development and measurement of human development through various indices such as Human Development Index, Gender Development Index.
7. Taking a cue from Mahbub ul Haq's idea that "in economic science nothing is ever new, and nothing permanent" etc, this Chapter explores how the origin of human development ideas in the Indian context can be traced to Nehru's proclamation on the eve of Independence that the task ahead was "the ending of poverty and ignorance and disease and inequality of opportunity".
8. The Second Five Year Plan of India was in favor of promotion of social gain as against private profiteering in the context of socialistic pattern of society, it also laid emphasis on Village Level Planning and Social Justice covering vulnerables including landless workers, artisans etc. This Chapter also talks of the early initiatives of the United Nations in promoting unified approach in economic and social development and that of the World Bank which had generated the 'basic needs approach'. These ideas finally led to the concept of human development. This Chapter mentions about publication of first Global Human Development Report in 1990 under the UNDP initiative led by Prof.Mahbub ul Haq. The concept of human development perceived as widening the range of people's choices is to a large extent shaped by Prof.Amartya Sen's capability approach. The Second Human Development Report brought out by the UNDP in 1991 highlights the important social expenditure ratios such as public expenditure ratio, social allocation ratio, social priority ratio and human development ratio in the context of financing human development.

Subsequent global human development reports brought out with the UNDP initiatives focused on different themes. 1993 Human Development Report focused on Decentralization and People's Participation, 1995 report dealt with Gender and Human Development, 1997 Report dealt with Poverty. Similarly Human Development Report 2000 incorporated Human Rights in discussion of Human Development, while 2004 Report talked of Deepening Democracy.

9. With input from Prof. Amartya Sen, Meghnad Desai and others, Mahbub ul Haq also promoted the concept of Human Development Index as a measure of human well being quite distinct from GDP. Chapter II covers computation of Human Development Index with its three constituent indices including Education Index, Health Index and Income Index and careful refinement of this HD index taking into account views and suggestions expressed from time to time. The Chapter also discusses how Gender Development Index (GDI) gained importance in the context of the felt need of highlighting gender discrimination, apart from other measures like Gender Empowerment Measure (GEM). Human Poverty Index an obverse of HDI measures human deprivation in areas of Health, Education and livelihood (income).
10. **Chapter Three** deals with the issues connected with measurement of poverty, employment and unemployment, etc which are closely linked with human development. A widespread procedure followed in the country to assess the incidence of poverty is the Head Count ratio or the ratio of people below the poverty line to the total population of the community. Poverty gap, i.e. the extent by which the average income of the poor is below the

poverty line is an alternative measure of poverty. Another measure which takes note of poverty gap as well as distribution of income among the people below the poverty line is known as Sen Index. The Planning Commission estimates poverty ratios periodically based on the household surveys carried out by the National Sample Survey Organization. The Chapter discusses issues connected with the need for preparation of state specific rural and urban poverty lines, periodic updating of such poverty lines by separate state specific price indices etc. The discrepancy between NSSO and NAS figures of average consumption and its implication for poverty measurement has also been discussed in this Chapter. The need for reconciliation of the results of 55th round of NSS consumer expenditure survey 1999-2000 with earlier rounds due to different recall period used in the survey has been highlighted and different poverty measures based on different attempts at such reconciliation have been mentioned. The need for calculating district level poverty figures, possible use of NSS central samples or pooled state and central samples for such calculation of district level poverty ratio have also been analyzed.

11. The Chapter also notes the Global Hunger Index constructed by International Food Policy Research Institute by using three constituents namely insufficient availability of food, shortfall in the nutritional status of children and child mortality which are attributes of malnutrition. Drawing reference to employment and unemployment the Chapter notes that livelihood issues are closely linked to living standards and incidence of poverty of the people. In the Indian context NSSO is the major source of data on status of employment and unemployment in the country with state disaggregates based on survey conducted once in five years. NSSO

publishes figures of unemployment by usual status, weekly status and daily status. In view of the prevailing conditions of labour market in India, daily status unemployment figures (about 6-8 per cent at the national level) may give more realistic picture of unemployment situation in the country. However, there are considerable variations among the states in respect of extent of prevailing unemployment. Annual employment growth has increased from 0.9 per cent in 1993-94 to 2.89 per cent in 1999-2000 to 2004-05. On the other hand labour force increased from 1.03 per cent to 2.93 per cent during this period. Major concern in the Indian context is that increase in employment is in the agricultural sector and in other occupations generally in the informal sector associated with low wages and lack of social security resulting in creating a class of working poor. Thus, the major challenge would be improvement in the factor productivity in these sectors thereby improving the quality of employment.

12. **Chapter Four** discusses the human development situation in India as assessed by documentation of human development at national, state and district levels. The National Human Development Report 2001 brought out by the Planning Commission has state-wise assessment of human development which is a pioneering official effort in this direction at the country level. Human development Report for South Asia brought out in 1997 by the Human Development Centre, under the leadership of Mahbub ul Haq, analyzed Human Development Indexes for major states of the country. This was followed by computation of Human Development Index for different states by A.K.Shivakumar (1998). Ranking of states emerging from both these computations compared well, with minor differences in the absolute value of

Human Development Index for different states, with Kerala (ranking first), Punjab, Maharashtra, Haryana, Gujarat, West Bengal, Karnataka and Tamil Nadu as top eight states and Rajasthan, Bihar, Madhya Pradesh and Uttar Pradesh as bottom four states.

13. National Human Development Report brought out by Planning Commission in 2001 provided a strong state level data base on human development covering 70 indicators for each state. The National report also computed HDI and GDI for states, slightly deviating from the UNDP methodology in computing HDI. NHDR also showed that Kerala ranked first among states as measured by the HDI, followed by Punjab. NHDR computed gender equality index as a measure of inequality in the attainment in human development indicators between females and males. NHDR also calculated Human Poverty Index signifying human deprivation.
14. At the state level Madhya Pradesh pioneered in the preparation of first state Human Development Report in 1995 followed by Karnataka in 1999. Both these reports were prepared with state initiative and funding. Subsequently Madhya Pradesh brought out three more SHDRs and Karnataka brought out one report. So far, 16 other states have prepared state HDRs.
15. Though state human development reports have adopted uniform UNDP methodology in computing HDI, GDI, etc, there is certain degree of variation in the approach, coverage of details, special studies undertaken, etc. Karnataka's first human development report presented social expenditure ratios as part of analysis of financing of human development computed by external experts. Karnataka report also contains district-wise disaggregates of HDI

and GDI revealing high degree of disparity among districts. Chhattisgarh has adopted a unique bottom up approach by preparing village public reports going into preparation of state level human development report.

16. The Global Human Development Report 2003 brought out the UNDP deals with Millennium Development Goals which formed the basis for human development oriented targets for India's Tenth Five Year Plan. Eleventh Five Year Plan approach paper talks of the opportunity to restructure policies to a new vision of more broad based and inclusive growth, faster reduction in poverty, raising the incomes of the masses and providing access to basic facilities such as health, education, clean drinking water to large parts of the population, etc.
17. Keeping these human development oriented broad objectives in view, 15 states have taken up implementation of the SSPHD project. Out of these 15 states, the following states have already got their detailed work plans approved: Category 1 States: 8 [Sikkim, Rajasthan, Himachal Pradesh, Madhya Pradesh, Maharashtra, Tamil Nadu, Karnataka, West Bengal] Category II States: 6 [Punjab, Gujarat (work plan approved subject to UNDP/Planning Commission observations) Kerala, Chhattisgarh, Assam, Orissa]. The Work Plan prepared by the Government of Nagaland is under consideration of the Planning commission / UNDP. Revised work Plan (for additional resources) is expected from the Governments of Himachal Pradesh and Maharashtra. Revised work plan (for additional resources) was received from the Government of Sikkim and is yet to be processed by UNDP/Planning Commission [February 2008]. The project

envisages continuation of preparation of SHDRs, more thematic studies, policy intervention and action oriented advocacy etc. The project also envisages preparation of District Human Development Reports (DHDRs) by the states. In Tamil Nadu five districts were selected for the preparation of DHDRs, based on backwardness in Human Development Index and being RSVY districts. Sensitization of various stake holders is one of the main features of the preparatory process of DHDRs in Tamil Nadu. Chhattisgarh has adopted a bottom up approach in the preparation of DHDR by designing questionnaires for the villagers and PRI functionaries and carrying out fields' surveys in the sample villages. Karnataka has adopted a participatory and consultative approach in preparing the district human development reports, besides computation of taluka HDIs. West Bengal has already released two DHDRs for Bankura and Malda. The Malda District Human Development Report identifies backward regions within Malda district in terms of basic human development attributes such as health status and educational and livelihood opportunities. The report draws special attention to the erosion caused by the changing course of the river Ganga and the problem of rehabilitation of persons affected by such natural disaster. The report also examines varied regional experiences within the district and identifies several emerging development trends that may ultimately strengthen human development oriented planning in future. The Bankura District Human Development Report contains human development radar, following the NHDR approach, to identify quickly the Human Development Indicators needing special attention. The report relied on Natural Resource Data Base Management Systems Centre for basic data to initiate this exercise. What emerges from the experience gained in the process of preparing DHDRs is non

availability of a robust HD related data base at the Block / Tehsil / Taluka level. Some of the states have not yet started computing district level income and demographic indicators like LEB and IMR.

18. **Chapter Five** reviews the progress achieved by the state governments in implementing various project activities. This Chapter contains elaborate discussion of various project activities undertaken for their respective states mainly by the states in category I. as the project is yet to really get off the ground in the category II states. The areas covered in the discussion are, documentation of human development reports and related issues, capacity building activities for the officers of government, Panchayat Raj functionaries, strengthening Statistical system, engendering human development activities, new human development initiatives, measures taken in respect of planning and financing of human development, advocacy and dissemination strategy adopted and challenges encountered in the implementation process. States had been requested to suggest measures to improve the performance, both specific to their state and programme implementation in general, including efforts needed for mainstreaming human development in the process of planning and policy formulation. Responses received in this regard have also been summarized in Annexure VI.
19. **Chapter Six** covers contribution of National Resource Institutions in implementing project activities with expected deliverables. There are seven National Resource Institutions, namely; RBI-CAB, Pune, NIPFP, New Delhi, IIPS, Mumbai, IGIDR, Mumbai, FTII, Pune, ISI- Kolkata, and Resources and

Livelihood Group, PRAYAS, Pune. Individual questionnaire was circulated to each of these institutions and all the Seven Institutions have sent their responses. Each institution, responding to the questionnaire, provided information on their achievements under the project, expenditure incurred so far and constraints if any faced by them in the implementation of the project. This has been discussed in Chapter VI. It is seen that the progress achieved by some of the National Resource Institutions has been rather tardy and the institutions now have to speed up the pace of implementation during the extended period of the project.

20. **Chapter Seven** deals with over all assessment of the project. The Chapter recognizes that under this project there has been a shift from national level documentation of human development to state level and sub state level HDR reporting which is a commendable effort and Planning Commission and UNDP deserve all appreciation for this initiative. The Chapter also stresses the need for greater dissemination of findings of such documentation to bring in awareness among the people in general and policy makers in particular. This Chapter notes that going by the Global Human Development Report 2007, India's human development ranking is 128th out of 177 countries, much below China (81), Srilanka (99), Vietnam (105) and the HDI for India increased from 0.419 in 1975 to 0.619 in 2005 which implies annual increase in the index value of approximately 0.07 (increase of 0.2 in 30 years). At this rate, to reach the status of high human development country (HDI of 0.800 and above) the country will have to strive very hard for the next 20-30 years. For a democratic nation like ours to achieve this goal, different stake holders like political leaders, Government

officials, PRIs, the media, student community, NGOs, civil society, elected representatives, etc will have to be well acquainted with multi dimensional nature of human development and efforts needed to promote different components of HD. The dissemination of the message of human development should result in informed policy intervention and faithful execution. While some states have shown a lot of enthusiasm in implementing in project, the progress achieved by some states in first tier and most of the states in the second tier has been rather slow. Similarly some of the National Resource Institutions have not been able to produce the deliverables expected from them within the agreed time frame. This calls for more close monitoring of the project activities by the Planning Commission and the UNDP so that the lagging states /Institutions can catch up with others who are performing well.

21. It is recognized that engendering human development is an important component of human development and accordingly it has been integrated into the project after the first year of the project. There is need to institutionalize gender development as part of the human development by forming a gender development unit in the Human Development Division in the Planning Department of each state to formulate action plans relating to gender development. This action plan should be prepared in consultation with institutions/ universities engaged in research in women studies, NGOs etc. As regards National Resource Institutions, to ensure timely deliverables expected from them, there should be a mechanism for mutual discussion and renewed understanding about the exact deliverables and the time frame for each of the deliverables.

22. This Chapter also contains a section dealing with **‘Lessons Learnt’** and another section dealing with **‘Sustainability of the Project’**.
23. **Chapter Eight** deals with suggestions and recommendations for improving performance in the implementation of various project activities. Broadly the evaluation report recommends the following:
- There should be an effective forum among the states for experience sharing.
 - A portal on human development may be developed, by the Planning Commission.
 - Every state should make proper assessment of the training needs based on which training modules should be developed and trainings organized.
 - There should be sufficiently strong institutional set up for imparting training.
 - A proper and effective dissemination strategy has to be developed in areas of human development including gender development.
 - Thematic studies should be taken up under the project in a big way both at the state and sub-state level on issues concerning human development.
 - There should be a mechanism to ensure data validation and convergence at different levels.
 - Measurement of poverty ratio and identification of families below poverty line for extension of benefits under poverty alleviation measures should be done in a such manner that

results from adopting different methodologies are reconciled in a rational and objective manner.

- Performance of human development at the grass root level administration needs to be monitored and reviewed regularly through a set of indicators.
- There should be a Human Development Unit within the Planning Section of the Zilla Panchayat.
- Allocation of funds to Zilla Panchayats by the state government should take note of human development situation measured by district wise human development index.
- There is need to improve the pace of performance by some of the lagging National Resource Institutions. Milestones to be achieved within a targeted time frame should be laid down by the Project Standing Committee.
- The states in tier II will need two years to implement the work plans which in most cases are still under preparation. The states in the tier I have also sought extension of time to implement their work plans which are on-going. Many of the National Resource Institutions will also need extension of time for preparing strategy papers/ developing methodologies/ conducting workshops, training programmes etc.
- Taking all these factors into account, in the Draft Evaluation Report submitted on 27-11-2007 it was recommended that the project period be extended up to 31.12.2009. If any state government / National Resource Institution is found to be unable to utilize the funds earmarked for any project-related activity within this date, such funds may be reappropriated to other states/ Institutions which may need additional financial

support. The UNDP informed the participating State Governments on 10-01-2008 that the GOI had approved the extension of the Project till 31-12-2009.

- As envisaged in the National Execution (NEX) guidelines, a Programme Management Board (PMB) under the Secretary Planning Commission may be constituted to lay down guidelines for the project and periodically review its implementation to help achieving the expected outcome of the Project within the extended time frame.

The draft report was discussed at the 10th meeting of the Project Standing committee of the SSPHD project held in Bangalore on 11-4-2008 when representatives of the Planning Commission, the UNDP and most of the participating State Governments were present. Copies of the meeting notice, agenda notes, [including Agenda No. 3: Draft Evaluation Report of SSPHD] and Minutes of the meeting circulated on May 14th, 2008 may be seen at Annexure XV The final report is now submitted, taking into account the discussion at the meeting of the standing committee and also the comments of the planning commission and the UNDP received from time to time and my replies thereto.

Chapter I

Introduction

1. With the publication of the First Human Development Report in 1990, the UNDP initiated a global movement to bring the development of human beings to the Centre Stage of development efforts of all countries, specially in the developing economies. The main thrust of this approach is that development does not mean only increase in Investment, annual rate of growth of GDP or Per Capita Income but true measure of development will be the enhancement of the capabilities and functioning of the human beings to enable them to lead a healthy, educated and cultured life, taking part in the life of the community with dignity and self-respect. The human development approach propagated by the UNDP has led to a paradigm shift in the global dialogue about the development process, not only among economists, sociologists, and other-academics but also among policy makers, administrators, Non-Governmental Organizations and other members of the Civil Society. Since 1990, UNDP has been publishing Human Development Reports which not only track human development in different countries of the world (importantly, though not solely, through the computation of Human Development Indices of each country and ranking them in a global order) but also take up important policy issues having relevance to different aspects of human development.
2. Inspired by the new message of human development propagated through the annual Human Development Reports, some of the State Governments in India started preparing their own Human Development Reports in the 1990's. Major States in India are

comparable in area and population size to important Countries of other Continents. Under the Indian Constitution States have the responsibility for important subjects like Education (now in the concurrent list), health, agriculture etc., and from the '50s onwards, state Governments in India have been involved in the process of planning for economic and social development of the respective states. Therefore it is quite natural that some of the State Governments, on their own initiative, started preparing their Human Development Reports, by and large following the UNDP methodology.

3. Madhya Pradesh was the first Indian State to bring out its Human Development Report, including computation of the State's Human Development Index, following the then existing UNDP methodology. Madhya Pradesh followed up their first HDR (produced in 1995) by releasing three more HDRs, in 1998, 2002 and 2007.

The process of preparing the Karnataka State HDR was initiated in 1997 and the first HDR of Karnataka was released in April 1999.

4. The Madhya Pradesh reports and the First Karnataka report (1999) had been prepared at the initiative of the State Governments. A Government of India-UNDP project was in operation during the period 1999-2002 under which assistance was provided to the state governments who were interested in preparing state specific Human Development Reports. The Human Development Resource Centre was set up at the UNDP Office in New Delhi in the year 2000, as a part of the UNDP project to support the production of the State HDRs.

5. The release of the National Human Development Report 2001 (in March 2002) by the Planning Commission provided a further fillip to the states to produce state level HDRs. Between 2001 and 2007 the following states produced their HDRs; Arunachal Pradesh (2005), Assam (2003), Chhattisgarh; Delhi (2006), Gujarat (2004), Himachal Pradesh (2002), Karnataka (second HDR 2005), Kerala (2005), Madhya Pradesh (third HDR 2002 and fourth HDR 2007) Maharashtra (2002), Nagaland (2004), Orissa (2004), Punjab (2004), Rajasthan (2002), Sikkim (2001), Tamil Nadu (2003), Uttar Pradesh (2003), West Bengal (2004). Out of these, except the Madhya Pradesh HDR (2002), other HDRs have been prepared as a result of partnership between the Planning Commission, UNDP and the state government concerned.
6. The Government of India – UNDP Project started as a follow up of the earlier project of assisting the State Governments in producing their HDRs. This project, initiated in 2004, with a financial allocation of US \$ 5 million, in 8 pilot states which had already prepared their HDRs (Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Sikkim, Tamil Nadu and West Bengal) was designed to move from human development analysis to action. The project, known as Strengthening State Plans for Human Development has three main components with clearly stated expected outcomes;
 - i. Deepening of Human Development Analysis with priority areas like encouraging State Governments to continue preparation of state HDRs, thematic reporting of Human Development, preparation of District Human Development Reports, capacity building of state planners for human development,

strengthening of statistical systems, including building capacities in area of district level data collection and analysis, undertaking special initiatives for poverty estimates and vital statistics.

- ii. Advocacy strengthened through the dissemination and outreach of SHDRs to ensure that their messages are internalized by planners and implementers of development programmes, and
 - iii. Effective Human Development Action by contributing to informed decision and selection of high impact human development strategy, by identification of issues and options for financing of human development in states.
7. To sum up the objectives in the words of the UNDP “the project aimed at mainstreaming human development in state plan and policies by addressing some of the key concerns raised in the state HDRs”.
 8. The Project size was enhanced to U.S. \$ 7.96 million in January 2006, when the project was extended to 7 more states (Assam, Chhattisgarh, Gujarat, Kerala, Nagaland, Orissa and Punjab).
 9. In December 2006 the project was expanded with additional allocation of U.S. \$ 2 Millions to provide greater emphasis on Advocacy, Gender components of Human Development and strengthening state level Statistical Systems.
 10. **MOUs / Project Co-operation Agreements with the State Governments, Agreements within National Level Institutions.**

A copy of MOU, regarding the project “Strengthening State Plans for Human Development” entered into among the 3 participants,

the Planning Commission, the UNDP and the State Government may be seen at Annexure I. A copy of the Standard Project Co-operation Agreement between the UNDP and the State Government may be seen at Annexure II. A copy of the Project Expansion Agreement between the UNDP and the Planning Commission with the objective of “deepening the project scope to include better integration of gender concerns in the Planning Process” may be seen at Annexure III.

11. Technical support to the states in various domains of the Project is being provided by National Level Institutions, e.g. National Institute of Public Policy & Finance (NIPPF), New Delhi, to suggest policies for financing Human Development, Indian Statistical Institute, Kolkata, to develop methodology for computation of District Level poverty Ratios, Indian Institute for Population Sciences, Mumbai to develop methodologies for computation of LEB (Life Expectation at Birth), IMR(Infant Mortality Rate), etc at District level, software for doing these computations, training of District Statistical staff in using this methodology and software, RBI’s College of Agricultural Banking, Pune, for conducting training programmes in Human Development concepts and related issues for officers of State Governments, Indira Gandhi Institute of Development Research (IGIDR), Mumbai for suggesting Millennium Development Goal related Poverty Reduction Strategy Papers for the project states, etc.

12. Implementation Modalities under SSPHD Project [As intimated by the Planning Commission]

The National Planning Commission is the Executing Agency for the project and is responsible for its overall management,

including achievement of planning results and use of UNDP funds, monitoring and project evaluation. The project is being managed under the overall guidance and supervision of Joint Secretary (State Plans) also designated as National Project Director who is assisted by Director (State Plan Coordination) and Project Team at Planning Commission (2 NUNVs). Under the project Staff at Planning Commission one NUNV has served the project from September 2004 to June 2005. One NUNV was appointed in February 2006 and second one in October 2007 who are at present continuing in the project. A Project Manager has joined at Planning Commission from February 1, 2008. The duration of the project is extended till December 2009.

13. The Executive Agency along with support of HDRC unit, UNDP is responsible for overall project management, fund flow, audit, monitoring and evaluation, for supervision of implementing agencies. The HDRC, UNDP in close association with State Plan Division, Planning Commission helps in smooth project implementation including its conformity to the strategic objectives of the Planning Commission / UNDP. Regular Project Standing Committee (PSC) meetings under the Chairmanship of Joint Secretary, State Plans are being held at national level to review the overall implementation of the project with the project partners viz. States & National Resource Institutions. Representatives of Planning Commission and UNDP are attending State level Steering Committee Meetings, Advisory committee meetings of National Resource Organization to review and provide technical assistance for specific project activities. Apart from the meetings monitoring through monthly progress reports from States and

quarterly reports from National Resource Institutions are being examined and compiled at the National Level.

14. The State Governments are the Implementing Agencies under the project. At the State level a Human Development Research & Coordination Unit (HDRCU) is set up in each State Planning Department/Board/Planning Commission under the direct supervision of Principal Secretary or Secretary, Planning Department/Planning Board. A State level Empowered Committee /Steering Committee is formed under the chairmanship of Chief Secretary/Secretary Planning to supervise, monitor the project progress as per work plan and budgets. The HDRCU is assisting in the implementation of the project which is headed by a nodal officer (appointed from a State Government Department) who is responsible for day to day management of the project. 2-4 NUNVs are recruited in States to assist the Nodal officer in project implementation. The Project Staff have been provided basic training course on Human Development and Financial/Audit matters by UNDP.
15. UNDP provides technical assistance and strategic guidance to States and National Resource Institutions on project issues/work plans, participation in review meetings, overall monitoring, organizing consultations for cross sharing of experiences, providing linkages to expert networks for smooth facilitation of activities. UNDP also provides equipment for establishment of HDRC unit.
16. The Project is being implemented as per GOI-NEX guidelines according to which National Planning Commission has made suitable provision for UNDP funds in their budgets. At the request

of the Executing Agency UNDP would pay to Implementing Agencies and suitable accounting entry is made in the budget of Planning Commission and the Controller of Aid, Accounts and Audit to reflect receipt of such funds by GOI. The Executing agency would request for the release of funds in installments to States & National Resource Institutions as per the Project Cooperation Agreement. The Work Plans of States/National Resource Institutions and corresponding budgets are approved by the National Project Director in consultation with UNDP.

Project Standing Committee (PSC) is the supervising body to whom Project Progress is reported.

17. TOR for Evaluation.

The Project SSPHD envisages that an evaluation should be conducted with regard to key objectives and components of the project. Since the project duration is coterminous with the country programme, that is December 2007, it was expected that “the evaluation could also provide a basis for assessing the need for an extension in time for the project”. At the request of the Planning Commission and the UNDP, an agreement was signed by me with the UNDP to conduct the evaluation. The agreement was for the period 16.08.2007 to up to 31.10.2007. Simultaneously with sending the draft report on 27.11.07 extension of time has been sought for completion of this review. A copy of the Terms of Reference of the Evaluation work may be seen at Annexure IV.

18. Broad Approach Adopted by the External Evaluator.

At my request, Shri. Sridharan, Joint Secretary (State Plans), Planning Commission set up an informal meeting at the UNDP

office, New Delhi, on 31.08.2007 which was attended by Shri. Sridharan, Smt. Seeta Prabhu, Head of Human Development Resource Centre at UNDP (New Delhi), Shri. Suraj Kumar, Smt. Ritu Mathur, of the UNDP, and Shri.R.Sachar, Director, Planning Commission and others. Interaction with the representatives of the Planning Commission and the UNDP helped me in appreciating the background of this project (SSPHD) and the expectation from the evaluation study. Some of the important points that emerged from this discussion held on 31.08.07 are as given below:

- a. Till date (31.08.07) 18 states in India have prepared State Human Development Reports.
- b. Forty seven District Human Development Reports are under preparation (actually, out of these 47, DHDR for two districts in West Bengal, that is, Malda and Bankura have already been released) with assistance from SSPHD project (funding as well as technical guidance).
- c. This is globally the largest initiative in preparing Human Development Reports at the Sub National Level.
- d. The State Human Development Reports are prepared by Government Agencies and the data and analysis are owned by the State Government concerned.
- e. Apart from the 2 District HDRs of West Bengal which are ready, 45 are under preparation with the support of this project and some more are under preparation at state governments' initiative and with state governments' funds. The District HDRs are being prepared by State Government

Agencies /Panchayat Raj Institutions/selected Research Institutions/ Educational Institutions at the local level, etc.

- f. The Human Development Analysis should not be restricted to only computation of Human Development Index, or to only Health and Education sector achievements but go beyond that and encompass many other facets of human development.
- g. The evaluation may like to cover whether there is any difference in approach between Human Development Reports prepared with UNDP assistance / without UNDP assistance
- h. Three major components of the SSPHD are:
 - i) Main streaming human development in the planning process or in other words how to get HD approach embedded in programmes and policies of the state governments.
 - ii) Improving statistical system with a view to fill the existing data gaps.
 - iii) Formulating sustainable financing strategy for human development.

The evaluation report is expected to cover all these issues.

- i. Training and sensitizing are two important instruments to achieve the out come of the project. The report is expected to evaluate progress achieved in these areas.
19. The Planning Commission, the UNDP and the Principal Secretary, Planning Department had agreed that Shri Shankar Rao, Senior Director, Human Development Division, Planning Department, Government of Karnataka would assist me in the evaluation work. With Shri. Shankar Rao's help a questionnaire had been developed for eliciting information from the 15 State Governments covered

under the project. This questionnaire was revised, after my discussions at the UNDP office on 31.08.07.

20. The questionnaire was further revised on receipt of suggestions from Dr. Suraj Kumar of UNDP and Shri. R. Sridharan, Joint Secretary, Planning Commission, with whom (Shri Sridharan) I had the benefit of further discussion on 6th September 2007. Copies of the questionnaire sent to the Planning Secretaries and Nodal Officers of the 15 states and supplementary questionnaire sent to them on 15.10.2007 (regarding information and communication, project review and efficacy etc) and on 25.10.2007 (regarding Social Expenditure Ratios of the State Governments concerned) may be seen in Annexure V.
21. As on the date of submitting the Draft Report (27-11-07), replies had been received from all the 8 states in category I (however, the replies, from the governments of Himachal Pradesh and Madhya Pradesh reached us very late) and from three states in category II (Chhattisgarh, Gujarat and Punjab). By the time of submitting the Final Report (July 2008) replies to the questionnaire / reports of progress have been received from all the States. Replies from quite a few states are not complete. The replies / information received from the States have been summarized in Annexure VI.
22. As mentioned earlier certain responsibilities under the project were entrusted to the National Level Institutions, IIPS, ISI, NIPFP, IGIDR, RBI (College of Agricultural Banking), Pune, Film and Television Institute, Pune and PRAYAS, Pune. Copies of the questionnaire issued to each of them separately may be seen at Annexure VII.

23. At the invitation of the UNDP, I attended an All India Conference on District Human Development Reports held at Kolkata on the 26th of September 2007. The state governments of West Bengal, Tamil Nadu, Madhya Pradesh, Karnataka, Rajasthan, and Himachal Pradesh gave presentations regarding their experience of preparing District Human Development Reports, following the guidelines issued by the UNDP.
24. In consultation with the Planning Commission and the UNDP, it was originally planned to visit 5 states (out of category I) and hold discussions with senior officers of Planning, Finance, Education, Health, Women's and Child development, other representatives of Departments dealing with Human Development related subjects (drinking water supply, housing, rural development, social welfare, food and civil supplies, etc.,) and the Director of Economics and Statistics. The objective was to gain first hand knowledge of the extent to which Human Development issues have been mainstreamed in the process of Planning, Project formulation and project implementation, how resources are being mobilized and allocated for human development areas, whether any innovative ideas in the areas of human planning development and financing have been adopted by the state, attempts made at sensitizing government officials, civil society etc in Human Development issues, measures adopted to build capacity for Human Development analysis, data analysis, HD related computation etc. However, due to various problems of logistics and lack of time, I had to give up the idea of visiting Sikkim and Madhya Pradesh in connection with this evaluation work. Mr. Shankar Rao and myself visited Kolkata on the 6th October, Chennai on the 16th October and Mumbai on 29th and 30th of October 2007. Meetings

were held with the senior officers at Kolkata (presided over by Shri. Amit Kiran Dev, the Chief Secretary, Government of West Bengal), on the 6th of October and with the Deputy Chairman of the Tamil Nadu, State Planning Commission, Secretary of the commission and other officers, followed by a meeting with selected secretaries, Heads of Departments, presided over by Shri L.K.Tripathy, the Chief Secretary, Tamil Nadu, at Chennai on the 16th October 2007. At Mumbai, the meeting was presided over by Shri.V.K.Agarwal, the Additional Chief Secretary, Development Commissioner and Principal Secretary, Planning Department. The minutes / gists of discussions with the officers of Government of Tamil Nadu, Government of West Bengal and the Government of Maharashtra may be seen at Annexure VIII – A along with list of officers present.

25. On 29th of October 2007, Shri Shankar Rao and I visited IGIDR, Mumbai in the forenoon and the IIPS, Mumbai in the after noon. The gist of discussion with Dr. Shovan Ray and his colleagues at IGIDR is at Annexure VIII - B. The gist of discussion at IIPS, Mumbai with Dr. Ram and his colleague may be seen at Annexure VIII – C. A copy of the report given by Shri Shankar Rao regarding his discussions at RBI-College of Agricultural Banking, Pune, FTII, Pune, on 21st September 2007 and ISI, Kolkata on 27th September 2007, may be seen at Annexure VIII–D.
26. At Bangalore (Karnataka), on 25th October, 2007, I had the benefit of a meeting which was presided over by Smt. Lakshmi Venkatachalam, Principal Secretary, Planning Department. The gist of discussion at this meeting with a list of officers present may be seen at Annexure VIII–E.

27. In the TOR for project evaluation there was reference to certain areas which pertain to the Planning Commission such as provide technical support to State Plans division of the Planning Commission, initiate the process of preparing brief state of human development memos, analyse central and state level allocations for human development, etc. Accordingly, a request was made to the Planning Commission on the 15th of October, 2007 to provide information on these subjects. The Planning Commission furnished the required details on the 14th November, 2007. The reply furnished by the Planning Commission may be seen Annexure IX.
28. Discussion held during this meeting at Bangalore taken by the Principal Secretary, Planning Department and my periodic discussions held with Shri. Shankar Rao, Senior Director, Human Development Division, Planning department, Government of Karnataka and Smt. Lakshmi Venkatachalam, Principal Secretary, Planning Department, Government of Karnataka have helped me in getting clear ideas about various issues connected with the Human Development analysis and the steps taken in implementing this project in Karnataka and provided valuable input for preparing this Evaluation Report.

29. **Constraints on the Evaluation Study:**

It has taken inordinately long time to obtain response to the questionnaires from the participating states. The first questionnaire, prepared after consultation with the planning commission and the UNDP, was sent to the State Governments on 06.09.2007. The supplementary questions were forwarded to the State Governments on 15.10.2007 and 25.10.2007. By the time the Draft Evaluation Report was forwarded to the planning

commission and UNDP on the 27th November 07, replies had been received from 11 states, out of which replies from Himachal Pradesh and Madhya Pradesh had been received very late, despite several reminders. Quite a few of the states had sent incomplete replies to the questionnaire. Limited information is available in the replies sent by the State Governments on the trends in Social Sector (HD related sectors) expenditure incurred by the State Government. Though the State Governments had been asked to furnish information regarding public expenditure ratio, social allocation ratio, Social Priority ratio and Human expenditure ratio, practically no state Government (except Karnataka) has furnished this information. Similarly, very meager information is available about integration of Human Development messages in policy formulation at the State Government level, or about HD related new initiatives. As mentioned by the chairman of the Project standing committee at its 10th meeting held on the 11th of April, 2008, the project period had to be extended upto 31st February 2009 as the initial 8 states were in the midst of implementation of their Work Plan and the new states had not yet taken off. Even among the 1st Phase States, progress achieved in implementing different components of the project has been quite uneven. Due to logistic problem, it has not been possible to visit large number of the participating states and have personal discussion with senior officers in charge of the implementation of the project and ascertain their difficulties in achieving expected progress under the project or in sending complete information.

30. In the Project Evaluation TOR, the results framework of the Project has been described, outcome-wise under the three headings of priorities, main activities and success Indicators. For example,

for the outcome: ‘Deepened Human Analysis’, priorities have been shown as Institutionalisation further of SHDR process, Thematic Reporting on Human Development, District Level Human Development Report, (HDR) pilots, capacity building of State Planners for HD etc, with success Indicators like ‘Regular reference in policy debates and in the media to SHDRs’, Regular Reference in Policy debates and in the media to Thematic HDRs, ‘Plans and Budgets reflect District HDR conclusions and recommendations’. Though all the states have prepared their SHDRs, many of them are still in the process of deciding on an appropriate strategy for disseminating the messages of SHDRs; practically no information has been forthcoming from the states about “reference in Policy debates and in the media to SHDRs”. Similarly, very few thematic studies have actually been brought out by the states. Except the 2 District HDRs of West Bengal, other District HDRs taken up by the Project States are at different stages of preparation / finalization. It is too early to expect reference to thematic studies in policy debates in most of the states or to expect ‘District Plans and Budgets’ to reflect HDR conclusion and recommendations.

31. Similarly, in respect of the second expected outcome i.e. Advocacy, progress under ‘Main Activities’ has been uneven and it is rather premature to expect ‘strong degree of familiarity at all levels with HDR processes’, etc. Compendium of Good Practices by the NGO (PRAYAS, Pune) has been collated and is still under finalization; NIPFP has given report regarding only two states (MP & TN) regarding Financing of HD. Even these two states are yet to take up further follow-up action on these reports. In other states, such studies are still in various stages of finalization, as ascertained by

the Planning Commission on July 3, 2008. Hence it will be rather futile exercise to attempt to appraise whether States are showing clear costing of Human Development Action Plan on SHDRs.

32. In the circumstances, the Evaluation Report had to focus mainly, on Inputs / Activities / Outputs pertaining to different components of the Project [i.e preparation of Second / Third HDR, translation of the same in local language, Workshop etc. conducted for dissemination, Thematic studies taken up, DHDR preparation strategy, Stage of preparation, Training gap workshop / Training course conducted / New Policy initiative undertaken / reported increase in HD related Departments Plan Budget etc) rather than on real outcomes or success Indicators for which very limited information is available for the reasons explained above. All these factors have come in the way of properly evaluating the project in terms of the success indicators or final out comes.
33. In this connection it may be noted that in the reply from the Planning Commission referred to at Para 20 in this chapter, Planning Commission had mentioned that (Please see Annexure-IX) “the project is process oriented and involves capacity building through various programmes and activities at Central and State Level and by National Resource Institutions. **It would be difficult to comment on Development of capacities of State Planners to mainstream the Human Development at State and National Level at this stage of the project.”**
34. This comment would apply equally to several outcomes mentioned in the results frame work in the project document and the success indicators as delineated in the TOR of the project evaluation. To reiterate, at this stage of the project, the focus of evaluation can

mainly be on the processes (activities) and not very significantly on the expected final outcome or success indicators. This will also be evident from the note on 'Progress against Results Framework' attached to the 'Synopsis of Key Project Complaints and Lead Implementing Agency Roles' forwarded through Planning Commission's mail dated 03-07-2008 (Annexure IX A).

35. Outline of the Report

This report is presented in eight chapters, including the introductory First Chapter which deals with the background for initiating this external evaluation of the project (SSPHD), Terms of Reference, broad approach adopted in conducting this evaluation, etc. **Chapter II** deals with evaluation of the concept of Human Development, theoretical issues regarding computation of Human Development Index (HDI), concepts of GDI (Gender Related Development Index), GEM (Gender Empowerment Measure).

36. Chapter III deals with some of the major issues closely linked with Human Development, e.g. Poverty and Inequality, Measurement of Poverty Line, Head Count Ratio of people Below the Poverty Line, Poverty Gap, Human Poverty Index, Measurement of Employment-Unemployment etc.

37. Chapter IV discusses preparation of Human Development Report by UNDP; National Human Development Report for Indian states prepared by the Planning Commission in 2001 (released in March 2002), computation of Human Development Indices for the Indian States by the UNDP in 2004-05, preparation of state level Human Development Reports and District Human Development Reports, etc.

38. **Chapter V** provides an assessment of the progress achieved by the state governments with reference to the project outcomes and success indicators, e.g. dissemination of the findings of state level HDRs, preparation of thematic HDRs, preparation of District Human Development Reports, Strengthening of State's Statistical System, Assessment of Training Needs for Human Development Analysis, preparation of State HDRs, District HDRs etc.
39. An assessment has also been attempted, on the basis of available information (quite often incomplete, as mentioned earlier), to find out to what extent human development analysis has been mainstreamed in the planning process, what has been the impact of advocacy promoted under the project in terms of effective human development action by policy makers at all levels and by different organizations of the State Governments and Local Government Institutions.
40. **Chapter VI:** A brief assessment has been made of the actions taken and progress achieved by the National Level Institutions with reference to their agreement with the UNDP.
41. **Chapter VII:** Contains an overall assessment of the Project in terms of its relevance, effectiveness, efficiency in Project implementation, establishing a knowledge base in areas of human development analysis. This Chapter also contains paragraphs on 'Lessons Learnt' and 'Sustainability'.
42. **Chapter VIII:** The external evaluator's suggestions and recommendations are presented in Chapter VIII, the final Chapter of the report.

Chapter II

Evolution of the Concept of Human Development, Measures of Human Development – HDI, GDI, etc

1. “In economic science, nothing is ever new and nothing permanent. Ideas emerge, flourish, wither and die, to be born again a few decades later. Such is the case for ideas about human development. The founders of economic thought never forgot that the real objective of development was to benefit people, creating wealth was only a means.
2. After the Second World War, however, an obsession grew with models and national income accounts. What was important was what could be measured and priced. People as the agents of change and beneficiaries of development were often forgotten. Learned treatises appeared on how to increase production, but little was written on how to enhance human lives. The delinking of ends and means began, with economic science often obsessed with means”.

[From “Reflections on Human Development” by Mahbub ul Haq, 1995, P. 24,]
3. It was in 1989 that Mahbub ul Haq, Special Advisor to the Administrator UNDP, with a team of economists including Amartya Sen, Paul Streeten and others, formulated the proposition that the main thrust of Development Economics should be towards promotion of human development, and enhancing the quality of human life.
4. One may recall that on 14th August, 1947, Jawaharlal Nehru, had addressed the newly independent nation, and stressed the importance of the task that lay ahead of ending poverty, ignorance, disease and inequality of opportunity.

As it so happened, the first Five Year Plan launched in 1950 did not specifically spell out any planning strategy linking sectoral investment proposals and the objectives of the Plan.

5. However, in the second Five Year Plan, the principles of a ‘socialistic pattern of society’ underlay the planning strategy, and the promotion of social gain as against private profit was an over-riding criterion for determining the lines of advance.

Pointed mention was made, in the Approach to the Plan, to the goal of generating a dynamism in the economy that would lift it to ‘continually higher levels of material well-being and of intellectual and cultural achievements.’

6. In pursuance of this, the second Plan contemplated planning of the pattern of development in such a manner as to promote, not just increases in national income, but also greater equality in the distribution of wealth and income.

Accordingly, the principal objectives of the Second Plan spoke of raising standards of living by substantially raising national income, rapid industrialization with stress on heavy industry, increasing employment opportunities and reduction of inequalities in income and wealth, and a more even distribution of economic power.

7. The Approach to the Second Plan also placed emphasis on comprehensive village planning, taking into account particularly the needs of weaker sections such as landless workers, artisans, etc. Furthermore, it was made clear that Planning at the national level should take a careful view of the programmes that would be part of the National, State and District level Plans respectively.

8. The fact is, however, that regardless of these stated objectives of reducing inequalities and increasing public participation, in actual practice the emphasis during the first thirty years or so was on accelerating the rate of growth of the economy.
9. As would be evident from Prof. Sukhamoy Chakravarty's article 'Reflections on the Growth Process in the Indian Economy' [included in "Writings on Development": Sukhamoy Chakravarty O.U.P 1977, pages 207 to 236] the planning exercise during the 50's, 60's and 70's was occupied mainly with improving the savings – income ratio of the economy, increasing investment, determining allocation of investment among different sectors such as consumption goods, capital goods, etc.
10. There was some discussion regarding employment generation, reduction of income inequality, and so on. But the main building blocks of the models for planned development were the technical parameters referred to above. There was not enough discussion in the Plans about the development of the human beings which should be the main objective of all Government interventions, including Planning for development.

This is true not only of Indian Plans, but of the economic development plans of many other developing countries in Asia, Africa and Latin America

11. By the late '60's and early '70's, however, changes started to appear in the approach to the concept of development. Benjamin Higgins, in his memoir "All the difference: A Development Economist's Quest", speaks about a new approach to development, and about a blurring of the distinction between economic and social development, taking shape around this time.

It was recognised that growth and development needed to be planned as an integrated process, with equal and parallel emphasis on raising levels of income and enhancing the quality of life. Development objectives would have to be targeted directly, rather than as trickle down benefits consequential to growth. It was also now acknowledged that the benefits of growth and development would have to reach all sectors of society.

12. In September 1969, the UN set up an expert group on social policy and planning with Gunnar Myrdal, Benjamin Higgins and others, and the UN Research Institute for Social Development was entrusted with carrying out research to spell out modalities for arriving at a 'unified' approach towards economic and social development.
13. Apart from this, there is record of a similar initiative by the World Bank in the '70's to work on the concept of 'basic needs', as referred to by Paul Streeten in his foreward to Mahbub ul Haq's 'Reflections on Human Development'. Paul Streeten narrates further his experience of working on the Human Development Report with Mahbub ul Haq at the UNDP where, among other things, they defined human development as 'widening the range of people's choices'.
14. They conceived of human development as a process aimed at providing all human beings with opportunities for achieving their potential, going well beyond the mere provision of basic needs for survival, and stressing, on the other hand, the larger and greater goal of meaningfully improving the human condition.
15. The first Human Development Report of the UNDP was published in 1990 under the leadership of Mahbub ul Haq. The early

initiative towards incorporating social goals in growth and development programmes had been taken by various UN agencies, and were expressed in the writings of Streeten, Haq and others.

However, as pointed out by Sakiko-Fukuda-Parr in her article ‘The Human Development Paradigm – Operationalising Sen’s ideas on Capabilities’ [included in ‘Capabilities, Freedom and Equality’ – Amartya Sen’s work from a gender perspective, edited by Bina Agarwal, et al], the Human Development Reports published annually for the UNDP since the 1990’s have ‘used Amartya Sen’s capability approach as a conceptual framework in their analysis of contemporary development challenge’.

16. The philosophy underlying the capability approach brought out in Sen’s monograph “commodities and capabilities and articles such as ‘Goods and People’ (1983), ‘Economics and the Family’ (1983), ‘Equality of What’ (1979/80), ‘Development as Capability Expansion’ (1989) etc. was inspired, partly at least, by philosophers such as Aristotle and Kant, as well as classical economists such as Adam Smith and Karl Marx.

Aristotle declared that “the good of man resides in the function of man”, (it) “is the active exercise of his soul’s faculties in conformity with excellence or virtue. Happiness requires both complete goodness and a complete lifetime” (Aristotle, Nicomachean Ethics)

17. This postulation is carried further by Sen with his concept of human life as a set of ‘doings and beings’, and his emphasis on ‘capability’ rather than ‘commodities’ when evaluating human well-being.

18. Sen's concepts go beyond the 'Basic Needs' approach. To quote Sakiko-Fukuda-Parr, "Sen's theory of development as an expansion of capabilities is the starting point for the human development approach". The idea is that development must aim at removing obstacles such as ill health, illiteracy, lack of access to resources, etc. that impede human fulfillment.

The differences between the neo-liberal (growth based) approach, the basic needs approach and the human development approach are broadly indicated in Table 1 (as given in Sakiko-Fukuda-Parr's article in 'Capabilities, Freedom and Equality' cited above).

Table1: The Human Development Approach, the neo-liberal alternative and the basic needs antecedent: Comparing key features.

Table – 1
The Human Development approach, the neo-liberal alternative and the basic needs antecedent: comparing key features

	Human Development	Neoliberalism	Basic needs
Philosophical underpinnings Normative assumptions concept of well-being	Explicit Functioning's and capabilities	Implicit Utility	Not fully specified meeting basic needs
Evaluative aspect Leading criterion for evaluating development progress	Human capabilities, equality of outcomes, fairness and justice in institutional arrangements	Economic well-being, economic growth, efficiency	Poverty reduction in terms of income, and access to basic social services
Measurement tools favored	Human outcomes, deprivational and distributional measures	Economic activity and condition, averages and aggregate measures	Access to material means; derivational measures
Agency aspect: People in development as ends and/or means	Ends: beneficiaries; means: agents	Means: human resources for economic activity	Ends: beneficiaries;
Mobilizing agency	Individual action and collective action	Individual action	Concern with political will and political base

Contd...

	Human Development	Neoliberalism	Basic needs
'Development Strategy'			
Key operational goals	Expanding people's choices (social, economic, political)	Economic growth	Expanding basic social services
Distribution of benefits and costs	Emphasis on equality and on the human rights of all individuals	Concern with poverty	Concern with poverty
Links between development and human rights and freedoms.	Human rights and freedoms have intrinsic value and are development objectives. Current research on their instrumental role through links to economic and social progress.	No explicit connection. Current search for a link between political and civil freedoms and economic growth	No explicit connection

19. Meanwhile, along with the changing perception of development as the expansion of human capabilities, rather than just increasing growth of production of commodities there was a simultaneous move to re-define the concept of human rights so as to incorporate the right to development as well.

A declaration to this effect, namely that the right to development is a human right, was adopted by the United Nations in 1986.

20. The first Human Development Report (HDR) was published by the UNDP in 1990, and thereafter, Reports have been produced every year, in which human progress is monitored through the newly instituted Human Development Index.

Each Report also carries an in depth analysis of a new policy issue. In the 1991 Report, the study undertaken is on 'Financing Human Development', where it is held that universal basic social services can be financed by restructuring existing budgets.

21. The Report spells out the following formula to ascertain the pattern of public spending:

“Four ratios could serve as the principal guide to public spending policy:

- the public expenditure ratio (the percentage of national income that goes into public expenditure);
- the social allocation ratio (the percentage of public expenditure earmarked for social services);
- the social priority ratio- the percentage of social expenditure devoted to human priority concerns;
- the percentage of national income devoted to human priority concerns (obtained by multiplying the first three ratios)”.

22. After studying the data of several countries, it was concluded that the minimum desirable human development ratio would be around 5 per cent.
23. In order to achieve this, the public expenditure ratio could be kept at a moderate level of around 25 percent, out of which over 40 percent should be allocated to the social sector, with a focus of over 50 percent on social priority areas.
24. Public expenditure need not be extensive if the private sector and the NGO's are very active in the social sector. Private participation could be in the form of private spending in the social sector or private implementation of State social sector schemes.
25. The worst scenario would be if any Government were to have a high level of public expenditure, out of which only a small fraction were to be spent on social priority concerns.
26. The 1992 Report took up a study of the international dimensions of human development, and pointed out the need for opening the global market to poorer countries.

27. In the 1993 Report, the study was on the need for more decentralization and people's participation in the development process. The importance of the role of NGO's in mobilizing people and resources for promoting change was recognized, with the rider that while "NGO's can often supplement Government action, they can never replace it."
28. In 1993, at the second UN world conference on human rights, a declaration was adopted reaffirming the right to development as 'a universal and inalienable right and an integral part of fundamental human rights', stating further that "human rights and fundamental freedoms are the birth right of all human beings, their protection and promotion is the first responsibility of government".
29. The Human Development Report of 2000 suggests a ten point programme for achieving what is termed 'Inclusive Democracy', which includes an independent judiciary, insulation of the police from political interference and of the people from police brutality, non-discrimination against women in politics, minority participation in decision making, internal democracy in political parties, etc.

30. Human Development Index

In 1989, Mahbub ul Haq with a team including Amartya Sen, Meghnad Desai, Gustav Ranis, Frances Stewart, Paul Streeten and others had commenced the exercise of preparing the new index, namely the Human Development Index, which would be a composite index of socio-economic progress.

31. While devising the new index, certain crucial criteria were adopted:

- i) The new index would measure the basic concept of human development to enlarge people's choices
- ii) There would be one composite index rather than a host of separate indices.
- iii) The variables would be simple and manageable and limited in number, with LEB as an indicator of longevity, adult literacy as an indicator of knowledge and GNP per capita, adjusted for PPP, as an indicator of access to a multiplicity of human choices.

Difficulties arising from the fact that the units of measurement differed for different variables were addressed by measuring progress in each indicator with reference to a deliverable goal.

Each country was rated and positioned correspondingly at a point on a scale between 0 and 1. This had the advantage of every country's progress being measured relative to a common goal. The drawback initially was that all values became relative to each other, but this was resolved later by agreeing on certain fixed goal posts.

A possible difficulty with regard to weighting was addressed by allowing equal weight for the three variables, acknowledging that all three were equally important.

- iv) HDI would cover both social and economic choices.
- v) The coverage and methodology should be flexible, and amenable to improvement as and when called for as a result of new information or changing techniques of assessment.

vi) Inadequacy or incompleteness of data should not come in the way of drawing up the HDI, since even in a relatively imperfect form, the HDI still acts as a powerful force for promoting social change.

As Mahbub ul Haq is reported to have observed to Amartya Sen: “We need a measure of the same level of vulgarity as the GNP, but one that is not as blind to the social aspects of human life as the GNP is.”

32. The method of constructing the HDI, as explained by Mahbub ul Haq is as follows:

“The HDI has three key components: longevity, knowledge and income.

Longevity is measured by life expectancy at birth as the sole unadjusted indicator.

Knowledge is measured by the education variables: adult literacy and mean years of schooling, with a weight of two-thirds to literacy and one –third to mean years of schooling. Initially, only adult literacy was in the index. Mean years of schooling were added later.....”

As regards income, “HDI is based on a cut off point defined by a level of income regarded as adequate for a reasonable standard of living and for a reasonable fulfillment of human capabilities.... It was taken as the current global average real GDP per capita in PPP dollars..... the threshold income is around \$5000.

The HDI treats income up to the cut-off point as having full value. But beyond the cut-off point, income has a sharply diminishing return for which a specific formulation is used.”

Mahbub ul Haq: [Reflection on Human Development, 1995,
Page 49]

33. As further pointed out by Mahbub ul Haq, The HDI does not replace GNP, but it adds considerably to an understanding of the real position of a society in several respects.

By bringing out assessments not just on income ranking, but equally on the relative status of other important factors contributing to improving the quality of life, namely education and health, the HDI is able to influence Government policy formulation and decision making in the matter of achieving the State's human development objectives.

34. The HDI is a more significant measure, than the GDP, of the relative status of development of different nations.

Data in the HDI can be further analysed and broken down in terms of gender, region, ethnic grouping, and so on, so as to obtain a clearer and more focused picture with regard to areas of specific concern.

It would be possible for instance to observe, from HDI data, that higher standards in one variable such as per capita income may be found along with very low standards of another variable, perhaps female literacy. Or high education standards could co-exist with a high level of infant mortality.

35. The HDI can be profitably used to obtain a larger and fuller picture of the well being of a nation, as a complement to the information regarding national income levels given through the mechanism of the GNP. Since the respective HDI and GNP rankings of a fairly large number of countries differ to a good extent, it is clear that a meaningful appreciation of the overall status of a nation and its people can be properly made only by looking at both the GNP and the HDI.

36. After the 1990 Report was released, there was, no doubt, some questioning of the methodology and criteria adopted for arriving at the various conclusions that went into the index.

There was a view expressed that ‘freedom’ be added as one of the indicators in the Report of 2000.

Similarly, in the case of longevity, a suggestion was made that data regarding infant mortality should also be obtained in addition to life expectancy.

The point was also raised that adult literacy should not be the sole indicator while looking into education as an indicator, and that data regarding years of schooling also needed to be added.

37. Acknowledging many of these views and suggestions, the UNDP has been undertaking a careful refinement of the indicators and the method of measurement from time to time. However, the basic concepts as to the essential ingredients of human development and its assessment have remained the same.

38. In the matter of the income indicator, initially income upto a certain ceiling limit was given certain weighting. This was modified in 1991 to introduce the factor of weighting only above the ceiling. Ultimately, however, a thorough review of this indicator was taken up in the 1999 Report, and a new method of measurement was adopted discounting all income.

39. The following Table (Table 2) shows the fine tuning in the choice of indicators for HDI estimates used by the UNDP over the period 1990-2000. [Ref: Table 2.1 in the article by Amitabh Kundu and others, entitled “Indexing Human Development in India” in “State, Markets and Inequalities, 2007 edited by Abusaleh Shariff and Maithreyi Krishnaraj] Page 52

Table - 2

**Changes in the Choice of Indicators for HDI Estimates used by the
UNDP, 1990-2000**

Year	Income	Education	Health
1990	Log of real GDP per capita	Adult Literacy Rate	Life Expectancy at Birth
1991	Atkinson formula using real GDP per Capita $W(y) = y$ for $0 < y < y^*$ $= y^* + 2(y - y^*)^{1/2}$ for $y^* < y < 2y^*$ $= y^* + 2(y^*)^{1/2} + 3(y - 2y^*)^{1/3}$ for $2y^* < y < 3y^*$ as so on. Where y^* is the poverty line and the full income is divided into multiples of poverty line	Education = $a \cdot$ Literacy Rate + $b \cdot$ Mean Years of Schooling where $a = 2/3$, $b = 1/3$	- do -
1992	- do -	- do -	- do -
1993	- do -	- do -	- do -
1994	No change in the methodology nor in indicators. Except, max and min values have been fixed for the four basic indicators. The threshold value is taken to be the global average real GDP per capita (PPP \$40,000 and \$200), Adult Literacy (100% and 0%), Mean Years of Schooling (15 and 0 years) and Life Expectancy (85 and 25 years)		
1995	Min. value of income has been revised from PPP \$200 to PPP \$100	The indicator mean years of schooling has been replaced by the combined primary, secondary and tertiary enrolment ratios (max value 100% and the min value 0%)	- do -
1996	- do -	- do -	- do -
1997	- do -	- do -	- do -
1998	- do -	- do -	- do -
1999	Log of real GDP per capita	- do -	- do -
2000	- do -	- do -	- do -

Source: Human Development Report, UNDP, Different Years.

40. Gender Related Development Index (GDI):

In his 1984 publication “Resources, Values and Development” (OUP, 1984), Amartya Sen included an article entitled “Family and Food: Sex Bias in Poverty.” In this article, Sen pointed out that “there is a good deal of evidence from all over the world that food is often distributed very unequally within the family with a distinct sex bias (against the female) and also an age bias (against the children), but the picture of discrimination is, of course, much

sharper and more widespread in the poorer third world economies.”

41. Drawing attention to the results of a survey carried out in Calcutta in 1976 – 78, which revealed a higher level of female morbidity as compared with male morbidity, he observed “it is not, of course, by any means obvious that morbidity is primarily the result of malnutrition. But malnutrition is one of the factors in morbidity, and the pattern of deprivation in food may well go together with other types of deprivation.”
42. Following the paper ‘Gender Inequality in Human Development: theories and measurement’ prepared in 1995 by Sudhir Anand and Amartya Sen, the Gender Related Development Index (GDI) which assesses gender equity, and GEM which measures women’s empowerment in public life, were included in the HDR of 1995.
43. The 1997 HDR introduced the Human Poverty Index (HPI). These three concepts of GDI, GEM and HPI are explained below:

GDI - Gender-related Development Index (the HDI adjusted for gender inequality)

This index measures achievement in the same basic capabilities as the HDI does, but takes note of inequality in achievement between women and men. The methodology used imposes a penalty for inequality, such that the GDI falls when the achievement levels of both women and men in a country go down or when the disparity between their achievements increases. The greater the gender disparity in basic capabilities, the lower a country's GDI compared with its HDI. The GDI is simply the HDI discounted, or adjusted downwards, for gender inequality.

44. GEM - Gender Empowerment Measure (gender equality in economic and political participation and decision making)

The Gender Empowerment Measure (GEM) is a measure of agency. It evaluates progress in advancing women's standing in political and economic forums. It examines the extent to which women and men are able to actively participate in economic and political life and take part in decision-making. While the GDI focuses on expansion of capabilities, the GEM is concerned with the use of those capabilities to take advantage of the opportunities of life.

45. HPI - Human Poverty Index (the level of human poverty)

Rather than measure poverty by income, the HPI uses indicators of the most basic dimensions of deprivation: a short life, lack of basic education and lack of access to public and private resources. The HPI concentrates on the deprivation in the three essential elements of human life already reflected in the HDI: longevity, knowledge and a decent standard of living.

(Source: <http://hdr.undp.org/en/humandev/hdi>)

46. In 1999, Kalpana Bardhan and Stephan Klasen in their article 'UNDP's Gender Related Indices: A Critical Review' [*World Development Vol.27. No. 6 pp985-1010, 1999*] pointed out flaws and inadequacies in the GDI and GEM, and suggested increase in 'the aversion to the inequality factor in the life expectancy component and education component in computing GDI'. They also suggested a longevity indicator that would incorporate data both on missing women (or men), as well as on life expectancy.

47. Similarly, Seeta Prabhu, current Director of the HDRC in the UNDP, New Delhi has opined that “notwithstanding the success of the use of the measure, the greatest limitation of GDI has been that it has tied itself to the HDI and hence is limited to per capita income, education and health dimensions, the implication being that it is deprivation in these three components that is important from the point of view of gender disparities, this in turn limits the use of GDI as an advocacy tool, particularly in developing countries with a high levels of poverty. In India gender relations are influenced by traditional hierarchies based on patriarchy, caste and ethnicity and compounded by inequalities in wealth and power”.

BOX – 1

Different ways of measuring health Life expectancy (LE) at birth

Life expectancy has long been used as an indicator of population health. It is increasingly seen as too crude to measure a population's health, as it does not take into account chronic disease and disability.

Healthy Expectancies Self reported healthy life expectancy

Two types of HLE are routinely calculated from the following (abridged) national General Household Survey questions:

- General HLE: “Over the last 12 months would you say your health has been.... good fairly good, or not good?”
- LE free from limiting long-term illness: “Do you have any long-standing illness, disability or infirmity?”

Levels of reported ill health are combined with mortality data to estimate the number of years of healthy life an individual will live. Self-reported poor health is strongly linked with mortality and health service use. However, levels of self-reported health vary systematically over time and social group, making comparisons difficult. This might reflect real differences in health between groups, or could be due to changing health expectations. For instance, a recent US study found that younger people and people on higher incomes did not report disability until a higher level of tested limitation than those in older groups and those with lower incomes. Changes in disability allowances and unemployment benefit might also influence people's inclination to report them as ill.

Disability free life expectancy (DFLE)

Disability-free life expectancy measures disability by looking at reported limitations in day-to-day activities such as work, school and leisure activities. The General Household Survey has included such questions in certain years for 65+ year olds. More severe disability and dependence can be measured by people's ability to carry out activities of daily living such as bathing, dressing, and shopping (which can be used to calculate dependency-free life expectancy). Such measures of functional ability are considered to be more independent of social factors than self-reported health.

Source: Post note Parliamentary office of Sigma and Technology, February 2007 Nov 25th, 2007

48. A recent study “The Enigma of Kerala Women – A Failed Promise of Literacy” edited by Swapna Mukhopadhyay has observed, with reference to Kerala, that “contrary to popular belief, women do not enjoy the kind of ‘freedom’ that one would expect them to have given the high levels of human or gender development,” and that “high levels of gender development in terms of conventional instrumental indicators can co-exist with significant gender based violence.”
49. Obviously, high levels of female literacy, affluence and health do not necessarily on their own add up to women’s empowerment.
50. Thus, the Kerala Plan document for 2007 – 08 includes a Chapter on ‘Gender Issues in Development’, in which issues such as violence against women, women’s employment, etc. are included as significant areas of concern.
51. The above studies confirm the need to re-examine both the concept and the method of measurement of the GDI and the GEM.
52. Sen speaks of what he calls the ‘evaluation aspect’ and the ‘agency aspect’ as the two essential and distinct components of the human development approach.

The evaluation aspect, which is the better known of the two, deals with collecting and analyzing data with regard to identified indicators of well being, based on which improvements in the quality of life are assessed.

The agency approach is concerned with devising and implementing actions and programmes for bringing about desired changes.

In addition to individual and collective initiative for promotion of health, education and economic growth that would benefit all

segments of society, it is important to have members of the community participating more effectively, and in greater numbers, in democratic institutions and in governance.

53. In the article 'Rescuing the human development concept from the HDI; reflections on a new agenda', [*in the volume 'Readings in Human Development edited by A.K Shivakumar and Sakiko-Fukuda-Parr*] Sakiko-Fukuda-Parr observes that "there has been a tendency to imprison human development strategies and ideas within the human development index. Ironically, the success of the HDI has only served to reinforce the narrow interpretation of human development. Two flaws in the initial design of the HDI- the simplification of a complex idea and the exclusion of references to political freedoms and participation - continue to haunt the concept."
54. The Human Freedom Index was published in 1992, and the Political Freedom Index in 1993. They came under sharp criticism, however, both on method and on content, and were discontinued.
- The need now, as always, is to encourage fresh and perceptive thinking and dialogue, and strive to constantly refine and improve the concepts and systems of assessing the status of human development in different nations and societies.

Chapter III

Poverty and Unemployment

1. Closely linked with the study of human development in India at the state and district levels is the exploration of different aspects of poverty and inequality in rural and urban areas, including estimation of the number of poor people, degree of inequality of income, measurement of employment and unemployment, movement in the level of wages which the poor people earn, etc.
2. It is possible to assess and portray the pattern of income inequality, using as tools the Lorenz Curve and the Gini Coefficient.
3. However, the measures of relative income inequality do not give a correct picture of the extent of poverty in a society. If income is redistributed from the richest section of the society to persons in the middle income group (say from the highest decile to the two deciles immediately below), there may be reduction in the value of the Gini Coefficient, but there will be no improvement in the economic conditions of the poverty groups. Similarly, a general decline in income that keeps the Gini Coefficient unchanged may lead to sharp increase in malnutrition, starvation, mortality rate, etc. of the poor. In such a situation, it cannot be held that the level of poverty has remained unchanged.
4. To quote Prof. Amartya Sen: “Recognizing the distinct nature of poverty as a concept permits one to treat it as a matter of interest and involvement in itself. The role of inequality in the prevalence of poverty can then figure in the analyses of poverty without making the two conceptually equivalent.” (Amartya Sen: “Poverty

and Famines”: An Essay on Entitlement and Deprivation, I.L.O, 1981)

5. Poverty is generally assessed by computing the percentage of the population living below a specified minimum level of expenditure.
6. The simplest index of Poverty is the Head Count Ratio (H), which is determined by the formula $H = q / n$, that is, by dividing the number of people below the poverty line (q) by the number of people in the community (n).
7. Alternatively, there is the ‘Poverty Gap’ which is a measure of the extent by which the average income of the poor is below the poverty line and is arrived at as follows:

$I = 1 - (\mu.p / Z)$, where $\mu.p$ is the mean income of the poor, and Z is the income level at the poverty line.

8. Amartya Sen has pointed out certain inadequacies in the above two methods, and has suggested as an alternative the index

$P = H\{1 + (1 - I) G_p\}$, where H and I are as defined above, and G_p is the Gini Coefficient of the income of the poor. This is known as the Sen Index.

9. There have been numerous studies on the subject of the definition and measurement of poverty in the Indian context.
10. The important recent publications include ‘The Great Indian Poverty Debate’ editors Angus Deaton and Valerie Kozel (Macmillan, India 2005), ‘Issues in Measurement of Poverty’ (EPW Oct. 22, 2005), etc.

11. T.N. Srinivasan, in an article published in the EPW – October 13-19, 2007, enumerates the series of Poverty studies carried out over the years, commencing with Dadabhai Naoroji's classic paper 'Poverty of India' (1876), then going on to the Note prepared by K.T.Shah (1938) for the National Planning Committee, the Planning Commission paper 'Perspectives of Development 1961-76: Implications of Planning for a Minimum Level of Living', and finally the 1979 Report of the Task Force of the Planning Commission on estimating poverty lines and poverty, and the modifications thereto suggested in 1993 by an Expert Committee on Estimation of the Proportion and Number of Poor (ECEP) appointed by the Commission.
12. It was, of course, V.M.Dandekar and Nilkanth Raj who opened the eyes of the Indian public to the widespread and continuing poverty in India about a quarter century after Independence, through their publication 'Poverty in India' (1971).

The poverty line, a concept used to measure the extent of poverty in an economy, can be defined in different ways, such as:

- a) The minimum income / consumer expenditure required to meet the minimum needs of life;
 - b) The level of consumer expenditure at which the extent spent on food, fuel & light amounts to a defined percentage of total expenditure;
 - c) The expenditure level at which caloric intake meets the standard required for survival.
13. In keeping with the 1993 Report of the Lakdawala Committee, separate poverty lines in India have been fixed for rural and urban areas, based on estimated normative nutritional requirement, viz. 2400 kilo calories per day for rural areas and 2100 kilo calories per day for urban areas.

“These are not arbitrary figures, but have been derived from age-sex- occupation- specific nutritional norms by using the all India demographic data from the 1971 census”. (Pronab Sen ‘Calories and Things’ EPW October 22, 2005)

14. The poverty lines are determined not just in terms of food and nutrition, but also the other goods and services that form part of normal household expenditure.

For this purpose, the per capita total consumption expenditure of the lowest expenditure class meeting the estimated average calorie norm was fixed as the poverty line.

15. The poverty lines, or basket of goods and services, continue unchanged, except for revision of rupee values from time to time corresponding to periodic price increases.

16. Pronab Sen, in the article referred to above, discusses what are seen as two main flaws in the poverty line.

First, due to change in rupee value, the expenditure norms assumed in the poverty line in 1973 – 74 are no longer adequate for meeting normative nutritional requirement.

Secondly, and more importantly, doubts are expressed regarding the validity of measuring nutritional adequacy on the basis of calorie intake.

17. On the first point, S.P. Gupta in his book ‘Post Reform India’ (1998) opines that the methodology of the Lakdawala Committee does not make allowance for changes that occur, over time, in the pattern of household consumption of food and non food items, particularly with regard to purchase of calories.

With more expenditure options, more real income is needed to maintain existing calorie purchase levels. As a result, in real terms, the poverty line is also going up. In addition, the price mark ups used by the Expert Committee for updating the poverty lines for the rural and urban sectors are not perfect.

18. To quote Pronab Sen “The NSS household consumption expenditure data for 1999-2000 appears to provide conclusive evidence that this charge has substance and needs to be taken seriously.” The basic data is presented in Table 3.

Table - 3
Food Consumption of the Poverty Line Class, 1999-2000

Sl. No.	State	Rural				Urban			
		Calories per Day	Percentage of Norm (2400)	Food Exp per Month (Rs)	Percentage of Total Exp.	Calories per Day	Percentage of Norm (2400)	Food Exp per Month (Rs)	Percentage of Total Exp.
01	Andhra Pradesh	1662	69	183.28	70	1792	85	279.09	61
02	Assam	1767	74	253.98	70	1478	70	222.17	65
03	Bihar	1977	82	219.65	66	1952	93	254.83	67
04	Gujarat	1684	70	213.73	67	1617	77	281.73	59
05	Haryana	1745	73	219.20	60	1457	69	208.27	50
06	Himachal Pradesh	1942	81	227.16	62	N/A	N/A	233.99	56
07	Karnataka	1646	69	199.42	64	1841	88	318.05	62
08	Kerala	1389	58	226.31	60	1602	76	299.75	63
09	Madhya Pradesh	1888	79	199.24	64	1961	93	264.35	55
10	Maharashtra	1780	74	196.83	62	1773	84	299.84	56
11	Orissa	2117	88	221.50	68	2450	117	285.24	60
12	Punjab	1712	71	221.29	61	1590	76	226.74	58
13	Rajasthan	2003	83	228.33	66	1986	95	272.93	59
14	Tamil Nadu	1543	64	208.68	68	1624	77	275.74	58
15	Uttar Pradesh	1990	83	195.04	58	1796	86	233.71	56
16	West Bengal	1935	81	253.83	72	1771	84	258.49	63

Source: Government of India (2001)

(Table 1 in Pronab Sen’s article, EPW, October 22, 2005 page 4612).

19. These data show that the actual intake of calories by those at the present level of the poverty line is well below the required norm, with the shortfall being about 25% and 15% respectively in rural and urban areas.
It may be necessary, therefore, to raise the poverty lines appropriately.
20. However, this will have to be studied in much greater depth first, before deciding as to how, and to what extent, changes should be made to the existing poverty lines.
21. As regards the second point, T.N.Srinivasan (EPW Oct. 13-19, 2007) points out that the “Lakdawala Committee more or less ignored points made in the supplementary note of PV Sukhatme to its report. In his note, he points out that devising a poverty line or minimum standard of living anchored in the nutritional norm has no basis to support it.”
22. He cites Sukhatme further to say that “higher the intake, higher is the energy expenditure on maintenance. ...
Man’s capacity for work is therefore not determined by his intake but by the efficiency with which he converts food energy into metabolisable energy over his homeostatic range of intake”.
23. T.N. Srinivasan holds, in conclusion, that the current official poverty lines have no foundation in nutrition science.
24. On balance, however, Pronab Sen observes that, although more research is required to establish a clearer connection between calorie intake and health indicators, “nevertheless, it appears that the calorie norms used in the Indian poverty lines are, if anything

biased upwards, and thereby provide ample space for variations in taste, food habits and nutritional awareness”.

25. The book “The Great Indian Poverty Debate” edited by Angus Deaton and Valerie Kozel has several articles dealing with the poverty ratios in Indian States, and with the discrepancies between the statistics on consumption as shown in the National Accounts Statistics (NAS) and in the household survey conducted by the National Sample Survey Organisation (NSSO) respectively.
26. The Planning Commission’s publications on Poverty are based on regular household surveys carried out by the National Sample Survey Organisation (NSSO)
27. Following the pioneering initiative of Mahalonobis and the ISI Kolkata, in the 1940’s and 50’s, in the devising of sample surveys, today the instrument of household income or expenditure survey is used by most countries to study living standards.
28. Based on periodic surveys of Household Consumer Expenditure, NSSO of India presents the size distribution of households over different ranges of Monthly Per Capita Expenditure (MPCE), average MPCE, etc. in their reports.
29. On the other hand, National Accounts Statistics (NAS) released by the Central Statistical Organisation (CSO) provide measures of aggregate performance of the economy, particularly GDP and its components, e.g. Private Final Consumption Expenditure (PFCE).
30. The disparity in the estimates of the mean consumption expenditure produced by the NAS and the NSS respectively has been steadily increasing over the last four decades. Basically, the NSS estimates are markedly below those of the NAS, and they

continue to fall in successive surveys. The NSS estimate is currently about two thirds of the NAS estimates. This is likely to have serious implications for poverty estimates in India.

Interestingly, the estimates on rate of growth in consumption carried out through survey and national accounts in many other countries, including the US, also show similar differences.

31. For the purpose of drawing up poverty estimates, the NSS uses data from the large consumption surveys they conduct every five or six years.

It needs to be considered whether information collected through smaller consumption surveys conducted regularly by the NSS where the main topic of the enquiry is something else, such as health, small industry, etc. could be made use of in a limited way for estimation of poverty rates either for all India, or for some of the larger States, regardless of the sample sizes being smaller.

32. The possibility of using NSS data for deriving district level poverty estimates should also be considered. It has been opined by N.S.Sastry former DG, NSSO that, with a few exceptions, the NSS data is sufficient for this purpose, within reasonable confidence intervals.
33. More use could also be made of the pooling of State and Central samples of the NSS for District level poverty estimates.
34. Questions have also been raised regarding the adoption of different recall periods (viz. the length of time allowed for response) in the case of different goods and services taken up for study in the NSSO's consumption surveys on whose results poverty rates are based.

It was observed that the figures of per capita total household expenditure collected with different recall periods (7days, 30 days, 365 days) for different sets of goods were noticeably higher than those collected, in the traditional manner, with a uniform 30 day recall period for all goods.

If the first of these two methods is accepted, this would mean that the number of poor in India would appear to have come down by half.

35. For the important 55th Round of the NSSO conducted in 1999 / 2000, which had the first large scale survey after 1993 – 94, the following compromise solution was found:

- Households would report on food, paan and tobacco over both a 7-day and a 30-day recall period.
- Reporting on durables, footwear, clothing, education and institutional medical expenses would be over a 365-day recall period, in place of the earlier traditional recall period of 30 days.

36. The Planning Commission used the 30-day responses as the basis for arriving at the new poverty estimates, and these turned out to be significantly lower than the earlier poverty rates.

According to these new estimates, over the 6 year period from 1993-94 to 1999-2000, there was a fall from 36 to 26 percent in the all India poverty levels, broken down as a reduction from 37 to 27 percent in rural households, and from 33 to 24 percent in urban households.

37. These estimates were accepted by the Government of India.

It was widely felt, however, that the simultaneous operation of both the 30-day and the 7-day recall periods had influenced the

reporting of consumption, and partly contributed to the fall in poverty rate to such a low level.

38. Poverty estimates have two components:

1. The distribution of household income, and
2. A specified minimum level of household expenditure, otherwise called the poverty line, separating the poor from the non – poor.

From the late 1970's until the mid 90's, there were two poverty lines used in India, viz. per capita expenditure of Rs.49 and Rs. 57 respectively for rural and urban households (so that prices were taken to be 16 percent higher for urban households). The poverty lines were held constant in real terms and were converted to current prices using the price deflator of consumption in the National accounts.

39. In 1993, the expert group looked into the problem of distortions resulting from the exclusion of differences in price levels from State to State, and between rural and urban areas State-wise.

The Planning Commission accepted the group's recommendation that new poverty lines should be drawn up at the State level, and prepared separately for urban and rural households, and this methodology is now used for official poverty estimations from 1983 (with necessary retrospective revision) to the present.

Each line is updated by a State-Specific Price Index, the State Consumer Price Index for Agricultural Labourers (CPIAL) for rural areas, and the State Consumer Price Index for Industrial Workers (CPIIW) for urban lines

40. Unfortunately, these new poverty lines show impossibly large urban and rural differentials, for reasons that have not been clearly understood so far.

“The Great Indian Poverty Debate” has an article entitled ‘Poverty and Inequality in India’ by Deaton and Jean Dreze in which a new set of poverty estimates is shown for 1987/88, 1993/94 and 1999/2000.

These differ significantly from the official estimates in four respects:

1. Adjustments are attempted on the 55th round estimates to make them more comparable with the earlier rounds;
2. Improved price indexes are used to maintain the poverty line up to date, and to obtain state specific data from the all India poverty line;
3. Using similar methods, a more credible gap between rural and urban poverty lines is attempted to be derived; and
4. A ‘poverty-gap’ index is also computed in addition to an improved ‘head count ratio’.

Table 4 presents official and adjusted estimates of the all-India head count ratio.

Table 4
All-India Headcount Ratios

	(Per Cent)		
	1987/88	1993/94	1999/2000
Rural			
Official estimates	39.4	37.1	26.8
Adjusted estimates			
Step 1 : Adjusting for changes in questionnaire design	39.4	37.1	30.0
Step 2 : Revising the poverty lines	39.4	33.0	26.3
Urban			
Official estimates	39.1	32.9	24.1
Adjusted estimates			
Step 1 : Adjusting for changes in questionnaire design	39.1	32.9	24.7
Step 2 : Revising the poverty lines	22.5	17.8	12.0

Source: Planning Commission, Press Releases (11 March 1997 and 22 February 2001), Deaton (2001a and 2001b), and Table 18.3.

Table 5 gives the corresponding poverty – gap indexes.

Table 5
All-India Poverty -Gap Indexes

	1987/88	1993/94	1999/2000
Rural			
Estimates from unadjusted data and official poverty lines	9.4	8.4	5.2
Adjusted estimates			
Step 1 : Adjusting for changes in questionnaire design	9.4	8.4	6.4
Step 2 : Revising the poverty lines	9.4	7.0	5.2
Urban			
Estimates from unadjusted data and official poverty lines	10.4	8.3	5.2
Adjusted estimates			
Step 1 : Adjusting for changes in questionnaire design	10.4	8.3	5.9
Step 2 : Revising the poverty lines	4.8	3.7	2.3

Source: Author's calculations from unit record data from the 43rd, 50th, and 55th Rounds of the NSS.

41. The estimated decline in poverty between 1993/94 and 1999 2000 according to these modified poverty estimates[adjusted for changes in the questionnaire design], as brought out in the above tables, is about two thirds of the official figures in the case of rural poverty, and around 90 percent in the case of urban poverty.

For the poverty gap indexes, the corresponding ratios (62% and 77%) are lower.

42. “The fully adjusted estimates in the last row of each panel show somewhat lower rural poverty estimates and much lower urban poverty estimates for 1999/2000 than even the official estimates. The fully adjusted estimates for the head-count ratios and poverty gap indexes suggest the poverty decline has been fairly evenly spread between the two sub-periods (before and after 1993/94), in contrast with the pattern of acceleration in the second sub-period associated with the official estimate”.(Deaton and Jean Dreze).

43. On the other hand, a different methodology was attempted by K. Sundaram and Suresh Tendulkar to try and reconcile the results of the 55th round of NSS with the 50th round of large survey.

Their estimate of the decline in rural poverty between 1993/94 and 1999/2000 is about 50 % of the official estimate, as against Deaton's 70 % (approx).

In the case of urban poverty decline for the same period, their estimate is around a third of the official figure, as against Deaton's 85 %.

Box - 2

Falling farm incomes, growing inequities:

The average monthly per capita expenditure (MPCE) of farm households across India was Rs. 503 in 2003. That is just about Rs. 75 above the rural poverty line. And it is an average across regions and classes and income groups. So even this dismal figure hides huge inequities.

A big chunk of those households are below the poverty line. Millions of them deeply below it. The Rs. 503 figure – awful in itself – is derived from an average that clubs States such as Kerala (MPCE Rs. 901) and Punjab (Rs. 828). And those like Orissa (Rs. 342), Jharkhand (Rs. 353), Chattisgarh (Rs. 379), and Bihar (Rs. 404). Note that a fifth of households in these States and Madhya Pradesh had an MPCE equal to or less than Rs. 225.

The numbers are from the National Sample Survey Organisation's "Situation Assessment Survey of Farmers". This survey was done in 2003 as part of the NSSO's 59th round. The official press note tells us that "such a survey has been conducted for the first time in the history of the NSSO".

Source: www.indiatogether.org. Dated: 24.10.2007

44. Planning Commission's poverty estimates for the year 2004-05 based on the NSSO Consumption Expenditure Survey provides state specific poverty lines for both rural and urban areas and number and percentage of population below poverty line by States (Rural and Urban separately), based on both Uniform Recall Period consumption (URP) and Mixed Recall Period Consumption (MRP), (please see tables 6, 7& 8) and GOI, press release during March 2007 on 'Poverty Estimates for 2004-05' at Annexure – X.

Table - 6
State-Specific Poverty Lines in 2004-05
(Rs. per capita per month)

Sl. No.	State/U.T.'s	Rural	Urban
01	Andhra Pradesh	292.95	542.89
02	Assam	387.64	378.84
03	Bihar	354.36	435.00
04	Chhattisgarh	322.41	560.00
05	Delhi	410.38	612.91
06	Goa	362.25	665.90
07	Gujarat	353.93	541.16
08	Haryana	414.76	504.49
09	Himachal Pradesh	394.28	504.49
10	Jammu & Kashmir	391.26	553.77
11	Jharkhand	366.56	451.24
12	Karnataka	324.17	599.66
13	Kerala	430.12	559.39
14	Madhya Pradesh	327.78	570.15
15	Maharashtra	362.25	665.90
16	Orissa	325.79	528.49
17	Punjab	410.38	466.16
18	Rajasthan	374.57	559.63
19	Tamil Nadu	351.86	547.42
20	Uttar Pradesh	365.84	483.26
21	Uttarakhand	478.02	637.67
22	West Bengal	382.82	449.32
23	Dadra & Nagar Haveli	362.25	665.90
	All India	356.3	538.60

* The poverty line (implicit) at all-India level is worked out from the expenditure class-wise distribution of persons (based on URP-consumption, that is, consumption data collected from 30-day recall period for all items) and the poverty ratio at all-India level. The poverty ratio at all-India is obtained as the weighted average of the state-wise poverty ratio.

Table - 7
Number and Percentage of Population below poverty line by states - 2004-05
(Based on URP-Consumption)

S. No.	State/U.Ts	Rural		Urban		Combined	
		% age of Persons	No. of Persons (Lakhs)	% age of Persons	No. of Persons (Lakhs)	% age of Persons	No. of Persons (Lakhs)
1	Andhra Pradesh	11.2	64.70	28.0	61.40	15.8	126.10
2	Arunachal Pradesh	22.3	1.94	3.3	0.09	17.6	2.03
3	Assam	22.3	54.50	3.3	1.28	19.7	55.77
4	Bihar	42.1	336.72	34.6	32.42	41.4	369.15
5	Chhattisgarh	40.8	71.50	41.2	19.47	40.9	90.96
6	Delhi	6.9	0.63	15.2	22.30	14.7	22.93
7	Goa	5.4	0.36	21.3	1.64	13.8	2.01
8	Gujarat	19.1	63.49	13.0	27.19	16.8	90.69
9	Haryana	13.6	21.49	15.1	10.60	14.0	32.10
10	Himachal Pradesh	10.7	6.14	3.4	0.22	10.0	6.36
11	Jammu & Kashmir	4.6	3.66	7.9	2.19	5.4	5.85
12	Jharkhand	46.3	103.19	20.2	13.20	40.3	116.39
13	Karnataka	20.8	75.05	32.6	63.83	25.0	138.89
14	Kerala	13.2	32.43	20.2	17.17	15.0	49.60
15	Madhya Pradesh	36.9	175.65	42.1	74.03	35.3	249.68
16	Maharashtra	29.6	171.13	32.2	146.25	30.7	317.38
17	Manipur	22.3	3.76	3.3	0.20	17.3	3.95
18	Meghalaya	22.3	4.36	3.3	0.16	18.5	4.52
19	Mizoram	22.3	1.02	3.3	0.16	12.6	1.18
20	Nagaland	22.3	3.87	3.3	0.12	19.0	3.99
21	Orissa	46.8	151.75	44.3	26.74	46.4	178.49
22	Punjab	9.1	15.12	7.1	6.50	8.40	21.63
23	Rajasthan	18.7	87.38	32.9	47.51	22.1	134.89
24	Sikkim	22.3	1.12	3.3	0.02	20.1	1.14
25	Tamil Nadu	22.8	76.50	22.2	69.13	22.5	145.62
26	Tripura	22.3	6.18	3.3	0.20	18.9	6.38
27	Uttar Pradesh	33.4	473.00	30.6	117.03	32.8	590.03
28	Uttarakhand	40.8	27.11	36.5	8.85	39.6	35.96
29	West Bengal	28.6	173.22	14.8	35.14	24.7	208.36
30	A & N Islands	22.9	0.60	22.2	0.32	22.6	0.92
31	Chandigarh	7.1	0.08	7.1	0.67	7.10	0.74
32	Dadra & Nagar Haveli	39.8	0.68	19.1	0.15	33.2	0.84
33	Daman & Diu	5.4	0.07	21.2	0.14	10.5	0.21
34	Lakshadweep	13.3	0.06	20.2	0.06	16.0	0.11
35	Pondicherry	22.9	0.78	22.2	1.59	22.4	2.37
	All-India	28.3	2209.24	25.7	807.96	27.5	3017.20

URP consumption = Uniform Recall Period consumption in which the consumer expenditure data for all the items are collected from 30-day recall period.

Notes:

1. Poverty Ratio of Assam is used for Sikkim, Arunachal Pradesh, Meghalaya, Mizoram, Manipur, Nagaland and Tripura.
2. Poverty Line of Maharashtra and expenditure distribution of Goa is used to estimate Poverty ratio of Goa.
3. Poverty Ratio of Tamil Nadu is used for Pondicherry and A & N Island
4. Urban Poverty Ratio of Punjab used for both rural and urban poverty of Chandigarh.
5. Poverty Line of Maharashtra and expenditure distribution of Dadra & Nagar Haveli is used to estimate poverty ratio of Dadra & Nagar Haveli.
6. Poverty Ratio of Goa is used for Daman & Diu.
7. Poverty Ratio of Kerala is used for Lakshadweep.

Table - 8
Number and Percentage of Population below poverty line by states -
2004-05
(Based on MRP-Consumption)

Sl. No.	State/U.Ts	Rural		Urban		Combined	
		% age of Persons	No. of Persons (Lakhs)	% age of Persons	No. of Persons (Lakhs)	% age of Persons	No. of Persons (Lakhs)
1	Andhra Pradesh	7.5	43.21	20.7	45.50	11.1	88.71
2	Arunachal Pradesh	17.0	1.47	2.4	0.07	13.4	1.54
3	Assam	17.0	41.46	2.4	0.93	15.0	42.39
4	Bihar	32.9	262.92	28.9	27.09	32.5	290.01
5	Chhattisgarh	31.2	54.72	34.7	16.39	32.0	71.11
6	Delhi	0.1	0.01	10.8	15.83	10.2	15.83
7	Goa	1.9	0.13	20.9	1.62	12.0	1.74
8	Gujarat	13.9	46.25	10.1	21.18	12.5	67.43
9	Haryana	9.2	14.57	11.3	7.99	9.9	22.56
10	Himachal Pradesh	7.2	4.10	2.6	0.17	6.7	4.27
11	Jammu & Kashmir	2.7	2.20	8.5	2.34	4.2	4.54
12	Jharkhand	40.2	89.76	16.3	10.63	34.8	100.39
13	Karnataka	12.0	43.33	27.2	53.28	17.4	96.60
14	Kerala	9.6	23.59	16.4	13.92	11.4	37.51
15	Madhya Pradesh	29.8	141.99	39.3	68.97	32.4	210.97
16	Maharashtra	22.2	128.43	29.0	131.40	25.2	259.83
17	Manipur	17.0	2.86	2.4	0.14	13.2	3.00
18	Meghalaya	17.0	3.32	2.4	0.12	14.1	3.43
19	Mizoram	17.0	0.78	2.4	0.11	9.5	0.89
20	Nagaland	17.0	2.94	2.4	0.09	14.5	3.03
21	Orissa	39.8	129.29	40.3	24.30	39.9	153.59
22	Punjab	5.9	9.78	3.8	3.52	5.2	13.30
23	Rajasthan	14.3	66.69	28.1	40.50	17.5	107.18
24	Sikkim	17.0	0.85	2.4	0.02	15.2	0.87
25	Tamil Nadu	16.9	56.51	18.8	58.59	17.8	115.10
26	Tripura	17.0	4.70	2.4	0.14	14.4	4.85
27	Uttar Pradesh	25.3	357.68	26.3	100.47	25.5	458.15
28	Uttarakhand	31.7	21.11	32.0	7.75	31.8	28.86
29	West Bengal	24.2	146.59	11.2	26.64	20.6	173.23
30	A & N Islands	16.9	0.44	18.8	0.27	17.6	0.71
31	Chandigarh	3.8	0.04	3.8	0.36	3.8	0.40
32	Dadra & Nagar Haveli	36.0	0.62	19.2	0.16	30.6	0.77
33	Daman & Diu	1.9	0.03	20.8	0.14	8.0	0.16
34	Lakshadweep	9.6	0.04	16.4	0.05	12.3	0.09
35	Pondicherry	16.9	0.58	18.8	1.34	18.2	1.92
	All-India	21.8	1702.99	21.7	682.00	21.8	2384.99

MRP consumption = Mixed Recall Period consumption in which the consumer expenditure data for five non-food items, namely, clothing, footwear, durable goods, education and institutional medical expenses are collected from 365-day recall period and the consumption data for the remaining items are collected from 30-day recall period.

Notes: Same as in Table-2.

45. Poverty estimates below the State level are carried out by the Departments of Economics and Statistics of just a few States, who carry out household surveys in the same manner as the NSSO.

The States rarely attempt to pool their survey data with the NSSO sample, partly due to lack of adequate in house capacity to undertake the analysis and study required for this purpose.

46. In his article “On the feasibility of using NSS Household Consumer Expenditure Survey Data for District Level Poverty Estimates”, in the book “The Great Indian Poverty Debate” edited by Angus Deaton & Valeni Kozel, N.S. Sastry recommends the pooling of NSS data and State sample data to draw up District level Monthly Per Capita Expenditure (MPCE).
47. In the same book, Rinku Murgai, M.A. Suryanarayana and Salman Zaidi have observed, in their article “Measuring poverty in Karnataka” that “a noteworthy initiative was undertaken by the Government of Karnataka to estimate poverty incidence at the district level from pooled 1993/94 NSS 50th round data for Karnataka HDR (1999)”.
48. In their paper, they combined the Central and State samples from the 55th round and looked into regional variations in poverty across the State.
- They recommend that “analysis using this approach pooling the Central and State Samples NSS data to derive regional poverty estimates would be a useful undertaking for other States.”
49. In their paper ‘Poverty and Inequality in India’, Deaton and Dreze sought to analyze trends in other indicators of well being, e.g.

Education, nutrition and life expectancy, etc. in addition to purchasing power.

Figure 1 shows a comparative picture of the progress of specified social indicators in the nineties vis-à-vis the eighties.

Figure 1(Figure 18.7 in 'The Great Indian Poverty Debate' p.457).

50. The rapid achievements of the nineties are tellingly illustrated by the marked increase in the sphere of education, with the participation of girls rising from 59% to 74% between 1992/93 and 1999/2000.

Progress has been creditable in MP and Rajasthan, due in good part to the special attention and novel methods used by both Government and NGO's.

51. Looking into areas of slackening progress, it is seen that growth in real agricultural wages is found to have gone down from 5% in the eighties to 2.5% in the nineties.

52. Similarly, reduction of the infant mortality rate has fallen from 30% in the eighties to just 12.5% in the nineties.

In States like Rajasthan, the IMR has stayed virtually unchanged.

53. On the negative side, one major area of concern is the increase in income inequality, between 1993-94 and 1999-2000, in both urban and rural areas at the all India level and also in most of the States.

54. Another alarming trend is the falling female-male ratio among children, decreasing from 945girls per 1000 boys (0 to 6 yrs.) in 1991 to 827 girls per 1000 boys in 2001.

55. On a more positive note, however, one now sees a gender gap in life expectancy in favour of women, after many years to the contrary in the past.

Similarly, while there is, no doubt, rising economic disparity between rural and urban areas, one also sees a fall in the rural-urban gap in life expectancy, and in the rural- urban differentials in school participation.

56. Poverty is too complex an issue to be defined only in narrow terms of computing the Head Count Ratio or other indices of poverty.

Box - 3

Vidarbha's one-litre-per-cow package:

By the Maharashtra government's own count, the 14,221 high-breed cows it gave farmers in Vidarbha add just 1.16 litres each to the milk collection in the region. These cows have cost already indebted farmers over Rs. 7.5 crore. P. Sainath reports.

One year, two 'packages' and many crores of rupees later, each of the 14,000 high-breed cows distributed by the Maharashtra government in Vidarbha is adding just 1.16 litres a day on average to milk collection in the region. The State Government's own monthly journal says so.

Source: www.indiatogether.org. Dated: 24.10.2007.

The Global Hunger Index published by the International Food Policy Research Institute, the Report of the National Commission for Enterprises in the unorganised sector, and the maternal mortality figures published by the WHO throw new light on critical aspects of poverty.

57. Praful Bidwai states, in his article 'The Question of Inequality' (Frontline, 2nd Nov. 2007) "In the institute's (IFPRI, Washington)" Global Hunger Index, India belongs to the bottom fourth of the world's nation's with a rank of 94 (among 118 countries). This rank is even lower than India's relative Human Development Index rank (126 out of 177 countries). India's Hunger Index Rank is way below China's (47) and lower even than Pakistan's (88)".
58. An editorial in the New Indian Express dated Oct.30, 2007 states that 'the indices are measured over three parameters of hunger: Insufficient availability of food, shortfalls in the nutritional status

of children and child mortality which are attributes of malnutrition’.

59. Times of India (Oct.15, 2007), discussing the same report, points out that “40 per cent of the world’s underweight children under five live in India”, and the Business Standard of the same date informs readers that “The Index is constructed by using three key sets of numbers. Thus, the proportion of under nourished people in the total population remained stable at 21 per cent from 1995 till 2003, the last year included in the survey. The prevalence of underweight children under 5 years of age even increased, from 45.4 per cent in 1995-97 to 47.5. The only score on which there is improvement is mortality for children under the age of five, declining from 108 in 1995-97 to 87 in 2000-01”.
60. Their editorial comment is quite perceptive: “clearly the core problem that many commentators have repeatedly drawn attention to namely, the effectiveness of service delivery by the government - is what needs over-riding attention. One could throw more money at the problem but that would be of little use if the delivery system is dysfunctional. It should be a matter of national shame that 40 percent of the world’s malnourished children are Indians. In that sense India remains the by word for poverty and hunger”.
61. To conclude with two quotations from the media:
“Besides chronic hunger, another index of India’s poverty has recently received media exposure through a report of the National Commission for Enterprises in the unorganized sector. Based on the NSS data, this shows that a frightening 77 per cent of our population lives on a pathetic Rs.20 (half a U.S. dollar) a day. This

brings out the depth and pervasiveness of poverty in India far more starkly than official 'poverty line' numbers, measured in calorie consumption, based on extrapolation from the prices of a certain basket of goods". (Praful Bidwai, Frontline, Nov. 2, 2007).

62. "The GHI is by no means the only measure of what is happening. The UN Food & Agricultural Organisation put it simply in 2006. Its State of food insecurity in the World Report confirms yet again that we have the largest number of under nourished people in the globe. The 2004 edition of the report had shown that India had added more people to the 'newly hungry' in the planet than the rest of the world together.

Let us revert to the latest maternal mortality figures released by the WHO and others. Some 5,36,000 women died in child birth in 2005. Every fifth one of these, approx., was an Indian. That is 1,17,000 of them."

(Indexing Inhumanity, India style by P. Sainath, The Hindu, dated October. 26, 2007).

63. Employment and unemployment:

This is an issue that is closely linked to people's living standards and the incidence of poverty.

It is difficult to correctly define involuntary unemployment in the context of developing countries, where a large segment of the population is dependent on the produce and earnings of family owned small agricultural holdings.

Earlier definitions sought to include persons engaged on subsistence level farms as 'disguised unemployed' or 'surplus labour'. Measurement of such unemployment was, however, difficult and inaccurate.

64. According to the present system of measurement, the rate of unemployment is the proportion of the labour force that is not working, though available for work. This estimation works well in accounting for those who are employed throughout the reference period, but not so well in making provision for those employed for lesser periods.

Box - 4

Prime Minister's Independence Day Speech lays thrust on Agriculture, Education:

Underlining the UPA government's renewed thrust on social and human development for the remaining part of its tenure; Prime Minister Manmohan Singh announced major initiatives on the education, vocational education and social security front.

The initiative include the setting up of 6,000 new high quality schools one in every block of the country an extensive programme for universalizing secondary education, helping states set up colleges in 370 low-enrolment districts, 30 new Central Universities, setting up five new Indian Institutes of Science Education and Research, eight new Indian Institutes of Technology, seven new Indian Institutes of Management and 20 new Indian Institutes of Information Technology.

Source: www.business-standard.com, Dated: 16.08.2007.

65. The NSSO has been conducting employment / unemployment surveys, every five years, commencing with the 27th round in 1972/73, using standards based on recommendations of the Experts Committee of the Planning Commission (1970).
66. The status of a person on the labour force as being either employed or unemployed is determined on the basis of 'majority time' employment during the reference period, which is usually a year.
- The reference period of a week is also used for carrying out a 'weekly' status assessment, treating a minimum of one hour's work in the week as adequate to qualify for 'employed' status.
67. An alternative approach is to obtain information regarding each individual on the labour force for every day of the reference week,

splitting each day into two units. From this data, the number of person days of unemployment in the economy can be derived.

According to this method, “the ‘daily status’ rate of unemployment is the proportion of labour force (measured in person days) that is unemployed (also in person days)”. (B. Ramaswami and W. Wadhwa)

68. Only 14% of the work force in India has regular wage employment; 53% are self employed, (mainly in agriculture), and about a third are casual wage workers. The large majority of female workers do sub contracted work in their homes. “For most of the workforce, therefore, work is seasonal, short term and without tenure. Consequently, an individual’s activity status can vary even within as short a reference period as a week. The daily status unemployment rate would therefore seem the appropriate one for capturing their unemployment.” [*B. Ramaswami and Wilima Wadhwa: Unemployment, The Measurement of,* http://www.isid.ac.in/~planning/Unemployment2_w.pdf]
69. The NSSO Survey data present a relatively consistent picture of unemployment from 1972/73 to 1999/2000, with daily status unemployment rates at the highest (6-8%), weekly rates next (4-5%) and usual status rates at the lowest (3-4%). The data shows that there are very few who are unemployed throughout the year, but many face periods of unemployment from time to time. There is a view that only the daily status measure is unaffected by multiple activity status, and this is therefore the most accurate measure of unemployment.
70. Unemployment rates vary considerably from State to State, with Gujarat, Haryana, Karnataka, Punjab, Rajasthan and UP having

rate far lower than the national average, whereas the rates for Andhra Pradesh, Assam, Bihar, Maharashtra and Orissa are close to the national average, and those of Kerala, Tamilnadu, and West Bengal are very much higher.

71. As pointed out by C. Rangarajan, Chairman of the Economic Advisory Council to the PM, along with Padma Iyer Kaul and Seema in an article published in Money and Finance ICRA Bulletin September 2007, the latest quinquennial survey (61st Round) of the NSSO shows an increase in the annual employment growth rate from 0.98% in the period 1993/'94 to 1999/2000, to 2.89% in the period 1999/2000 to 2000/'05.

The rate of growth of the labour force also increased significantly during this period from 1.03% to 2.93%.

72. While the trends appear to indicate that, subject to certain assumptions, the workforce will become equal to the labour force by 2009, the worrying rider is that the major increase in employment is in the agriculture and informal sector where lower wages and lack of social security 'translate into the phenomenon of working poor'.

'The new challenge is one of improving the total factor productivity in the informal sector and in agriculture so that there is a significant improvement in the emoluments of those who are employed, that is, in the quality of employment.'

Chapter – IV

Human Development Situation in India: SHDRs, DHDRs

1. Till the publication of the National Human Development Report 2001 by the Planning Commission, Government of India (in March 2002) there was no officially published Human Development Report for the states of India. However, the Human Development centre's (President: Mahbub ul Haq) Publication "Human Development of South Asia 1997" analyzed the Human Development situation, including computation of HDI for the major states of India. Shri A.K. Shivkumar (in his article published in EPW, April 1998) worked out the HDIs for different states of India, using the data for 1991-92, while Human Development centre's 1997 HDR of South Asia used the 92-93 data. There is not much difference between Human Development Centre's study and A.K. Shivkumar's article in the relative rankings of the states in India in terms of their Human Development Indexes. In both the lists, the first 8 positions are occupied by the states in the following descending order (however, there are minor differences between the two lists in the absolute value of the HDI computed for each state):

Kerala

Punjab

Maharashtra

Haryana

Gujarat

West Bengal

Karnataka

Tamil Nadu

The bottom four positions are occupied by the following states in both the lists, though there are minor differences in their inter se rankings between the two lists:

Rajasthan

Bihar

Madhya Pradesh

Uttar Pradesh

While HDI for India was calculated at 0.423 by A.K.Shivkumar, the same was found to be 0.436 by the Human Development Centre in its 1997 Report.

The value of HDI for the highest and lowest ranking states were as follows:

HDI	A.K. Shivkumar
Kerala (0.597) highest	Kerala (0.603) highest
MP (0.341) lowest	UP (0.348) lowest

2. A.K. Shivkumar also calculated the Gender related Development Index (GDI) following the UNDP methodology. According to the calculations, though Kerala's GDI of 0.565 is less than that of its HDI (0.603), reflecting Male – Female differential in education and proxy measure of Income, to the disadvantage of women, it still retains the first rank. Maharashtra improves its position in GDI (from 3rd in HDI to 2nd in (GDI). Gujarat, Karnataka and Tamil Nadu do better in GDI, as compared to HDI, but there is a drastic fall of Haryana in GDI as compared to its all – India rank in HDI (4th in HDI but 9th in GDI).

BOX – 5

Health Care: Women lack quality care!

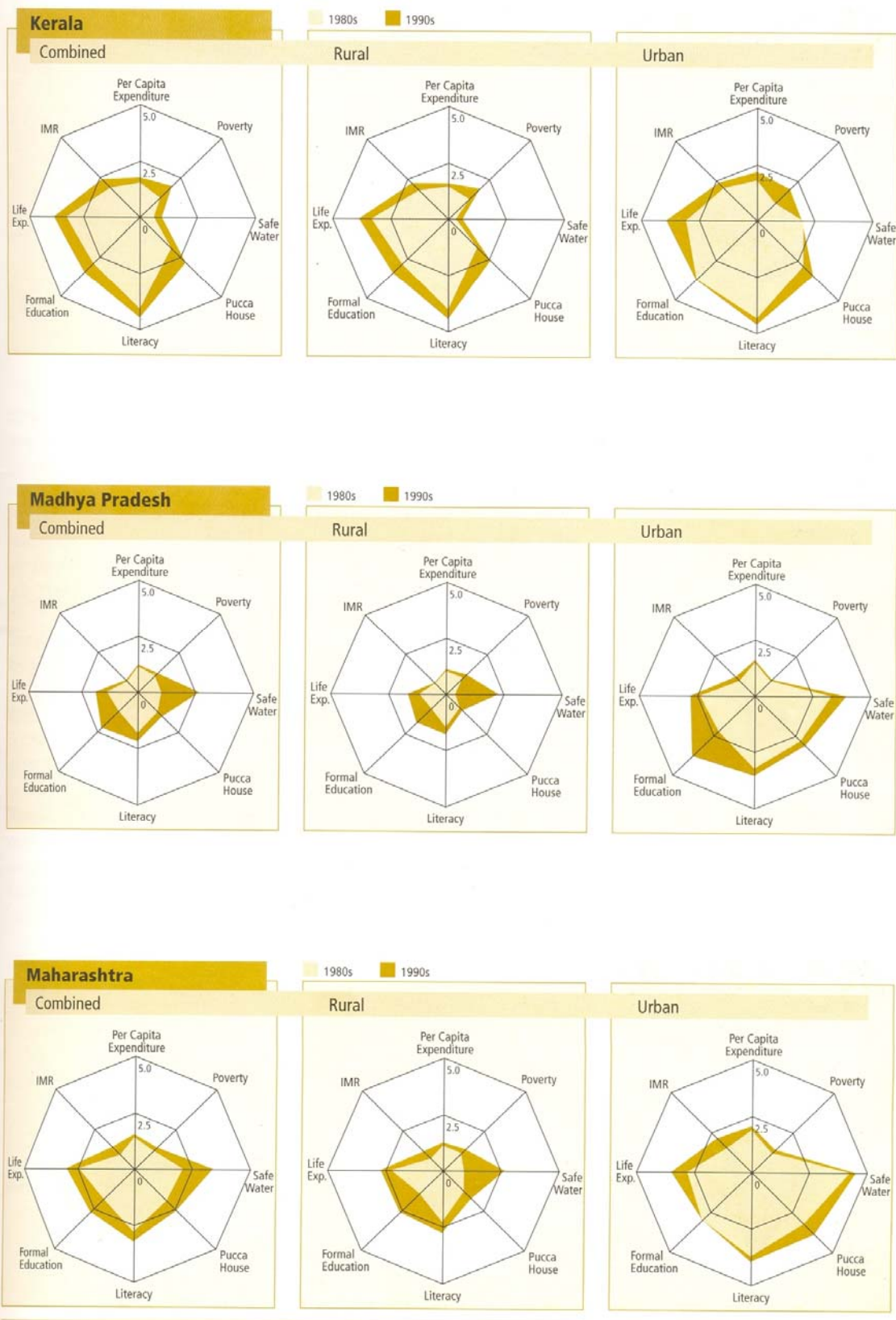
Women in India lack quality care during pregnancy and childbirth. Lack of quality care is the one of the reasons for the alarmingly high maternal death rate during childbirth in India. One in four women (23%) who have birth in the last eight years received no antenatal care, ranging from 1% or less in Kerala and Tamil Nadu to % in Bihar. Health Ministry sources say that at least 40% of pregnant women did not get any antenatal care in Jharkhand, Arunachal Pradesh, and Nagaland.

In India only 65% of women receiving antenatal care received iron and folic acid supplements, and only 23% took the supplements for at least 90 days. Only 45 of the expectant mothers took a de-worming drug during pregnancy.

In India still home births are high – accounting for 60% of deliveries. 37% of deliveries are attended by traditional birth attendant, and 16% were delivered by a relative or other untrained person.

Source: National Family Health Survey, IIPS, Mumbai.

3. So far the only officially produced Report analyzing the comparative Human Development situation of the States of India is the NHDR 2001 prepared by the Planning Commission. For this purpose, an extensive data base was prepared covering about 70 development indicators for each state. The NHDR introduced the concept of ‘development radars’. These are diagrammatic representation of progress of states, separately for rural and urban areas, on 8 district development indicators for two points of time, namely, early 1980s and early 1990s. The selected indicators are per capita consumption expenditure, incidence of poverty as captured by the Head-Count Ratio, access to safe drinking water, proportion of households with pucca houses, literacy rate for the age group 7 years and above, intensity of formal education (as defined in the report), Life expectancy at age 1 and Infant Mortality Rate. For the sake of comparability the absolute values of the various indicators have been normalized in a scale of 0 to 5. The development radars of Kerala, Madhya Pradesh and Maharashtra is depicted in the following diagram:



4. NHDR has also computed HDI and GDI for the States of India, though the methodology used for computation of HDI (in the NHDR) is slightly different from the UNDP methodology. The HDI in this report is a composite Index of the following indicators:

- (1) Inflation and Inequality adjusted per capita consumption expenditure as indicator of 'Command over resources' [X 1]
- (2) Literacy rate for age group 7 years and above and adjusted intensity of formal education (estimated) as composite indicator of Education attainment (with 35 per cent and 65 per cent weight age respectively) [X 2]
- (3) Life expectancy at age 1 and Infant Mortality rate as composite Indicator of Health attainment (with 65 per cent and 35 per cent weight age respectively)[X 3]

In computing HDI, X1, X2, X3 have been given equal weight.

5. According to the National HDR 2001, Kerala is ranked at Sl. No. 1 in 1991 & 2001, with HDI of 0.638 in 2001. Punjab is ranked at Sl. No. 2 in both the years, 2001 HDI being 0.537. There has been dramatic improvement in the ranking of Tamil Nadu between 1981 (HDI of 0.343) and 1991 (HDI of 0.466) i.e. from 7th position to the 3rd position. Tamil Nadu is again ranked at 3rd position for 2001 with HDI of 0.531. All-India HDI increased from 0.302 in 1981, to 0.381 in 1991 and 0.472 in 2001 (According to NHDR methodology and computation).
6. In NHDR 2001, Gender Equality Index (GEI) has been estimated to measure the inequality in attainment on human development indicators between females and males. The index has been presented as a ratio of attainment of females to that of males. In

estimating the Index, educational and health attainments have been computed by using the same indicators as in HDI. But for economic attainment, the respective Worker Population ratio has been used to capture the degree of inequality. The GEI, at the national level, increased from 0.620 in the early '80s' to 0.676 in the early 'nineties'. At the State level, GEI was the highest for Kerala, followed by Manipur, Meghalaya, Himachal Pradesh and Nagaland in the '80s'. In the '90s', Himachal Pradesh had the highest GEI, whereas Bihar was at the bottom and had witnessed a decline, in absolute terms, compared to the earlier period. In general, women were better off in Southern India than in the Indo – Gangetic Plain, comprising mainly the states of Bihar and Uttar Pradesh. States that had done well in improving their female literacy levels were also the ones that have substantially improved gender equality. On the whole, gender disparities have declined between the two points of time. [NHDR, Pages 26-27]. ***

7. NHDR also calculated HPI for different States of India, by using an approach some what similar to that of UNDP's 1997 report, but making some changes in the variables that reflect human deprivation. The conclusion drawn in the report is that the inter-state differences in HPI were quite striking; it was in the range of 55-60 per cent in the early '80s' for the worse off states, namely, Orissia, Bihar, Arunachal Pradesh, Assam and UP and between 32 to 35 per cent in the better off states like Kerala, Punjab and Himachal Pradesh. In the '90s' there was significant decline in HPI in the states of AP, HP, Tamil Nadu, Maharashtra, Kerala,

*** Some information regarding (i) State-wise Expenditure on Social Services as proportion of Total Budgetary Expenditure (ii) Important Demographic Indicators – All India and Major States, (iii) Per Capita SDP, HDI, GDI etc, (iv) HDI & GDI, 2004 for selected countries has been presented in Annexures XI, XII, XIII and XIV.

Orissa etc., but in case of Bihar, UP and Rajasthan the decline was only marginal.

8. It has been pointed out by the UNDP that the latest update regarding computation of HDI for India State was done by UNDP in 2004-05 for the XII Finance Commission.

Annexure IV A contains the note on “Human Development Indices in India: Trends and Analysis” forwarded by the UNDP.

It may be noted that UNDP exercise covered all the 28 states of the Indian Union, including smaller states like Goa, Manipur Meghalaya, Mizoram, Tripura etc. However, for the year 1991 the exercise could not be conducted for six states (Chhattisgarh, Jharkhand, Uttaranchal, Jammu and Kashmir, Sikkim and Mizoram) of the 28 States owing to data Constraints. For the year 2001, this exercise could not be conducted for two states (Mizoram and Uttaranchal) because of non-availability of data for per capita income at constant prices.

If we consider only the major states which had been covered by the National HDR 2001, then the ranking of the first 8 States and the bottom five states, as computed by the UNDP will be as follows:

Top 8 (in descending order of HDI value)

Kerala, Maharashtra, Tamil Nadu, Punjab, Gujarat, Himachal Pradesh, Karnataka, West Bengal.

Bottom 5 (in descending order of HDI value)

Rajasthan, Bihar, Uttar Pradesh, Madhya Pradesh, Orissa

Some of the important observation in the UNDP Study, based on HDI for 26 Indian States – 2001 are as follows:

- (a) 10 states (Andhra Pradesh, Assam, Bihar, Chhattisgarh, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Orissa, Rajasthan & Uttar Pradesh) recorded HDI Values below the All-India value.
 - (b) As per the Global norms of range for classifying countries, 4 states (Bihar, Madhya Pradesh, Orissa and UP) were categorized as the low HD States. Goa was the only state that could classify as the high HD State. Remaining States were categorised in the medium HD category.
 - (c) Calculation of the Coefficient of Variation (C.V) indicates that income and IMR exhibited an increase in variation between 1991 and 2001 whereas with respect to literacy rate and enrolment there was a reduction in variation.
9. It has been mentioned in chapter I that the first initiative to prepare state Level Human Development Report in India was taken by Madhya Pradesh Government. Madhya Pradesh Human Development Report 1995 was followed by the Karnataka Human Development Report 1999. These two reports (of MP and Karnataka) were prepared at the initiative of the State Government concerned and they were also funded by the State Government. The same is true of the two subsequent HD reports published by MP Government in 1998 and 2002.
10. However, Karnataka's second report (2005) and State HDRs released by 17 other states were the results of collaborative efforts of the Planning Commission, the UNDP and the State Government concerned.

11. In the following paragraph, we discuss Sikkim's approach to Human Development, based upon the information provided by the State Government of Sikkim. Though Sikkim is a new comer to the league of Indian States having merged with India in 1973, Sikkim was the third State in the Country (after Madhya Pradesh and Karnataka) to produce a Human Development Report (in 2001). According to a communication from the State Government, the State has identified seventeen cardinal issues of Human Development. Some of them are as given below:
- 1) Progress in the process of change from feudal political social order to liberal democratic order.
 - 2) The inspiring message of the Earth charter sponsored by the UNESCO would inform human nature interface in all aspects of life, etc.
 - 3) Historical ecology and geopolitical factors and processes impinging on human development in Sikkim.
 - 4) Rectification of the lapses in the institutional arrangements for people's participatory arrangement of public affairs.
 - 5) Participatory endeavor to ensure environmental security, etc.
12. It has also been clarified, on behalf of the Government of Sikkim, that "human development is not a sector programme but a trans sectoral quality of life. Scientific research on industrial production for instance contains as much elements of human development as health care or education sector. Every human activity is related to many activities in many other areas of life. Hence each and every activity is to be analyzed holistically.
13. Though the state Level Human Development Reports prepared with UNDP support (or even the reports of Madhya Pradesh and Karnataka prepared at their own initiative) provide information about the development situation of the people of the states in terms of their livelihood & income, education and health status

and, following the UNDP methodology, calculate various human development indices like HDI, GDI, etc., (for the state and in many cases for the Districts in the State) there are enough variations among the reports in their approach, coverage of details, special thematic studies undertaken, etc. In her report “State HDRs in India”. Ms. Shahrbanon Tadjbaksh, HD consultant for HDRC, UNDP, India has pointed out “among some of the innovations in the Reports are Chapters on institutions and governance (Madhya Pradesh, then under preparation), human security (West Bengal), Land Tenure (West Bengal) the elderly (Tamil Nadu), Peace (Nagaland), etc”.

14. Karnataka’s first HDR of 1999 contains an inter-state analysis of financing of Human Development in terms of Public Expenditure Ratio (Calculated as Revenue expenditure as percentage of SDP), Social Allocation Ratio (Revenue expenditure on Social Services as percentage of total revenue expenditure) and Social Priority ratio (Rural development has been included in the social priority area). The analysis, based on Seeta Prabhu’s work, shows that in 1991-94, Assam, West Bengal and Kerala had social allocation ratios higher than 40 per cent which is the desirable level mentioned in the 1991 UNDP report and the rate for Karnataka was 38 per cent. The lowest social allocation ratios were in the richer states of Punjab and Haryana. The Social priority Ratio reflects the proportion of social sector expenditure that is devoted to priority concerns (Primary education, basic health care, water supply, sanitation, nutrition, special rural development programmes and rural employment schemes). Several states had social priority ratio, above 40 per cent e.g. Andhra Pradesh, Assam, Bihar, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa,

Rajasthan, Tamil Nadu and West Bengal. However, for Punjab ratio was found to be only 28 per cent and for Haryana 32 per cent.

15. Disaggregated District level analysis of HDI and GDI in Karnataka revealed very disturbing regional disparities. “While a district like Kodagu or Dakshina Kannada ranks between 100 and 110 in HDI and between 65 and 70 in GDI at the international level, a district like Raichur is as low as 142 in HDI and 101 in GDI”.
16. It is seen from the report on State HDRs in India prepared by Ms. Shahrbanon Tadjbakshi referred to above that “a unique methodology has been adopted for the preparation of Chhattisgarh ki Jan Rapat (Chhattisgarh Human Development Report) a bottom up approach at its best”. The State Government decided to prepare village Public Reports on human development issues for all the villages in the state. These village level reports were to be consolidated into district reports and the State HDR was expected to be based on the findings of the District reports. However, from the reply to our questionnaire received from the Government of Chhattisgarh it would appear that the State Level Human Development Report has been brought out, but “follow-up on 8 District Reports prepared during SHDR is ongoing”.
17. A big shot in the arm for the human development movement at the global level came in the form of the UN Millennium Declaration in 2000, adopted at the largest ever gathering of heads of state, which committed the countries, rich and poor to achieve the Millennium Development Goals and Targets. The Millennium Development Goals (MDGs) bind the countries to work towards 8 goals and 18 specific targets. Some of the important MDGs and targets are given below:

Goal 1: Eradicate extreme poverty and hunger

Target 1: Halve between 1990 and 2015 the proportion of people whose income is less than \$ 1 a day

Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve Universal Primary education

Target 3: Ensure that, by 2015, Children everywhere, boys and girls alive, will be able to complete a full course of primary schooling.

Goal 3: Promote Gender equality and empower Women

Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005 and in all levels of education no later than 2015.

Goal 4: Reduce Child mortality

Target 5: Reduce by two – thirds, between 1990 and 2015, the under five mortality rate

Goal 5: Improve maternal health

Target 6: Reduce by three – quarters, between 1990 and 2015, the maternal mortality ratio, etc.

18. The 2003 Human Development Report deals with this Millennium Development compact, explores the structural constraints that impede economic growth and human development and proposes a policy approach to achieving the Millennium Development Goals by addressing these constraints.

19. India's 10th Five Year Plan was launched in the year 2002-03. In the foreword to the 10th plan document, the then PM had declared that "the most pressing challenge facing us in the coming years will be to provide to every Indian with the opportunity to realize his or her full potential". In fact the human development concept is firmly embedded in the 10th plan. The plan's stated objective is "to enhance human well being. The 10th plan has 11 monitorable targets most of which relate to Human Development.
20. In the same foreword to the 10th plan document, it was mentioned that "the effective delivery of basic social services to our people cannot be ensured unless the institutions that are charged with these functions are made accountable to the people themselves. For this it is necessary to empower the Panchayat Raj institutions by transferring to them both functions and resources. The PRIs must become the cutting edge of our three – tier political structure and the focal point of democratic decentralization".
21. The adoption of the Millennium Development Goals by the United Nations (2000), the launching of India's Tenth Five Year Plan (2002-03), the release of Planning Commission's National Human Development Report 2001(in March 2002) and the first UNDP – Planning Commission initiative to assist the State Governments in India to prepare their Human Development Reports during the project period (commencing in 2000) are all significant events contributing to mainstreaming Human Development in the Planning process in the country, both at the National Level and at the State Levels.
22. After the publication of the First HD Report by the Government of MP in 1995 and the Government of Karnataka in 1999, the

following Human Development Reports have been released by the State Governments, all with

UNDP - Planning Commission Support:

2001 - Sikkim,

2002 - Himachal Pradesh, Maharashtra, Rajasthan,

2003 - Assam, Tamil Nadu, Uttar Pradesh,

2004 - Gujarat, Nagaland, Orissa, Punjab, West Bengal

2005 - Arunachal Pradesh, Karnataka [2nd HDR], Kerala

2005 - Chhattisgarh

2007 - Tripura

In addition, Madhya Pradesh released their second and third HDRs in 1998 and 2002 respectively (at their own initiative).

23. Many of these HDRs highlighted regional diversities in matters of livelihood pattern, income level, attainments in education, access to health services etc. In addition, after the implementation of the 73rd and 74th amendments to the constitution many of the development activities which had impact on the lives of common man devolved on the local bodies, i.e. Zilla Panchayats for the rural areas and the urban local bodies. Article 243 ZD of the constitution lays down that “there shall be constituted in every state at the district level, a District Planning Committee to consolidate the plans prepared by the Panchayats and the municipalities in the district and to prepare a draft district plan for the district as a whole”. The district plans, so prepared, have to

reflect the priorities of national and state level planning which also have to work toward achieving the Millennium Development Goals and targets. In view of the stated objectives of the 5 year plans and the Millennium Development Goals, the District (and Sub – District) level plans have to be firmly based on the findings of the District Human Development Reports which have started coming out in recent years.

24. The Approach paper to the 11th Five year plan released in June 2006 mentions that “large parts of our population are still to experience a decisive improvement in their standards of living. The percentage of the people below the poverty line is declining, but only at a modest pace. Far too many people still lack access to basic services such as health, education, clean drinking water and sanitation facilities without which they cannot be empowered to claim their share in the benefits of growth.....
25. The 11th plan provides an opportunity to restructure policies to achieve a new vision of growth that will be much more broad based and inclusive, bringing about a faster reduction in poverty and helping bridge the divides that are currently cogently the focus of so much attention”.
26. In this background, it is significant that 12 of the participating states in the GOI-UNDP project SSPHD have undertaken preparation of District Human Development Reports which will not only analyze Human Development situation at the District and Sub-District (Block/ Tehsil/ Taluk) level but will be the basis for formulating human development strategies for the District, and for preparing District Plan which is now a constitutional requirement. 2 District Human Development Reports (Bankura

and Malda in West Bengal) have already been released, 45 more are under preparation by 11 state Governments (5 by Chhattisgarh, 3 by Himachal Pradesh, 4 by Karnataka, 4 by Kerala, 5 by Madhya Pradesh, 4 by Rajasthan, 2 by Punjab, 4 by Sikkim, 5 by Tamil Nadu, 5 by Gujarat and 4 by Orissa). In addition, West Bengal has taken up 10 more District HDRs without seeking SSPHD funds.

27. In their presentation at the UNDP and Planning Commission sponsored workshop held at Kolkata on the 26th of September 2007, it was explained on behalf of Tamil Nadu Government that HDRs are getting ready for 5 districts (Cuddalore, Dindigal, Sivaganga, etc) which are covered by RSVY (Rashtriya Sama Vikas Yojana). Assistance of academic Institutions /Research Institutes/NGOs is being utilized for preparing these reports. These districts are marked by high rates of agricultural under-employment, but growth of tertiary sector has helped in reducing poverty in these Districts. High incidence of anaemia among women is a major problem in these Districts which have very low rank in the HDI. While the school drop-out rate is low, quality of education and attainment level were rather poor. In Sivaganga District, inequality in land holding is very high, 5 per cent of farmers own 35 per cent of land; there is also large number of male migrants from this District to Malaysia. Prof. Selvarajan of Annamalai University who is involved in the process of preparation of District HDR bemoaned the lack of 'data warehouse' at the District level; he suggested that computerized Data base should be created and a District Human Development Cell should be created in the collectorate. It was mentioned that in Tamil Nadu, Taluka level income figures are not available; hence

Taluka level HDI has not been computed, while preparing District Human Development Reports.

28. Karnataka has undertaken preparation of four DHDRs (for the districts of Udupi, Mysore, Bijapur and Gulbarga which are ranked 3rd, 14th, 23rd and 26th among the 27 districts for which HDIs had been computed). While the preparation of District HDRs has been entrusted to academic/research institutions, these exercises are being done through a participatory process. Sensitization workshops have been conducted for the functionaries of Panchayat Raj Institutions, capacity building of the officials is being organised with the help of the Administrative Training institute at Mysore. Other features of the DHDR exercise in Karnataka are: attempted computation of Taluka level Human Development Index, Survey of Impact of development programmes on SC/ST Population, monitoring of human development indicators at the Panchayat level etc.
29. In so far as follow up action on SHDR/DHDR (on-going exercise) is concerned, reference was made at the workshop held on 26th September 2007 to the District Poverty Reduction Initiative Projects of Madhya Pradesh and Rajasthan and Human Development Mission (in operation in low HDI districts) of Maharashtra.
30. As already mentioned above, so far the only published District HDRs available in the country are the DHDRs of Malda and Bankura (both in West Bengal) which were undertaken under the auspices of the SSPHD Project. Brief description of the approach adopted and important contents of the two DHDRs are given below:

31. BANKURA:

The Bankura District Human Development Report was prepared by a team of Government officers, under the leadership of the District Magistrate, Bankura. However, there was wide consultation with Panchayat functionaries, the Non Government Organizations and the academia. Natural Resource Database Management Systems (NRDMS) Centre, Bankura provided the basic data for initiating the exercise of preparing the District HDR. Bankura is the fourth largest District of West Bengal, with a total population of 2.97 million (as per 2001 census). 92.63 per cent of the population is rural and only 7.37 per cent of the total, is urban. Scheduled Caste population accounts for 31.24 per cent of the total while scheduled tribes account for 10.36 per cent ST Population is predominately rural. Literacy rate is 77 per cent for male, 49 per cent for female and 63.84 per cent over all. Average size of the holding is 1.02 acre; 67 per cent of land holding belongs to marginal size class (less than 1 hectare), another (approx) 22 per cent belongs to small holding class (between 1 and 2 hectares). As the DHDR informs us “considering the poor irrigation facilities, low fertility and the resultant low productivity, such holding pattern is not able to make much impact on the quality of life of people at large”. 59.62 per cent of the rural population and 52.38 per cent of the urban population are found to be below the poverty line.

32. The report mentions that the District has rich traditions in handloom and various crafts. It has good potential for growing horticultural crops, medicinal and aromatic crops and for development of sericulture. The availability of minerals like coal, fine clay, China clay, silica etc, excellent road connectivity to

industrial belts of Asansol, Raniganj and Durgapur areas, availability of land and cheap labour indicate that the District has good scope for development of medium, small and cottage industries and also for trade, commerce and service-oriented activities.

33. Due to lack of standard data at the disaggregated (block) level, in the DHDR no attempt has been made for computing Block-wise HD Indices. Instead, following the NHDR, 2001 approach, Human Development Radars have been constructed for the Blocks of the District, using the following indicators: Per Capita gross output, wage level, enrolment, institutional delivery, malnutrition, sanitation coverage, female literacy rate and vulnerability.
34. The following observation in the DHDR regarding the disconnect between the District Income estimate and the Per Capita monthly expenditure estimates at the District level underlines the need for development of improved system of data gathering and statistical analysis at the sub state level. “From the State Human Development Report, 2004 it is seen that although Bankura ranks seventh on the basis of per capita DDP” (District Domestic Product) it appears to be a district with very low level of living standard because its rank is second from below regarding both rural and urban monthly consumption expenditure.....The lack of close correlation between per capita income and per capita consumption is commented upon in the state HDR 2004 but is left unexplained.

35. MALDA:

In the West Bengal HDR 2004, HD Index of Malda has been shown as 0.44, the lowest among the 17 Districts of West Bengal. The Malda District HDR is a direct sequel to this state HDR. In his preface, the Lead Co-coordinator for the preparation of this District HD Report, a professor of economics in North Bengal University and Member, West Bengal State Planning Board, has explained that the choice of Malda, the least developed District in West Bengal, as the location of one of the first DHDR exercises in the state was with the object of identifying the most pressing development constraints in the district and to build institutional capacity at the district level for formulating and implementing Human Development oriented District Plan.

36. The Report examined regional variations in the human development pattern in the District which is largely rural, culturally heterogeneous and exposed to very high level of in - migration from other states of the country and from outside the country and active river diluvion, soil erosion and recurrent floods.
37. The problem of non – availability of robust data base for computing block level HDIs following UNDP methodology is tackled by some modification in the choice of the building blocks of HDI to fit the available databases. The major adaptations / modifications involve (i) the use of a health services accessibility index as the health component indicator in lieu of direct estimates of life expectancy at block level, (ii) the use of a livelihood opportunities index in lieu of direct estimates of block level income and (iii) education indicator being based on gross enrolment ratios for the population aged between 5 and 14 years and 15 + adult literacy rates.

38. Similarly, Human Poverty Indices have also been calculated for each block in the District. Although development disparities among the blocks are not wide-ranging because of the overall lack of development in the district, the report identifies three blocks as pockets of loci with rapid rates of human development and two blocks which lag at some distance behind the rest in terms of human development. The report also records an important finding. To quote from the DHDR, “perhaps the most paradoxical position is the one occupied by Bamangola Block. Ranked highest within the district in Human development terms, Bamangola also has relatively high levels of human poverty, presenting something of a development dilemma to district, policy planners”. This ‘paradoxical position’ and policy dilemma (in the words of the District HD report) deserve further exploration.

Chapter V

A review of the progress achieved by the State Governments under the Project.

It has already been mentioned in the introductory chapter that while the project was initiated in the first group of 8 states in 2004, in the second group of seven states, the project started during February to August 2006.

The information received from the 8 category I states and the seven category II states in reply to the questionnaire sent to them has been tabulated at Annexure - VI under important Project components, viz., Basic details of the project and organizational support, documentation (preparation of HDR, DHDR, etc.), capacity building for Human Development analysis, monitoring and evaluation, strengthening statistical system, Advocacy and Dissemination, Action: Integration of HD with Planning and Policy formulation (trend in allocation for HD related areas, HD related new initiatives), Engendering Human Development, Major suggestions for improving the performance of the project.

In this chapter we review the progress achieved by the State Governments with reference to the major components of the project, the expected outcomes and the success indicators, on the basis of the information furnished by the State and of course, subject to the constraints mentioned in Paras 29 to 34 in Chapter-I.

Phase I States:

Himachal Pradesh

Himachal Pradesh is a first phase state. The HDRC Unit was set up in the year 2003, under the State Planning Department. It is headed

by the Secretary (Planning), with a Head, a Deputy Head, two Research Officers and two Assistant Research Officers. A State Level Empowered Committee was constituted in January, 2004, under the Chairmanship of the Chief Secretary. District Level Core Committee in three districts namely Kangra, Mandi and Shimla, were formed to guide, monitor and review the progress made on the preparation of District Human Development Reports under the Chairmanship of the Deputy Commissioner of the respective districts. There are no NUNVs in the HDRC Unit. The important features of Himachal Pradesh's achievement under different components of the project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Planning and Statistical cells exist in human development departments, where the human development indicators are being compiled at the departmental level. This information is available on the web site. At the district level, Planning Cells exist at the Deputy Commissioner's Office, consisting of a District Planning Officer, a Assistant Research Officer, and a Statistical Assistant. The State feels that there is need to strengthen the planning machinery by upgrading their skills with the help of latest technological advancement at the state, district, block and panchayat levels.
- The state feels that data ware housing, financial appraisals, social appraisals and social audit are some of the key areas where training is required. Officers from Planning, Finance, Health, Education, District Administration, Economics and Statistics and Educational Institutions have participated in training programmes organized at RBI-CAB, Pune, and at

IIPS, Mumbai and also at Himachal Pradesh Institute of Public Administration, Shimla.

- The Himachal Pradesh Institute of Public Administration (HIPA), Shimla is a training institution which is well equipped. Three Universities have been involved for the preparation of DHDRs. Personnel involved in preparation of DHDRs were trained at RBI- CAB, Pune as well participated in the technical workshop on DHDRs at Kolkata. The State feels that there is a need to upgrade the skills of trainers at state and district levels. The Economics and Statistics Department is bringing out the Statistical Outline and Economic Review regularly. The DES is providing human development data and computation of income estimates at the state and district levels. A separate Evaluation Division in the Planning Department has taken up various evaluation studies. Officers from DES have attended training programmes at National and State level organized by the CSO and NSSO. The Himachal Pradesh Institute of Public Administration had organized a gender sensitization programme to the senior officers of State Government and Academicians.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD messages:

- The State has brought out its first Human Development Report, by involving internal staff. The state's second Human Development Report is under preparation. The District Human Development Reports for three districts are under preparation involving both internal and external experts. A chapter on human development in the five year and annual

plans is being brought out since 2003-04. A similar chapter on human development will be included in the economic survey from 2008-09. The state has taken up four thematic studies namely 1. Gender Empowerment and Declining Sex ratio, 2. Regional Imbalances in HP, 3. Poverty and Environmental Management and 4. Prevalence of HIV/AIDS. The DES is monitoring human development indicators at the state and district levels.

- The Government of Himachal Pradesh has mentioned the following important measures adopted to improve human development indicators:
 1. Universalisation of education upto middle level
 2. Free education to give children at all levels in Government Institutions
 3. Extensive coverage under the social security pension scheme for widows, handicapped, lepers etc
 4. Economic empowerment of women through formation of self help groups and Mahila Mandals
 5. In panchayats 33% seats reserved for women, 38% women have been elected in 2005 Panchayat Elections.
 6. Universalisation of drinking water facilities to all habitations, etc.
- In response to the question regarding the lessons learnt from the state HDR the Government of Himachal Pradesh has reported that “Perhaps the most worrying aspect of HD in the state is the relatively high incidence of poverty. In 1993-94, a little under one-third of the population was estimated still below the poverty line. In the past decade there has been a deterioration in this aspect”.

- The Himachal Pradesh Institute of Public Administration had organized sensitization workshops to the human development departments. Out of the 75 participants, 10 were females. Two documentations have been brought out on gender issues and another on health.

III. Mainstreaming HD in Planning:

- In absolute terms, allocation for human development sectors has increased from Rs. 1335 crores in 2003-04 to Rs.2100 crores in 2007-08. However, going into further details the State Government has reported that allocation for Education Sector has gone up from 9.01% of the Plan in 03-04 to 12.13% in 07-08; however, allocation for Health Sector has gone down steadily during this period, from 15.13% to 10.60%. Allocation for safe drinking water also went down from 10.77% to 7.87%. There was marginal improvement in the percentage of plan allocation for women's welfare from 0.08% in 2003-04 to 0.20% in 2007-08. During the same period allocation for backward areas development went up from Rs.133 crores to Rs.240 crores.
- The state has received Rs.80 lakhs against its allocation under SSPHD Project out of which, an amount of Rs.43 lakhs has been spent so far.

Karnataka:

A Steering Committee under the chairmanship of the Principal Secretary, Planning Department has been constituted to monitor and guide the project. The committee has held three meetings during the

period 9-5-2005 to 6-9-2007. The important features of Karnataka's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- The Human Development Division in the Planning Department was setup in 2000-01 with a sanctioned post of 1 Director, 2 Deputy Directors, 4 Assistant Directors and 2 Assistant Statistical Officers (one post of Deputy Director and 3 posts of Assistant Directors are vacant at present). One NUN Volunteer is working under the SSPHD Project. Planning/Statistical Cells exist in all the important HD Departments, like Education, Health, Rural Development and Panchayat Raj, Women and Child Welfare, Social Welfare, Housing, etc. There is a Planning Cell, under the Chief Planning Officer, supported by technical staff, at the Zilla Panchayat level. Out of 176 taluks, 64 Taluks have Taluka Planning Units, set up in 2007. These units are headed by a Taluka Planning Officer, supported by technical staff.
- Two training needs workshops have been conducted so far. A three day workshop was organized at ANS State Institute of Rural Development, Mysore in September 2005. 72 participants representing 12 State Level departments dealing with HD Programmes participated in the workshop. This workshop was useful in assessing training needs in terms of analysis, mobilization of right kind of data, validation and convergence of data, monitoring and review of the available data, evaluation, etc. Second training needs Assessment Workshop for the Panchayat Raj functionaries of the 4 DHDR districts (Bijapur, Gulbarga, Mysore and Udupi) was organized

for three days in August 2006. 42 participants were present in the workshop.

- Training modules have been developed, based on these workshops. There is still a need to develop training modules for subjects like Plan/Programme formulation in the context of human development, human development data management at different levels, analysis and report writing on HD issues integration of human development analysis with budget preparation, etc. Details of the number of training programmes conducted so far and the number of participants are given below:

1. A Three-day Training Needs Assessment workshop on Human Development issues was organized, 72 participants representing 13 state level departments dealing with human development programmes participated in the workshop.
2. Second Training Needs Assessment workshop for the Panchayat Raj functionaries of four DHDR districts - was organised for three days in August 2006 at ATI, Mysore. 42 participants have participated in this workshop.
3. Training on human development issues to officers of Panchayat Raj Institutions of four DHDR districts: Four training programmes were organized by the ATI, Mysore during September-October 2006. 78 participants from four DHDR districts including few NGOs participated in the training programmes.
4. Training of Trainers on human development issues: Training of Trainers who were the prospective trainers at four DHDR districts was organized at ATI, Mysore from 20-23rd, November 2006 for 33 officers on human development issues.

5. Training of facilitators: Two day training programme was organised in December 2006 to train the facilitators for the Satellite based training programme, 47 participants participated.
 6. Satellite based training programme on human development issues to Gram Panchayat members organized for about 16,000 Grama Panchayat members participated in the four DHDR districts.
- The Training Programmes are being organized in collaboration with the ATI and ANSSIRD, Mysore. These Institutions have good infrastructure, such as class rooms, hostel facilities, Studio facility for Satellite based distance training, Library facilities, etc. and also Audio-Visual and other equipments, but there is greater need to reorient the faculty in terms of HD issues. It is reported that the Institutions rely largely on the external faculty for supporting the training programmes; it is difficult to identify suitable resource persons to impart training. There is need to build in house expertise in these training institutions.
 - A unique feature of the training programmes conducted by the Karnataka Government is the Satellite-based Training on human development conducted for Grama Panchayat members. 16000 Grama Panchayat members across 25 Taluka Panchayats in the four DHDR districts have been covered by this programme so far. In all 20 transmissions were organized in 2007. It is proposed to extend the programme to all the 114 backward Taluks in the State (identified by a High Power Committee appointed by the State Government).

- 25 officers of the State Government were deputed to RBI College of Agricultural Banking Pune for training on Human Development Issues. IIPS, Mumbai has trained eight officers in various demography related programmes under the project.
- As regards the State Directorate of Economics and Statistics, it has been reported that (a) there is inadequate staff at the level of Asst. Statistical Officer level, (b) DES is not in a position to compute demographic ratios, and (c) So far no training needs assessment of the staff of the DES has been done. It is proposed to organize a Training Needs Assessment workshop for them at the ATI, Mysore, based on which training modules will be developed and training in Statistical Concepts and techniques relevant for human development analysis will be conducted.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- The first Karnataka HDR was released in 1999 and the second report was published in 2005. While the first report was at the initiative of the State Government and prepared in-house, the second report was a collaboration effort with UNDP and the Planning Commission. The second report, had papers contributed by both external experts and Government Officers. In the second report apart from HDI for the entire population and GDI, there are computed Indices of Human Development for SC/ST population. The second report also contains separate chapters on Good Governance and role of the NGOs.

- Both the reports and Executive Summaries have been printed in English and Kannada (Official language of the State) and widely circulated. The English and Kannada versions of the HDR 2005 have been put on the web.
- Two state level workshops in Bangalore and two Regional Level Workshops at Dharwad (in collaboration with the Centre for Multi-Disciplinary Research, Dharwad) and Mysore (in collaboration with ANSSIRD, Mysore) were organized as part of the consultative and participatory process of preparing the second State Human Development Report. Post-launch sensitization workshop will be organized at the state level shortly.
- The State Government has taken up preparation of Four District Human Development Reports. Pre-launch workshops for the four DHDR pilot districts with divergent levels of human development have been organized by the ZPs concerned, involving different stake holders, including Government officers at the district level, NGOs, elected representations, etc. Draft reports of all the four DHDRs have been discussed by organizing four workshops, one in each of the four DHDR districts. Four Lead Agencies (A Research Institution/Two University Departments/A Deemed University) were appointed by the respective Zilla Panchayats for preparation of District HDRs. A State Level Co-ordinator, (Institute of Development Studies, Mysore) has been appointed for co-ordinating the efforts of these institutions. Some of the difficulties pointed out with reference to preparation of DHDRs are computation of

Taluka Income estimates, non-availability of Taluka-wise LEB figures, lack of Gender disaggregated data, etc, The State Government has recently constituted an Expert Committee to lay down uniform modality for capturing important Taluka level data in all the DHDR districts. Apart from that, the need for achieving proper co-ordination between the resource agency assisting in preparation of DHDR and the District/ZP administration was also discussed at the 10th meeting of the Project Standing Committee held at Bangalore on 11-4-2008. The committee requested the states in general, and Karnataka in particular “to ensure ownership of the DHDRs by the Districts through constant interaction between the resource institution assisting in preparing the DHDR and District administration”. The State Government has also initiated preparation of DHDRs for additional five districts (Bidar, Raichur, Davangere, Chitradurga, and Chamrajnagar) with state funding.

- The HD Division in the Planning Department has identified monitorable HD indicators at Gram Panchayats level under different Heads, viz, Livelihood, Demography, Health and Nutrition, Education, Sanitation, Housing, Food and Civil Supplies. Initially these indicators are monitored in the four DHDR Districts.

III. Mainstreaming Human Development in Planning:

- The HD Division has completed drafting of chapter on human development in the Five Year/Annual Plan documents; there is a chapter on Human Development in the Annual Economic Survey also. The following are some of the

important policy measures adopted to improve the state of human development in Karnataka:

- i) Women and Child Development Department has initiated a child tracking system in the age group 0-14 years.
- ii) Government has introduced Bhagya Lakshmi Scheme to cover girl children with financial and other incentives.
- iii) Food grains at Rs. 3 per Kg are given to people below the poverty line under the PDS.
- iv) Activity based learning has been introduced in 14,000 elementary schools.
- v) Round the clock health services are being provided initially in 400 Primary Health Centers located in the backward regions of the State.
- vi) Bal Vikas Samitis have been constituted in every Anganwadi to supervise the functioning of Anganwadis.
- vii) Taluka Planning Units have been set up in 64 backward talukas
- viii) Rs. 1573 crores have been allocated in the current year's budget for development of backward regions/identified by a High Power Committee, known as D.M. Nanjundappa Committee.

IV. Engendering HD Activity:

- a. Major activity under the component will be training of Gram Panchayat members, training of Anganwadi workers/ ANMs of health Department and school teachers/training of Stree Shakti groups and SDMC members in gender development and human development issues. The participants will be drawn from 114 backward Taluks identified by the High Power Committee for Redressal of Regional Imbalances. The Satellite based training will be organized with the involvement of ATI, Mysore. There will be 10 transmissions, each containing three packages, covering in all 45,000 participants. In addition, senior and

middle level officers representing, important HD departments will be trained in gender related issues.

Madhya Pradesh:

Madhya Pradesh is a first phase project state. HDRC Unit was established under the State Planning Commission in 2005. The important features of Madhya Pradesh's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- a. HDRC Unit headed by a nodal officer assisted by technical officers including Deputy Director, Assistant Director, Programmer, Assistant Statistical Officer, Assistant Programmer and two Investigators, two NUNVs are working in the HDRC Unit. There is a state level Empowered Committee under the Chairmanship of Member Secretary, State Planning Commission with Principal Secretaries of Finance, Education, Health, Rural Development, Tribal Welfare, Urban Administration and Scheduled Castes Welfare Department as members. So far, two meetings of the State level Empowered Committee have been held.
- b. Statistical Cells exist in all the human development departments facilitating, preparation of departmental plans, monitor monthly progress and track progress of important outcome indicators on human development. At the district level District Planning and Statistical Office is functioning with main role to prepare district level plans. The unit is headed by District Planning Officer supported by District

Statistical Officer and Assistant Statistical Officers and Investigators. It is programmed to organize a workshop on training needs assessment under the SSPHD Project in collaboration with Academy of Administration.

- c. It is proposed to organize two training programmes on developing MIS as part of the activities under Strengthening Statistical System.
- d. It is proposed to organize seminars on human development for the bureaucrats and state level officials. It is proposed to organize training programme for District Planning Officers on human development and decentralized planning.
- e. As regards contribution from the National Resource Institutes, it is reported that NIPFP had conducted a workshop on their study report regarding resource availability for improving HD situation, feedback was given at the workshop and a report incorporating the feedback has been submitted by the NIPFP. IGIDR had prepared a concept paper on Poverty Reduction Strategy for Madhya Pradesh which was discussed at a workshop. Preparation of the actual strategy paper is yet to commence. The matter is being followed up with the IGIDR, Mumbai. Four initiatives from the Government of MP, namely, Rajiv Gandhi Watershed Management Mission, Employment Guarantee Scheme, etc, have been covered in the 'Best Practices Resource Book' documented by PRAYAS. FTII had produced 3 films on HD issues (Health, Education and Livelihood), which were presented at a workshop organized by the State Planning Board, inviting Principal Secretaries of various

Departments. The film on Health has been cleared for screening; modifications have been suggested to FTII for the other two films.

- f. A Joint Director (Planning Coordination & MIS) of Health Department and an Assistant Director, Economics and Statistics Department had attended training programme on estimating Vital Statistics at District Level, organized by the IIPS, Mumbai. In addition, 7 officers (from District Planning Office, Department of Economics and Statistics and Directorate of Health Services) had attended training programme organized by IIPS at Vadodra (for Western Zone) from 5th to 8th March 2007. However, it does not appear that the methodology (Regression technique) suggested by the IIPS for calculating IMR and LEB at the District Level has been put into practice so far.
- g. Similarly, District Income Computation has not been done. It is reported that “CSO guidelines will be used by DES, when it is computed”.
- h. The revised allocation for implementing the project in MP is Rs. 183 lakhs with the following break-up:

Sl. No	Activities	Allocation (Rs.Lakhs)
1	Strengthening State Plans for HD	94.00
2	Strengthening District Statistical System	10.00
3.	Activities for Advocacy	15.00
4.	Engendering State and District plans	64.00

Expenditure incurred so far is Rs. 58.38 lakhs (under Item no.1) Activities under other items are yet to take off.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages

- State Government of Madhya Pradesh has undertaken preparation of 5 District HDRs (Mandla, Khergone, Rajgarh, Satna and Balaghat) and also Thematic Reports on Education, Health, Livelihood and Decentralized Planning. An NGO “DEBATE” has been appointed as the State Resource Institute (SRI) with the responsibility of preparing the 5 DHDRs and the thematic reports. Draft DHDRs for two districts (Mandla and Khargone) have been prepared. The reports will be finalized once the suggestions given by the Member Secretary, State Planning Board and others have been incorporated by the SRI.
- A chapter on ‘Human Development’ was incorporated in the State Annual Plan (2006-07) and a chapter on HD will also be incorporated in the 11th Plan document.
- Madhya Pradesh State was the first state in the world to produce sub-national Human Development Report, which was released in 1995. Since then three more reports have been published (1998, 2002 and 2007). The first report made an important contribution in focusing priority attention to the issues of HD and helped in mainstreaming HD concerns into the development discourse of the State as well as the Country. The second report took stock of the contribution of the first report in giving priority to HD issues and covered issues like the role of Panchayat Raj Institutions and concerns of livelihood and natural resources, like Forest, Water, etc. The third report was able to monitor the progress achieved in the HD indicators, by making use of the census 2001 data. The report of 2002 commented about the proliferation of Centrally Sponsored

Schemes coming in the way of initiatives being taken by the Panchayat Raj Institutions for enhancing human development. Madhya Pradesh Human Development Report 2007 focuses on infrastructure and its impact on human development and poverty reduction. The report finds a positive relationship between infrastructure development and human development through economic growth process. According to the report infrastructure has a human development impact on the activities through which people earn their living.

- A dissemination seminar at the state level on District Human Development Reports and finding of thematic reports is proposed to be organized. A web site and a portal has been proposed to help wider dissemination of information on human development. Similarly, IEC materials will be developed on human development to develop greater awareness on human development issues. Two state level workshops on gender mainstreaming and sensitization on gender issues and will be organized. It is proposed to study the present data management systems to develop generation and collection of sex disaggregated data on key human development indicators at state and district level. A training of Government officers is also scheduled on generation of gender disaggregated data, gender based budgeting and gender related analysis. Training of officials on Management Information System is also programmed by using MIS software.

III. Mainstreaming Human Development in Planning:

- The MP Government has furnished the following data regarding increase in plan allocation for important human development sectors between 10th Plan and the 11th Plan.

	Rs.Crores		
	10th Plan	11th Plan	% Variation
Total	15058	45947	+ 205
School Education	1493	4936	+ 230
Health Services	624	855	+ 37
Women & Child Development	391	1480	+ 277

IV. Engendering HD Activity:

- The State Government has undertaken ‘Gender Audit’ of Selected Programmes; data analysis is completed, report writing is in progress. Documentation of success stories and case studies on gender related issues will be undertaken, besides commissioning impact assessment study of women oriented schemes.

Maharashtra:

Human Development Resource Center Unit was set up in April 2007. In the reply to the questionnaire, it has been stated, on behalf of the Government of Maharashtra that “though Maharashtra is one of the participating states in the first phase, the first Steering Committee meeting was held in April 2007, workplan 2007-08 approved during the meeting and work will begin soon”. [Reply received on 30th October, 2007]. During a meeting with the Secretaries/Senior officers of the Department of School Education, Health, Women and Child Development, Drinking Water Supply, presided over by Shri V.K.Agarwal, ACS, Development Commissioner and Principal Secretary, Planning, (held on 30.10.2007). Salient features of the following initiative by the Government of Maharashtra for improving human development situation were explained;

Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- 4 DHDRs are under preparation.

Mainstreaming Human Development in Planning:

- Nutrition Mission: It was started two years back to reach the benefits of development to the weaker sections of the Society. The Scheme operates in 15 Districts with low HDI with high incidence of Malnutrition. The programmes under this Mission Cover regular feeding, health checkup, medical attendance for children and expectant mothers.
- Total Sanitation Campaign: This special campaign was launched in 2001. Percentage of rural households with toilets has increased from 23% in 2001 to 42% at present. A village that has got rid of the practice of open defecation gets huge cash prize for village development works. The target under the campaign is to achieve complete coverage under access to safe drinking water by 2009 and by 2012 achieve complete coverage under Independent Toilet Programme.
- The State Government has entered into an agreement with International Fund for Agricultural Development (IFAD) for increasing the capacity of Self Help Groups of women (2,50,000 SHGs are already in existence).
- 80% of ICDS Centres and 33% of the Schools covered by the Mid-day Meal Programme are taken care of by the Self Help Groups.
- Recently a huge conclave of the representatives of SHGs was held at Aurangabad with the objective of sensitizing them about management of local Drinking Water Supply schemes, Sanitation scheme, messages of human development, promotion of sale of the products of SHG units, etc. 25,000 nominees of SHGs from 8 Districts participated in this programme.

- Activity based learning has been started in one Taluka in each of the 12 Districts where Human Development Mission has been in operation.
- Under health measures maternity benefit scheme has been introduced for Tribal Women. Benefit under the scheme is given 50% in cash, 50% in the form of medicine. A scheme for adding one room in 6000 health sub-centres has been introduced, with a view to promote Institutional delivery.
- **Maharashtra Human Development Mission:** Started in 2006 covering 25 Taluks in 12 most backward districts. The Mission integrates programmes relating to education, health, nutrition, income generation and supplements them with funds provided under the Mission. The budgetary allocation for 2006-07 was Rupees Fifty Crores; it was enhanced to Rs. 60 crores in 2007-08 and next year it is proposed to allocate more funds. There is pressure to extend the coverage of the Mission.
- All the programmes of the Mission are executed through the regular departments of the State Government and the Panchayat Raj Institutions. However, for the purpose of planning, monitoring and reviewing, the mission works through various committees as listed out below:
 - Village level Human Development Committee headed by Sarpanch of Village Panchayat.
 - Taluka level Human Development Committee headed by Tahsildar of the Taluka.
 - District level Human Development Committee headed by the District Collector.
 - At the state level, there is Governing Council headed by the Hon'ble Minister for Planning to guide the Mission on policy matters.

To begin with, the Mission has been constituted for a period of 3 years.

The mission has identified following areas of work for the purpose of improving the HDI of the selected districts.

Sl.No	Areas	Sub-area/Items
1	Livelihood	a) Irrigation b) Soil health c) Self employment d) Self help groups e) Economic activity ancillary to agriculture
2.	Health	a) Institutional Deliveries b) ANC - PNC c) IMR, NMR, MMR, Still Birth, Low Birth Weight d) Malnutrition e) Training to and health checkup of Adolescent Girls f) Child Marriages
3.	Education	a) Universalisation of elementary education, drop out. b) Quality of education c) Total Literacy Campaign (Adult Literacy Programme)

The mission has been fully authorized to sanction any programme and to fix financial norms there for to achieve the end objective of improving the HDI of the areas selected for the purpose.

The Mission's approach in implementing of various programmes is outcome oriented and in a time bound manner.

Keeping this aspect in view the mission has fixed the quantitative targets to be achieved for different activities considered for calculating the HDI. The details of the targets fixed for some of the activities are as under –

Sl. No	Area	Sub-area	Activities	Target
1	Livelihood	Irrigation	a) Additional irrigation potential to be created b) Desilting of old tank c) Recharge of wells d) Organic manure projects e) Increase in area under Rabi crops f) Watershed development g) Self employment (beneficiaries) h) Dairy development	40,000 ha 3,000 4,000 1,00,000 1,00,000 ha 50,000 ha 5000 20,000 beneficiaries
2.	Health		a) Institutional deliveries to be increased to b) IMR to be reduced to c) NMR to be reduced to d) MMR to be reduced to e) Training to and Medical checkups of Adolescent Girls f) Child Marriages to be brought down to g) Construction of buildings for Anganwadis h) Grade III & IV child to be brought down to	80 % 20 per 1000 15 per 1000 0.75 per 1000 1.00 lakh 10 % 100 % Less than 0.1 %
3.	Education		a) Drop out rate to be brought down to b) Construction of Kitchen Sheds close to the schools c) Attending scholarship examination at IV th & VII th Std. d) Passing of scholarship exam e) Total Literacy to be increased to	'0' 100 % 100 % Above 80 % 85 %

The above targets are fixed for a period of 3 years.

By and large, the overall achievement under the different activities listed out above during the first 2 years is about 50 percent.

The Government of Maharashtra has also reported the following areas of Strength and Weakness of the Mission's functioning.

Strength of the Mission's functioning leading to the overall success:

1. Total freedom given to the Mission in formulating area specific programmes and according administrative and financial approval to them.
2. Micro-level planning and bottom up approach in formulating area specific programmes.

3. Total flexibility in programme formulation.
4. Convergence of different programmes to achieve the ultimate goal of improving HDI.
5. Area specific, pre-determined outcome oriented and focused attention in implementation of various programmes.
6. Involvement of NGOs and local beneficiaries in programme formulation and implementation.

Weakness of the Mission's functioning requiring corrective actions in future:

1. Inadequate attention paid by different departments of the State Government and Panchayat Raj Institutions in implementing Mission's programme.
2. Lack of involvement of the Government Departments at the state level in implementing Mission's programme.
3. Low priority given by the Departments of State and Panchayat Raj Institutions to the programmes of the Mission.
4. Lack of power to the Mission to punish the defaulting officers of the Government Departments and Panchayat Raj Institutions.
5. Non-consideration of the Human Development programmes in evaluating performance of the district level officer for their A.C.R.

Rajasthan:

HDRC Unit was set up in January 2005. A Steering Committee has been established under the chairpersonship of Secretary Planning in Feb 2005 for guiding the implementation of the Project. The important features of Rajasthan's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- a) Training needs assessment for the offices of the Statistical Cadre and designing training module and working out a training programme based on this module.

- b) Training needs assessment for undertaking activities under engendering district and block plan.
- c) Sensitization workshops on Human Development have been organized for important Human Development Departments like Planning, Education, Women and Child Welfare Department and NGOs. 3 State Level Sensitization workshops have been organized and theme for the next SHDR finalized.
- d) At District Level, 4 sensitization workshops have been held, out of which three were in DHDR Districts namely, Dungarpur, Barmer and Dholpur.
- e) Training of IGPRS
- The State Government has also reported that a strategy Paper on Poverty and Human Development by NIPFP, Delhi is under preparation, State Government has made repeated requests to IGIDR, Mumbai to initiate work on providing monitorable indicators to review the Human Development parameters. It is reported that so far nothing has been achieved in this behalf. However, the State Government has prepared a status report regarding Rajasthan's achievements towards attaining Millennium Development Goals.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- a) An update of Rajasthan HDR 2002 is at the stage of finalization. Preparation of District HDRs for 4 districts (Dungarpur, Barmer, Jhalwar and Dholpur) is on-going.
- b) Handouts for 32 districts and a brochure on Human Development have been prepared for the benefit of grass root level functionaries and elected representatives.
- c) Chapter on Human Development in FYP / Annual Plan / Economic Survey – completed

- d) Following two interventions have been identified by PRAYAS as Best Practices
- e) i) Appni Yojane (Water Management Project)
ii) Trainings of IGPRS (Indira Gandhi Panchayati Raj Sansthan)
- f) As regards Films to be produced by FTII, Rajasthan Government has reported that DVD of Film on 'Timeless Artist' has been prepared by FTII and it is being screened in workshop at RIPA (Rajasthan Institute of Public Administration). DVD of another Film 'A tale of two villages' is awaited. As on the date of the report, two more films were under preparation.

III. Mainstreaming Human Development in Planning:

- An exercise of monitoring, based on outcome budgeting, has been undertaken for the year 2006-07 by the Planning Department and a second phase of the exercise for the year 2007-08 is ongoing.

IV. Engendering HD Activity:

- Gender Budgeting Exercise done for 8 departments while the process is on-going for 7 more departments. Training Needs Workshop conducted for identifying the needs of engendering District and Block Level Plans.

Sikkim:

Sikkim's approach to the Human Development Programme has already been briefly mentioned in the previous Chapter. The HDRC Unit of Sikkim was set up in 2005. The State Government has appointed Prof. B.K. Roy Burman, as Chairman of the Advisory Committee on

Human Development (ACHuDev) in Sikkim. Professor Roy Burman, in his correspondence with me has reiterated that “a paradigm shift in the UNDP-Planning Commission approach to human development is needed. Human development is not confined to social sector only. It covers every Sector”. Referring to his experience in 1980’s as Chairman of Futurology Commission of the UNESCO, he quotes the views of a fellow member of the Commission “that had the great powers, after the Second World War, invested more on development of solar technology, rather than on nuclear technology, most of our energy needs would have been met without ecological degradation”. Prof. Roy Burman feels that the State Science and Technology Department is more sensitive to such issues than the State Social Sector Departments.

I do not think there is any contradiction between Prof. Roy Burman’s approach to human development and the UNDP approach. In the writings of some of the UNDP experts, quoted in Chapter II, there is explicit view that one should not be a prisoner of Human Development Index that one has to view human development in its multi-dimensional context, etc. In fact several UNDP reports have dealt with subjects like Deepening Democracy, Human Rights, New Technology, Trade, Aid, Human Security, Cultural Liberty, etc., which go beyond Social Sectors. Even under this project suggestion has been made to take up thematic studies dealing with subjects having impact on human development. However, in view of paucity of resources, at least under the SSPHD Project, lack of trained manpower in State Departments of Planning, Directorate of Economics and Statistics, etc., and in the other Departments of the Government, one has, perhaps, to draw a line somewhere as to which activities can be realistically and effectively undertaken at present under this project and which activities can either

be taken up later or can be suggested for adoption by appropriate Field Departments of the Government.

With this preliminary remark, let us see what are the strong points in the implementation of this project in Sikkim and which are the areas in which speedier implementation will be required in the coming years.

The important features of Sikkim's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- On May 26, 2007 all Four District Planning Officers have been designated as District Human Development Officers who will be involved in preparation of DHDRs for all 4 Districts. This should help in integrating Human Development related exercise and the District Level Planning Process.
- 82 percent of the geographical area of Sikkim is under the administrative control of the Forest Department. It was found that the National Forest working Plan Code of 2004 required that the Panchayats and Revenue Officers were to be consulted in the preparation of the work plan. Capacity building of the elected functionaries of the Panchayat and the Revenue Officials for contributing to the formulation of Forest Working Plans has been undertaken, at the instance of the Advisory Committee on Human Development. This is of vital importance for environmental security, livelihood security and food security of the people of Sikkim. During the coming year, greater attention has to be given and accelerated progress has to be achieved in the following areas:

- Training gap analysis for the officers of Planning and Finance Departments, Directorate of Economics and Statistics, Monitoring and Evaluation, Administrative Departments dealing not only with core social sectors of Education, Health Nutrition, Women and Child Development, Social Welfare, etc., but also of HD related sectors like Housing, Drinking Water Supply, Agriculture, Animal Husbandry, Rural Development, Forestry, Rural Industries etc., with reference to concepts of Human Development, People's livelihood issues, poverty alleviation strategies; etc.
- Organizing training programmes on these subjects at the State Level / catalyzing such programmes at the Zonal level, etc.
- Training of the officers of Department of Economics and Statistics and selected functionaries in Panchayat Raj Institutions in Statistical analysis, Survey techniques, Vital Statistics, etc.,
- Establishing direct contact with CSO and organizing more training programmes at State Level/Zonal level in computing District/Sub-District Level Income/domestic product. Similarly, the State Government should establish direct contact with IIPS, Mumbai, ascertain the methodology developed by the Institution for computing District Level IMR, LEB etc and make sure that the officials trained in the methodology actually use this for computing District Level figures which could be used for computing HDI at District Level and incorporating the same in DHDRs.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- (1) It is commendable that Awareness Campaign for Human Development was carried out in all the four districts of Sikkim under the guidance of the Hon'ble Speaker of Sikkim Legislative Assembly.
- (2) The Vision document from each Gram Panchayat is being prepared with technical support from teachers and students. 120 vision documents have already been received (out of total of 166 vision documents expected).
- (3) Between 28th May 2007 and 30th June 2007 awareness meet and orientation programmes were conducted for preparation of these Panchayat Level Vision documents. 905 Panchayat Members, 57 Zilla Panchayat Members, 170 Teachers, 400 Students, 35 Government Offices, 20 Resource Persons, etc., participated in these programmes, apart from Speaker, Ministers, etc.
- (4) The Advisory Committee has deliberated upon 18 items of Institutional Deficits which come in the way of participatory development for the well-being of the population as a whole and the vulnerable sections, in particular.
- (5) It is envisaged that the preparation of District Human Development Report will be in three stages;

 Stage I: Aggregation of Panchayat Level Vision documents.

 Stage II: Rectification of the Functioning of Institutions.

 Stage III: Promotional activities based on continuous action research.
- (6). First HDR 2001 of Sikkim has been translated in local Nepali language and distributed to all Panchayats during Awareness Campaign held for the dissemination of Human Development

messages at the 4 District HQ (between 18th November 2005 and 25th November 2005) A 5 page leaflet in Nepali language was prepared and distributed among the participants.

- (7). Most of Human Development related programmes were covered by many Local Papers, Government Paper “Sikkim Herald”, Information and Public Relations Department of the Government, local Cable T.V channel etc.
- i) Finalizing the District Human Development Reports and making sure that the findings from DHDR exercise are used in the District Planning Process.
 - ii) Implementation of Advocacy Plan for Gender related issues.

III. Mainstreaming Human Development in Planning:

- The State Government has reported that the Annual Plan 2006-07 and 11th Five year Plan document contain Chapters on Human Development. However, one difficulty that has to be overcome is that the Departments concerned are not fully aware of HD concepts. It is also reported that in the 11th Plan (2007-08 to 2011-12) the allocation for Social Sectors is 43% of Total Plan allocation. During the coming year, greater attention has to be given and accelerated progress has to be achieved in the following areas:

IV. Engendering HD Activity:

- A Women and Child Cell (of the Advisory Committee on Human Development) has been created. Some of the issues for gender advocacy have already been identified in the State.

Tamil Nadu:

In Tamil Nadu, the HDRC unit, setup in January 2005, works under the State Planning Commission. No separate staff has been sanctioned for the HDRC Unit, apart from the two National UN Volunteers. The HDRC Unit is being run with the full time participation of the 2 National UN Volunteers with adhoc support from the State Planning Commission. The State Government has constituted an Empowered Committee with Member Secretary State Planning Commission, Secretary Finance Department and Secretary, Planning and Development, among others, as members to approve the expenditure proposals under the Project. A Steering Committee has been constituted with Chief Secretary as the Chairman to guide and monitor the activities of HDRC. The important features of Tamil Nadu's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

The training needs assessment revealed following training requirements:

- i. Concepts of Human Development.
- ii. Statistical analysis.
- iii. Training in Planning, Economic Development and monitoring of programmes.

Some Training modules have been developed, after conducting the training need assessment. Training modules are yet to be developed on concepts of Human Development, linking Human Development to programmes.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- One State Level, 5 district level (in the 5 DHDR districts) and a number of Sub-District Level training programmes has been organized so far. Separate training programmes have been organized for the officers of the Directorate of Economics and Statistics on Statistical techniques and analytical methodologies, human development analysis, Planning and review techniques and preparation of Budget. Training for elected Panchayat functionaries was organized for building capacity for preparing DHDRs.
- Regional Consultations were organized for the preparation of 11th Plan document which focused mainly on human development. Post-launch workshops for SHDR at the State Level and pre-launch workshops on DHDRs at the District Level were conducted. The workshops and Regional Consultations were widely covered by the media, inviting suggestions from the public for improvement. Round Table discussions on present status of Agriculture and Livelihood opportunities were held in May 2005. Another Round Table discussion on Education and Health Care was also held in May 2005.
- The following are some of the important initiatives in Tamil Nadu in the matter of promotion of human development, alleviation of poverty and reducing gender gap in HD:

1. Preparation of Thematic reports:

- i) A report on Environment and HD has been finalized.
- ii) A report on linkages between agriculture and HD is underway.
- iii) Report on employment generation is under scrutiny.

2. (a) Advocacy of the concept of Human Development among the School Children by arranging oratorical and drawing competition among them.
- (b) A workshop was organized on 03.10.2007 with college teachers for dissemination of HD concepts. The State Planning Commission will take steps to implement the suggestions emanating from the workshop for dissemination of HD concepts among college students.
3. The Vice Chairman, State Planning Commission, a former Head of the Department of Economics, Madras University, has been appointed Chairman of the State Statistical Committee. The State Planning Commission, through the State Statistical Committee is initiating efforts for better reporting on HD. The aim is to create a web-based HD database. As the first step, the data base from the HD Departments, namely, Education, Health, Social Welfare and Rural Development is under creation

III. Mainstreaming Human Development in Planning:

- Feedback received from Regional Consultations on the 11th Five Year Plan and Policy suggestions are being taken care of in the formulation of the plan. The Backward regions identified by the first Human Development Report were included for the RSVY (Rashtriya Sama Vikas Yojana). Programs like Activity based learning, Tamil Nadu Health Systems Project, Improvement to the Mid Day Meals, Livelihood opportunities for the marginalized poor, Maternity Assistance Schemes, etc., were initiated with a vision of human development outcome. Chapter on Human Development is being included in the 11th

Five Year Plan document and it will be incorporated in the Annual Plans. Periodic monitoring of development indicators, i.e. educational attainments, nutritional attainments, IMR/MMR etc are being carried out.

- We were quite impressed with the way the Activity Based Learning Project was being implemented in a Corporation School in Chennai. Encouraged by the success of the scheme in improving the quality of education in the Corporation Primary Schools in Chennai, Tamil Nadu Government has issued orders extending the scheme to all Government Primary Schools in Tamil Nadu.

BOX – 6

Activity Based Learning and Active Learning Methodology (ABL & ABM) in Tamil Nadu.

An innovative approach namely the “Activity Based Learning” (ABL) methodology is currently showing much promise in Tamil Nadu. In this methodology various competencies in the textbooks have been spilt into activities, parts and units. Each unit is called a milestone. These milestones are arranged in structured and logical sequences from the basic to advanced level. These activities and units are then taught by means of self learning materials, usually in the form of colourful cards. No child can move to the next higher level of learning unless he learns the lower level.

Source: State Planning Commission, Government of Tamil Nadu

- The Secretary, State Planning Commission also explained that during the 10th Plan period, Tamil Nadu Government spent 43.77% of its plan expenditure on Social Services Sector; including Rural Development, the expenditure will be 56.24%. Growth in plan expenditure during the period 2002-03 to 2006-07 was 487.50 percent for Social Welfare, 272.10 percent in Education, 175.21 percent for Health and Nutrition and 204.38 percent for Rural Development. There has been remarkable

improvement in HD indicators in Health, Education, etc., during this period.

- As per the Poverty estimates made available for the year 2004-05 by the Planning Commission, Poverty in Tamil Nadu has declined drastically to 22.5% during 2004-05 from 35% during 93-94. This reduction is attributable to implementation of Poverty alleviation programmes aimed at Income generation and employment creation, Noon Meal Scheme covering School Children and old age pensions and implementation of other nutrition programmes like Tamil Nadu Integrated Nutrition Project (TINP) and ICDS aimed specifically at improving Women and Children's nutritional status. In an article, written by Girija Vaidyanthan, Secretary Tamil Nadu Planning Commission, Atul Anand, Executive Director, Tamil Nadu Watershed Development Agency, (TAWDEVA), and R. Srinivasan, then Full Time Member of the State Planning Commission, published in the Hindu, dated October 19, 2007, it has been pointed out that Tamil Nadu has seen substantial reduction in rural Poverty, inspite of the fact that the rate of growth of agriculture and allied activities during the period 1993-94 and 2004-05 was abysmally low at 0.42 % per annum. "This lends credence to the presumption that reduction in rural poverty has been spurred by the growth of the non- farm sector. At the same time there are evidences to believe that the stagnant agricultural sector has adversely affected the livelihood of marginal and small farmers and agricultural labourers ("Dimensions of Rural Poverty in Tamil Nadu", Hindu October 19th, 2007).

IV. Engendering HD Activity:

- Introduction of Comprehensive Emergency obstetric and new born centers, financial assistance to Women's Self-Help Groups (SHGs). Free supply of bicycles to girls by SCs/STs/SC converts in XI and XII standard, formation of new SHGs, Skill Training and Economic Assistance to Widows and destitute Women, other Women in difficult circumstances, etc, are some of the policy interventions for enhancing human development in a gender sensitive manner.

West Bengal:

The HDRC Unit in the Development and Planning Department, Government of West Bengal was set up in 2005. Government of West Bengal has set up an Empowered Committee, now (since 4-9-06) chaired by the Minister in-charge of Development and Planning with Principal Secretary, Planning, Education, Health, Women and Child Development Departments and 5 Independent experts, representatives of UNDP and Planning Commission as members for guiding the implementation of the project. In 24 Departments, an officer of the rank of Deputy Secretary or above involved in the Planning Process has been designated as nodal officer for Human Development. State Level Orientation Programme was organized in August 2007 for these nodal officers. A District Planning Officer (an officer from State Civil Service) is in charge of the Planning Section in the District, under the District Magistrate. The important features of West Bengal's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Training of Trainers Programmes were conducted/ scheduled in September, October and November 2007, for these District Planning Officers and at least 5 other offices from each of the 7 Regional Training Institutes of the ATI, with the objective of making them Resource Persons who would organize training programmes on Human Development for other district officials concerned, PRI and ULB, functionaries under the direction of the District Magistrate.
- Newly elected PRI members will be trained by the certified trainers.
- Training Needs Assessment has been done for the Planning Cell under Development and Planning Department. Based on that Training module has been developed by the ATI.
- Services of the State Institute for Panchayat and Rural Development and Institute for Local Government of urban system are being utilized to train people from different levels of administration.
- On 17th September 2007, Government have constituted a Committee with the Principal Secretary, Development and Planning as Chairman, several eminent retired and serving Professors of Statistics from the Indian Statistical Institute and Calcutta University as members and Secretary/representatives of the Departments of School Education, Health Department etc., as follow members and Director, Bureau of Applied Economics and Statistics as Convener. The objective of the Committee would be the strengthen State Statistical System

through development of methodologies, software and training courses for data providers and data users, both in the Directorate of applied E & S and relevant Departments with emphasis on generation and computation of district level Statistics pertaining to education, health, income and poverty. One Training Program on Statistical Packages for social Sectors has been conducted.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- Pilot study has been undertaken in the Districts of Bankura (for which DHDR has already been prepared) and Uttar Dinajpur (DHDR under preparation) for compilation of HD related data at Village Panchayat level, compare them with the data generated by the department concerned and have these data discussed at the District Planning Committee for appropriate action in preparation of District Plans.
- Dissemination of HD knowledge, findings of SHDR/DHDR etc., among the citizens, academic community, Civil Society, etc.
- The first State Human Development Report was prepared in 2004 with the financial and technical assistance of UNDP. The report has been translated in Bengali and widely distributed. Second HDR is under preparation with State's own resources.
- 2 District HDRs have been released. 3 more are under preparation (under the SSPHD Project). The DHDRs will be circulated among the Departments concerned, District Planning Committee members and other Stakeholders. Executive Summary will be printed in Bengali and distributed.

- To sensitize the school children and teachers on HD issues, an orientation workshop was organized for school teachers of 120 schools in 5 districts. A competition of drawing, essay writing, Poster and slogan, poems on HD issues was organized, with the involvement of an NGO.
- An NGO was involved in implementing an action research on backwardness in Bankura District.
- It is proposed to organize street plays to disseminate the shortcomings of development and entitlements of people to overcome such shortcomings.

With the involvement of academic and research institutions, the following thematic studies have been undertaken:

1. Landlessness.
2. Indebtedness.
3. Impact of Forestry on the livelihood patterns in the districts of Bankura and Malda and scope for its enhanced role.
4. Adolescent nutrition in West Bengal.
5. Assessment of strength and weakness of Rural Health Care Delivery System.
6. Gender Budget Analysis.
7. Role of Micro-finance in reducing vulnerability in Bankura and Malda.
8. Livelihood related schemes in WB and their appraisal.

Studies at Sl. No 1 to 7 are reported to be complete, Sl No. 8 as ongoing.

- West Bengal Government has also published the following booklets: “People’s entitlements”, “From outlay to outcome”. Human Development Profiles for the Districts of West Bengal have been prepared and published.

III. Mainstreaming Human Development in Planning:

- A meeting on ‘Strengthening State Statistical System’ was held on 13.08.2007. The meeting was chaired by Shri. Nirupam Sen, Minister for Development and Planning, Commerce and Industries Department and attended, among others, by Dr. Ashim Dasgupta, Finance Minister. The meeting noted that the 11th Five Year Plan is being prepared with Human Development perspective, so statistics relating to HD indexes are necessary to understand present HD status in society as well as impact of Government programmes on the lives of people.
- From the figures furnished by the State Government, it is seen that while Actual Plan expenditure in 2005-06 on School Education, was Rs. 486.76 crores, fund released during 2006-07 was Rs. 609.25 crores, and State Plan allocation for 2007-08 was Rs. 650 crores. Similarly, for Health and Family Welfare, the figures were: Actual (2005-06) Rs. 239 crores, fund released during 2006-07 was Rs. 401.24 crores, allocation for 2007-08 was (approx) Rs. 460 crores (including Externally Assisted Project Component). For Women and Child Development and Social Welfare: (2004-05) Actual Plan expenditure in 2004-05 was Rs. 154 crores, fund released in 2005-06 was Rs. 181 crores (approx) and 2007-08 allocation was Rs. 240 crores.

- In this Connection, it may be mentioned that at a meeting presided over by the Chief Secretary, West Bengal on 6th of October 2007, the Secretary (School Education) expressed satisfaction with the allocation in the Plan Budget 2007-08 for School Education: However, the State Government have reported that one of the findings of the West Bengal SHDR 2004 is that Public Health System in the State has been badly hit by shortage of funds.
- The State Government has reported that Chapter on Human Development will be incorporated in Annual Plan 2008-09 and in the 11th Plan document. IGIDR (Mumbai) has not yet given any Strategy paper on poverty Alleviation and Human Development.
- One of the follow-up measures of the finding of SHDR is that to deal with regional disparities, two departments, viz. “Uttaranchal Unnayan” and “Paschimanchal Unnayan” have been set up by the State Government.

IV. Engendering HD Activity:

- A Gender Resource Centre (GRC) has been set up under the SSPHD Project. GRC is expected to be within the ambit of activities of the HDRC Unit. The State Government was contemplating (as on 15.02.2007) an advisory body at the GRC comprising representatives from the Women’s Commission, Women Studies Centre in different Universities and other academic institutions and renewed individuals working in the field of women’s empowerment. The GRC personnel are maintaining liaison with the Departments to ensure that

Women's Component Plan and Children's Component Plan are shown as part of the Annual Plan 2008-09.

- In November 2006, Centre for Budget and Governance Accountability, New Delhi published a Report of the Gender Budgeting Study for West Bengal (supported by Development and Planning Department, Government of West Bengal).
- The study found that the total outlay earmarked for women was only 7.5% of the total State Budget (2005-06 BE). 87% of the total Gender Budget was for Education Sector. The Report commented that "if we take into account the serious concerns regarding the nutritional status of women, health status of women and poor coverage of Institutional deliveries in West Bengal, the low priority given to outlays earmarked for women's Nutrition and women's Health indicate the deficits in budgetary policies towards women in the state".

The State Government has to take serious note of the concerns expressed in the study regarding:

- (a) the nutritional status of ever married women in West Bengal vis-à-vis such women in the whole country and specific states (measured by Percentage of such women with Moderate and severe Anemia, mean BMI, percentage with Chronic energy deficiency, etc) and
- (b) gross drop-out rate of girls at elementary education level which is much higher than the national average, and

- (c) Low gross enrolment ratio for girls at the secondary education level which is about 6 percent below the national average and take appropriate remedial action.
- On the question of sustainability of the activities initiated under the Project, the State Government has pointed out that the 2nd State HDR and DHDRs for 5 additional Districts have been taken up with State Government funds. Officials trained under the Project will continue to carry on planning and Project implementation with HD focus. Gender Resource Centre will help in Institutionalising Women (and also Child) component in the Annual Plan. The existence of Natural Resources Data Management System (NRDMs) will be useful in sustaining the activities at the District Level.

Phase II States:

Assam

The HDRC Unit was set up in Assam in the year 2007 under Planning and Development Department and there is no separate technical staff sanctioned. State level Steering Committee, constituted under the Chief Secretary as Chairman has convened two Steering Committee meetings so far. There are two NUNVs in position. At the district level District Planning Machinery exists under the Deputy Commissioner, with a nucleus of technical staff. At the department level Planning Cells exist. There is need to strengthen these cells in view of increased activities under the project. The work plan under the project has been approved. The important features of Assam's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Training Needs Assessment as an activity has been included in the action plan. Assam Administrative Staff College is identified as the apex training institution for imparting training in human development areas/ issues including human development concept, use of Statistical methods. So far no training programmes have been conducted. All the five Universities in the state and one college in each district have been engaged for conducting debate/seminar/ workshop on human development themes. Training on human development at different levels proposed in the action plan.
- The DES has adequate staff in position. It is programmed to organize training on human development exclusively for the DES staff. Training of elected representatives at State/ District/ Taluka and Panchayat has been included in the action plan.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- State's first Human Development Report has been completed in-house. Two District Human Development Reports have been taken up with in-house and external experts. Documentation of best practices has not yet been done. There is no separate chapter on human development in the annual and five year plans and so also in the Annual Economic Survey.
- As part of the Advocacy and Dissemination activities, sensitization workshops on human development for different human development departments are proposed to be held in May 2008. Post launch sensitization workshop on State Human

Development Report 2003 was organized in 2004. New sensitization workshop has been planned under the action plan of SSPHD. 50 University/ College Teachers and around 500 Students participated in a seminar on human development organization by the Assam Agricultural University. Translation of brochure on human development into local languages has been taken up. It is proposed to organize seminar/debate/workshop on human development in all five Universities and one degree college in each of 27 districts. A separate volume on gender budget is included in the state budget for year 2008-09 covering 13 departments. (The State Government has reported that higher allocation for important HD Departments including Health, Education, Rural Development Budget as compared to previous year Rs. 207.8 crores have been allocated for Women Empowerment Program, which is a new initiative.

- The District Domestic Product Estimation of Assam has been prepared and published since 1993-94 upto 2003-04 as per methodology provided by the Central Statistical Organization. However demography related ratios are yet to be calculated at the State Level, as reported by the State Government.

Chhattisgarh

Human Development Resource Centre (HDRC) unit was set up in December 2006 in the Department of Finance and Planning. Three meetings of the Empowered Committee (with the Principal Secretary, Finance and Planning) have been held so far (as in October 2007). Out of four National UN Volunteers (NUNVs) working under the project, 2 Project Specialists (Research and Operation) are providing support in

research work pertaining to the preparation of District HDRs and thematic reports and other studies, apart from providing operational support for organizing training programs etc. It is significant to note that two Project Specialists (Gender) are supporting implementation of 'Engendering' State and District Plan Component of the Project. There is a District Planning and Statistics Cell in every district (16 in number) of the State, but there is urgent need of strengthening these cells, which may be done by adding extra manpower and by providing better training to the staff 'in respect to human development indices calculation and methods of data collection'. According to the reply to our questionnaire sent by the Government of Chhattisgarh, the following is the brief summary of the progress achieved so far.

The State's work plan has been approved by the Planning Commission and UNDP. Following actions as per the work plan are in progress.

- Follow-up on 8 District Reports - prepared during SHDR stated to be ongoing (No District HDR has been released so far).
- Thematic reports on (i) Status of Planning and Delivery Mechanism in Health and Education Sector, vis-à-vis Human Development, (ii) Nutritional Food and Security Mapping, (iii) Pattern of Migration in Chhattisgarh State are reported to be ongoing. So far no assessment has been made of the training needs of various levels of functionaries engaged in human development work. However, "two training programmes have been organized. Sensitization of DES officials: 50 officials trained. TOT for preparation of Human Development Report: 46 district level officials trained from Health, Education, Panchayat Raj and Social Welfare, and Economics and Statistics

Department. DEBATE (a voluntary organization) is conducting training programmes; but it is reported that they are not well equipped in terms of faculty and other amenities.

IV. Engendering HD Activity

- The State Government is in the process of conducting a study on 'Gender Budgeting' by the, Centre for Budget and Policy Studies (CBPS). Gender Audit of selected programmes from Seven Departments (Education, Health, Rural Department, Forestry, etc) has been started. The State Government also intends to approach Universities to undertake a study on employability. As regards linkage with the National Resource Institutions, it is reported that "NIPFP have visited the State regarding their study, but as of date no communication has been received from IGIDR in his regard".

Gujarat

Directorate of Human Development was set up in March 2007. The important features of Gujarat's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Work plan under the project was approved in October 2007 subject to UNDP / Planning Commission's observations. No Training Needs Assessment has been made so far to assess the training requirements on human development issues. However, Sardar Patel Institute of Public Administration (SPIPA) Ahmedabad has been declared as the nodal agency for conducting training on human development, as part of the

Project. Training modules on HD concepts have been translated in the local vernacular. Training needs are required in the areas including introduction to human development, dimension and measurement of human development, preparation of DHDRs, understanding poverty, health, and education in the context of human development. Two training programmes have been completed with 56 participants. The following Training Programs are proposed to be conducted as per Work Plan:

- a. Sensitisation Program on HD for Senior Secretariat officers and Heads of Departments.
- b. Capacity Building of District Level Officers.
- c. Capacity Building of Taluka Level and village Level functionaries
- d. Capacity building program for statistical offices
- e. Training of Trainers

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- State Human Development Report had been published in 2004 and updating of the report is under progress. Five districts [Patan, Jamnagar, Amreli, Dahod and Surat] have been taken up for preparation of District Human Development Reports. A booklet on “Introduction to Human Development” along with key indicators on Human Development is under preparation. Incorporation of Chapter on Human Development in Economic Survey and Annual Plan Document is not being done.

Kerala

The HDRC Unit was set up in November 2006 in the State Planning Board, under the Planning and Economic Affairs Department. There is a nodal officer to coordinate the work of the HDRC Unit drawn

from the State Planning Board. There are three NUNVs working in the Unit. State level Steering Committee headed by the Chief Secretary, conducted its first meeting in November 2006 and second meeting in June 2007. In most of the Departments Planning and Statistical Cell exist and District Planning Offices are functioning in all the districts. There is need to strengthen these cells with manpower and technical enhancement. Project Standing Committee approved the work plan of the state in April 2008. Two meetings of the State Level Steering Committee have been held so far. The important features of Kerala's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Training Need Assessment was made among the staff of District Planning Officers and State Planning Board and the areas chosen for conducting Training Programs included Project Management, Monitoring and Evaluation, Statistical Methods, latest Statistical Packages, Human Development Indicators etc. Training modules were developed based on the training needs assessment. Four training programmes so far have been conducted on monitoring and evaluation in April 2007 and Human Development Indicators in April 2008, followed by two programmes organized by Department of Economics and Statistics on Civil Registration System in January 2008 and Sample Registration System in February, 2008. There is no exclusive organization for imparting training on human development. It is intended to strengthen the Institute of Management in Government for this purpose. The Training process has to be decentralized at the regional level.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- The Directorate of Economics and Statistics is the dominant data producing and disseminating agency in the state Statistical System. As part of the Strengthening of State and District Statistical System the Department has focused on the following areas: strengthening the vital Statistics District Income Estimation, technique for developing qualitative data, panchayat level data collection for the preparation of Panchayat level HDR and overall capacity building of the Statistical Personal. All the divisions functioning in the DES have adequate staff. The DES has a role in providing Human Development related time series, gender disaggregated data, besides computation of income estimates, demographic indicators etc. DES has no role to play in organizing special surveys on human development and also evaluation of important human development related programmes. The state had brought out one state level Human Development Report in 2005 and has taken up preparation of District Human Development Reports in two districts (Kottayam and Wayanad). The Centre for Development Studies, Trivandrum was involved in the preparation of HDR 2005. Chapter on Human Development is not included in the Annual / Five Year Plans but human development components are included in the State Economic Review. A section on 'Gender issues in Development' is found in the plan document 2007-08. Three thematic studies have been taken up under the project.

These are

- i. A study of Suicide Trends – causes and Alleviation

- ii. A Study on unemployment problem – focusing on persons registered at Employment Exchange at the Panchayat Level
- iii. A study on Disabled Girls.

These studies by External Agencies are in progress.

- There is no regular monitoring of human development indicators. The state has not conducted sensitization workshops on human development. However, Five V-SAT based village Resources Centers were established in Wayanad District with support from ISRO for providing integrated services of tele-medicine, tele-education, natural resources advisories, training related to Gender, Poverty reduction, agriculture and decentralized planning. In the area of Human Development, 5 Programmes have been organized in the District. Regarding sustainability of project the State Government is of the Opinion that HDRC Unit should prepare District Human Development Reports for all the districts besides evolving a monitoring mechanism on human development. For effective implementation of the project in Kerala as the state has already achieved total literacy and has one of the best health systems in the country, more than quantitative approach some qualitative human development components should be initiated in the state. And there is need to initiate thematic studies on issues specific to Kerala State. The State Human Development Report acts as a base document in preparing policy and position papers besides providing for comparative analysis of human development indicators among the districts for preparing district plan documents. The State Government has initiated work on preparation of a series of working papers. Some of the themes chosen are Transition of rural areas into cities – A case study of

urbanisation in two regions in periphery of Kochi (ii) inequities in educational status in Northern Kerala, (iii) Human Development of marginalized communities – A study of SC and ST in Kerala etc.

Nagaland

Nagaland state has sent its responses to the evaluation questionnaire on 28th February, 2008. The HDRC unit in the state was established in the year 2007, under the Planning and Coordination Department, headed by State Coordinator, who is in the rank of ACS and Development Commissioner, assisted by three Joint Heads, three Research Officers, one Programmer, two Assistant Research Officers, two Statistical Assistants/ Investigators, two Data Entry Operators. There are no NUNVs working in the HDRC Unit. The State Empowered Committee which was constituted on 19.07.2007 under the Chairmanship of the Chief Secretary, held its first meeting on 26.11.2007. The important features of Nagaland's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- Statistical Cells exist in most of the human development departments and the District Planning Offices exist in all the districts. The state feels that there is a need to strengthen these levels to formulate result oriented planning. The Administrative Training Institute (ATI) Kohima has been identified as the apex training institute in the state. The Academic and Research Institutions and NGOs have been involved in the Human Development initiatives in the state.

- The Department of Economics and Statistics is equipped with adequate staff and is supporting various departments in the state in providing Statistical information, dissemination of data, graphical presentation, conducts studies relating to Public Finance, Estimate of State Income, Per Capita Income, survey on Socio-Economic activities, Employment and Unemployment, Consumer expenditure, etc. The DES has five divisions namely; the Village Level Development Indicator Section, Statistical Hand Book Division, Economic Review Division, Statistical Abstract Division and Registration of Births and Deaths Division. The DES is providing human development related data- time series, gender/region disaggregated data, computation of state income, computation of demography related indicators, like births and deaths, IMR, MMR, conducting special surveys on human development issues, Projection and Estimation. DES staff requires training on methodologies for the computation of Life Expectancy, determination of Population below Poverty Line, and estimation of District Domestic Product. So far, the state has not been able to collect district income as per the CSO manual.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- The State brought out its first Human Development Report in the year 2004, with the involvement of in house and external experts and is presently engaged in writing of two District Human Development Reports, with an involvement of in house and external experts. As regards the best practices on human development the state has evolved the communitised approach to improve the grass root delivery of the public utility services including elementary education and grassroots health service.

This document is being prepared by the in house experts. Thematic studies which have been included in the project are yet to start.

- The State Government created a new Department for Development of under developed Areas in 2003 for focused development of these regions in the state, with an approved outlay of Rs.100.00 lakhs in 2003-04, which has gone up to Rs.5499.39 lakhs in 2007-08.
- The human development indicators are monitored at the state level and the basic human development indicators are reviewed annually. The sensitization workshops on human development have been organized to the important human development departments. The sensitization workshops were organized in the state during launch of SHDRs and after preparation of draft report. There were about 180-200 participants who had participated in these workshops, out of whom 40 percent were women. The Human Development Report is available on the web site of Nagaland.
- The state so far has not received funds under the project. The Work Plan prepared by the State Government is yet to be finally approved by the Planning Commission and UNDP

Orissa

Poverty and Human Development Monitoring Agency (PHDMA), an autonomous body, was set up under the administrative control of Planning and Coordination Department, Government of Orissa to implement activities under the SSPHD Project. A state level Steering Committee has been constituted under the Chairmanship of

Development Commissioner- cum- Additional Chief Secretary, to follow up and monitor timely progress of implementation of SSPHD. The first State level Steering Committee meeting was held in June 2007. The work plan has been approved by the Planning Commission and the UNDP. The important features of Orissa's achievement under different components of the Project are given below:

Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages:

- The state has brought out its first State Human Development Report in the year 2004. A chapter on Poverty and Human Development has been incorporated in the 11th Plan and Annual Plans. 2007-08 and 2008-09, and in Annual Economic Survey 2007-08. A chapter on empowerment of Women and Development of Children was incorporated in the Annual Plan document 2008-09. Officers from Planning and Coordination Department and DES were trained under SSPPS package. Four NUNVs (Two Project Specialists – Gender, One Project Specialist – Research and One Project Specialist – Management) are in position in the Planning and Coordination Unit. Planning Department officials, district level officials and Collectors have been trained under human development at RBI-CAB, Pune. Four officials from the Poverty and Human Development Monitoring Agency and three state level officials from Directorate of Health and Directorate of Economics and Statistics have been trained on District Level Vital Statistics at IIPS, Mumbai. A documentary film on Food Security entitled Green Summer has been developed by the FTII, Pune, which will be released shortly.
- Four districts namely Ganjam, Kalahandi, Kandhamal and Mayurbhanj have been selected for preparation of District

Human Development Reports. District Core Committees and District Steering Committees have been constituted in all the selected districts under the Chairmanship of District Collector. A Gender Cell in Women and Child Development Department has been formalized and it will function under the administrative control of Women and Child Development Department.

- So far an expenditure of Rs.15.42 lakhs has been incurred under the project.

Punjab

HDRC Unit was set up in the State in the year 2006. The important features of Punjab's achievement under different components of the Project are given below:

I. Strengthening Statistical System, Training in HD and Statistical Techniques:

- The Work Plan prepared by the state Government has been approved by the Planning Commission and the UNDP. Training modules for organizing training programmes are being prepared. Three workshops on human development issues have so far have been conducted in collaboration with three Universities.

II. Preparation of HDR, DHDR, Advocacy, Dissemination of HD Messages

- The state had brought out its first State Human Development Report in the year 2004. Translation of HDR into regional language (Punjabi) has been done by Guru Nanak Dev University, Amritsar to benefit grassroot level functionaries and elected representatives. Now the work of preparation of 2 DHDRs has been given to two State Universities. State's Annual

Plan document (for the year 2007-08) and Economic Survey (2006-07) contain chapter on Human Development. Various training programs and workshops have been planned to generate understanding of Gender and Human Development issues among Planners and implementers at State and District Level. The State of Punjab has not been able to furnish any information regarding computation of vital Statistics at the District Level; computation of District Income based on CSO's manual is said to be under preparation. Break-up of expenditure incurred by the participating states so far.

Head wise expenditure incurred - SSPHD Project

Annexure VI A contains a statement giving item-wise expenditure incurred by the participating States (out of the 15 states, information regarding Assam and Nagaland is not available) on different components of the Project (e.g. HD Cell, Advocacy, Second HDR, District HDR, Thematic Reports, State Level Training, Strengthening Statistical Systems, etc. It may be seen according to information available with the Planning commission in April 08 expenses incurred by the participating states was Rs.6.2 crores as against funds released amounting to Rs.14.04 crores. Expenditure on HD Cell accounts for 32.37 percent of the total expenditure incurred. District HDRs accounted for 16.08 percent, State Level Training 11.05 percent, Thematic Report 9.6 percent, strengthening Statistical Systems 7.08 percent and Advocacy Strategy 4.76 percent.

Chapter VI

Contribution of the National Resource Institutions:

1. The UNDP has entered into agreements with Seven National Resource Institutions which are required to provide technical support to the project in different areas of activity. The following chart gives the name of the Institutions, date of the execution of the agreement and contract amount and brief TOR.

Sl. No	Name of the Institution	Date of Executing Agreement and Contract amount	Brief TOR
1	Reserve Bank of India, College of Agricultural Banking, Pune.	30.12.2004. Rs. 1,56,60,000/-	To conduct training in Human Development for State Government Officers and Civil Society. The training programmes will have emphasis on Human Development and State Level Fiscal Management, effective utilization of resources, etc.
2	NIPFP, New Delhi.	02.11.2004. Rs. 87 lakhs	To undertake research on financing human development. 8 selected states to be studied in this context and report prepared. 3 annual conferences on financing human development to be organized. NIPFP also has to bring out a few working papers and policy briefs in the broad area of financing human development.

Sl. No	Name of the Institution	Date of Executing Agreement and Contract amount	Brief TOR
3	International Institute of Population Sciences, Mumbai.	23.11.2004. Rs. 74,30,400/-	To prepare a status note on the availability of district level vital statistics for all states; undertake state specific analysis of data gaps and requirements of improvements. To develop methodology for estimating district level vital statistics, develop software based on the methodology proposed and also prepare the training modules on the methodology and use of Software. Conduct state level training on the methodology, use of software.
4	IGIDR, Mumbai	01.12.2005 Rs, 2,62,24,000/-	Training in quantitative methods and research methodologies on aspects of human development, as perceived by the state governments. To prepare 8 research papers (state specific) on variety of issues identified with Millennium Development Goals (MDGs) or the Xth Plan targets. Capacity building among research scholars is issues relating to HD Conduct Annual Human Development Conference.

Sl. No	Name of the Institution	Date of Executing Agreement and Contract amount	Brief TOR
5	FTII, Pune	13.07.2005 Rs. 2,54,46,960/-	To undertake audio-visual documentation of State HDR messages and best practices, media conferences, develop audio-visual media strategies, make 30 films on HD issues, hold annually a media conclave of films on HD.
6	Resource and Livelihood Group, PRAYAS, Pune	11.01.2006 Rs. 33.76 lakhs.	30 case studies to be included in the Good Practices Resource Book on Governance Initiatives.
7	Indian Statistical Institute, Kolkata.	30.08.2006 Rs. 20,60,000/- [in addition, certain expenditure on remuneration to experts and conduct of workshop to be directly borne by the UNDP]	Develop a methodology for estimation of District Level Poverty “Each component of the proposed research activity will first be done for one State (viz., Karnataka, as suggested by the Advisory Group) as a prototype exercise. If time and resources permit, similar analysis for a few other states will also be done.

2. As already explained in Chapter 1 (Introduction) of this report, separate questionnaire was sent to each of these National Resource Institutions, seeking information from them regarding the achievements under the project, expenditure incurred so far, any constraint faced by them in the implementation of the Project, etc. The set of questionnaires may be seen at Annexure – VII.

A synopsis of these replies is given below:

3. RBI – CAB, Pune.

12 Training Programmes have been organized so far [4 in 2005-06, 5 in 2006-07, 3 in 2007-08] for 356 participants. Out of the participants 4 were from UNDP, 2 from DEA, Government of India, 42 from Planning Commission and the rest are from the States and Union territories. Out of 356 participants, 67 were women. The feedback received from the participants is very positive. The objective of the training programme was to explain various aspects of Human Development analysis and provide inputs for maximizing human development within a framework of fiscal prudence. Some changes in the course content were effected in each round of training to change the flavours of successive rounds, keeping the broad design intact. The Institution has suggested that subsequent training programmes may include a system of sharing with CAB the best practices and innovative development initiatives of the State Governments. The RBI-CAB has indicated that as against Rs. 156 lakhs , received from the UNDP, the expenditure on the 12 programmes has already come to Rs. 153.8 lakhs, leaving a balance of Rs. 2.2 lakhs with the Institution, implying thereby that if any more training courses, workshops, etc., have to be organized by them, they would need additional funds.

4. NIPFP, New Delhi:

Out of 8 State level studies, Madhya Pradesh report has been published, Tamil Nadu report is ‘under publication’. A draft report for Orissa is almost ready. State visits for information gathering and interactions have been completed for 3 more states – West Bengal, Rajasthan and Chhattisgarh. The work on Himachal Pradesh and Maharashtra is yet to be undertaken.

5. NIPFP has made some assessment of additional resources required for meeting the human development targets set by the State of Tamil Nadu [in the light of MDG and 11th Plan targets] in the areas of Education, Health, Sanitation, Nutrition, Poverty-alleviation etc., and their conclusion in the Policy Paper prepared for Tamil Nadu is that “it is difficult to argue for reallocation in favour of social sector expenditure given the already high levels of achievement in Tamil Nadu vis-à-vis other States. Conversely, infrastructure needs are deemed to be relatively high. In such a scenario the only viable option for Tamil Nadu is to finance the resources needed for human development from its own tax revenue”. NIPFP is of the opinion that additional resource mobilization of the order necessary is within the Capability of the State Government.
6. They are, however, not so hopeful about Madhya Pradesh, where due to lower level of economic development and per capita income, the tax base itself is rather narrow. NIPFP feels that Madhya Pradesh has to focus human development activities in geographical regions having a preponderance of Tribal population and depend upon additional central transfer for greater coverage of human development activities. The scope for utilizing private resources for promoting human development, e.g., in the areas of education, health care, should be explored.
7. NIPFP had held an annual conference on Financing Human Development in March 2006; another conference is scheduled to be held in December 2007.

As against the contracted amount of Rs. 87 lakhs, the expenditure incurred so far (upto September 2007) is Rs. 69 lakhs.

8. They have mentioned some internal problems of the Institute as constraints for achieving timely results, e.g., designated project leader's departure from the Institute, difficulty in engaging competent project staff etc.

9. IIPS, Mumbai:

The Institute has published two monographs: the one on 'Vital Statistics System in India' which focuses on all the available data resources in India that can be used to estimate vital rates was "brought out in the month of November 2005 and shared with officials" and the second on "Indirect Techniques for Estimation of Demographic Events" emphasizing on the techniques available that can be used to estimate fertility and mortality rates indirectly was published and shared with the state/district officials".

10. In the second monograph [prepared by Prof. F. Ram, Dr. Usha Ram, Dr. Chander Shekhar] in section II the Regression Method for estimating IMR has been explained thus: "Ram, etc., at (2004) have attempted to estimate the Infant Mortality Rate and under 5 Mortality Rate by using the regression method. It is hypothesized that IMR is closely related to Mortality at broad ages. If data on deaths of children of age 5 and above to total deaths are available, then it is possible to derive the regression equation. The linear regression equation we have proposed is $IMR = a + b * D5+/TD$. Under this a regression equation is fitted with IMR as dependent and death of aged 5 and over to total deaths as independent variable. If the data can be obtained from civil registration on deaths to population aged 5 and above and total deaths, it is possible to derive the estimated of IMR".

11. In II.3 of the same monograph Estimation of Life expectancy using Regression method, presuming that IMR is closely linked with Life Expectancy at Birth, has been explained. Results of the Regression analysis between LEB and IMR (obtained from ratio of deaths 5 and above to total deaths). Conducted for the years 1981, 1991, 2001 and pooled data of 1981-2001, (using both Linear and Exponential regression equations) show that by pooling the data there is not much difference in the results. So it is advisable not to pool the data for different years. “The regression model is significant for all years. Here the regression coefficient is used to provide the estimates for all major states, similarly one can compute the district level life expectancy, estimation, if the district level data on IMR is available”.
12. In the reply to our questionnaire, sent by IIPS, Mumbai, it has been reiterated that “use of CRS data for estimating fertility and morality indicators by using regression method also prepared which is explained in detail in Monograph-II. This exercise is also practiced during training..... All India district level computation of IMR and under 5 mortality rates has been done so that participants can cross verify the estimates”.
13. It has been further clarified in their reply that IIPS has developed software for estimating birth rate, GRR, TFR and CBR, which was shared with the state officials during training programmes. Based on the feedback given by the participants in the first two training programmes, the software was revised and made user friendly and new version -2 and version-3 were brought out and shared during regional trainings.

14. So far 4 training programmes have been conducted by IIPS. In the first training programme, (June 2006) conducted at IIPS, there were 14 participants (2 from UNDP and 12 from the 8 states of Phase-1). In the second programme (September 2006) there were 12 participants from 5 states (Maharashtra, Tamil Nadu, Karnataka) included in Phase-1. Thereafter, training programmes for North Zone, West Zone and South Zone have been completed between January and March 2007. The last training programme for East Zone covering the states of West Bengal, Orissa, Assam, Sikkim and Nagaland is likely to be conducted in the month of December 2007 at Kolkata.

As against the contracted amount of Rs. 74.3 lakhs, the expenditure during 2005-06, 2006-07 amounted to Rs. 36.23 lakhs.

15. During the discussions we had at IIPS, Mumbai on the 29th October 2007, Dr. Ram and Dr. Chander Sekhar mentioned that they have information that some of the State Government officers deputed for training at IIPS are not now involved in computing vital statistics at district level; they felt it would be very useful if they could conduct one or two courses for training of trainers, who in turn could periodically train the personnel from the Department of Economics and Statistics, Health and Family Welfare (Vital Statistics Unit) in the respective states. Perhaps it will be useful to conduct one or two such courses for Training of Trainers after the States have identified (i) the potential trainers and also (ii) the officials from Statistics Department, Health and Family Welfare Department, etc., who are actually working on computation of vital statistics at the State Level, District Level. The states have to be given sufficient preparatory time to select the potential

trainers and the persons who will need to be trained by such trainers. Perhaps one or two TOT courses at IIPS could be conducted during the second half of 2008.

16. IGIDR, Mumbai:

According to the response received from the IGIDR to our questionnaire, training of Government Officials (in quantitative methods and research methodologies on aspects of human development) has been dropped from the list of deliverables. This has been recorded in the minutes of the 8th Standing Committee meeting held on 10th and 17th February 2007.

17. A young scholar's programme in Human Development was held from 18th to 30th June 2007 at IGIDR, with the objectives of capacity building among researchers in issues relating to human development and promotion of human development research among promising scholars.
18. A National Seminar on Human Development Issues was held in September 2007 at Kolkata, participants from all over India presented 28 papers on HD Issues, focusing on 8 states which were identified for high priority in the projects, along with 4 special lectures by eminent economists and other persons.
19. IGIDR was expected to produce 8 state specific MDG- based Poverty Reduction Strategy Papers (PRSP). Outlines of such strategy papers have been prepared for 5 states. The following 5 Research Institutes have been identified for collaborating with IGIDR for producing these strategy papers: Kerala – CDS, Trivandrum, Madhya Pradesh – individual consultants, Orissa – Nabakrushna Choudhry, Centre for Development Studies,

Bhuvaneswar, Tamil Nadu – Madras School of Economics, Chennai, West Bengal – Institute of Development Studies, Kolkata.

20. From the discussion held with Dr. Shovan Ray, Professor, IGIDR and Project Coordinator and some of his colleagues held at IGIDR on the 29th of October, 2007 it appeared that not much progress has been achieved in most of these cases of collaboration with local institutions for producing State Specific Poverty Reduction Strategy Papers.
21. As against the contract amount of Rs.262.24 lakhs the amount released to the Institute so far has been Rs.104.89 lakhs. The expenditure incurred from January 2006 to December 2006 has been shown as Rs.30.73 lakhs.
22. As could be seen from the minutes of the 9th meeting of the Project Standing Committee held on 03.08.2007, it has been decided to reduce the resource allocation to IGIDR.
23. It has been mentioned in the IGIDR's response to the questionnaire that the faculty of the IGIDR had problems in allocating time to this project because of earlier commitment to other academic and research activities. It is suggested that the representatives of UNDP and Planning Commission should arrange convening of an urgent meeting of the Steering Committee (Constituted to oversee the SSPHD Project – related work of IGIDR) where all the relevant issues should be discussed in detail and some firm decisions taken regarding the realistic deliverables by the institute, a time frame for achieving the results which should be strictly adhered to and what will be the approximate amount required for the project by the IGIDR and

what should be the reduction in allocation which can be utilized for other purposes under the Project.

24. FTII, Pune.

FTII was expected to produce 30 innovative films and devise a comprehensive media policy for the dissemination of the messages of the films, through the State Governments.

25. In their response to the questionnaire, the Institute has mentioned that in the Cycle I, eight (8) films were initiated and completed, e.g., 'Livelihood Issues in Rural areas' (for Karnataka), Women's empowerment (Devdasis) (for Karnataka), Livelihood Issues across Madhya Pradesh, Suicide of Farmers in Vidarbha (Maharashtra), 'Education Issues in Madhya Pradesh; etc. In the 2nd cycle another seventeen (17) films were started: people affected by erosion by Mighty River Ganga (West Bengal), Education in Himachal Pradesh, Livelihood with Eco - Tourism in Sikkim, Fishermen's livelihood in Konkan (Maharashtra), Child marriages in Rajasthan, Life of Salt Pan Workers (Tamil Nadu), etc.
26. The titles of most of the films indicate that the films deal with subjects vitally connected with Human Development issues in the states concerned. However, in Karnataka I had occasion to see a film "Makkala Panchayat" (Children's Panchayat) produced by the FTII in the second cycle. Smt. Lakshmi Venkatachalam, Principal Secretary, Planning, Shri. Shankar Rao, Sr. Director Human Development Division, Planning Department, Government of Karnataka, other Senior Officers of Karnataka Government were present when the film was being exhibited. While the subject matter of the Film is relevant, specially in view of a recent circular

of the Department of Rural Development and Panchayat Raj, Government of Karnataka (please see Box No. 7) the script and the treatment of the theme from a cinematic point of view need some improvement to retain audience interest. The Principal Secretary, Planning was also of the same opinion.

Box - 7

Children in Grama Sabhas:

A recent circular by the Department of Rural Development and Panchayat Raj, Government of Karnataka asking all gram panchayats to hold special sabhas focusing on children's issues, and asking for the direct participation of children in them has given rise to a debate on the question.

The circular states that children's participation is a way of preparing them to be "active participants in gram sabhas when they grow up".

Concerned for Working Children (CWC), which was consulted during the drafting of the circular, has welcomed it as a historic one "which recognizes children as citizens of today and highlights the accountability of elected representatives to children of their communities".

The non-governmental organization, which has worked in ensuring children's participation in panchayats in Udupi, Bellary and Uttara Kannada Districts, calls it a recognition of the right enshrined in Article 12 of the Convention on the Rights of the Child.

However, Child Rights Trust (CRT), another non governmental organization, argues that the emphasis on children's participation in the circular "dilutes" adult responsibility in ensuring child's rights.

Source: THE HINDU, Dated: 23.11.2007.

27. I have seen five other Films produced by the FTII under this project. They are:

"To break to create" for the Government of West Bengal

"We the People" for the Government of Tamil Nadu

"My Sugar School" for the Government of Maharashtra

"Eyes wide Open" for the Government of Karnataka

"Timeless Artist" for the Government of Rajasthan

28. The First Film deals with the problem of Soil Erosion, displacement and loss of livelihood caused by river floods in one part of the District of Malda and the simultaneous prevalence of drought conditions in a tribal belt of the same district.

The Film depicts the despondency and helplessness of the Malda

residents in the face of ravages of nature and ineffectiveness of Government measures. It also shows how the tribal people look to self help measures, such as going back to traditional farming practices, to overcome problems of drought. One cannot be very sure of the possible contribution of this Film to meet any of the expected outcomes on the project.

29. The Second Film, deals with people's participation, in three panchayats of Tamil Nadu, in the process of development of infrastructure, in the promotion of education and in welfare measures for the poor.
30. The Third Film portrays the positive attempts made by the State Government and some NGOs in tackling the problem of education of children of the migrant labour in the Sugar belt of Western Maharashtra.
31. The Fourth Film deals with the problem of Devadasis who are mainly from the so-called lower castes of the rural society in certain parts of northern Karnataka. As minor girls they are dedicated to the goddess Yellamma and are then consigned to a life as 'Sex Slaves' of the male patrons of the village. The film narrates, in some detail, the measures taken by the State Government Departments and Organisations, by NGO's and by former devadasis themselves to tackle this pernicious practice.
32. Through a variety of means including street plays, Self Help Groups, awareness creation among the susceptible rural poor, arrest and punitive action against persistent offenders, the affected women are assisted to pull themselves out of a morass of degradation and into a life of equality and self esteem.

33. These three films [i.e. the second, third and the fourth] are on very relevant themes, with good quality scripts, a positive approach and professionalism in direction. They are likely, therefore, to make a meaningful impression on viewers. The State Governments concerned should try to have these films regularly screened through local TV channels or through the Pachayats, Stree Shakti groups, youth clubs etc., which would quite effectively contribute to the process of dissemination of positive HD messages in the respective States.
34. The Fifth Film (Timeless Artist) portrays the colourful dances and haunting music of the puppeteers and folk artists of the desert regions of Rajasthan. They bring out the role played by the elder artists in training younger members so that the art stays vibrant from generation to generation, in spite of the fact that most of them are without formal education. They also show how, with increasing tourist attention and international exposure, some of these artists are gradually becoming more worldly-wise and starting to negotiate directly for better terms; and how, in this process, they would need guidance and legal advice to avoid exploitation. This Film may be said to have only some marginal relevance to the Central theme of Human Development.
35. A list of Films prepared by FTII and its status regarding approval, etc. is given below: [Annexure (a) to Agenda No. 2(b) meeting of the Project standing committee held in Bangalore on 11.4.2008].

LIST OF FILMS PREPARED BY FTII AND ITS STATUS
as on 24th March 2008

S.No	State Covered	Name of the film	Name of the film maker	Status (as indicated by FTII)
1.	West Bengal	Women Empowerment in Bengal – Gender issues	Ms. Oindrilla Hazra	Approval received by FTII
2.	West Bengal	Bhanga Gara – Livelihood	Mr. Nilanjan Dutta	Approval received by FTII
3.	Karnataka	You who go beyond – Livelihood	Ms. Sehjo Singh	Approved at review meeting. held by FTII on 04/09/06
4.	Karnataka	Eyes wide open – Gender & Livelihood	Mr. Kaushik Rai Gupta	Approved at review meeting. held by FTII on 04/09/06
5	Karnataka	Makkala, the Children Panchayat in Kundapur-- Issues of rights and good governance	Mr. P.N. Ramachandra	Decision yet to be taken by State Government.
6.	Rajasthan	Anant kalakar – Livelihood	Mr. Sudhir Gupta	Approved at review meeting. held by FTII on 04/09/06
7.	Rajasthan	Hau Lage- Health, Education & Opportunities for Livelihood in Rajasthan.	Mr. Bhaskar Hazarika	Approval received by FTII
8	Rajasthan	Child marriages in Rajasthan – Women Empowerment	Ms Manisha Dwivedi	Approval received by FTII
9	Rajasthan	Drinking Water issue in Rajasthan Livelihood	Mr. Aseem Sinha	Rough cut will be submitted for approval soon
10	Tamil Nadu	Participation of people in Panchayat to improve their own life	Mr. Kiran Granti	Approval received by FTII
11	Tamil Nadu	Stories from the Salt Pan – Livelihood	Mr. T.K. Lawrence	Approval received by FTII
12.	Madhya Pradesh	Wah re logon – Health	Mr. Umesh Gupta	Approval received by FTII
13	Madhya Pradesh	Ek din School ka Education	Ms. Jasmine Kaur & Mr. Avinash Roy	According to FTII, film was

				<p>finalized in review meeting of FTII on 4.9.06. No representative of M.P. was present at the meeting. According to Government of Madhya Pradesh, the film was reviewed with FTII Coordinator in Bhopal on 8.3.07. A number of suggestions were made and conveyed to FTII on 28.5.07. State Government has not agreed to screening of the film without the modifications. According to the FTII, Director had sent clarifications on the films to the State Government.</p>
14	Madhya Pradesh	Woh or Hum – Livelihood	Mr. Surendar Chaudhury	<p>According to FTII, film was finalized in review meeting of FTII on 4.9.06. No representative of M.P. was present at the meeting. According to Government of Madhya Pradesh, the film was reviewed with FTII Coordinator in Bhopal on 8.3.07. A number of suggestions were made and conveyed to FTII on 28.5.07. State Government has not agreed to screening of the film without the modifications. According to the FTII, Director had sent clarifications on the films to the State Government.</p>
15	Maharashtra	Dushtakaal – Livelihood	Mr. Avinash Deshpande	<p>Approved at review meeting. held by FTII on 04/09/06</p>
16	Maharashtra	Majhi Sakar Shala My Sugar School – Education	Mr. Milind Damle	<p>Approved at review meeting. held by FTII on 04/09/06</p>
17	Maharashtra	Punarjanama – Livelihood	Mr. Anil Zankar	<p>Approved at review meeting. held by FTII on 04/09/06</p>
18	Maharashtra	Fishermen's Life in Konkan – Livelihood	Mr. Umesh Kulkarni	<p>Approved in review meeting on 21/07/07</p>

19	Maharashtra	Sustaining Urban Development in Maharashtra – Traffic and Transportation	Mr. Vijay Lele	Approved in review meeting on 21/07/07
20	Sikkim	Eco tourism & livelihood in Sikkim.	Mr. Tripurari Sharan	Approval communicated to FTII verbally by States Government. No written communication received.
21	Sikkim	Human Development in Sikkim	Mr. Tripurari Sharan	Film sent for approval, no communication received from State Government.
22	HP	Gender issues in Himachal Pradesh – Gender	Ms Gargi Sen	Suggestions received from the State Government
23	HP	Shortage of Doctors in Himachal Pradesh Health	Ms. Anjali Shukla	Approval received by FTII
24	Punjab	Diversities in farming Livelihood	Mr. Surender Chawdhary	Approval received by FTII

The status of films that are yet to be completed are as follows

1. Chhattisgarh by Pankaj Purandare : Concept, script approved. Shooting completed.
2. Orissa by Subhash Sahoo : Response received on rough cut
3. Assam by Binitesh Baruri : Rough cut sent for approval
4. Kerala by Bina Paul : Concept note and script is under discussion with the State Planning Board
5. Kerala by K.G. Soman : Rough cut sent for approval
6. Punjab by Arun Bali : Shooting yet to start; concept and script approved

The films in cycle I were screened in review meeting and approved with some corrections. Shri Milind Damle was present in one of the review meeting as filmmaker. They were not sent to the States again for approval. So following films doesn't have any written approval on rough cuts.

1.	Maharashtra	Dushtakaal on livelihood	Mr Avinash Deshpande
2.	Maharashtra	Majhi Sakar Shala My Sugar School – Education	Mr Milind Damle
3	Karnataka	You who go beyond – Livelihood	Ms Sehjo Singh
4.	Karnataka	Eyes wide open – Gender & Livelihood	Mr Kaushik Rai Gupta
5.	Madhya Pradesh	Ek din School ka – Education	Ms Jasmine Kaur & Mr Avinash Roy
6.	Madhya Pradesh	Woh or Hum – Livelihood	Mr Surendar chaudhury
7.	Madhya Pradesh	Wah re logon – Health	Mr Umesh Gupta
8.	Rajasthan	Anant kalakar – Livelihood	Mr Sudhir Gupta

36. **Resources and Livelihood Group, PRAYAS, Pune:**

As per the Revised Work Plan (approved by the Advisory Committee), it is proposed that 30 case studies should be included in the 'Good Practices Resource Book' or the 'Best Practices Manual' II (sequel to the BPMI or "Successful Governance Initiatives and Best Practices: Experiences from India" brought out in 2002 by the UNDP and the Planning Commission), to be compiled by PRAYAS.

- 37 The PRAYAS Project team has visited 17 states in different regions of the country to identify good Government initiatives to be included in BPMI. Expenditure incurred up to 30.09.2007 is Rs.15.27 lakhs. Draft compendium has been submitted to the planning commission in February and March 2008.

38 **Indian Statistical Institute, Kolkata:**

As mentioned in the TOR (Project document – Estimating Poverty at District Level – A Methodology Study), of the Project Consultancy agreement between UNDP and ISI, Kolkata, the

Institute has to “(1) suggest suitable methods for derivation of district level per capita consumer expenditure (PCE) distribution, (2) examine the need to develop district specific poverty lines and suggest suitable approaches to specifying such poverty lines, if needed, (3) study all existing methodologies for district level poverty estimates, (4) develop training module and conduct training for states (taking Karnataka as the Pilot State, to be followed by other states)”.

- 39 Most probably Karnataka was chosen as a Pilot State because of the experience of Karnataka in computing District Level Poverty ratios by pooling NSS Central and State Samples [please refer to the articles by Dr. N.S. Shastry, former DGNSSO and Dr. Suryanarayana, included in the Great Indian Poverty Debate (edited by Angus Deaton and Valerie Kozel, discussed in Chapter 3 of this report].
- 40 ISI, Kolkata conducted an inception workshop on 23rd February 2007 at Park Hotel, Kolkata, at which Dr. Sankar Pal, Director ISI, Dr. P.K. Ray, Acting DG of the NSSO, Prof. Amitabh Kundu, Dean of Social Sciences, JNU, New Delhi and member of the National Statistical Commission, members of the Project team of ISI Kolkata, Dr. Suraj Kumar of UNDP and others were present. In that workshop there was technical discussion regarding the two major problems confronting district level poverty estimation. The first was the issue of inadequate sample size in NSSO Consumer Expenditure Surveys to get reliable district level estimate of monthly per capita consumption expenditure. The second issue was that of delineating the district poverty line.

- 41 In so far as the first problem is concerned there was discussion regarding alternative methods of getting over the problem of inadequate sample size of NSSO Survey, viz Pooling Central and State Samples (followed in Karnataka while preparing SHDR 1999 and later, Prof. Suryanarayana of IGIDR, Mumbai, for SHDR 2005), Small Area Estimation Technique (used by Prof. Arijit Chaudhuri, formerly of ISI, Kolkata in West Bengal) Bootstrapping technique (of Efron), etc.
- 42 In so far as the second issue is concerned, there was lively discussion whether the present exercise should be limited to the question of variation in the district level price indices only, or raise larger methodological issues also about Calorie-Consumption expenditure relationship, age-sex-occupation distribution of people at the district level, etc.
- 43 The ISI has not yet finalized the methodology which they would recommend for computing District Level Poverty ratios. In their response to our questionnaire, they have mentioned that “the implementation of the Project has been delayed due to the following reasons;
- (i) The relevant data (NSS 61st round consumer expenditure data) has not been made available to the project team as yet.....
 - (ii) The conditionalities laid down in the PCA on the formation of the project team has not yet been fulfilled”
- 44 The UNDP and the Planning Commission may like to sort out these issues with the ISI Kolkata quickly so that the Institute may concentrate on the technical work entrusted to them, finalize the methodology and take next steps for conducting State Level training, etc.

Chapter VII

Over-all assessment of the Project

1. The SSPHD Project of GOI and UNDP was initiated as a follow up to an earlier UNDP project that had assisted the State Governments in India to prepare State Human Development Reports. As has been brought out in the earlier chapters, through the Project now under review, the States have been encouraged and assisted to produce updates of their HDRs and, as a new initiative, to also prepare District Human Development Reports. Under the Indian Constitution, several of the subjects that contribute substantially to Human Development, whether of citizens in general, or of any segment there-of (such as, for instance, women and children, members of the SC/ST communities, etc) are in the concurrent list (e.g. Education). However, most of the relevant subjects are handled at the level of either the State Government or the District and Village level Panchayat Raj Institutions and Urban local bodies. It is necessary, therefore, that both while assessing human development status or promoting action oriented advocacy, the focus has to gradually shift from the national to the state level, and thereafter to the sub state level. It is therefore quite appropriate and creditable that, under the aegis of the Planning Commission, GOI and the UNDP, this huge initiative of preparing sub-national HDRs (at the State and the District level) has been undertaken.
2. As pointed out by the Magsasay award winning journalist P. Sainath, (see Chapter III), there was a point of time when the nation waxed euphoric about the Sensex touching 20,000, while

remaining largely indifferent to India's abysmal position both in the World Hunger Index released by the FAO, and in the Maternal Mortality Rates released by the WHO. Prof. Amartya Sen has written about the 'astonishing smugness about hunger and the widespread ignorance that supports it'. There is little awareness among politicians, administrators and members of the media about the prevalence of endemic hunger in India, with general under-nourishment and protein energy malnutrition nearly twice as high in India as in Sub-Saharan Africa. In most regions of India, women have low BMI and high anemia; fifty percent of children in India suffer from malnutrition. Unfortunately, the topics that dominate the headlines of most metropolitan newspapers and TV news channels, including those specialising in economic and business news, relate to either fluctuating Sensex figures, differing projections regarding India's growth rate, competition for attracting FDI between countries (India and China), and cities (Bangalore, Hyderabad, Gurgaon), petty political squabbles, and so on. The mass circulation newspapers carry little or no serious, informed discussion to bring out the actual position on critical human development related issues such as employment, unemployment or under employment in different regions of the country, the true dimensions of rural and urban poverty in different states /regions /districts, the livelihood concerns of marginal farmers, agricultural laborers, weavers, fishermen or Beedi-rollers, and other similar issues. Admittedly, such discussion in the columns of newspapers, etc, would be possible only if field level data is systematically collected, analyzed and presented with empathy for the poor and the under privileged. After large scale survey, the NSSO releases data, once in five years, showing the percentage of population below the poverty line in different states

of the country. Mere publication of bald, impersonal figures, based on the NSSO data will neither bring out the human dimension of the problem nor stir opinion makers and decision takers to action. On the other hand, one can expect much greater impact to be made in influential quarters by State Human Development Reports and, more so, District Human Development Reports containing survey findings about livelihood issues, and prevalence of poverty and hunger among different segments of society and in different parts of the State or District. Publication and widespread dissemination of the detailed findings of such surveys/studies in the SHDRs/DHDRs are more likely to lead to remedial measures being taken through District Plans/ State level plans/National plans.

According to information provided in HDR 2007, prepared by UNDP, India's progress in HDI over the period 1975 to 2005 has been as follows:

1975	1980	1985	1990	1995	2000	2005
0.419	0.450	0.487	0.521	0.551	0.578	0.619

3. Thus in 30 years, HDI has gone up by 0.2. India's ranking is now 128 among 177 countries (China is at 81, Sri Lanka 99, Vietnam 105). If India wants to be reckoned as a High Human Development Country, it will have to secure a score of 0.800. Going by the record of progress of the past 30 years, India may need another 30 years (or perhaps 20 / 25 years, if the present high rate of growth of income continues) to reach the status of a high Human Development Country.

4. Obviously in the 1970's & 1980's when India started moving up from a low HDI Index level (and low Longevity, Education and Income Indicators), it was relatively less difficult to improve HD Index by (approx) 0.2 in three decades; but in the twenty first century it will prove increasingly difficult to improve education and health indicators, even if India's per capita income grows at 6/6.5 per cent annually. Hence, reaching a level of 0.800 in HDI will call for much greater effort in the coming years. There will be greater need for dissemination of information regarding the true situation of the people, their attainments in livelihood, education, health, in battling illiteracy, anaemia, malnutrition, stunted growth their need for advocacy, etc. This should lead to determined action through policy intervention, and the formulation and implementation of realistic projects to ensure that all sections of society enjoy the benefit of freedom and development in resurgent India.
5. Taking all these factors into account, it is undeniable that the SSPHD project, with its emphasis on deepening HD analysis through publication of SHDRs, DHDRs and the dissemination of the findings of such reports, preparation of thematic reports on different aspects of human development, mainstreaming of human development in planning and policy intervention etc, was not only extremely relevant when the project was started in 2004, but continues to be relevant today as well, and will remain relevant at least until India secures its position as a high human development country (perhaps another 25/30 years).
6. The process of preparation of SHDRs, DHDRs etc. presupposes that Govt. Officials and Panchayat Raj functionaries (elected

representatives as well as officials working at Zilla Panchayats /Village Panchayats etc) should be well acquainted with the concepts of human development, aware of the multi-dimensional nature of human development, and capable of doing quantitative and qualitative analysis of different aspects of human development. For this reason, this Project has made it a point to assist the States in improving the human development knowledge-base of the officials and non officials concerned, and in strengthening the statistical system in the State. The project has also supported the activities of the state governments in enlisting the participation of students, academics and members of civil society in propagating the message of human development, in the preparation of State and District Human Development Reports and in empowering the people in taking decisions at the local level towards improving their achievement under different human development parameters.

7. In so far as implementation of the project is concerned, during my interaction with the senior officers of some of the state governments and National Resources Institutions, I did not hear of any problem relating to either the timeliness of receiving clearance of proposals from the UNDP or regarding the release of funds. However, it has been mentioned on behalf of the Government of Sikkim, in their reply to our questionnaire, that due to certain directions of the UNDP, the National UN Volunteers were not able to visit the villages (after a certain date) to assist in preparation of village level vision documents. This matter needs to be sorted, possibly by way of discussion between the UNDP/Planning Commission and the State Government as to the scope of activities that can be supported and financed under the Project and what is

the role under the project expected of the personnel recruited under the project. Separately, the position of the Sikkim State Government is acknowledged that human development covers very wide ground, and cannot be confined to only computation of performance in education and health or HDI.

8. Similarly IIPS, Mumbai had mentioned a problem experienced in permitting Air-journey by some officials who had to come to Mumbai from distant parts of the country for attending a training programme, though they could not afford to be away for a very long period from their offices. Such instances were probably rare. In such cases, a pragmatic decision has to be taken to ensure that the results of valuable research methodologies developed do not remain unutilized because some key functionaries (e.g. senior officers of the DES or potential state level trainers) may not be able to participate in a training programme/workshop due to restrictions on Air-journey.
9. Leaving aside such minor irritants in the process of implementation of the project, a brief overall assessment of the achievements under the project at the state government level, in terms of outcomes, activities, success indicators etc has been recorded below:
10. In Paras 29 to 34 of Chapter I while describing the constraints faced by the evaluation study, it has already been pointed out that in view of the rather slow pace at which the project has been progressing at the level of most of the state governments and also some of the national resource institutions, it is not possible to really comment on the final outcomes or success indicators of the project. The Planning Commission had also opined in November

2007 that the project is process oriented and it would be difficult at this stage of the project to comment on development of capacities of state planners to mainstream human development at state and national levels.

11. Nevertheless as has been pointed out in Chapters IV to VI earlier, perceptible progress has been achieved in several areas in some of the States and in several inputs / activities under the project, resulting in some concrete output of this project, though the path from these activities / outputs to the final expected outcomes is yet to be traversed in most cases. To re-capitulate, during the period 2004 to 2007, State Human Development Reports have been brought out by the States of Gujarat, Nagaland, Orissa, Punjab, West Bengal, Arunachal Pradesh, Karnataka (2nd HDR in 2005), Kerala, Chhattisgarh, and Tripura. Many of the states have translated the Human Development Reports in the local language of the state and widely distributed the same. Sensitization workshops on HD have been conducted in a large number of the participating States, and some post-launch workshops on the SHDRs have been conducted. The Government of West Bengal has published human development profiles for the districts of West Bengal. The Government of Tamil Nadu organized a workshop for college teachers for dissemination of HD concepts. Similarly, in West Bengal, an orientation workshop was organized for school teachers of 120 schools in 5 districts. Karnataka organized Satellite based training on human development issues for Grama Panchayat members (16,000 in number), as has already been mentioned in **Chapter-V**. In Sikkim awareness campaign for human development was carried out in all the four districts of Sikkim. Orientation programmes were also conducted for

preparation of Panchayat level vision documents of District Human Development Reports.

12. The progress achieved by the participating States in preparing DHDRs has been narrated in Chapter IV and V. It is true that so far only two DHDRs (Bankura and Malda in West Bengal) have been published, but in some of the other states (e.g. Tamil Nadu, Karnataka, Madhya Pradesh, etc) they are in advanced stages of preparation. In the process of preparation of DHDRs, several training courses / workshops etc., have been conducted in many states for disseminating the concepts of HD, explaining the steps in preparation of DHDRs, analysing the state of maintenance/updating of data pertaining to HD areas, etc.
13. However, as mentioned earlier, the progress achieved in all these matters has been quite uneven, i.e. dissemination of the contents of HDRs, preparation of DHDRs and also preparation of thematic studies and arranging for their wide circulation. The details are available in Chapters IV, V and Annexure VI. It is not considered necessary to go over the same ground again. However, the over-all impression one gets is that while many of the states have made sincere efforts in giving publicity to the findings of SHDRs, it is too premature now to talk of giving similar publicity to either DHDRs (the states, except West Bengal, are yet to publish any DHDR so far) or thematic studies (very few thematic studies have been finalized so far except a few by the governments of Tamil Nadu, Karnataka, West Bengal and Kerala).
14. Only Sikkim has reported that 'most of Human Development related programmes were covered by many local papers, government paper 'Sikkim Herald', Information and Public

Relations Department of the government, local cable, TV Channel etc. We have not received similar information regarding ‘reference in policy debates and in the media to SHDRs’ or thematic studies or state of human development Measures” etc, even though all the states were requested to furnish this information vide questionnaire at Annexure V. The success indicator for District HDRs stipulates that District plan and budget should reflect DHDR 's conclusions and recommendations. Since only one State has published two DHDRs (Malda and Bankura in West Bengal), and in other project States DHDRs are still at different stages of preparation, it is quite premature at this point of time to speak of assessing whether District plans or Budgets reflect any of the priorities established through the findings of the DHDRs.

15. Similarly, in the matter of capacity building of State planners for human development, while the Planning Commission (vide Annexure IX) has reported regarding the twelve rounds of training on human development and state finance organized at RBI-CAB, Pune for officials from Central Government, State Governments and district administration, the achievement by the State Governments in this regard, on their own initiative, has been very rudimentary, going by the details furnished by them. A few State governments have conducted training needs assessment for government officials including functionaries in Panchayat Raj institutions; but progress in other States has not gone beyond acknowledging the need for conducting training needs assessment/ actual training, etc as per the approved work plan.
16. Obviously, it will be difficult to establish any correlation / general conclusion between whatever has been achieved under the project

under the activities pertaining to “capacity building of state planners for human development” and “improved quality of plans and projects from a human development prospective”. Nevertheless the information provided by the States (at least some of them) with regard to better plan budget allocation for HD related sectors (e.g. Education, Health Care, Nutrition, Welfare of Women, Children, SC/ST, Housing, Drinking Water Supply, etc.) has been furnished in Chapter V.

17. The State Governments concerned had been specifically asked to furnish information on indicators of expenditure on social sectors for the State (Public Expenditure Ratio, Social Allocation Ratio, Social Priority Ratio and Human Expenditure Ratio) for the latest year for which ratios are available, as well as ratios for the earlier years (please see the list of the supplementary questions in Annexure V). This information has not been received from any State, other than Karnataka which has reported that the information is available in the SHDR 2005 (relevant extract may be seen at Annexure VI B). However, at Annexure XI, we have provided a table showing expenditure on social services as proportion of total expenditure 2006-07, based on “State Finance- a Study of Budgets of 2006-07” (RBI, November 2006). If we compare the figures in this Annexure with the figure of 40 per cent recommended in UNDP’s HDR 1991 as desirable social allocation ratio (percentage of public expenditure earmarked for social services), we find that all the states mentioned in the list (including 12 of the participating states) fall short of the recommended figure, particularly in the case of Madhya Pradesh (29.1 per cent) and Punjab (23.3 per cent), where the figures are quite alarming.

18. All the States have reported that they have introduced a Chapter on Human Development in their 11th Five Year Plan document. Some of the highlights of the Chapter on human development/human development related subjects are given below:
19. Sikkim's Chapter on Medical and Public Health contains a review of achievements during 8th Five Year Plan, 9th Plan, and 10th Plan with reference to indicators like CBR, CDR, IMR, Total Fertility Rate, Institutional Delivery etc. It has been maintained that MMR figures are not available.
20. The Himachal Pradesh document contains a Table, on the status of human development, showing the current level of Himachal Pradesh, the current level of India, and Himachal Pradesh's goal for the 11th plan. This is with reference to 9 monitorable HD indicators suggested by the Planning Commission, e.g. i) IMR, ii) MMR, iii) TFR, iv) Malnutrition of children (0 to 3 years), v) Anemia among women (15 to 49 years), vi) Sex ratio, vii) Drop- out ratio in elementary education, viii) literacy rate, ix) Gender gap in literacy rate.
21. Karnataka's 11th Five Year Plan document provides data showing current status for the following indicators of Human Development: IMR, MMR, Malnutrition of Children of 0 – 3 years, Anaemia among women (15-49 years), Sex ratio, Total Fertility Ratio, Poverty Ratio, Literacy Rate (over-all and female) and Gender Gap in Literacy for each Indicator, Millennium Development Goal has been mentioned and 11th Plan target has been set.

This Chapter on Human Development in the 11th Plan document also lists out several proposed policy initiatives to reach the targets set for the 11th plan period

22. Similarly, the Madhya Pradesh document spells out the following objectives, among other things, for the 11th Five Year Plan:
1. To achieve an over all growth of 7.7 per cent
 2. To reduce poverty levels from 38 per cent to 25 per cent
 3. To achieve the literacy rate of 84 per cent by the end of the plan and reduce the gender gap in literacy to 14 per cent
 4. To achieve reduction in dropout ratio from 46.8 per cent in 2003-04 to 20 per cent by 2011-12, and eliminate gender disparity in elementary education
 5. To improve health parameters – reduce MMR to 125, IMR to 40 and TFR to 2.4 so as to bring them near the all India level.
23. The West Bengal plan document also refers to monitorable targets relating to IMR, MMR and TFR etc (to some extent diluting the targets indicated by the Planning Commission). For the Health sector, the 11th Plan strategy has been mentioned as ‘to increase coverage and quality of health services as envisaged under the National Rural Health Mission and the Health sector strategy 2004-13 including maternal and child health, communicable diseases and primary health to achieve the Millennium Development Goals and Health Sector strategy targets. The focus would be rural and urban poor. It is also mentioned in the plan document that “the State government has signed a Memorandum of Understanding (MOU) with the government of India under the NRHM where both parties have undertaken to increase the current rate of expenditure on health over the mission period, i.e. till 2012”.
24. Similarly, the HD section in the 11th Plan document of Punjab talks of targets under IMR, MMR, Sex-ratio, improvement in literacy rate, drinking water supply, Employment Generation, Gender Budgeting, etc.,

25. The plan document of Rajasthan, mentions that in the 1981, 1991 and 2001 the state's HDI was 0.256 (12th rank), 0.347 (11th Rank), and 0.424 (9th Rank) respectively. The ranking is for 15 States in the country. "The contributing factors in the improvement of HDI have been different in both the decades". During 1981-91, growth in income was the main contribution while growth in education and literacy was the contributing factor during 1991-2000. The Rajasthan document also refers to the monitorable indicators (HD) of the Planning Commission and provides information regarding current level and 11th Plan goal for these indicators for Rajasthan State and for India.
26. In their Annual Plan 2007-08, Gujarat Government has referred to several flagship programmes of Gujarat, which include, 'Chiranjivi Yojana' (a health financing scheme for maternity services in Gujarat) which will be one of the instruments for achieving Millennium Development Goal No.5 relating to improvement of maternal health.
27. 'Gender issues in development' has been included as a new chapter in Kerala's draft Eleventh Plan (2007-12) and Annual Plan 2007-08. The discussion in this Chapter relates to these specific themes – violence against women, women's work and employment and certain health concerns which existing analysis and inferences indicate are core gender concerns in contemporary Kerala.
28. These examples show that conscious efforts have been made in the 11th plan (and Annual plan) documents of many of the project states to bring in human development issues, set targets for the monitorable targets for the HD indicators suggested by the Planning Commission, and discuss new issues e.g. Gender related

issues. The discussion is often not quite comprehensive, and there are many gaps which need to be filled up in the plan documents in the coming years. For instance, discussion is inadequate as to the strategies to be adopted, and the human material and financial resources to be deployed to reach the goals set in the 11th Plan document. At the same time it has to be appreciated that a beginning has been made to integrate HD analysis in the planning and budgetary process in many of the project states.

29. In view of the fact that the progress achieved in various capacity building activities contemplated under the SSPHD has been rather slow in many of the participating States, this limited success in achieving some degree of mainstreaming human development in the planning process at the state government level may be attributed to i) efforts of UNDP over the last two decades in propagating the HD message through the publication of Annual Human Development Reports, ii) thrust given by the Planning Commission to human development in the 11th Plan, iii) participation of state government officers in the RBI-CAB training programme in HD conducted under the aegis of SSPHD project, iv) discussion in some enlightened sections of the media of HD related issues, v) familiarisation with the concepts of HD through the process of preparing State Human Development Reports over the last decade, vi) a sense of national shame in being left far behind by China with whom India is supposed to be in some sort of a competition in terms of growth, human development, global recognition etc. The outcome, in terms of the success indicator of better planning and budgeting for human development, may not be directly and exclusively attributable to any one specific component or activity under the SSPHD. It is, however, definitely

to the credit of the human development movement launched by UNDP and a group of committed economists during the last two decades that the planning at the national and State levels now reflect human development concerns.

30. It is not considered worthwhile to carry out any exercise of appraising certain other components (activities under expected outcomes) of the project, in terms of success indicators, e.g. Strengthening of Statistical Systems; compilation, documentation and dissemination of best practices, identification of issues and options for financing human development in States, for the simple reason that no significant progress has been achieved so far under these items.
31. “Engendering” human development was incorporated into the project only in the later half of 2006. This is a very important component. It is well known that success in many other areas of Human Development, be it education, primary health, child development, fighting malnutrition, etc, depend upon reducing gender gap in all areas of development and in empowering women in the true sense of the term. As has been mentioned in our discussion on GDI, in chapter 2, many critics have pointed out that gender discrimination in society is a function of women’s status in the (predominantly patriarchal) societal hierarchy and empowerment of women encompasses issues of women’s participation in workforce, inheritance law, violence against women, participation of women in the political process and civil society movements, etc. Because this component was added much later, when the project had already run through half of its course, most of the State governments are yet to formulate a proper

strategy and concrete action plan regarding this component. UNDP may suggest formation of a “Gender Development Cell” in the Planning Department (probably as a component of the HD Division) by suitable redeployment of staff working in the planning Department /under the administrative control of the Planning Department. This cell may be given the primary responsibility (under the guidance of the head of HD Division) of formulating the plan of action for engendering human development. The advice of the State Women’s Commission, Women’s Studies Division of the Universities/Colleges reputed NGOs /Academics etc may be taken for preparing the Action Plan.

32. In so far as the National Resources Institutions are concerned, it was a good idea to enlist their assistance for implementing this project. Most of them are leading Academic / Research/ Training Institutions in the country and many have expressed some difficulty in implementing the project according to the agreed time frame.
33. NIPFP has mentioned some internal problem, e.g. the previous project coordinator leaving the institution, the new co-coordinator needing time to get acquainted with the project details, and difficulty in securing competent persons who can work in a project of this nature.
34. IGIDR has mentioned that there was a mismatch between the expectations of the State government and the services that the institute was in a position to deliver. They have also referred to preoccupation of the faculty with other academic and research work, and to the incentive related problems arising from certain rules of the Institute (which are likely to be reviewed).

35. The Indian Statistical Institute has mentioned that they have not been provided with the NSSO Consumer Expenditure Survey (61st round) data and that some matter regarding constitution of the project team is still pending with the UNDP. Perhaps there was some lack of clarity at the time of execution of agreement with at least some of these Institutions (e.g. IGIDR, Mumbai and ISI, Kolkata) as to what is the exact expectation from the institute, what are the responsibilities on either side (UNDP/Planning Commission vis a vis the institute), what the institute can realistically deliver and what is a reasonable time frame. Even now clarity on these issues can be achieved by mutual discussion, and further work under the project can proceed in accordance with the renewed understanding.

36. Before concluding this chapter, I would like to offer the following comments regarding “**Lessons Learnt**” from the Project and the sustainability of the activities initiated under this project beyond the extended project period, that is beyond 31st December 2009:

37. Lessons Learnt:

An important lesson that can be learnt from the experience of implementing this Project, which from the inception itself, seems to have been rather over-ambitious with multiple goals, large number of participating agents (15 State Governments and seven National Resource Institutions) and fairly short time-frame of about 3/4 years is that Projects which are ‘narrowly defined and well founded’ have greater chance of success than Projects with ‘grandiose and unfocused designs’ [Reference is invited to an article entitled ‘Making Aid Work’ in Boston Review, July/August

2006, by Professor Abhijit Vinayak Banerjee of Massachusetts Institute of Technology].

Probably, initiation of the project in the second group of states (seven in number) could have been delayed by a couple of years. In that case UNDP and the Planning Commission could have more closely monitored the progress in the first group of eight states and then given attention to the next group of seven states. It is, of course, appreciated that such decision regarding extension of coverage of a project cannot always be taken on very rational grounds in a carefully calibrated time frame. There must have been many compulsions to extend the project to seven more states before ensuring that the project had stabilized in the first set of States. All that can be done at this stage is to express the hope that the States which have been some what lagging so far will now seriously try to catch up with the fast movers and make up for the lost time. Very close monitoring of the progress of the States according to the work plan will be required.

38. Sustainability:

The sustainability of the project activities will depend, inter alia, on the following factors:

1. The extent to which the Human Development message has been internalised at different levels in the Government Departments/ Agencies of Government.
2. The progress achieved during the project period
 - a) in building capacity for human development analysis in Planning and Finance Departments, in Human Development oriented aided departments like Education,

Health, Nutrition, Rural Development, Women and Child development, etc. and

- b) In improving the system of data gathering and quality of statistical analysis of data in the Directorate of Economics and statistics and also in the departments in the social sector.

3. Institutionalization of the process of mainstreaming human development in the planning and budgeting process.
 4. Achievement in decentralizing the work of human development oriented capacity-building, dissemination of information, linking Human Development and Planning / Budgeting etc. by involving the officials and elected representatives of Panchayat Raj Bodies in these activities.
 5. Developing sufficient interest and improving capacity in the departments/agencies concerned to bring a focus on Human Development related outcome in their activities and in improving the delivery system to achieve these outcomes, etc.
39. In this connection it is heartening to note that some of the State Governments have already initiated the work of preparation of DHDRs beyond the pilot districts, out of their own budgetary resources; a couple of states have indicated their eagerness to prepare DHDRs for all the districts in the state. In the process of preparation of these new DHDRs, state governments would probably incur expenditure on capacity building for government officials and Panchayat Raj functionaries involved in Human Development related work, out of their own funds. Karnataka Government has taken the initiative of introducing programme performance Budget for three Human Development related departments (Education, Health Women and Child Development)

at the district level in four DHDRs districts. This will enable the departments to fix outcome oriented targets in these crucial sectors at the district level and in tracking the progress in achieving these targets. This will bring pressure upon the departments to improve capacity at the district level to gather data on a regular basis and to review to which extent the outcomes (e.g. access, retention and quality in primary education, IMR, MMR etc, in health sector etc) are being actually achieved. If similar exercise is undertaken by other states also, this will help in achieving the sustainability of the project in the years beyond the project period.

40. Some of the other suggestions received from the States, either in reply to our questionnaire or during oral discussion, for achieving Sustainability of the Project-initiatives are as follows:

- One dedicated division for HD analysis in the State Planning Commission/Board/Department
- Provision of Technical guidance and research support for this division
- Natural Resource Database Management Systems (NRDMS) should be the District arm of State Spatial Data Infrastructure (SSDI) and National Spatial Data Infrastructure (NSDI). NRDMS centres will be able to provide support for DHDR preparation on a sustained basis.
- Gender Resource Centres should ensure institutionalization of preparation of women component and children component plan as part of Annual Plan.
- Setting up of a State level Society/Institute for Human Development with Private-Public partnership, for carrying out HD-oriented Research/Advocacy/Development of Action Plan etc.

Chapter VIII

Suggestions and recommendations

1. There is need for more intensive and frequent interactions among the states for discussing human development related issues, experience sharing regarding implementation of the project, inter alia using the video conference facilities. At least two national level seminars / workshops may be organized by the UNDP/Planning Commission every year on the themes of i) financing human development, ii) gender equity and nutrition, health, education, iii) Evaluation of poverty alleviation programmes, iv) new poverty reduction strategies, v) vital statistics, vi) forestry, land tenure, etc and rural livelihood, vii) off -farm employment and alleviation of rural poverty.
2. Further action needs to be taken with regard to HDR portal and virtual Dialogue Platform which is a priority area / main activity under project outcome 2 in the Results Framework. The Planning Commission will have to initiate action in this matter.
3. The State Human Development Reports are heavily dependent on decadal census and district wise data for important demographic, educational and civic amenities information. States also depend on HD oriented NSS data which are published on a quinquennial basis but this data is only up to the state level. States at present do not follow any norm as regards the periodicity of the State Human Development Report. The States need to adopt a standard norm of periodicity for producing SHDRs and DHDRs, depending upon the source of data and periodicity of publication of such data, to ensure consistency and comparability within the States and also among States.

4. Every state should undertake training needs study in respect of human development analysis and also basic training in statistical methods including use of latest software relevant for human development analysis/ statistical measures/ use of forecasting techniques etc. In so far Human Development oriented training is concerned, RBI-CAB, Pune has been conducting regular training courses, in accordance with course content & syllabus which have been modified from time to time. The State Governments could adopt this syllabus, with such modification as considered necessary to meet local requirements. As regards training to upgrade the quality of the State Statistical machinery, the first suggestion would be to integrate the activities under the SSPHD project with the initiatives under the World Bank assisted project. The following recommendation is made with the expectation that the State Governments will take appropriate action on this issue, in the light of the World Bank report on this subject and after taking note of the views of State Level Experts in this field:
5. Practically all the participating States have a separate Department (Directorate) of Economics and Statistics. Officers of this Department are required to collect field level data and then compile District level/State level statistics pertaining to District Income/State Income, social sector statistics, Demographic information etc. Departments such as Industries, Agriculture, Health and Family welfare, Education etc., do not normally have their own statistical cadre, but they depend upon officers deputed from the Directorate of Economics and Statistics for doing the work of Departmental Census, Survey, Compilation and dissemination of Statistical data, etc. However, discussion with the representatives of several State Governments reveals that many of

the Officials of the Directorate of Economics and Statistics at different levels do not have sufficient knowledge of Statistical methods and therefore are not fully equipped to do justice to the Statistical work entrusted to them. In several States the recruitment rules of the Department permit persons from diverse academic backgrounds, e.g. Degree in Economics, Commerce, Agriculture, Physical or Biological Sciences etc to enter the Department of Economics and Statistics. Except for a small percentage with a regular Degree in Statistics, most of the others obviously would have only very rudimentary knowledge of Statistics. Many of the Officials of the Department feel handicapped in working in the areas of compiling NSDP, Social Statistics, Demographic data, etc. State Governments are aware of this problem, but most of the participating States have not yet conducted a training needs assessment for strengthening state statistical system. Even in the document regarding strengthening the state level Statistical System with World Bank assistance (a Centrally Sponsored Scheme) we did not find reference to any syllabus or list of subject matters to be covered under the training program for the State Level Statistical Officers. The State Governments have to identify the Institutions where such training programmes could be conducted, and the training programme, including syllabus, training methodology, training materials, faculty, duration and schedule, etc., will have to be determined in consultation with the Experts in such Institutions, as well as outside Experts who may be in the CSO, ISI or IIPS etc.

6. A tentative list of the subject matters to be covered in such training programmes is suggested below. Actual details will have

to be worked out by each State Government depending upon the felt needs in each State and the facilities available in the State:

Suggested List of Subjects:

- a. Collection and Tabulation of data
- b. Frequency Distribution, Graphs, Skewness, Histograms, Pie charts, Cumulative Frequency Distribution, Ogive Curve, etc.
- c. Measure of Central Tendencies: Averages (Arithmetic Mean, Geometric Mean, Harmonic Mean, Median, Mode)
- d. Measure of Dispersion: Mean Deviation, Standard Deviation, Variance, Co-efficient of variation.
- e. Linear Regression: Standard Error of Estimate,
- f. Correlation: Pearson's Product-Moment Correlation Co-efficient, Partial Correlation, Multiple Correlation, Rank Correlation
- g. Sampling Techniques: Random Sampling, Multi Stage Sampling, Stratified Sampling
- h. Time Series: Trend Analysis, Seasonal Oscillations, Random Oscillations etc.
- i. Probability: Binomial Distribution, Normal Distribution, Poisson Distribution
- j. Testing of Hypothesis: Student's 't' test, F Test, χ^2 Test, etc.
- k. i) **Demographic data and Methods:**
 - Census in India
 - Sample Registration System
 - National Sample Survey
- ii) **Fertility:**
 - Compilation of Crude Birth Rate
 - Gross Reproduction Rate
 - Total Fertility Rate, etc.

iii) **Mortality:**

Compilation of Crude Death Rate

Age- specific Death Rate

Infant Mortality Rate

Maternal Mortality Rate

Life Expectancy at Birth

1. Computation of National Income, GDP – Expenditure Method, Income Method, GDP at Factor Cost, GDP at market prices, Value Added Method, Nominal and Real GDP, NDP, Gross National Product (GNP), Net National Product (NNP).

State Domestic Product – GSDP, NSDP, Net Total State Product (State's Income)

Computation of District Income, Taluka (Tahsil/Block) Income
Estimation of State Income/District Income etc: Data gaps and related issues.

7. Appropriate action should be taken by each participating State Government to locate suitable training institutions within the State, or in a neighboring state, and to conduct separate and focused training programmes for government officers of Human Development related Departments, officers of the Department of Economics and Statistics, Planning and Finance Departments, Panchayat Raj functionaries, elected representatives etc.
8. For dissemination of findings of SHDR/DHDR, etc. a proper strategy should be drawn up with the assistance of expertise available within and outside the government, using both print and electronic media. The State department of Information and Publicity should organize street plays, film shows, music programmes including folk songs etc to carry the message of human development (on general education, girls' education, mother and child care, improving the nutritional status of mothers and children, gender relation, child labor, prevention of obnoxious

practices like devadasi system, etc, which are blots on any society). Ways and means of enlisting NGOs, Schools, Colleges, Teachers, etc. in this effort should be carefully thought out and put into practice.

9. In the DHDRs there should be greater analysis of sectoral expenditure policy/pattern so as to maximize human development. There should also be in depth analysis of policy issues pertaining to human development sectors, and also of strategies to improve delivery systems. To the extent possible such analysis of strategies and Policy recommendations should be based on evaluation according to scientific randomised experiments conducted at the field level. Similarly it would be useful if the DHDRs were to contain analysis of degree of effectiveness and ground level impact of the Planning Commission's flagship schemes such as the National Rural Employment Guarantee Scheme, Sarva Siksha Abhiyan, Mid Day Meal Scheme, Integrated Child Development Services, National Rural Health Mission, Jawaharlal Nehru National Urban Renewal Mission, etc.
10. There should be many more thematic studies, both at state and district levels or even sub district level (if a specific issue is localized in a few taluks in a district only). Certain issues which have acquired prominence in recent years could be taken up for such thematic studies e.g. problems of project displaced persons, welfare of marginal sections of society, SC/ST, etc., problems connected with HIV/AIDS, rights of minority /women, children, environment issues, agriculture, food availability, skill formation to derive maximum demographic dividend, etc.

11. To the maximum extent possible such thematic studies should be conducted with available in-house expertise of the State Government, Zilla Panchayats etc., so that there is greater ownership of the findings and recommendations based on such studies. This will also be a great learning process for the departmental officers and will help in the internalizing of the conclusions drawn from such studies, and initiation of corrective measures. Where such expertise is not available internally but a subject is considered very important e.g. climate change and its impact on human development in a particular state/district, then recourse may have to be made to outside expertise, possibly from a university or research institution.

Some subjects which are of immediate relevance and which can be handled by in house experts could be:

- 1) Trends in allocation of plan funds for Human Development oriented departments like Education, Health, Nutrition, Women Child Development, Drinking water supply etc.
 - 2) Linkages between Human Development indicators of Taluks (Tahsils/Blocks) in a district, districts in a state and inter taluka and inter district allocation of plan /non-plan funds.
12. There is a need to introduce state specific action for validation of data provided by state government departments with reference to data generated either by the National Family Health Survey or other national level surveys e.g. data regarding under-nourished children etc. Efforts should be made to build state's own capacity for data generation, data storage and retrieval, data analysis, etc.

13. Based on discussions with the representatives of a few States, the following suggestions are being made regarding Human Development related advocacy/action which can be pursued by the State Governments:
- a. The State RDPR department conducts surveys to identify families below the poverty line by using a 14 point guide line issued from the Ministry of RDPR, GOI. The figures arrived at by following the RDPR guide lines are often altered so as to be consistent with the poverty ratio defined by the Planning Commission. This is done by changing the cut off point below which a family would be declared as being below the poverty line. This needs to be rationalized after discussion between Planning Commission, the RDPR Ministry and the State governments.
 - b. In view of controversies regarding the nutrition based poverty line, determination of the consumption basket which should be used for computing poverty lines, updating the poverty line, calculation of district level poverty ratio, etc. the identification of below poverty families through house hold survey based on RDPR guide lines should be given due consideration while deciding upon the list of beneficiaries under various anti poverty programmes. The congruence with poverty ratio figures determined by the Planning Commission of each state need not be given preponderant consideration.
 - c. Special study of child labour / bonded labour in selected industry /brick kilns/mining activity etc should be regularly conducted and appropriate action initiated for violation of laws relating to these subjects.

BOX – 8

Child labour in India

There are approx 246 million working children in the World; 127 million in India.

50 per cent of all toiling children in the World are in India.

Out of this 75 per cent are girls

Source: Deccan Herald, Bangalore, dated 11.11.07

- d. Studies may be conducted as to the level of participation of women in Panchayat Raj bodies, effective democratic decentralization, implementation of RTI Act, Citizens' charter, Citizens' Report Card System etc to study to what extent Citizens are being encouraged and enabled to exercise their democratic rights.
14. Districts are being involved in a big way in human development activities such as training, documentation, monitoring, and evaluation. In most of the states, Zilla Panchayats are coordinating such activities at the district level. At present there is no institutional mechanism within the Zilla Panchayats to coordinate the activities relating to human development. Hence, there should be a Human Development Unit within the Planning section of the Zilla Panchayat, which could coordinate the activities relating to human development at the district level and liaison with various human development departments at the district level and human development division at the state level.
15. Since more and more districts are being covered for the preparation of District Human Development Reports across the states, using both UNDP funds under the project and the

State's own funding, there is need to develop in-house expertise within the district, for collection and analysis of data and computation of indices. There is also need for developing a common methodology for all the Districts in a State for computing District level HD Indices. In this context it is suggested that there should be regular training programme for the district level officials and other stake holders involved in the preparation of DHDRs, where this common methodology should be properly explained to the participants.

16. A system of periodical tracking and monitoring of quantifiable human development indicators at Grama Panchayat level needs to be developed.
17. Creation of a gender unit at the HDRC Unit in Planning Department and preparation of gender- oriented work plan, scrutiny of budget provisions from a gender perspective, preparation of a gender budget, etc should be done by enlisting the assistance of University Departments of Women Studies /NGOs/ Research Institutions etc.
18. Allocation of funds to Zilla Panchayats by the state governments should be made, taking note of the Human Development Index for different districts. For this purpose, it is necessary that exercises for preparation of SHDR, DHDRs, computing District Level HDI, Taluka Level HDI and monitoring of Taluka level data of performance indicators not covered in HDI but of great importance from Human Development (or Human Deprivation) perspective should be carried out on a continuous basis, and made available to the State Finance Commission / State Planning Board/State

Planning Commission / Cabinet, etc, for appropriate decision regarding devolution of funds.

19. State governments may consider, with the concurrence of the Speaker of the Legislative Assembly, Business Advisory Council of the Legislature etc, the possibility of placing the SHDRs/DHDRs in the Table of the House for discussion (without voting). This will help in sensitizing policy makers and getting media attention to HD issues.
20. NIPFP, IGIDR, IIPS, ISI and such other National Resource Institutions should conduct annual conferences inviting representatives of UNDP, Planning Commission and State Governments. Some of them have been slow in their delivery of expected outcomes. This process has to be speeded up. There is also some communication gap between them and the state governments. This gap has to be bridged. Some of the methodologies developed by Institutions such as IIPS, Mumbai and ISI, Kolkata could be placed before experts at such conferences for review and validation.
21. There is need for close monitoring of the preparation of the work plan and sincere implementation of the same by the state governments concerned. Progress in implementing the project as per the approved work plan has been uneven even in the category I States. Progress seems to be slower in a majority of category II States. The position in this regard has to be improved by close monitoring and frequent interaction with the States. It would be useful to have certain milestones laid down for achieving the target according to work plan, with

specific time limits for crossing such milestones. This may be done by the Project Standing Committee.

22. Tools of verification should be developed, in consultation with the participating State Governments, for individual 'Success Indicators' e.g., 'Regular Reference in Policy debates and in the media to SHDRs', 'Regular Reference in policy debates and in the media to Thematic DHRs', 'Plans and Budgets reflect District HDR conclusions and recommendations', 'Improved quality of Plans and Budgets from a human development perspective', etc. State Governments should be asked to regularly report progress to the project standing committee, not merely in terms of outputs like production of DHDRs, conduct of Training Programmes, etc. but also with reference to the success Indicators in accordance with the Tools of verification. Such Tools of verification should inter alia, include the indicators of expenditure on Social Sectors, i.e Public Expenditure Ratio, Social allocation Ratio, Social Priority Ration and Human Expenditure Ratio. These reports on Success Indicators should be periodically reviewed by the Project Standing Committee. Important achievements, supported by tools of verification, should be mentioned in the monthly news letter on status of the implementation of the project, which is now being brought out by the Planning Commission.
23. The National Execution (NEX) Guidelines for UNDP assisted Projects in India as issued by the Department of Economic Affairs, Ministry of Finance, Government of India envisages

the following management structure for effective execution of such Projects:

- 1) Programme Management Board which should be the apex level body headed by the Secretary of the Ministry/Department concerned or the Head of the Institution designated as Executing Agency.
- 2) National Programme Director (NPD)
- 3) A Standing Committee

Apparently, for the SSPHD Project, there is a National Programme Director [Joint Secretary, State Plans, Planning Commission] and a Project Standing Committee headed by the NPD. No Programme Management Board, under the Secretary Planning Commission has been constituted. It is recommended that the Planning Commission constitute a Programme Management Board (PMB) headed by the Secretary, Planning Commission to lay down guidelines for the Programme and periodically review the progress of implementation etc., as envisaged in the National Execution Guidelines. It is expected that such a PMB would be able to introduce greater vigour in the process of implementation of the Project by the participating States and National Resource Institutions, and help achieving the desired outcome of the Project within the revised time-frame.



B. K. Bhattacharya