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**Letter No. 6660/SP.2/2011, Dated: 15.03.2013**

From  
Dr. R. Vijaykumar, Ph. D., IAS  
Additional Chief Secretary to Government  
(Planning & Development)

To  
✓ Shri Tuhin Pandey,  
Joint Secretary (SP) &  
National Project Director (HDBI)  
Union Planning Commission, Government of India,  
Yojana Bhavan, New Delhi-1 (w.e.)

Sir,

Sub: UNDP-UPC Project HDBI – Revised Proposals – Forwarded – Reg.

- Ref: 1. Government Letter No. 6660/SP.2/2011-4, dated 13.08.2012  
2. Your D.O. No. O-14015/14/2012-SP-Co., dated 21.08.2012.  
3. Meeting Notice received from Shri Sharad Pant, Director (SP-Coord.), Planning Commission, New Delhi File No. O-14015/12/2012-SP-Co., dated 19.11.2012.  
4. Government Letter No. 6660/SP.2/2012, dated 05.12.2012.  
5. Summary Record of the 3<sup>rd</sup> National Steering Committee meeting of HDBI Project held on 14.12.2012 received from Shri Sharad Pant, Director (SP-Coord.), Planning Commission, New Delhi, File No. O-14015/12/2012-SP-Co., dated 11.01.2013.

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I am to invite your kind attention to the references cited.

2. As per the decision taken in the 3<sup>rd</sup> National Steering Committee Meeting held on 14.12.2012 at Yojana Bhawan, New Delhi, I am, now, sending the revised project proposals for the preparation of State/ District Human Development reports and related activities for approval and funding under the UNDP-UPC Project, "Human Development towards Bridging Inequalities".

Yours faithfully,

*M. Raju*  
15/3/13

for Additional Chief Secretary to Government.

S.S.  
15/3/2013

Copy to:

Shri Sharad Pant, Director (SP-Coord), Union Planning Commission, New Delhi – 1.



**HUMAN DEVELOPMENT**  
**TOWARDS BRIDGING INEQUALITIES (HDBI) PROJECT**

**PROJECT PROPOSAL**

- |    |  |   |
|----|--|---|
| 1. | <b>Proposal submitted by:</b>  | <b>Government of Tamil Nadu</b>   |
| 2. | <b>Title of the Proposal</b>   | <b>Human Development : Ensuring Equity</b>  |
| 3. | <b>Duration of the project (2012-2017):</b><br><i>(Pl note the project follows the calendar year format – January to December)</i> | January 2013 – Dec 2017   |
| 4. | <b>Total Budget (2012-17):</b><br><i>(Pl note the project follows the calendar year format – January to December)</i>              | Rs. 3.6 crore   |
|    | i. <b>State's Contribution:</b>  | : Rs. 2.4 crore   |
|    | ii. <b>Funding request under the HDBI:</b>   | Rs. 1.2 crore   |
| 5. | <b>Contact details of the Secretary (Planning):</b>  | Dr. R. Vijaykumar, I.A.S.,<br>Additional Chief Secretary to Government,<br>(Planning & Development),<br>Planning, Development and Special<br>Initiatives Department,<br>Secretariat, Chennai 600 009. |
| 6. | <b>Contact details of the Nodal Officer:</b>   | Thiru M.Balaji, I.A.S.,<br>Member Secretary,<br>State Planning Commission,<br>Chennai 600 005   |
| 7. | <b>Proposal submitted by:</b><br><br><b>Signature</b><br><b>Name and Designation</b>   | Member Secretary,<br>State Planning Commission,<br>Chennai 600 005  |



## **Title of the Proposal: Human Development: Ensuring Equity**

### **1. Introduction:**

The State Planning Commission prepared the State Human Development Report and released the report in 2003. Subsequent to the release of Tamil Nadu Human Development Report, the State Planning Commission under the UNDP - Union Planning Commission sponsored project "Strengthening State Plans for Human Development" prepared District Human Development Reports for 8 districts.

These reports have brought out the achievements of the district and also the intra district disparities in human development attainments. The reports serve as a tool for introspection to analyse the factors of progress and reasons for backwardness at the sub-district level. These reports have been widely circulated among the various stakeholders and policymakers. The District Human Development for Dharmapuri found out that one of the reasons for the backwardness in the district is due to the backwardness of the adjoining districts such as Thiruvannamalai, Cuddalore, Krishnagiri, Vellore and highlighted the need to formulate suitable plans to improve the identified backward areas. The linkages between income and poverty, education and HDI, gender and HD were studied in detail. The Government was addressed highlighting the disparities requesting suitable policy measures to alleviate them. Various departments responded positively, by reorienting priority to the backward districts.

The State Human Development Report (2003) as well as the Eleventh Five Year Plan for the State computed Human Development Index for the State and the districts to measure the human development status.

### **Performance of State vis-a-vis the rest of country**

The National Human Development Report 2001 placed Tamil Nadu at the third rank in HDI in 1991, 2001. The State was next only to Kerala and Punjab among the major States. The State's HDI went down in the subsequent measurements, Engendering Human Development Indices (Ministry of Women and Child Development, 2008), India Human Development Report (2011, Union Planning Commission). The methodologies differ from the HDI 2001 and hence strictly not comparable, the relative position and the index value underline the future initiatives of the State to achieve on par with developed countries. The paper on Inequality Adjusted Human Development Indices for Indian States places Tamil Nadu at 5<sup>th</sup> place among Indian States after adjusting for inequalities in human development parameters, is in Medium HDI category. But it has to be noted that the State has lost by 27.72 percent in HDI while adjusting for the inequalities. The inequalities are higher among education and health parameters which are measured by mean years of schooling, expected years of schooling, and life expectancy respectively. This implies that the State could improve its HD status if these inequalities are addressed.



## Disparities in HD attainments

The districts which fared well in terms of Human Development Index and Gender Development Index were Chennai, Kanniyakumari, Thoothukudi, Kancheepuram, Coimbatore and the Nilgiris. The districts which fared low were Pudukottai, Tiruvannamalai, Villupuram and Dharmapuri.

There has been significant improvement in the human development parameters in the State. The Human Development Index of the State has improved to 0.736 in 2007 from 0.657 in 2001, while at the national level, the improvement in the State's Human Development index value has not improved its rank among Indian States. Similarly there has been marked increase in the Human Development Index of the districts also. A closer examination of the linkages between HDI and the components of HDI in the Performance of district reveals that certain districts (13 districts) have attained higher HDI even with less income (PC GDDP). On the other hand, in the districts which have a better income but a lower HDI, better income has not been shared equally so as to be translated into better development.

In all the districts where human development attainments are low, the rural-urban divide is also wide. Nearly 60 per cent of the population lives in rural areas in these low HDI districts.

Literacy rates in Tamil Nadu and in districts have improved during the two census periods 2001-2011, but the gender disparities still exist. While the gender gap is at the lowest in Kanniyakumari district, it is at the highest in Chennai and Ariyalur districts, a fully urban district and a predominantly rural district respectively.

The State Government is committed to address these regional disparities and has formulated a programme for ensuring balanced development. During the Twelfth Plan, it has been planned to eliminate regional disparities with targeted action. With this objective the State has announced a new programme "State Balanced Growth Fund". The initial allocation for this programme has been made Rs.100 crore for 2012-13. Nonetheless, the allocation would be enhanced based on the need and formulation of suitable interventions to address backwardness during the programme, which will be implemented over a period of 8 years.

Human Development parameters such as Per Capita Income, Poverty, Unemployment, Health, Education, Gender disparities would be used as tools to identify backwardness. Specific interventions for addressing the 100 most backward areas would be taken up by involving the stakeholders at all levels. Preparation of Perspective Plan with Human Development objectives would be basis for development.

The State has initiated another major programme to ensure infrastructure availability through habitation level planning. The existing infrastructure facilities in the habitations will be assessed and the requirement will be fulfilled. This scheme would ensure availability and access to basic infrastructure to all habitations.

The India Statistical Strengthening Project implemented by Department of Economics and Statistics in the State aims to improve State/Sub-state data in identified 20 key indicators. Efforts would be made to converge with this project to improve the Human Development database at the Sub-district level and local area planning.



## 2. Rationale of the Proposal

The State's initiatives to address the disparities are designed to implement necessary interventions to address the specific issue pertaining to each backward area separately and creation of basic infrastructure at the habitation level.

These programmes would require inputs for addressing the backwardness and mainstreaming those backward areas. This would largely come from human development database at the district / sub district level, development of appropriate tools for human development analysis, capacity building for improving service delivery and identifying appropriate strategies to reach the unreached.

The State's initiative for "*Balanced Growth*" includes preparation of Perspective Plan for the development of the district/ area, listing out the specific intervention required to address backwardness. The preparation of DHDR would form a basis for the preparation of Perspective Plan with a human development lens. The specific studies would suggest the necessary interventions. Capacity building exercises would enhance human development perception as well as service delivery.

## 3. Project Goals, Objectives, Outputs and Activities

### Project Goal:

Addressing imbalances and ensuring equity through policy suggestions to promote human development.

Though the State has been progressing on human development parameters, disparities are observed among the regions, social groups and between genders. Inter district disparities and Intra district disparities drag the overall development of the district, which in turn, hampers the development of the State. The high enrolment rates of girls in the primary education are not sustained at the tertiary level. Even within a district, there are marked differences in the attainments among social groups. The dropout rates sharpen for those students belonging to the marginal communities than the rest of the social groups. The access to lands is low for SC/ST communities and women and the size of their landholding is quite small. This limits their livelihood opportunities. Similarly, health attainments and access to health care vary significantly among the districts/ regions, depicting high child / maternal mortality in tribal/ far flung areas. In order to address such imbalances, it is proposed to analyse, prepare human development reports and disseminate information.

### Project Objectives:

1. Assess the level of human development in the State, identify disparities, advocate suitable policy suggestions for enhancing human development
2. Advocacy of HD concepts through sensitisation programmes
3. Capacity Building of service delivery and statistical personnel
4. Improving service delivery by identification of bottlenecks
5. Improving HD data sets for monitoring HD progress & Reporting



## Expected Outputs:

1. Tamil Nadu Human Development Report by the end of 2014
2. District Human Development Reports for all districts by 2014 and continuous monitoring
3. Study reports on social sector service delivery by Mid 2014
4. Capacity Building of the PRI representatives and Government officials
5. Workshop recommendations and short films
6. Statistical Bulletins and HD report cards for districts and State

## Activities:

### 1. Human Development Analysis

#### 1.1 Preparation of State/ District Human Development Reports

The first Tamil Nadu Human Development Report was published in 2003, since then, preparation of successive reports has not been attempted. However, the Human Development Index and Gender Development Index had been computed in the Eleventh Five Year plan document, analysis on the factors contributing human development had not been done. While analysing the human development attainments, the disparities among the districts are quite large. While Kanniyakumari, Coimbatore districts has performed well in terms of human development index, Dharmapuri, Viluppuram and Perambalur continue to be least performers.

In terms of distribution of infrastructure, employment, access to banking, household amenities etc, wide disparities are observed among the districts, among Taluks. The State could improve the human development only by addressing such regional disparities, gender disparities. The proposed Tamil Nadu Human Development report would analyse the causes for such imbalances so that they could be addressed in a planned manner. It is planned to bring out Tamil Nadu Human Development Report - 2013 to analyse the human development status. The theme for the TNHDR-2013 would be decided through stakeholder consultations. The report would analyse the disparities regional, gender and social group.

The State has been a forerunner in implementing social welfare programmes. More than 40 per cent of the plan expenditure is for social development. The State fares well in terms of health attainments, educational attainments, infrastructure development. The persistent inter-district and intra-district disparities throw light on the efforts to be continued so as to take the State in the high-growth trajectory.

#### 1.2 Preparation of District Human Reports

The State has proposed to prepare District Human Development reports for all districts. The State Planning Commission has initiated collection of HD Statistics at the sub-district level. The current focus is on the districts which are lower than the State, so that the development concerns are addressed at the earliest. 14 districts have HDI lower than the State, would be taken up in a phased manner by involving research agencies, academia and stakeholders. The rest of the districts would be taken up simultaneously with the State funds.

### 2. Improving Service delivery through special studies

Service delivery is an essential feature for improving human development. The State has been implementing a variety of programmes for social development. However, the State is grappling with certain issues like anaemia prevalence among women and children, low access to sanitation



facilities in rural households, low enrolment in higher education etc. Though the State has achieved near 100 per cent enrolment and completion rates, often, the State has been facing second generation issues viz., quality of education. Hence, it is felt necessary to assess the impact of key programmes which are expected to improve the human development status.

### **2.1 Nutritional Status of Children**

The State was the first in the country to provide Nutritious noon meal to school children. The scheme was introduced with the twin objective of improving enrolments, nutritional status and poverty. The NFHS data shows still one-third of children under-five are malnourished. When this is addressed in right time, these children could perform better in health and academics. Addressing the bottlenecks in the programme would help the State reorient the programme to reduce malnutrition in the State. A pilot study has been conducted in Perambalur district initiated by the District Collector; to assess the nutritional status as per WHO standards would be studied for its suitability to upscale. A sum of Rs. 25 lakhs is proposed for this study.

### **2.2 Status of Education – Towards Quality Improvement**

The State has achieved hundred per cent enrolment rates in the primary and upper primary education. The enrolment rates in the high school and higher secondary education has been near hundred per cent. Having achieved these goals, the State is addressing the second generational issues, quality, skill development and employability. The disparities in enrolment across region, educational outcomes would be assessed by this Study. It is assumed that the findings of the Study would help to improve the quality of education. The proposed cost for the Study is Rs.25 lakhs

These two studies are proposed to be conducted for the State so as to make policy decisions based upon the findings. The norms adopted by UGC/ UPC will be followed in awarding the studies.

### **3. Capacity Development**

The State's Twelfth Plan focuses on inclusive growth by bridging inequalities. In order to achieve the goals and targets of the Twelfth Plan, SPC would take up close monitoring of the plan programmes, their outcomes for suggesting mid-course corrective measures. Infusing human development concepts in plan preparation, budget analysis, gender-audit, data analysis, preparation of human development reports, would be the focus areas for capacity building at State Planning Commission and District Planning cells. For the district level officials capacity building programmes for Improving Service delivery, outcome-based monitoring and convergence, analysis of human development status, addressing intra-district disparities in attainments would be the focus of the capacity building programmes. Consultations with the sectoral heads to identify the training needs and specific programmes would be organized. Detailed training modules would be prepared.

Capacity Development Programmes for the State, District level functionaries, on human development, budget analysis, data handling and related issues would be organized.

### **4. Advocacy**

Strategies for improving Human Development / Best practices would be documented/ filmed and disseminated among the stakeholders. Consultations with stakeholders on HD issues will be organised at the State/district level. Short films on HD would be produced and telecast through



local television channel. Similarly PRI leaders would be taken to better performing panchayats and places of best practices as Exposure visits,

The following table presents the list of intended training programmes Advocacy programmes

Topic	Objective	Target Group	Programme
Human Development & Gender	Senitise the policy makers, PRI leaders on the concepts, measurements, linkages with programmes & policies	Policy Makers PRI representatives	State level Consultation Training Programmes
Financing Human Development – Expenditure for HD – Budget Analysis	Knowledge sharing on the Investment options for impacting HD	Officials from the Finance, Planning, key HD related departments	Workshops/ Training Programme
Service Delivery & Human Development	Underlining the significance of service delivery in improving HD	District level functionaries PRI leaders	State Level Workshops / Training Programme
Gender Budgeting & Gender Audit	Sensitise the planners, on the concepts, practice of Gender Budgeting	Officials from Planning, Finance, Departments SPC,	Workshop/ Training Programme
Millennium Development Goals	Assessing the achievements / shortfalls to chalk out future strategies	Stakeholders / Sectoral departments/ NGOs /Students	Workshop/ Seminars
Monitoring Human Development	Identification and Establishment of monitoring system for Human Development at the sub-district level	Officers from the Department of Economics & Statistics, Health, Education, Nutrition, Rural Development, Agriculture, Industries,	Workshops/ Consultations
Tools for Data Analysis	Analysis of HD data	District Planning Cell /State Planning Commission	Training Programme
Development Indicators and Alternate parameters	Identifying alternate indicators for economic parameters such as income poverty	Academia/ Economists	Consultations

### 5.Strengthening Statistical Systems

With an objective of bringing out the human development attainments in a continuous basis, generation of data on human development parameters, it is planned to bring out statistical bulletins on HD parameters. The Statistical Handbook of districts would be studied in detail, so as to



identify other human development parameters to be included so that the HD status of the district could be reckoned readily and monitored continuously.

The recent exercise on identification of backward areas for implementing the State Balanced Growth Fund has highlighted the importance of building sound database at the village panchayat/ sub-district level for formulating strategies to address disparities. The existing database of various district functional units would be studied and a systematic reporting would be established. Creation of databases at the village level, building up the database at block level, taluk level and district level, dissemination of data periodically would be taken. The Statistical Handbook brought out by the Department of Economics at the district level would be studied in depth and inclusion of sex-disaggregated data and parameters for continuous monitoring of human development status would be contemplated. In this initiative, efforts would be made to converge with the India Statistical Strengthening Project implemented by the Department of Economics and Statistics.

Human Development monitoring & publication of HD data on a continuous basis

Building Community Monitoring tools for village panchayat level/ block level analysis.

## Budget

(Rs. In lakh)

	Activity	State	PC-UNDP	Total
1	Preparation of Human Development Reports			
1.1	Preparation of State Human Development Reports	0	30	30
1.2	Preparation of District Human Development Reports	120	0	120
2	Strengthening Statistical System	5	20	25
3	HD Advocacy	20	25	45
4	Research studies			
4.1	Study on Nutritional Status	25	0	25
4.2	Study on Educational Status	25	0	25
5	Capacity Development	5	25	30
6	Project Management	40	20	60
	<b>Total</b>	<b>240</b>	<b>120</b>	<b>360</b>



# Human Development : Towards Bridging Inequalities

## Tamil Nadu - proposed Activities with Cost Estimate in Rupees lakh

Components	Activities	2013		2014		2015		2016		Total (2013-2016)		Total Budget (2013-16)	% of Project budget	
		PC-UNDP	State	PC-UNDP	State	PC-UNDP	State	PC-UNDP	State	PC-UNDP	State		PC-UNDP	State
1: Preparation of State/District level Human Development	(i) TNHHR 2013	20		10						30		30	8.33%	
	(ii) Preparation of DHDRs for all Districts		50		50		20				120	120		33.33%
2: Strengthening State Statistical Systems & monitoring of HD														
3: Human Development Advocacy		5	5	5	5	5	5	5	5	20	5	25	5.56%	1.39%
4: Research studies:	(i) Nutritional Status of Children		10		10		3		2		25	25		6.94%
	(ii) Status of Education		10		10		3		2		25	25		6.94%
5: Capacity development		10	2	10	2	5	1			25	5	30	6.94%	1.39%
6: Project Management Expenses	(UNDP=a+b+c), (State=C+D)	5	10	5	10	5	10	5	10	20	40	60	5.56%	11.11%
	Manpower (a+b)	4.8		4.8		4.8		4.8						
	Project Assistant (a)	3		3		3		3						
	Accounts-cum-Administrative support (b)	1.8		1.8		1.8		1.8						
	General Travel (C)	0.2	6	0.2	6	0.2	6		6					
	Postage/ Telephone, References (d)		4		4		4		4					
Total Project Budget		49.8	92	44.8	87	24.8	42	19.8	19	120	240	360	33.33%	66.67%