

Multi-year funding framework: report on UNDP performance and results for 2004

Annex 1

Analysis by service line

A. Achieving the MDGs and reducing human poverty

Service line 1.1

MDG country reporting and poverty monitoring

1. This is the most prevalent service line under this practice, accounting for over one quarter of all poverty practice interventions. Relative to the last MYFF, UNDP has become more engaged in this service line, providing a broader basis for advocacy on development priorities. However, the evidence on prioritizing capacity development or influencing national policymaking remains thin.
2. Of the three core results, UNDP support to establish statistical capacities and analytical processes for regular MDG reporting is the most extensive, accounting for 45 per cent of all service-line results. Putting out MDG reports dominates this category, however. Statistical capacity building, illustrated by the statistical literacy project, should become more prominent in the future.
3. The second most prevalent core result is preparing human development reports addressing national priority issues, accounting for a 31 per cent of all results. Together with MDG reports, the extensive publication of national human development reports (NHDRs) means that UNDP has become increasingly focused on reporting and monitoring relative to other poverty practice activities. In this area, there are notable innovations such as the Racial Atlas for Brazil or the regional and municipal HDR for Santa Cruz, Bolivia.
4. The topics of NHDRs are wide-ranging, often reflecting past themes of the global HDR or responding to national priorities. Systematic thematic links to the MDG framework are less apparent, however. The effect of such influential advocacy tools as the MDGs and NHDRs on national policy-making or poverty reduction strategies also needs thorough examination.
5. The third core result for organizing national events and dialogue on major development issues is tied mostly to the other service-line results, for example launching MDGRs, NHDRs or global HDRs. Such events have sparked some creative initiatives, such as the contest on human development among journalists in the Russian Federation or debates on media freedom in Guinea-Bissau.
6. Holding events and dialogues is not difficult: in over 70 per cent of the cases, full achievement was reported. In addition, publishing an MDG report was fully achieved in 53 per cent of the cases. However, publishing NHDRs appears to be somewhat more involved: full achievement was attained only 45 per cent of the time.
7. More effective standards for planning and measuring achievements, in terms that include developing capacity or national ownership, should be instituted for this service line. This would imply that the criteria used in the design of programmes become the same as the criteria used to assess performance. For example, for the whole service line, there was high emphasis on the driver for developing national capacities in only 39 per cent of the cases and for enhancing national ownership in only 42 per cent of the cases. Promoting gender equality was even more problematic, with high emphasis on this driver featuring in only 20 per cent of the cases and low emphasis in 37 per cent. In contrast, there was high emphasis on forging partnerships in 80 per cent of the cases. For the drivers where emphasis is low, greater attention to prescriptive guidance in strategic programming and substantive planning may be considered.
8. The biggest challenge for UNDP support in this service line is to help lay the foundation for influencing the policy content of national poverty reduction strategies. Both MDGRs and NHDRs need to be more linked to such strategies, with MDGRs highlighting human development shortfalls and NHDRs mounting the policy advocacy to address these shortfalls.

Service line 1.2

Pro-poor policy reform to achieve MDG targets

9. While the report on the MYFF 2000-2003 stated that “UNDP has dramatically enhanced its support to national policy frameworks” (p. 5), this progress slowed in 2004 as the organization significantly enhanced support to MDG monitoring and reporting. This service line now accounts for 10 per cent of all poverty practice activities. However, its significance should rise as UNDP addresses the need to link national poverty reduction strategies to the MDGs and helps draw out the policy implications.

10. This service line has one core result, which is for preparing a poverty reduction strategy/PRSP through a substantive participatory process to ensure clear linkages with human development and the MDGs. Clearly, this result has three dimensions: (i) a ‘substantive’ process; (ii) a ‘participatory’ process; and (iii) ‘clear linkages’ with development goals. Country offices have continued their support to participatory processes and taken up the challenge of linking PRSPs indicators with MDGs but have made only modest progress in influencing the ‘substance’ of PRSPs. The statement in the supplementary report on the MYFF 2000-2003 that “more needs to be done to strengthen governments’ capacities to develop home-grown pro-poor policies and budgets” (p. 4) remains a major challenge.

11. Most of the work on this front has been done through global or regional programmes, such as the Macroeconomics of Poverty Reduction regional programmes in Asia and the Pacific and the Arab States and the global initiative with the ILO on Employment for Poverty Reduction. Considerable progress has been made in some countries, such as Tanzania, where UNDP reports on support to the review of the first PRSP, formulating the second and linking it to a medium-term expenditure framework.

12. Several country offices, such as those in Ethiopia, Ghana, Kenya, Tajikistan and Yemen, report collaboration with the United Nations Millennium Project on MDG needs assessments, but this effort has not yet registered a clear impact on the ‘substance’ of poverty reduction strategies. Related to this challenge, some country offices, such as those in Burkina Faso, Burundi and Lesotho, have supported long-term development visions. However, the main task now is to make such visions relevant to the MDGs and make them operational, such as through 10-year MDG strategies and five-year medium-term expenditure frameworks.

13. In Ghana, UNDP has supported poverty and social impact analyses in order to influence the PRSP policy agenda, and in Lao People’s Democratic Republic it has supported workshops on prioritization and costing in order to convert the MDGs and the PRSP into operational plans. However, few country offices have found such means to exert influence. This will change as the results of MDG monitoring and needs assessments are translated into national policy frameworks.

14. Country offices report that for this service line 50 per cent of annual targets were fully achieved—an above-average achievement. In addition, compared to other service lines, this one had the highest emphasis on the drivers for developing national capacities, enhancing national ownership and fostering an enabling policy environment. It also had the highest emphasis on promoting gender equality, but high emphasis on this driver still featured in only 31 per cent of achievements.

15. While such results are promising, UNDP needs to provide systematic support to pro-poor policy reforms and national ownership of poverty reduction strategies. This is essential to accelerating the progress of countries towards the MDGs.

Service line 1.3

Local poverty initiatives, including microfinance

16. While the report on the MYFF 2000-2003 notes “a greater upstream focus on policy advisory services and capacity development” (p. 13), in 2004 UNDP continued to give widespread support to diverse local poverty reduction initiatives. Among such initiatives, microfinance remains the most coherent and the most clearly linked to national policy. The great diversity of these initiatives results, no doubt, from responding to varying national conditions, but their alignment with UNDP corporate priorities and expertise is not always clear.

17. Yet this service line remains the second largest, accounting for 17 per cent of all poverty practice activities. While it follows the service line for MDG reporting and poverty monitoring, it still lags behind support to pro-poor policy reforms. This pattern is surprising since the Supplementary Report on the MYFF 2000-2003 indicated that UNDP had “progressed... from scattered poverty reduction projects at the local level to a greater focus on support to national policy frameworks...” (p. 3).

18. Microfinance does impart some strategic focus to this service line since it accounts for about one third of all activities. The ‘microfinance’ core result is expressed as “inclusive financial sectors with sustainable microfinance fully integrated”. Such wording could imply a broader concern with financial institutions but in practice, the great majority of results relate to microfinance. In some countries, such as Madagascar, UNDP has progressed to supporting national microfinance strategies; and in others, such as Nigeria, it has helped establish microfinance units in central banks. In many countries, such as Mexico and Uzbekistan, UNDP is actively involved in developing microfinance capacities and expanding its outreach.

19. There is little strategic focus in the other two thirds of activities clustered under the second core result, i.e., undertaking “replicable local poverty initiatives, linked to policy change”. As suggested by the wording, the priority for UNDP now is to replicate local initiatives and link them to policy. There has been some success in replicating local pilot initiatives over a much broader area, such as centers for economic development in Mozambique or rural enterprise development in Bhutan or labour-intensive infrastructure projects in Kosovo and Romania, but much less success in influencing national policies for human development.

20. A major problem is that this category spans a broad range of disparate interventions, including income generation, job creation, local economic development, food security, agricultural and rural development, social services and targeting of social assistance – some of which UNDP has phased out as focus areas. In contrast to microfinance, there is little corporate direction to these interventions, summing up of lessons or systematic improvements in approach.

21. Achievements of annual targets for local poverty initiatives have been average: full achievement characterized half of microfinance initiatives and almost half of non-microfinance initiatives. Compared to the performance of other service lines, this one scored medium-range emphasis on all drivers of change. For promoting gender equality, for example, high emphasis featured in only 22 per cent of its intended outcomes. For all service lines, by comparison, the lowest emphasis for promoting gender equality was 10 per cent and the highest 31 per cent.

22. The main challenges for activities in this service line are to consolidate efforts – in line with the microfinance model – in a more limited set of corporate priorities, build up more systematic bodies of practice and give greater attention to influencing national policy frameworks.

Service line 1.4

Globalization benefiting the poor

23. The service line that is designated for “globalization benefiting the poor” encompasses a disparate collection of wide-ranging activities. The most promising initiatives are those attempting to link policies to human development. The most cutting-edge projects, related to a regional programme on trade, economic governance and human development, are located in Asia and the Pacific.

24. This service line accounts for just nine per cent of all UNDP poverty-related activities. It is divided into five core results, with the one designated for mobilizing external development finance accounting for about one third of the total of intended country programme outcomes. The two core results related to human development account for about 37 per cent.

25. For several countries in Eastern Europe and the CIS, such as the Czech Republic, Poland and the Russian Federation, ‘mobilizing external development finance’ has meant that they are being prepared to function as net ODA providers. One of the best examples of UNDP support to a recipient country is Afghanistan, where the capacities of the Ministry of Finance have been built to track donor assistance and integrate this information system into the national budget. However, support to policies on financial and capital flows is virtually non-existent. Among the limited number of initiatives aligning external aid with national development strategies, the most successful appears to be in Ethiopia, where debt management was strengthened and an aid management system organized.

26. For the core result on trade policies related to human development, most efforts take the form of standard support to promoting exports, securing market access or achieving trade integration. A few initiatives, such as in Bangladesh and Cambodia, are more innovative. In the former, for example, several studies were carried out for the government on such issues as the employment impact of the phasing out of the Multi-Fibre Agreement and the employment creation potential of export sectors.

27. For the core result that supports strategies to address the impact of globalization on human development, initiatives in Syria and Viet Nam are noteworthy. In Viet Nam, UNDP supported a study on the impact of trade liberalization on the poor and extensive studies on the impact of recent reforms on the service sector. In Syria, the study on the macroeconomics of poverty reduction offered policymakers practical recommendations on trade and industrial policies.

28. Except for the core result on mobilizing external development finance, rates of achievement of annual targets towards country programme outcomes are below average for this service line. Full achievement of results ranges from a low of 25 per cent to a high of 45 per cent across the core results. The service line also records below-average emphasis on drivers of development effectiveness such as developing national capacities or enhancing national ownership. It also scores low on seeking South-South solutions: 42 per cent of activities reported low emphasis on this driver while only 30 per cent reported high emphasis. High emphasis on promoting gender equality featured in only 10 per cent of all activities while low emphasis featured in 75 per cent.

29. There are a number of promising initiatives categorized under the globalization service line. Most seek to relate policies on trade, debt and intellectual property rights to human development outcomes. Work in other important areas, such as aligning ODA with national priorities or mobilizing more ODA for the MDGs, needs more systematic attention.

Service line 1.5

Private sector development

30. Private sector development is a new area for UNDP. Most of the activities listed under this service line, especially those for micro, small- and medium-scale enterprises (MSMEs), could have easily been listed under service line 1.3, local poverty initiatives. The microfinance initiatives listed under the private sector development service line could have also been grouped under service line 1.3

31. This service line accounts for the lowest percentage, seven per cent, of the total outcomes in the poverty practice. About 40 per cent of activities under this service line are devoted to supporting policies or laws for socially and environmentally responsible private sector development and about another 40 per cent is devoted to policies or legislation favouring MSMEs. The residual activities, which are related to strategies for inclusive financial sectors, belong with microfinance activities under service line 1.3.

32. The first core result, which is related to policies and laws to support socially and environmentally responsible private sector development, is the most distinctive. Many of the reported initiatives relate to the Global Compact. Among the most innovative are those in the Russian Federation, where a report on social investment was produced and a corporate social responsibility index for Russian companies was developed; and in India, where the Indian Partnership Forum was supported to develop a social code for business and hold high-profile events, such as on 'the bottom of the pyramid' approach. UNDP initiatives not related to the Global Compact cover a wide and disparate range of activities.

33. The second core result, which relates to enacting MSME-favourable policies and legislation, also encompasses a diverse spectrum of activities, ranging from community self-help groups in the Kyrgyz Republic to strengthening an SME development national centre in Armenia to support to a national competitiveness plan in Paraguay. However, there are few successes in influencing national policies and laws although this is supposed to be the focus of this core result. Country offices report full achievement on relatively limited initiatives.

34. For microfinance-related activities and socially and environmentally responsible private sector development activities, achievement of annual targets was about average. However, achievements were reported to be relatively high for MSME activities: about two thirds of targets were fully achieved. For drivers of development effectiveness, emphasis on enhancing national ownership was relatively low: only 35 per cent of results featured high emphasis on this driver. Emphasis on the other drivers was relatively moderate. However, for promoting gender equality, there was high emphasis on this driver for only one quarter of results and low emphasis for 55 per cent of results. Compared to the degree of emphasis on this driver in other service lines, this outcome, although clearly low, is not among the lowest.

35. The most coherent results in this service line relate to initiatives on corporate social responsibility. For other areas of work, such as support to MSMEs, there is little evidence of a clear corporate strategy. One major

challenge is to relate microfinance activities more systematically to poverty-focused private sector development. Another is to influence national policies and legislation related to private sector development, and give them a more pro-poor direction.

Service line 1.6

Gender mainstreaming

36. This service line accounts for 82 intended outcomes in 58 countries, one third of which are from the Africa region. Annual targets for 2004 fully and partially achieved range between 94 per cent in Latin America and the Caribbean region, 93 per cent in Europe and CIS, 88 per cent in Asia and the Pacific, 90 per cent in the Arab States and 73 per cent in Africa. Numerically, UNDP country programmes in Africa, and Asia and the Pacific account for the majority of outcomes. This service line allows for dedicated support on policy advocacy that promotes pro-poor and pro-women interventions; gender responsive budgeting and resource tracking in line with MDG targets; building women's leadership capacities from grassroots mobilization to participation in national dialogue and the increasing use of gender analysis and sex-disaggregated data in the design of policies, programs and operations. Relative to the MYFF for 2000-2003, UNDP has concentrated its efforts on sex-disaggregated data and gender analysis in the formulation of policies and in MDG reporting. The service line complements and adds value to the crosscutting driver for promoting gender equality that influences work under all service lines, by showing evidence of mainstreaming efforts that are necessary to achieve the goals of gender equality and women's empowerment.

37. Achievements towards all four core results indicate a high success rate with the highest achievement in women's leadership capacities, at 33 per cent, followed by influencing policy dialogue and national capacity building, at 32 per cent of all core results. In the core result of developing women's leadership capacities, a broad range of innovative and effective interventions were reported. These include achievements at the municipal level in Lithuania; at a key conference on women and leadership in the United Arab Emirates; in a crisis country like the Sudan where a successful 'women and politics' project was launched in 2004 with \$2.8 million raised from a donor Government; in India where local women leaders managed to negotiate in-depth reviews of mainstream programmes in partnership with academia, NGOs, World Bank and UNDP, and in Pakistan where a women political school program was established in 2004 as a result of a three year successful UNDP investment in a project on women's political participation that trained over 27,000 women councillors in districts across the country.

38. Achievements were also strong towards the core result for gender analysis and sex-disaggregated data integrated into MDG reporting and in the design of policies, programs and operations. UNDP has become increasingly supportive of the need for adequate tools to conduct gender analysis at the pre-planning and the pre-investment stages, for example in the preparation of the country programme in Morocco or the MDG report and national human development report in Albania. Several reports have included outcomes related to building institutional capacities of women's ministries (Cambodia); awareness campaigns leading to the protection of women from gender based violence (Jamaica) and the creation of knowledge resources on gender including specific reports, events, discussion fora and compilation of good practices.

39. In general, reporting under the gender mainstreaming service line was relatively high and it complements specific activities reported in the development driver on 'gender' across several service lines. It is noted however that, despite notable increase in commitments to gender equality and strong policy advocacy by women's groups, not many concrete actions and tangible results have been reported beyond greater awareness of gender gaps and the need to revert to gender analysis. Only 58 country offices out of 136 reported specific activities under this service line with annual targets fully achieved in about half of cases.

40. More rigorous standards for measuring achievement in this service line should be instituted for better correlation between higher investment in 'gender mainstreaming' and greater reliance in the 'gender driver' across all service lines. Improved capacities to conduct gender analysis and better use of sex-disaggregated data reported in this service line should be reflected in the quality of the country programs, CCA/UNDAF and MDG report and in the programmes, supported with adequate resources, under all the other service lines across core practice areas.

41. The main challenge for UNDP support in this service line is to create the capacities to influence policy content and increase programme resources allocated to women's empowerment. It is equally challenging to find adequate measures of women's empowerment while promoting greater integration of gender equality in

mainstream programmes rather than isolated interventions. It should be noted that gender mainstreaming is only a strategy with a set of tools that serve the purpose of setting a solid, consistent and systematic process leading to gender responsive development outcomes.

Service line 1.7

Civil society empowerment

42. This service line accounts for nine per cent of all country programme intended outcomes. Fifty-eight per cent of all results relate to civil society organization (CSO) participation in, and influence on, policy dialogue and the other 42 per cent relate to empowering CSOs on monitoring and advocacy for poverty planning.

43. The supplementary report for the MYFF 2000-2003 indicated that “UNDP is putting renewed emphasis on partnerships with civil society organizations on MDG monitoring, reporting and advocacy” (p. 4). This is borne out by the results for 2004. UNDP has helped CSOs play a more active role in monitoring PRSPs and participating in the MDG campaign. In Ukraine, for example, UNDP has helped CSOs set up a knowledge network on MDGs, and in Argentina and Uruguay UNDP has helped pioneer a civil society index to highlight the need for greater civil society participation in policy dialogue. Less progress has been made, however, on enabling CSOs to make substantive inputs into PRSP and MDG processes.

44. This continues a trend noted by the supplementary report: “UNDP...has so far been less effective in enabling [CSOs’] substantive voice to meaningfully influence the national agenda” (p. 4). There are, however, notable exceptions. In Bolivia, for instance, UNDP has supported a national dialogue, “Bolivia Productiva”, which has involved over 50 CSOs, and mobilized about 40,000 people, to discuss poverty reduction and influence the PRSP. In Serbia and Montenegro, UNDP has helped form NGO networks that have contributed policy papers on ten different PRSP themes and have undertaken monitoring of the strategy’s implementation.

45. The second core result, which records the development of CSO capacities for monitoring and advocacy in poverty planning and the empowerment of local organizations to influence local policy decision-making, sets demanding standards for achievement. There are few such results, for example, at the local level. An exception is the work of UNDP in Myanmar, where it has supported broad-based forums in over 1,600 villages and strengthened community organizations. At the national level, there have been some successes, such as setting up an NGO Resource Center in Lebanon, a fiscal policy observatory in Ecuador or CSO thematic networks on national reconciliation in Guatemala. However, these UNDP activities represent general support for CSO advocacy rather than full-fledged capacity development.

46. In general, the reported achievements in this service line were moderately above average. For CSO involvement in policy dialogue, 52 per cent of annual targets were fully achieved while for CSO engagement in monitoring and advocacy, 55 per cent were fully achieved. The emphasis on drivers for development effectiveness is also about average. However, the emphasis on enhancing national ownership was relatively low: only 29 per cent of the results reported high emphasis on this driver. There was a similarly low emphasis on seeking South-South solutions. For promoting gender equality, high emphasis featured in only one quarter of the results.

47. In order to promote civil society empowerment, UNDP needs to provide more capacity development of CSOs at the country level and greater support for CSO substantive engagement in the PRSP and MDG processes.

Service line 1.8

Making ICTD work for the poor

48. ‘Making ICTD work for the poor’ is a new service line for the poverty practice and accounts for about 8 per cent of the outcomes achieved by the practice. It was one of two service lines created when UNDP support to ICTD was re-focused to facilitate a closer alignment with the poverty reduction and democratic governance practices.¹

¹ In the results reported here, there is often an overlap across the two practices. This may be, in part, because the formulation of national ICTD strategies frequently includes e-government/e-governance as a core component and because some country offices may not yet be entirely familiar with the new service lines. e-government/e-governance components or programmes are included in outcomes reported for Afghanistan, the Dominican Republic, Ethiopia, India, Rwanda, Swaziland and Uzbekistan.

49. Activities undertaken under this service line were focused on achieving three core results. Overall, 51 per cent involved activities at the policy level, with a focus on formulating and implementing national e-strategies to facilitate increased access and foster use of ICT to achieve development goals. A further 24 per cent were reported as being focused on facilitating greater participation of civil society, the private sector and other social sectors in policy/strategy development and implementation related to ICT for poverty reduction and MDGs. About 25 per cent of the activities were listed as focusing on the integration of ICT into key development strategies and programmes (e.g. PRS/P, job creation, MSME, sustainable development). Annual targets were fully achieved in 50 per cent or more instances for the three core results.

50. Africa had the largest number of country offices reporting on this service line (15 of 53). The focus of UNDP support on formulating and implementing national e-strategies to facilitate increased access and foster use of ICT was relatively more important in the case of Asia and the Pacific and Africa compared to Europe and the CIS, Latin America and the Caribbean and the Arab States region. For country offices in the Arab States and Latin America and the Caribbean, integration of ICT into key development strategies and programmes was relatively more important (36 per cent and 30 per cent, respectively).

51. In terms of drivers of development effectiveness, emphasis on enhancing national ownership and participation of stakeholders was relatively strong. In global terms, UNDP support showed little emphasis on promoting gender equality, with about 66 per cent of support under this service line not addressing this priority in the terms identified by UNDP gender experts. Nonetheless, results reports from country offices indicated that efforts that addressed capacity development and access typically did incorporate gender-sensitive considerations under this service line, as was evident in the country office results reports from Burkina Faso, China, Jordan and Romania.

52. Programmes were supported by the ICTD thematic trust fund in Cambodia, the Dominican Republic, Latvia, Swaziland and Venezuela, and by the governance thematic trust fund in the case of Mauritania.

53. The development of national ICTD strategies was harmonized with the objectives of national poverty reduction strategies in various instances (Azerbaijan, Mauritania and Moldova); ICT explicitly integrated into the poverty reduction strategy (Bosnia); and/or viewed as contributing to poverty reduction objectives through enhancing livelihoods, delivery of social services (for example, pension systems in Azerbaijan, and public service delivery in Samoa and India), connecting rural and local communities (China, Jamaica, Jordan, Morocco, Mozambique, Romania and Syria). They also contributed to the achievement of education objectives and/or training and capacity development (e.g., Afghanistan, Brazil, China, Egypt, Ethiopia, Peru, Romania and Syria). More could be done, however, to enhance synergies with the priorities outlined in the poverty reduction strategies and MDGs action plans.

B. Fostering democratic governance

Service line 2.1

Policy support for democratic governance

54. This service line represents activities that deal with multi-faceted democratic governance and policy issues, such as constitutional reform, democratic dialogue and multi-sector governance programming. The addition of this area of work as a service line for fostering democratic governance appears to have been justified, with 49 country offices reporting support in this area. The majority of support under the service line (60 per cent of intended outcomes) relates to the core result for national dialogue on responsive governance and democratization, including in post-crises and transitional countries. UNDP support for the second core result – for broad-based national governance programmes, reflecting poverty reduction objectives agreed by stakeholders – comes in a distant second (32 per cent of support). Nearly 9 per cent of all support under this service line related to neither core result. Much of this support addressed dialogue on the role of political parties in the democratic process.

55. The service line demonstrates important versatility in its use by country offices in the various regions. For example, in Latin America, UNDP support was characterized by policy discussions around the regional democracy report to facilitate democratic dialogue. This was of particular value in post-conflict countries and in supporting political parties as institutions of governance. The nature of this support relates and reinforces UNDP support under other service lines in fostering democratic governance, including the parliamentary development and electoral systems and processes service lines. In Africa, the biggest user of this service line,

policy support for democratic governance is tapped in a more traditional way to initiate policy change or complement ongoing democratic governance initiatives. In the Arab States region, the service line is being used to address issues of democratic governance—sometimes at very high levels of policy making—rather than address them head on through some of the other service lines. This versatility would seem to indicate that UNDP support to policy development for democratic governance is fulfilling a needed role by complementing efforts under other service lines and providing a ‘home’ for innovative, catalytic or high-level initiatives that are not easily categorized in other areas.

56. Whereas country office results reports demonstrated that there was a high to medium emphasis on nearly all drivers in the policy support area, there are three noteworthy observations. The first was the low emphasis on promoting gender equality. Forty-eight per cent of achievements in 2004 under this service line were cited by country offices as having a low emphasis on promoting gender equality (based on the criteria established by UNDP gender experts). The relatively low emphasis on gender equality is consistent with other service lines in democratic governance. In regional comparisons, country offices in the Europe and the CIS region tended to place the greatest emphasis on promoting gender equality. Here, three of the six intended outcomes under this service line reported high emphasis. Second, there was also a low to medium emphasis on seeking South-South solutions (54 per cent of achievements in 2004 placed either medium or low emphasis). Finally, on the positive side, there was a very high (79 per cent) emphasis on forging partnerships for results in this service line.

57. Policy support services for democratic governance are amongst the most sensitive and challenging of UNDP services, requiring the engaged and skilful involvement of United Nations system wide leadership. Our ability to provide quality and impartial technical advice to political leaders, and broker dialogue in crisis situations remains a continuous challenge that we must be prepared to meet. For this reason, UNDP is now working towards introducing new internal capacity development modules through its Oslo Governance Centre, in partnership with top-quality research institutions specialized in governance innovation. Executive leadership training in democratic governance will allow UNDP senior managers at the country level to program governance support in a more integrated manner and with a growing level of sophistication, complexity and innovation.

Service line 2.2

Parliamentary development

58. Parliamentary development is a solid and established pillar of the democratic governance practice. The past few years have witnessed a steady growth and shift in the UNDP parliamentary development portfolio, now increasingly comprised of activities that “realize the representative duties of elected members”. While this transformation in services is consistent with the implementation of a rights-based approach to parliamentary development, further analysis needs to be undertaken to ensure that it does not just represent an over-emphasis on the needs of parliamentarians, with less attention to the capacity requirements of institution and their role within a broader governance context. More attention also needs to be given to parliaments as venues for conflict prevention and conflict resolution in post conflict situations.

59. Of the 52 country offices reporting achievements in parliamentary development, the lion’s share is in the Africa region (26). Significantly, the number of country offices reporting achievements in parliamentary development has grown by 25 per cent since 2001, with most of this growth occurring within the Arab States Region (now seven country offices report achievements). This is also a region where the UNDP global and regional governance programmes have joined to support regional parliamentary collaboration and make knowledge on parliamentary development more accessible in Arabic.

60. Country office results reports demonstrate that the majority of intended outcomes associated with parliamentary development correspond to the core result that envisions parliament functioning in a way that realizes the representative duties of elected members (58 per cent of all intended outcomes under this service line) and the core result that addresses mechanisms of oversight and accountability (26 per cent). This is a marked shift from past trends, where parliamentary development efforts were largely centered on achieving results relating to legislative functions.

61. The statistical picture of progress in achieving annual targets towards intended outcomes is similar for parliamentary development as it is with other governance services, with nearly all country offices reporting full or partial achievement of annual targets. 46 per cent reported full achievement, versus 48 per cent partially

achieved and only six per cent no achievement. Given that support to parliaments is particularly vulnerable to interruption from political events such as elections, rates of achievement of annual targets are at good levels.

62. Whereas responses demonstrated that there was a high to medium emphasis on nearly all six drivers of development effectiveness in the parliamentary development service line, there are two noteworthy observations. The first is a particularly high emphasis (72 per cent of all responses) on forging partnerships for results. This reflects the positive impact of global partnerships with inter-parliamentary bodies, NGOs and other parliamentary service providers in country programming, as well as the trend towards inter-parliamentary cooperation. The second is a particularly low emphasis on promoting gender equality (28 per cent). In no region did the outcomes report a high emphasis on gender equality. Country offices in Africa demonstrated the greatest emphasis on gender equality at 35 per cent. In fact, in Latin America and the Caribbean, all five outcomes indicated a low emphasis on gender equality. These findings suggest that despite considerable corporate efforts to mainstream gender and focus parliamentary development efforts on issues of gender equality, these efforts are having limited impact. They also resemble results across the practice of fostering democratic governance.

63. One of the key challenges facing UNDP support to parliamentary development is the strengthened integration of parliamentary cooperation with other aspects of governance work. This is especially the case with respect to enhancing parliaments oversight capacities as donors increase direct budgetary aid. Policy tools to strengthen parliament's role in budget oversight, in PRSP processes and in national anti-corruption efforts have been developed and more country offices are working in these areas. Deepening the quality of support and developing effective strategies remain critical challenges as UNDP moves forward. The seamless integration with work on constitutional reform, dialogue, elections and the inclusion of parliamentary development in the package of post conflict support have also become priorities for the governance practice over the next few years, and ambitious efforts are being undertaken to address this challenge through both policy and practice.

Service line 2.3

Electoral systems and processes

64. There has been a 19 per cent increase in the number of country offices working in this service line since 2002. Relative to UNDP support in this area during 2000-2003, work under the service line is being channelled progressively into two streams—first, providing long-term capacity development support to professionalize electoral management, and second, providing policy advice on how to enhance the participation of under-represented groups—particularly women—in electoral processes. It remains to be seen, however, whether this trend affects the overall resources available for electoral support, as the bulk of resources have tended to enter through the mechanism of UNDP coordination, which is showing a slight relative decrease.

65. Country office results reports demonstrate that the most popular core result in the service line is “legal and institutional frameworks that enable free, fair, transparent and sustainable elections at all levels in place,” which accounts for 46 per cent of all service line results. This typically includes support to electoral management bodies, their regional iterations and public administrations in charge of administering elections, as well as support to reform of electoral laws and processes such as voter registration.

66. The core results of voter and civic education for democratic rights and responsibilities, and the coordination of electoral assistance, account for 25 per cent and 18 per cent of all service line results respectively. The support reported under voter and civic education, however, warrant closer examination for their relevance to the core result. For example, a number of country offices reported on the facilitation of workshops and conferences with government and political parties to promote debate and develop consensus for electoral reform within this core result when it would more appropriately fall under policy support for democratic governance. Country offices might, however, be reporting on the more genuine civic and voter education initiatives under institutional support (when voter or civic education is undertaken by an electoral commission, for example) or under women's participation (when the focus is supporting civil society groups to get out gender targeted voter and civic education messages).

67. Although the core result to increase and sustain women's participation in elections as voters and candidates continues to be least prominent, representing 13 per cent of all results under this service line, it demonstrated a noticeable increase in activity in 2004 and is now almost on par with the traditional ‘first’ role of UNDP in elections—namely that of coordination. The upward trend in supporting women's participation is most marked

in two regions: the Arab States, and Asia and the Pacific, suggesting a strengthened niche for UNDP linked to MDG3.

68. Country offices are reporting fairly tempered rates of achievement of annual targets towards country programme outcomes in the service line, with the global figures standing at 55 per cent reporting full achievement; 35 per cent partial achievement; and 10 per cent no achievement. The progress reported across regions reflects interesting trends, with progress in Africa demonstrating an expected distribution of achievement given the volume and variety of support UNDP provides, while the Arab States and Europe/CIS regions have so few results to report on that the progress reported is skewed towards the positive. Interestingly, Latin America and the Caribbean has reported mixed progress towards results, perhaps in part given the longer timeframe typically associated with electoral projects in this region.

69. As in most of the other service lines in democratic governance, achievements in 2004 in electoral support placed greatest emphasis on forging partnerships for results, with 70 per cent of achievements in this area reporting high emphasis. By contrast, 43 per cent of achievements under this service line registered low emphasis on promoting gender equality. The Arab States region, where 67 per cent of outcomes are to promote women's participation in elections as voters and candidates, reports 67 per cent medium and 33 per cent low emphasis on promoting gender equality. This indicates a need for further examination into how UNDP is mainstreaming gender.

70. Perhaps the biggest challenge for UNDP support in this service line for 2005 and beyond will be to balance the qualitative and quantitative aspects of the UNDP role in electoral systems and processes. The increase in UNDP activity in support to electoral institutions and processes may point to a growing internal capacity to provide knowledge-based qualitative support and leverage United Nations and other partnerships in doing so. At the same time, however, the traditional UNDP roles of coordination, resource mobilization and management in elections will need to be retained and managed. There is also the likelihood that a third stream will develop in the coming years—namely, support for local elections. Approximately 14 per cent of the country offices reporting electoral support include some kind of support to local processes. This is a trend to watch for the future, as local elections tend to address issues of immediate concern to the daily lives of citizens but also, as lower profile exercises, tend to suffer more severe resource constraints and need to justify their usefulness in order to compete with other national priorities for scarce resources.

Service line 2.4

Justice and human rights

71. Justice and human rights has become the second largest area of support under democratic governance with 83 out of 130 country offices reporting. The growth over the past years has been marked given this area of support first appeared in the agenda and mandate of UNDP in 1998. The expansion of support has benefited from, among other factors, global advocacy efforts of the Secretary-General, culminating in the United Nations programme to strengthen United Nations support for the promotion and protection of human rights worldwide, as well as from joint OHCHR/UNDP initiatives such as the HURIST programme. UNDP should however become more pro-active in applying a human rights-based approach to programming based on United Nations-wide common understanding.

72. The service line focuses on a number of core results. The majority of intended country programme outcomes associated with justice and human rights correspond to (core result 1) access to justice (40 per cent) and (core result 2) building national systems for the promotion and protection of human rights, including civil society organizations (32 per cent). The trend towards core result 1 is particularly strong in Asia and the Pacific (61 per cent) and Latin America and the Caribbean (48 per cent) in which communities of Practice have been established with a focus on access to justice. Examples include the rehabilitation of prison inmates and training of judicial professionals in Timor Leste and the implementation of pilot courts in Yemen. Core result 2 is the primary objective of support provided in Europe and the CIS (50 per cent) where a strong community of practice exists concerning support to national institutions (ombudsmen and human rights commissions). Results of UNDP support in the Arab States and Africa regions provide a relatively balanced picture. The strengthening of constitutional justice through capacity development of the court, public defenders and ombudsmen in Georgia are examples of some of the results achieved.

73. UNDP is also increasingly involved in transitional justice and security sector reform (core result 4, 14 per cent). Key achievements include increased access to justice in Sierra Leone through the expansion of

courts and sensitization programmes on justice and human rights, and the implementation of community-based policing in Albania. Moreover, in addition to the outcomes reported directly under core result 4, many other outcomes reported under the other core results of service line 2.4 are of direct relevance to justice and security sector reform, both in more stable environments and in crisis and post-conflict countries.

74. Figures around the application of a human rights-based approach (9 per cent) (core result 3) are low. Explanation for this might be found in the fact that a human rights-based approach is framed as a process, outcome and methodology rather than as a core result. The human rights-based approach as a 'driver of development effectiveness' in programming may yield greater influence in work on the ground and yield performance information of greater value.

75. Of 117 intended outcomes reported by country offices under this service line, 51 per cent reported full achievement of annual targets, with 39 per cent partially achieved. The data with respect to Africa (only 33 per cent fully achieved) seem to be somewhat at odds with those provided by colleagues in other regions. This is probably due to the larger sample, as well as the balanced division among different core results (in contrast to support in Asia and the Pacific, Europe and the CIS and Latin America and the Caribbean). The overall findings resemble progress achieved in most other service lines under the practice for fostering democratic governance.

76. Whereas country office results reports demonstrated that there was a high to medium emphasis on nearly all drivers under this service line, there are two noteworthy observations. The first is a particularly high emphasis (72 per cent of all responses) on forging partnerships for results. The second is a particularly low emphasis on promoting gender equality (26 per cent) in all the regions where UNDP provides support under this service line. Country offices in the Arab States region demonstrated the highest emphasis on promoting gender equality, with 37 per cent of achievements supported by UNDP in this region registering high emphasis on gender equality. These findings suggest that more collaborative work needs to be done to explicitly integrate gender and women's rights in the processes and programmes supporting the promotion, protection and realization of human rights.

77. In addition to the above, the biggest challenge in the near future for UNDP support in this service line is to ensure sufficient capacity and support in response to the exponential growth in demand from country offices for quality services. It will be particularly challenging to develop a consistent and systematic package of support carving out a UNDP niche in the area of justice and human rights within the context of the larger United Nations System, particularly in view of the recent Report by the Secretary-General, *In larger freedom; towards development, security and human rights for all*, which stresses that, "we will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights".

Service line 2.5

e-Governance and access to information

78. This is a relatively new service line and 31 country offices reported achievements towards intended outcomes in this area. In terms of the country office activity by region, UNDP support was relatively more prominent in Europe and the CIS, Asia and the Pacific, and the Arab States, than in Africa and Latin America and the Caribbean.

79. Of the three core results, increase in the transparency and accountability of government functions to civil society and development is the largest, accounting for 63 per cent of the total results reported under this service line. e-government programmes with a focus on service delivery and access to public information were the key activities. In the future, a shift towards more citizens networking and the development of an independent media should take place.

80. The core result for citizens' participation, especially of vulnerable groups, in policy dialogue through enhanced access to information, accounted for 34 per cent of the total results reported. The core activities here were centered on issues of access to information and fostering citizens' participation in the various governance issues.

81. What can be gathered from the current support reported here is the trend that quite a few country offices are focusing their efforts on enhancing transparency and accountability of government services to civil society.

82. Of the 34 intended outcomes reported on, 62 per cent registered full achievement of annual targets, 29 per cent reported partially achieved annual targets and nine per cent reported the projects as not having achieved progress. The trend in progress by region demonstrates that Europe and the CIS region, along with Asia and the Pacific are at the higher end of progress.

83. Looking at the aggregate view by emphasis on the drivers of development effectiveness, the greatest emphasis was placed on developing national capacities, enhancing national ownership, advocating for and fostering an enabling policy environment, and on forging partnership for results. This was especially evident in UNDP support to countries in Asia and the Pacific, and in Europe and the CIS. Country offices in the Africa region tended to place low to medium emphasis on all the drivers. Country offices in the Arab States region, along with the Latin American and Caribbean region placed strong emphasis on forging partnerships for results, and on enhancing national ownership. Overall, South-South solutions were only given moderate emphasis in results pursued under this service line, while the promotion of gender equality was given least emphasis of the six drivers across the regions.

84. The key challenge for UNDP support under this service line is to be able to differentiate itself from related service lines that could provide similar support. Shifting the focus away from ICT and instead placing stakeholders and institutions as the core could achieve this. In particular, a focus on citizens networking via ICT, including access to information and knowledge, could become a critical entry point for UNDP programmes under this service line.

Service line 2.6

Decentralization, local governance and urban/rural development

85. The greatest concentration of UNDP work in the democratic governance practice is in the area of decentralization and local governance, both globally and in each of the five regions. Whereas UNDP has traditionally worked at the national level with central ministries, strengthening of sub-national and local governance has grown continuously over the past 15 years and is now a major part of UNDP business. UNDP support sustains both the central governments' agendas towards devolution and the local capacity development efforts in towns, villages and cities. A good example is the support provided by UNDP for preparing the Department Development Plan carried out in the cities of Tarija and Santa Cruz in Bolivia, and the establishment of a knowledge management platform for local governance across Latin America and the Caribbean. Effective implementation of decentralization strategies includes mechanisms to ensure the transfer of resources to provincial and local levels. UNDP, in 2004, has been active in this area, achieving, for example, success in Bangladesh where the block grant model piloted by UNDP/UNCDF was adopted by the Government of Bangladesh announcing grants to all 4,500 union councils.

86. Ninety-five country offices across all regions reported support to decentralization, local governance and urban/rural development (similar to the years 2001-2003, nearly one-third of the country offices reporting on support in these areas are in Africa). The importance of this service line is due in part to the fact that all governance processes and institutions are in varying phases of decentralization and development of sub-national governments and other local actors.

87. Country office results reports demonstrate that the majority of outcomes associated with this service line correspond to core result 2 focusing on capacity and partnerships for policy formulation, service delivery and resource management (59 per cent,) followed by core result 1: Decentralization policies, including fiscal and legal frameworks, (24 per cent). The analysis of results suggests a blurred line between core results 2 and 3 (institutions and policies to improve local governance in urban and rural areas) – and may explain the low representation of UNDP support towards of core result 3. The basic conclusion is that, while UNDP provides significant support to national governments in the design of decentralization policies, its core support is in the area of capacity building at the local level, of local actors and sub-national institutions.

88. Of the 128 intended country programme outcomes reported under this service line, 56 per cent reported full achievement of annual targets, with 36 per cent partially achieved. These findings resemble progress achieved in most of the other service lines under the democratic governance practice, which ranges from 43 to 63 per cent. Rates of achievement are slightly higher under core result 2 related to capacity development and partnerships (60 per cent fully achieved) whereas the annual targets were fully achieved for core results 1 and 3 in 50 per cent and 47 per cent of the programmes respectively. The progress reported across regions varies

significantly with 70 per cent of annual targets fully achieved in Asia and the Pacific, with 37 per cent in Africa and 58 per cent to 67 per cent in the other three regions.

89. Country office results reports demonstrated that though there was a high to medium emphasis on most drivers in this service line, two key aspects clearly emerge. First, the emphasis on promoting gender equality stands out as particularly low. On average, 24 per cent of results achieved under this service line placed high emphasis on this driver based on the criteria introduced for 2004 assessments by UNDP gender experts. The emphasis on promoting gender equality ranges from 13 per cent and 17 per cent in Latin America and the Caribbean and Arab States, respectively, to 27 per cent to 35 per cent in the other three regions. As it is the case for several other democratic governance service lines, these findings suggest that despite considerable corporate efforts to mainstream gender and development efforts on issues of gender equality, these efforts are having limited impact. Second, the emphasis on forging partnerships for results, and advocating for and fostering an enabling policy environment, is high (on average 72 per cent and 61 per cent of all responses).

90. The major challenges of future programming as evidenced by the 2004 analysis is to support meaningful decentralization resulting in effective and accessible service delivery at the local level, especially for the poor, including women. The main, nascent, initiative in this respect is the strategy of 'localizing the MDGs' and blending the governance aspects of local capacity and institution building with effective results in addressing the HIV/AIDS pandemic, poverty and ensuring a sustainable environment and promoting local development.

Service line 2.7

Public administration reform and anti-corruption initiatives

91. Over the last decade, UNDP has been a leading provider of technical advice in public administration reform. In recent years, support in this area has grown as the links between public administration, capacity development, anti-corruption and achieving the MDGs have become better understood, and as other partners have increased their role in this field. This has led UNDP to reorient its position and identify types of support to programme country governments that can improve the prospect of lasting impact. Based on its comparative strengths, this gradual adjustment has resulted in a greater emphasis on improving the policy-making process, on anti-corruption initiatives and on mediation between governments, international financial institutions and bilateral donors. These are all areas in which the comparative strengths and neutrality of UNDP are valued. Anti-corruption initiatives are increasingly becoming an entry point for broader public administration reform.

92. While the present service line is not a perfect comparator to sub-goal 2.4 (public sector) in the 2001 and 2002 results-oriented annual reports, there appears to have been a decline in the number of country offices reporting on this service line, moving from 91 in 2001 to 86 in 2002 to the current 76. A third of the achievements in 2004 were in the Africa region, and a quarter were in Latin America and the Caribbean. Intended outcomes associated with the service line are fairly equally divided between the two core results (50 for core result 1 on public administration reform, and 44 for core result 2 on institution/legal/policy frameworks to improve accountability and transparency). Much of the decline in support came from country offices in Asia and the Pacific, consistent with a recent regional study that shows that in this region UNDP support is shifting strongly towards decentralization. Surprising, perhaps, is the continued strength in Europe and the CIS, where many countries seeking UNDP support in this area in 2002 will have joined the European Union. However, this could be explained by the fact that this is the only region where number of projects under core result 2 are in a majority (11 to 6), suggesting the key role of UNDP in the more politically sensitive area of anti-corruption.

93. Globally, 39 per cent of intended outcomes under this service line reported full achievement of annual targets; 46 per cent partial achievement; and seven per cent no achievement, with a higher proportion of annual targets fully achieved under core result 2. This might reflect the nature of support under core result 1, which typically consists of training civil servants, undertaking diagnostics of the public service, and introducing new management systems, which typically do not lend themselves to returns that are measurable in the short term.

94. With the exception of promoting gender equality, on which less than half of all achievements in 2004 towards intended outcomes placed high emphasis, UNDP support under this service line placed more or less even emphasis on all drivers. Strong emphasis was given to forging partnerships, with 75 per cent of all achievements in 2004 under this service line strongly emphasizing partnerships as key to the achievement of results. Emphasis on promoting gender equality differs quite considerably by region and core result, and achievements under core result 2 seem, overall, to give less emphasis to promoting gender equality. This runs

counter to the notion that anti-corruption initiatives should emphasize social engagement and a holistic approach. These findings suggest, first, that despite considerable corporate efforts to mainstream gender and focus public administration reform and anti-corruption efforts on issues of gender equality, there is still some way to go. Second, the innovative holistic approach of UNDP to anti-corruption initiatives is still in the process of being understood by country partners and donors, and the methodologies not fully adopted. This underscores the need for the current emphasis on developing guidance in this area that, among other aspects, uses the same criteria for setting performance expectations as are used to assess UNDP support in this area.

95. UNDP efforts to seek South-South solutions under this service line also require careful attention. More than 40 per cent of achievements under both core results were reported to have placed very little emphasis on this driver. Regionally, country offices in Africa relied relatively more on South-South solutions in work towards outcomes against both core results, which may reflect the corporate emphasis on this approach in the Africa region. Overall, this reflects the fact that the pressures on developing country government to apply 'northern' blueprints is still very strong. While this finding requires reflection and response, UNDP support under this service line appears to be placing a strong emphasis on encouraging national ownership, with more than 80 per cent of achievements in 2004 under this service line placing either high or moderate emphasis on this driver.

96. The biggest challenge for UNDP support in this service line is to develop the frameworks and guidance for staff at country offices to rise to the challenge of developing capacity at local levels for the MDGs. This will require an increased focus on public administration, with a particular emphasis on salary reform and service delivery mechanisms for poor people as well as developing policy-making capacity, and on preventing corruption as the flows of ODA and domestic investments increase.

C. Energy and environment for sustainable development

Service line 3.1

Frameworks and strategies for sustainable development

97. Ninety-eight countries were engaged in frameworks and strategies for sustainable development in 2004, and made progress on 125 outcomes. Thirty country offices in Africa reported support, compared to 13 in the Arab States, 17 in Asia and the Pacific, 18 in Latin America and the Caribbean, and 20 in Europe and the CIS.

98. Over 90 per cent of intended outcomes in this area were aligned to the three core results of this service line. Nearly half the intended outcomes (44 per cent) involved integrating sustainable management of environment and natural resources into PRSs or national development frameworks (core result 1). About the same number (38 per cent) was support to countries in design and implementation of national strategies for sustainable development (core result 2), while 12 per cent of outcomes were in setting country-specific targets for environmental sustainability in the context of the national MDG agenda (core result 3). This level of support indicates a significant positive trend, as the 2001 results had shown only five countries involved in integrating environment into PRSs. The number of country offices supporting national strategies for sustainable development appears to have remained stable.

99. Twenty-five country offices reported progress in assessing capacities to integrate commitments to multilateral environmental agreements on biodiversity, climate change and desertification conventions into national policy and implementation, essentially through the GEF-funded national capacity self-assessment programme. Many of the assessments focused on how to make the commitments mutually reinforcing or an integral part of national development policy. This is an encouraging trend as tangible progress in integrating environmental management and global commitments remains limited and slow.

100. With UNDP support, countries were increasingly involved in incorporating targets for the MDG on environmental sustainability (MDG 7) into national and local policy making. Related activities supported commitment to and achievement of MDG 7 through improvements in data collection and monitoring mechanisms, development of frameworks for public policy formulation on MDGs, and integrating sustainable development principles into policies and action programmes.

101. UNDP is the implementing agency for national adaptation programme of action (NAPA) projects in 29 LDCs to develop a country-wide programme encompassing immediate and urgent adaptation activities to address the current and anticipated adverse effects of climate change and extreme events. The low level of reported progress in 2004 in this area is disappointing given their potential.

102. The level of progress under this service line has been good overall. Of a total 139 intended outcomes with annual targets for 2004, 43 per cent reported full achievement of these targets, 47 per cent reported partial achievement and 10 per cent reported non-achievement. Full achievement of annual targets towards country programme outcomes is reported in integrating environmental considerations in the PRSs and NSDSs (44 per cent and 39 per cent respectively) and highest (62 per cent) in setting or refining targets and indicators for MDG 7. 10 per cent of annual targets towards intended outcomes were not achieved because of delays in funding. Progress in results is comparable across all regions with partial or full achievement higher than 85 per cent in all regions. Full achievement of outcomes was higher than 50 per cent in both Latin America and the Caribbean and Europe and the CIS.

103. In this service line, there are three noteworthy observations relating to the drivers of development effectiveness. The first is a particularly high emphasis (67 per cent of all responses) on partnerships in attaining results; the second is a very low emphasis on promoting gender equality (65 per cent recorded as 'low emphasis'); and third, the emphasis on South-South solutions was generally high for integrating environment in PRSs and NSDSs but very low on MDG7 target setting and monitoring.

104. While there has been a significant increase in support towards the integration of environmental sustainability into the PRSP, the achievements remain too timid. There is not yet convincing evidence of recognizing the contribution of environment and natural resources to poverty reduction achievements. In the context of the MDG 5 review of progress, given the alignment of donors behind the PRS process, the challenge is to operationally move towards MDG-based PRSs, where the contribution of environmental sustainability is recognized. The work under this service line demonstrates some successful efforts in mainstreaming environment in the core development agenda. However, there is a need for refining the core results under this service line so that they better emphasize country contexts and particular requirements for securing the environmental resource base.

Service line 3.2

Effective water governance

105. Thirty-five country offices reported achievements in effective water governance (service line 3.2), while support in matters concerning international waters – largely funded by the Global Environment Facility – involved at least the same number of countries. Regionally, this represents 11 countries in Africa, seven in Asia and the Pacific, six in the Arab States and in Europe and the CIS, and five in Latin America and the Caribbean. In addition, the global programme to develop knowledge networks supporting integrated water resource management has evolved to include over 80 countries.

106. There are three core results under this service line: (a) incorporation of water governance considerations into national frameworks, increase in efficient and equitable water resources management and water supply and sanitation service delivery; (b) improved access to water supply and sanitation and local management of water resources; and (c) trans-boundary dialogues to improve cooperation on shared water challenges. Country office results reports indicate that a majority of water governance outcomes involved support under core result 1 (42 per cent), while core results 2 and 3 each represent 24 per cent of support. Regarding rates of achievement of annual targets, of 35 total outcomes reported under this service line, 57 per cent reported full achievement, while 34 per cent were partially achieved.

107. In 2004, key UNDP achievements under core result 1 include supporting the incorporation of integrated water resource management into national level assessment and planning in 22 countries, the extension of the Cap-Net programme providing capacity development in integrated water resource management to include 83 countries, and support to the endorsement of the sustainable development strategy for the seas of East Asia by the member countries of the UNDP/GEF implemented partnerships for environmental management of the seas of East Asia.

108. Under core result 2, country offices reported progress in increasing the access of poor populations to an adequate, safe water supply and basic sanitation in 20 countries, through the provision or rehabilitation of water supply systems and/or the improvement of local management of water resources. Despite these achievements, the analysis shows that UNDP is falling short in providing sufficient support to water supply and sanitation service delivery (as well as energy service delivery) to contribute to progress on the MDGs. Strengthened efforts in this area are needed to make a significant impact.

109. Under core result 3 UNDP – primarily funded by the GEF – assisted 46 riparian countries cooperate to develop strategic action plans and cooperative frameworks for the management and development of 11 shared rivers. In addition, UNDP supported four countries to achieve the entry into force of the Convention on the Sustainable Management of Lake Tanganyika in Africa, designed to achieve the conservation and sustainable use of a unique shared resource, as well as working with 14 countries on the Convention on the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean, setting standards of responsible fishing of shared tuna stocks.

110. There is a particularly high emphasis on partnerships in the achievement of intended outcomes in effective water governance services (61 per cent of all responses), key achievements particularly in shared and international waters being founded on partnerships. There is a very low emphasis on promoting gender equality, and no country office reported a high emphasis on the driver in work under this service line. This observation is particularly disappointing given the significant effort UNDP has made in developing tools for gender equity for effective water governance.

Service line 3.3

Access to sustainable energy

111. This is the third most prevalent service line under the energy and environment practice, accounting for almost one quarter of all support. Seventy country offices reported on achievements under service line 3.3, across all regions – 19 in Africa, 17 in Latin America and the Caribbean, 14 in Europe and the CIS, 12 in Asia and Pacific and seven in the Arab States. Yet, as in other service lines, there appears to be under-reporting of country office support in energy activities.

112. In this area, the work of UNDP aims to strengthen national efforts to promote energy as an entry point for the achievement of MDG targets. This trend is particularly evident in LDCs. The outcomes related to the promotion of rural energy services delivery has focused on expanding access to mechanical power and heating/cooking fuels to address the needs of the poor, particularly women. Strengthened efforts are needed to further address gender inequality issues and contribute significantly to progress on the MDGs.

113. UNDP has maintained a strong portfolio of clean energy technology development programmes, creating synergies with rural development and supporting a transition to low-carbon energy systems. This portfolio is supported by the strong presence of UNDP-GEF projects and expanded partnerships at the national level.

114. While energy investment financing represents a relatively small fraction of outcomes, due to the entry into force of the Kyoto Protocol, UNDP involvement in capacity development in CDM and other investment financing is expected to grow significantly in 2005 and beyond.

115. UNDP has made good progress in achieving annual targets towards country programme outcomes under this service line. Overall, for intended outcomes associated with all four core results, over 80 per cent reported either full or partial achievement of annual targets towards intended outcomes. Relatively low rates of full achievement in core result 1 (National policy frameworks that reflect role of energy in poverty reduction and sustainable development established) could reflect the difficulties and time-consuming processes needed for integrating energy issues into national development policies and frameworks.

116. Overall, UNDP support to energy-related initiatives has helped advance key development considerations. For example, UNDP efforts in energy have played a catalytic role in expanding local and global partnerships with the private sector and other entities, mobilizing significant resources. Addressing gender equality through energy interventions remains an important area to be strengthened. The work of UNDP in rural energy development addresses this particular aspect. Access to clean fuels for cooking and heating, as well as mechanical power, particularly addresses the needs of rural women. Although UNDP has started to expand support in this area, for example through the LPG challenge and the regional multi-functional platform project in Africa, it is clear that further strengthening is required in order to address gender equality (MDG 3) and reduce poverty (MDG 1).

117. UNDP support to energy-related initiatives focuses on creating macro-policy frameworks and institutional capacity to promote energy as a tool for achievement of the MDGs. Such work includes integration of energy issues into poverty reduction strategies in Africa; promotion of modern energy savings for productive uses in LDCs; and creating enabling conditions for bringing local and foreign investment financing to the promotion of clean energy technologies. Expanded implementation of WSSD energy partnerships, such as the

Global Village Energy Partnership, have helped UNDP collaborate with a wide range of stakeholders. It is expected that UNDP support will continue to catalyze the partnership development and resource mobilization that are needed to realize national development efforts towards achieving the MDGs.

Service line 3.4

Sustainable land management

118. Thirty-four country offices reported on support to sustainable land management (SLM). Sixty countries are supported by the UNDP/GEF operational programme on SLM to channel almost \$80 million of GEF funding under the new land degradation focal area (sustainable land management); these projects are expected to leverage an additional \$100 million in co-financing. This includes the innovative LDC-SIDS portfolio project, 11 of which were reported, for a total of 84 programme countries working in this area. The majority of initiatives are taking place in the Africa region, while the Arab States, Asia and the Pacific and Latin American regions constitute the rest. UNDP/GEF assisted 62 countries under this service line.

119. There are two core results within this service line: (a) SLM policy linked to PRSs and establishment of good governance, and (b) promotion of appropriate and innovative SLM practices. Country office results reports demonstrate that a small majority of outcomes under this service line correspond to core result 1 (51 per cent), versus core result 2, representing 41 per cent. In terms of rates of achievement of annual targets towards these outcomes, of 34 intended outcomes reported under this service line, 43 per cent reported full achievement of annual targets, with 49 per cent partially achieved and 9 per cent not achieved.

120. Key achievements under core result 1 of this service include progress on the development and implementation of national action programmes to implement the United Nations Convention to Combat Desertification in 11 countries. This is carried out using a participative approach involving local communities, providing the practical steps and measures to combat desertification in specific ecosystems and the inception of pilot projects. In addition, in five countries processes were introduced for developing an SLM strategy. Under core result 2, key UNDP achievements include supporting the development of community capacities to use sustainable land management practices in nine countries; helping to identify and develop such practices in Iran, Madagascar and Pakistan; and facilitating the organization of participatory stakeholder consultations in 31 countries, raising awareness of sustainable land management and the need for policy reform. Examples of key achievements in 2004 include technical, policy and capacity building support to the Government of Kenya in preparation of a national policy for arid and semi-arid lands. One immediate result was that the European Union is using the policy to operationalize its road building in Kenya. A second example comes from Mali, where UNDP produced an in-depth review of the effects of decentralization on natural resources management and assisted in developing a programme to build capacities for governance of natural resources.

121. There are two noteworthy observations regarding emphasis on drivers for outcomes under this service line. The first is a particularly high emphasis (64 per cent of all responses) on forging partnerships for results, followed by advocating for and fostering an enabling policy environment. As the Convention to Combat Desertification strongly promotes partnership development, the high incidence of partnership building in results within this service line is to be expected. The second observation is a particularly low emphasis on seeking South-South solutions (62 per cent) and promoting gender equality (54 per cent). In an example of the application of South-South solutions, UNDP has taken the lead in preparing programme country approaches (country partnership programmes) for sustainable land management in three countries (Burkina Faso, Cuba and Namibia – the latter as co-leader with IFAD), integrating solutions from lessons learned in those countries.

Service line 3.5

Conservation and sustainable use of biodiversity

122. This is the second most prevalent area of support under the energy and environment practice, with 82 country offices reporting on achievements. Other programme records document that, in 2004, UNDP supported 141 countries with activities under this service line: 45 in Africa, 36 in Asia and the Pacific, 30 in Latin America and the Caribbean, and 15 in the Arab States region and in Europe and the CIS.

123. There are two core results within service line 3.5: (a) integration of biodiversity considerations into national development plans, and (b) empowerment of governments and local communities to better manage biodiversity and the ecosystem services it provides. Country office results reports demonstrate that outcomes reported under this service line are split relatively evenly between core result 1 (45 per cent) and core result 2 (49 per cent). While core result 1 is well addressed by many country offices through the development of

national strategies for managing biodiversity sustainably – largely funded by the Global Environment Facility – what is less certain is how closely integrated these biodiversity strategies are to primary planning frameworks such as PRSPs or MDG strategies. UNDP should now focus support to countries in coordinating and mainstreaming these strategies to ensure their actual implementation and impact.

124. Key UNDP achievements under core result 1 include support to 71 countries that made progress in integrating of biodiversity considerations into national development plans, and 47 countries that made specific progress in integrating biodiversity considerations into one or more of their productive sectors of agriculture, forestry, rangeland and grazing, coastal management, fisheries and wildlife. In addition, nine countries showed significant progress in completing, updating, launching and implementing national biodiversity strategies and action plans, as well as in reporting on existing action plans to the Convention on Biological Diversity (CBD), while UNDP also assisted in the establishment of national bio-safety frameworks in Lebanon, Mexico and Malaysia.

125. Seventy-six country offices reported progress under core result 2 in empowering local communities to better manage biodiversity and ecosystem services. In addition, the GEF small grants programme, implemented by UNDP, directly supported 284 communities in 59 countries in biodiversity and ecosystem management. To support these efforts, the programme mobilized \$6.53 million and leveraged a further \$3.69 million in co-financing and \$2.91 million in-kind. In addition, the 150 UNDP COMPACT projects ongoing in six countries made significant progress in developing collaborative management frameworks of world heritage sites, with COMPACT phase II being approved with a further \$3 million mobilized from the United Nations Foundation. Finally, the UNDP Equator Initiative supported representatives from different communities in 38 countries to participate in and influence global biodiversity decision-making processes such as the CBD's Seventh Conference of the Parties, the World Conservation Congress and the Small Island Developing States Conference. Communities were also enabled to influence national policy by highlighting their good community-based biodiversity management practices.

126. Of 110 intended outcomes reported under service line 3.5, 46 per cent reported full achievement of annual targets, 46 per cent partially achieved and 8 per cent not achieved.

127. Two main observations can be made regarding the emphasis on drivers for development effectiveness reported under this service line. First, these achievements show a strong emphasis (70 per cent of all responses) on forging partnerships for results. This achievement can be attributed to the impetus given to partnerships by the 2002 World Summit for Sustainable Development. Second, analysis of achievements in 2004 reported by country offices shows that developing national capacities and enhancing national ownership (69 per cent and 73 per cent high and medium emphasis, respectively) are also significant catalysts for UNDP support at the country level. Third, the low emphasis reported on promoting gender equality (56 per cent) requires further investigation. The findings are sufficient to indicate that UNDP should increase the mainstreaming of gender considerations into its support to programmes for conserving and improving biodiversity.

Service line 3.6

National/sectoral policy and planning to control emissions of ozone-depleting substances and persistent organic pollutants

128. Thirty-six country offices reported support to national/sectoral policy and planning to control emissions of ozone-depleting substances (ODS) and persistent organic pollutants (POPs) in 2004. In total, UNDP worked to assist 78 countries in addressing their compliance commitments to the Montreal Protocol through institutional strengthening programmes, as well as through programmes where UNDP is playing a leading role in a particular chemical sector. Regionally this included 22 countries in Africa and in Asia and the Pacific, 23 in Latin America and the Caribbean, nine in the Arab States, and two in Europe and the CIS. In 2004, a significant shift in implementation was witnessed, away from UNOPS execution to NEX, in line with the objective of national capacity development and ensuring national ownership.

129. There are two core results within this service line: (a) compliance with Montreal Protocol ODS phase-out calendars and (b) reduction of ODS/POPs. Country office results reports demonstrate that a slight majority of outcomes within this service line fall under core result 1 (53 per cent), versus core result 2 (42 per cent). In terms of progress made in 2004, of the 38 total outcomes reported under this service line, 64 per cent reported full achievement of annual targets, 23 per cent reported partial achievement and 13 per cent of annual targets were not achieved. However, the outcomes reported against reflect only a portion of the ongoing UNDP

programming in the chemicals management sector and these statistics are expected to change during 2005, when NEX execution takes precedence. In addition, POPs awareness and elimination projects have been initiated in 2004, which can therefore be expected to show results in the next MYFF report.

130. The key achievements of UNDP in 2004 towards compliance with Montreal Protocol ODS phase-out calendars were the provision of policy assistance to 10 countries to secure revision of baseline ODS data and support to national or regional transfer of ODS technical and policy expertise in 13 countries. In terms of UNDP support to reduce ODS/POPs, in 2004 UNDP assisted 74 countries to phase-out of 38,445 ODP tonnes in both completed and ongoing projects. In addition, funding was secured for 72 projects that aim to phase-out of 3,589 ODP tonnes, of which 70 are nationally executed.

131. There are two noteworthy observations to be made regarding emphasis on the drivers of development effectiveness for results under this service line. The first is a particularly high emphasis (70 per cent of all responses) on forging partnerships for results. This has been achieved due to strong stakeholder consultation in both the Montreal Protocol and POPs-related sectors and has resulted in the development of effective partnerships that create an environment conducive to long-term sustainable development. The second observation is a particularly low emphasis on promoting gender equality (75 per cent of all achievements under this service line registered low emphasis). To address this, UNDP will make more effort to address the promotion of gender equality under this service line, using the same criteria in programme design as are used in assessing performance. Regarding the remaining drivers, national ownership of support under this service line has been enhanced in line with the strategic guidance of the Montreal Protocol, with 55 per cent of achievements in 2004 reported as putting a high emphasis on this objective. Increasing the transfer of South-South expertise is being promoted to a reasonable extent, with 44 per cent of achievements in 2004 citing a high emphasis on this driver. It is expected that that the percentage of results attaching high emphasis on these drivers will grow.

D Crisis prevention and recovery

Service line 4.1

Conflict prevention and peacebuilding

132. Twenty-six country offices reported on support under this service line, an increase of more than 90 per cent in the past three years. The number of conflict prevention and peacebuilding results were highest in Africa and lowest in the Arab States, with the majority of programmes (65 per cent) concentrated in countries with medium human development index (HDI) rankings, and the remainder in countries with low HDI rankings.

133. Thirty-four per cent of the intended outcomes reported on were aligned with core result 1.² Fifty-nine per cent of intended outcomes reported on were related to core result 2. Core results 1 and 2 are directed at strengthening national capacity to prevent conflict and build peace, and fall within the UNDP mandate. There were a number of cases where country offices reported outcomes as falling under service line 4.1; but the programmes could equally well have been associated with other outcomes within the practice (e.g., Ukraine tied economic recovery initiatives in Chernobyl-affected communities to core result 2).³

134. Full or partial achievement of annual targets was 100 per cent in four out of five UNDP regions, with the exception of country offices in the Africa region. Here, 38 per cent of the annual targets towards country programme outcome were not met in 2004. This trend is higher than average performance across the crisis prevention and recovery practice where country offices reporting full or partial achievement of targeted outcomes averaged 90 per cent. In the three country offices that reported not having achieved their targeted outcome in this service line, the programs were deferred due to either staffing changes or political events

² Core result 1: National conflict prevention expertise in place and operational/equipped with resources (within government, CSOs or both) to effectively identify and address root causes of violent outcome. Core result 2: Conflict prevention and peace-building approaches informed/factored into national development frameworks, and integrated programmes designed and implemented at national and local level. Core result 3: Outcome not associated with core result.

³ This may suggest some misconception in what constitutes conflict prevention. A recovery programme in and of itself does not necessarily give rise to conflict prevention.

(e.g., staffing played a factor in Angola, and the conflict prevention observatory was postponed in the Central African Republic due to upcoming elections).

135. With the exception of promoting gender equality and seeking South-South solutions, country offices reported a high to medium emphasis on the drivers of development effectiveness under this service line. In promoting gender equality, high emphasis was only reported in about 20 per cent of cases, while medium emphasis was at 29 per cent and low emphasis at 52 per cent. In the case of seeking South-South solutions, the distribution between high and medium emphasis versus low emphasis was similar with 55 per cent of the cases reporting high or medium emphasis and 45 per cent reporting low emphasis. Country offices reported the highest emphasis on forging partnerships for results, with a high emphasis being identified in 65 per cent of the reported cases.

136. Country office results reports reflect a growth and consolidation of support underway since mid-2003 and which mostly falls into four categories: early warning systems and reports, conflict prevention and peacebuilding dialogues between various stakeholders, support to national or local authorities in institutionalizing conflict prevention and/or peacebuilding support, and training of national partners in conflict resolution and peacebuilding methodologies. Many programmes targeted the youth, given that youth often make up the largest percentage of the population and are key to maintaining and deepening peace. Some country offices chose to report conflict prevention programs under other service lines/practice areas. This may be due to successes in mainstreaming this concern into other practices and political sensitivities in reporting under this service line.

137. Much of the work of UNDP in the field of conflict prevention and peacebuilding has been in developing and implementing conflict sensitive programming across the whole range of UNDP programming. To this end, UNDP has developed a conflict analysis framework on the basis of pilot assessments in Guatemala, Guinea-Bissau, Nepal, Nigeria and Tajikistan that guided the development of conflict-sensitive development strategies and programmes. UNDP has also carried out several conflict analysis processes—some which have focused on program review (Papua New Guinea) and have provided an important forum for dialogue and program/strategy development in tense and polarized environments (for example, Indonesia, Solomon Islands). An important additional area of focus in 2004 was work conducted at headquarters with United Nations partners on developing and mainstreaming a conflict prevention lens into UNDP/United Nations wide strategic tools and programming (for example, CCA/UNDAF, the post-conflict needs assessments and the national human development report).

Service line 4.2

Recovery

138. Thirty-two country offices reported on their involvement under this service line, a 76 per cent increase in the course of the past five years. The number of recovery programmes was significantly higher in Africa compared to all other regions. The majority of programmes (53 per cent) were concentrated in countries with low human HDI rankings, and the remainder in countries with medium HDI rankings.

139. The largest grouping of reported outcomes was related to core result 2,⁴ which comprised 40 per cent of all outcomes under the recovery service line. In Eritrea, for instance, with UNDP assistance 10,000 displaced persons in rural areas have been successfully resettled. They have been provided with one hectare of land per household and other agricultural and social inputs. 675 housing units were constructed using beneficiaries self help programmes, and 1,142 beneficiaries benefited from income generating interventions. Thirty-three per cent of the outcomes reported by country offices were aligned with core result 1. Core result 3 comprised a further 21 per cent of reported outcomes. Liberia is a good example where UNDP initiated community reintegration support to facilitate the resettlement of about 300,000 persons. It supported treatment and care for malaria and tuberculosis victims: training was conducted for the establishment and operation of district development committees (DDCs) in three counties. Under the DDCs, 60 micro projects were identified and developed out of which 43 are under implementation. The remaining seven per cent of programmes had

⁴ Core result 1: Multi-sector frameworks and sector-specific programmes for early recovery designed, based on assessment of recovery needs, opportunities and priorities. Core result 2: Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place. Core result 3: Sustainable livelihoods restored, enabling attainment of Poverty MDG; Core result 4: Outcome not associated with core result.

outcomes not associated with any of the core results but were nonetheless related to recovery efforts. The rate of full or partial achievement of annual targets towards country programme outcomes was high (97 per cent).

140. The recovery service line is particularly strong in its emphasis on forging partnerships for results, with 71 per cent high emphasis across all intended outcomes, which is even higher than the average for all service lines under the crisis prevention and recovery practice. Of particular note is also the comparatively higher emphasis on promoting gender equality: 38 per cent of the reported outcomes indicated a low emphasis on this driver, which is less compared to an overall 60 per cent low emphasis across the crisis prevention and recovery Practice. Considering the frequently difficult contexts where recovery programmes are implemented, 60 per cent high emphasis and 21 per cent medium emphasis on enhancing national ownership is noteworthy.

141. The multi-sectoral nature of post-crisis needs is reflected in the diversity and range of programmes reported. The UNDP transitional recovery unit specialises in supporting country offices to develop interventions that help bridge the gap between emergency relief and sustainable development efforts in a wide range of post-conflict scenarios. An important element in post-crisis recovery programmes is the rebuilding of conflict-affected communities impacted by displacement (return/reintegration of internally-displaced persons, refugees and ex-combatants). This is a common priority in countries across all regions, and reported for example by Angola Colombia, East Timor, Kosovo, Sierra Leone, and Uganda, which are faced with hundreds of thousands of persons returning home or resettling in other parts of their countries. The main focus of such programmes is rehabilitation of social infrastructure, capacity strengthening of local government, decentralization of fiscal resources and local economic development through skills training, micro-finance, and support to business cooperatives.

142. In 2004 UNDP recovery specialists were instrumental in developing, piloting and refining the multilateral needs assessment methodology created by UNDP and the World Bank and used by the United Nations system in recent post-conflict needs assessments (Haiti, Liberia and Sudan). They contributed to the *UNDG Guidance note for CCA/UNDAF on durable solutions for displaced persons*, and to strengthening the relationship with OCHA through the UNDG/ECHA working group on transitions; engaged in integrated planning to facilitate the transition from relief through recovery to development with partners such as ILO, OCHA, UNHCR, UNICEF and the World Bank; and incorporated a conflict lens into recovery programming.

Service line 4.3

Small arms reduction, disarmament and demobilization

143. Twenty-one country offices reported support to small arms reduction, disarmament and demobilization. This represents a three-fold increase over the past two years (up from seven offices in 2002). There are small arms programmes supported by UNDP in all regions, with the clear majority of programmes (67 per cent) concentrated in countries with low HDI rankings, and the remainder in countries with medium HDI rankings. Among the regions, Latin America and the Caribbean, and Asia and the Pacific report the lowest number of programmes with Haiti and Timor Leste being the only country programmes in these regions, respectively. Africa has by far the largest share of programmes supported by UNDP, followed by the Arab States, and Europe and the CIS. An increasing number of programs are being mainstreamed into other practices, such as democratic governance.⁵

144. Initiatives were fairly evenly distributed across all four core results⁶ under this service line, with 26 per cent of all outcomes linked to core result 1, and 21 per cent of outcomes linked to core result 2. A further 24 per cent of outcomes were reported under core result 3, and 26 per cent under core result 4. An additional result reported by Bosnia Herzegovina, but not directly related to the four core results, completes the total of 34 outcomes. The main trend in terms of programmes is in volume rather than focus, as the growing level of experience and expertise in this service line has resulted in an increase in demand for UNDP support.

145. Full or partial achievement of annual targets towards country programme outcomes was 100 per cent for core results 3 and 4, 85 per cent for core result 1, and 60 per cent for core result 2. Difficulties in starting up

⁵ Examples of this are evident in the support provided by UNDP in Macedonia, El Salvador, Honduras and Papua New Guinea.

⁶ Core result 1: Development frameworks and programming processes reflect arms control and reduction, DDR and armed violence issues. Core result 2: National capacities for weapons collection, management, control and destruction established. Core result 3: Use of small arms and light weapons reduced and tolerance of violence curbed, contributing to an improved security situation. Core result 4: Ex-combatants registered, demobilized and disarmed, and access reinsertion schemes in place. Core result 5: Outcome not associated with core result.

programmes explain the failure to achieve targets for the country offices in Angola and Rwanda, which reported no progress under core result 2. In general, the performance rating for this service line appears to fall in line with that of most other service lines in the practice. With the exception of country offices in Africa, offices in all other regions reported that they had achieved their annual targets (either fully or partially).

146. The emphasis placed on the crosscutting drivers of development effectiveness was relatively low under this service line. Country offices did not place significant emphasis on advocating for an enabling policy environment, forging partnerships and promoting gender equality. However, efforts under the global programme have been explicitly guided by the drivers, in particular developing national capacities and promoting national ownership. In the case of promoting gender equality, low emphasis was particularly notable with respect to weapons collection management and control programmes, and with respect to disarmament and reintegration of ex-combatants. With some exceptions, including the regional small arms programme in the Great Lakes, country programmes did not incorporate a clear gender dimension in design and implementation.

147. Due to the relative newness of this programmatic area for the development community, there is a need to further consolidate approaches and enhance the use and sharing of lessons learned locally and internationally. The battle to reduce the proliferation and easy availability of small arms requires regional and international cooperation over arms trade controls. Given these challenges, initiation of small arms programme implementation is often difficult, though several reporting country offices have made good progress in programme formulation.

148. One of the notable issues in country office results reporting on small arms programmes relates to the emphasis placed on the drivers of development effectiveness which, as mentioned above, was relatively low in most cases. This may reflect the comparative immaturity of small arms programmes in UNDP, and may point to the need for greater corporate awareness among country offices regarding available methodologies.

149. Other important initiatives pursued under this service line include regional programmes in the Great Lakes Region, Mano River Union and Southeastern Europe, together with a joint global project with WHO on armed violence prevention. In 2004, UNDP was also engaged in a number of important policy processes, including the establishment of international norms on the marking and tracing of small arms and light weapons, the development of United Nations standards for disarmament, demobilization and reintegration, and the development of OECD/DAC guidelines on armed violence and poverty.

Service line 4.4

Mine action

150. Nineteen country offices reported on mine action.⁷ There is a relatively even distribution of mine action programmes across Asia and the Pacific, Europe and the CIS, the Arab States, and Africa. The majority of programmes (61 per cent) are concentrated in countries with medium HDI rankings, and the remainder in countries with low HDI rankings. Reported trends for 2004 represent more than a 100 per cent increase in activity from 2002 when nine countries reported mine action programs. Global partners in mine action include the DPKO United Nations Mine Action Service, UNOPS, UNICEF, national and international NGOs involved in mine action (for example, the Geneva International Centre for Humanitarian Demining, the United States 'Adopt-a-Minefield' programme, the Survey Action Centre, and Cranfield and James Madison Universities).

151. In line with the UNDP mandate to build national capacity, the majority of outcomes reported on were related to core result 1.⁸ Surprisingly, given the trend in the mine action community to link mine action programming to socio-economic development, relatively few country offices associated their outcomes to core result 2. Given the ambitious nature of core result 3 and 4, it is promising that 39 per cent of the reporting countries tied their programmes to these recommended areas of support.

152 Progress in achieving annual targets was high (92 per cent of annual targets were either fully or partially achieved). There was some variation on achievement rates across individual core results, with country offices

⁷ A few countries reported mine action programmes under other practices, e.g., Cambodia reported under MDGs and human poverty.

⁸ Core result 1: National mine action management and technical expertise in place and effectively addresses threats posed by mines to human safety, contributing to peace, confidence building and recovery activities. Core result 2: Mine action programming integrated into broader national development planning and budgeting processes, maximizing socio-economic impacts. Core result 3: Advanced and sustained mine action programming by the government in place and UNDP support phased out when no longer required. Core result 4: Landmine problem addressed effectively and country declared free from the effects of mines.

reporting full or partial achievement for targets linked to core results 1 and 3. Both core result 2 and 3 had one annual target that was not achieved. In the case of core result 3, only two country offices reported outcomes, and in both cases their targets were only partially achieved.

153. The high number of nationally executed programmes is a positive sign. Under the ambitious core result 4, three out of four country offices reported progress. Under core result 1, failure to fully achieve 2004 annual targets was attributed to a wide range of issues. In some cases, country offices underestimated start-up costs and time (for example, in Jordan and Iran); while in other countries weak structures and capacity outside of the major urban centres prevented full achievement of objectives (Angola, Chad and Somalia). The relatively low number of outcomes tied to core result 2 (five in total) suggests that country offices should be actively encouraged to work with national authorities to mainstream mine action into national development plans. The Cambodia experience and achievement in this area is instructive. The UNDP mine action team developed recommendations on mainstreaming in 2004, and the impact of this at the country level should be seen in 2005.

154. UNDP has been moderately successful in building mine action programmes that emphasize the drivers of development effectiveness. A medium to high emphasis on five of the six drivers was reported in most programmes. The one exception was the promotion of gender equality, where a majority of 19 country offices (82 per cent) indicated that the emphasis on gender was low. Various factors may contribute to this: (i) the majority of personnel involved in mine action, including those in international NGOs, mine action experts, and de-miners in national civilian organizations, come from a military background, and are predominantly men untrained in gender-sensitive programming; (ii) the majority of primary landmine victims are men and children, while the secondary effect of landmines is predominantly on women and their families; (iii) inadequate attention to the gender impact of landmines in program design and /or reporting; and (iv) since the primary victims of landmines tend to be men, looking at beneficiary statistics in order to assess success in emphasis on gender equality may not be capturing the whole story. Further study will help to explain why gender emphasis is low and to help inform responses.

155. At supra-national levels, UNDP continues to engage the mine action and development communities. The mine exchange programme encourages South-South cooperation and a high-level forum of mine-affected countries is organized by UNDP. Such fora enable countries to share innovative experiences (such as Cambodia on the incorporation of mine action into national MDG targets and Yemen on the introduction of mine action issues in planning tools). In 2004 the UNDP mine action team integrated a gender module into training of national officers and provided inputs to the United Nations guidelines on the gender dimension of mine action. This should give rise to better performance on promoting gender equality in mine action in 2005 and beyond.

Service line 4.5

Natural disaster reduction

156. Natural disaster reduction is one of the most complex of UNDP services as it relates to a wide range of cross-sectoral issues such as population growth, land degradation and use, HIV/AIDS, climate change, governance and poverty. In 2004, the hurricane season that affected 12 Caribbean countries and the unprecedented disaster caused by the Indian Ocean earthquake and tsunami in December 2004 highlighted the importance of disaster preparedness and reduction. Given the date of the tragedy, however, this report does not include the UNDP response to the tsunami disaster. The 40 country offices reporting in this service line represents a near 20 per cent increase compared to the situation in 2000. In the last couple of years there has been a clear shift in favour of policy efforts to integrate risk reduction into development planning (core result 1)⁹, with 54 per cent of all reported outcomes falling in this category, and a further 38 per cent in capacity development initiatives (core result 2). This can be compared to the situation in year 2000 when 54 per cent of reported outcomes were related to capacity development.

⁹ Core result 1: Disaster risk-reduction integrated into development planning. Core result 2: Sector-specific, national and/or regional expertise developed covering disaster preparedness planning and/or mitigation of risks and vulnerabilities. Core result 3: Human-made vulnerability factors that shape risks corrected and relative disaster risk vulnerability significantly reduced.

157. Being the most disaster-prone continent, Asia has reported the largest number of UNDP disaster-reduction outcomes, closely followed by Latin America. UNDP natural disaster reduction programmes have been implemented across all regions, with 25 per cent of the programmes in least developed countries, predominantly in Africa, and 68 per cent from highly disaster-prone countries rated as having medium development indices. It is noteworthy that three of the four country offices that reported no progress in 2004 were in least developed African countries with food security as a top priority. As regards countries' ranking in the HDI, the majority of countries reporting under this service line are medium development countries (67.5 per cent), followed by 25 per cent with low HDI ranking and two per cent that are ranked as having high human development (Barbados and Cuba).

158. Progress in fully or partially achieving annual targets across the service line was high in 2004, totalling 84 per cent. Some variation in the rate of achievement was evident across the three core results. Under core result 1, country offices fully achieved 32 per cent and partially achieved 61 per cent of annual targets. Of the 19 country offices that reported under core result 2, full achievement of results was achieved in 44 per cent of the cases, while 50 per cent of annual targets were partially achieved. The greatest emphasis of programmes has been on institutional and technical capacity development for disaster management, awareness raising, and sharing best practices, both locally and internationally. The weakest performing and smallest group (the country offices in Niger and Swaziland) relates to core result 3 of this service line. Lack of progress in these particular cases, and more broadly in Africa's overall performance under this service line, suggests that disaster prevention may be given less attention and priority when countries are facing complex humanitarian crises. Swaziland's efforts to build the capacity of traditional leaders in the Lubomo region to handle the triple threat of HIV/AIDS, food insecurity/poverty, and governance/policies through a 'disaster risk management lens' presents an interesting case study.

159. Country office results reports for 2004 indicate medium to high emphasis on all but one of the drivers (for promoting gender equality) as far as core results 1 and 2 are concerned. This is expected as policy and capacity development instruments and know-how in disaster reduction are relatively highly developed and communicated transparently across a large number of governmental, intergovernmental and civil society organizations. This is also a consequence of developments during and after the United Nations International Decade for Natural Disaster Reduction (1990-1999) and the increased advocacy and awareness efforts conducted in the run up to the Second World Conference on Disaster Reduction during 2004. Low emphasis on promoting gender equality for core results 1 and 2 requires a more detailed analysis.

160. In 2004, the importance of natural disaster risk reduction was reiterated globally by the launch of the UNDP report *Reducing disaster risk: a challenge for development*. Another important development under this service line beyond individual country office results reports is the growing use of sub-regional and regional disaster reduction centres and resources particularly in the Andean Region, the Caribbean, Southern Africa, and across Asia. Also of note is recognition of the international strategy for disaster reduction, and an increasing emphasis on community level preparedness and response initiatives, as well as institutional systems for disaster risk reduction. Moreover, linkages with other key sectors are notable, for example with food security, governance and HIV/AIDS, which are increasingly reported in Africa.

Service line 4.6

Special initiatives for countries in transition

161. Seven country offices reported on nine outcomes relating to special initiatives for countries in transition. The low number of country offices reporting does not allow for the identification of major trends across the regions, noting that no country office in the Latin America and Caribbean region reported under this service line. The available data presents a balanced picture, with no one core result dominating.¹⁰ The percentages are slightly distorted due to the low number of country offices reporting.

¹⁰ Core result 1: Country in transition mastered the challenges of immediate political stabilization, including the resumption/re-organization of national, political, and administrative functions and the delivery of essential social services. Core result 2: Special initiative bridged financial gap between humanitarian aid and development assistance, empowered the country in transition to take full leadership of recovery challenges, paving way for longer term reconstruction and development. Core result 3: Outcome not associated with core result.

162. Achievement rates were very high across all reporting country offices and all core results, with every country office achieving annual targets that were set for 2004. In fact, all country offices reported full achievement except the Comoros, which reported partial achievement on core result 2 where four out of five programme components in support of the national reconciliation process were still being implemented to contribute to core result 1. With regard to the same core result in Afghanistan, key achievements include the increased capacity and working conditions of the Afghan National Police through a law-and-order trust fund.

163. Achievements under the second core result include UNDP capacity building support to the Sudanese Ministry of International Cooperation and the Sudan Relief and Recovery Commission for aid coordination and planning, and UNDP facilitation of the transition from relief to recovery in Kosovo. Here, UNDP supported a team of engineers to work with the Central Inter-Ministerial Commission (DMT), which was created by the government of Kosovo to manage the rehabilitation/reconstruction efforts and municipalities to assess, contract and monitor the reconstruction of over 900 houses damaged during the unrest of March. UNDP also liaised with the DMT and offered it logistical support in order to carry out its activities.

164. The emphasis on the drivers of development effectiveness in this service line is very similar to the patterns observable in other crisis prevention and recovery service lines. Whereas emphasis on promoting gender equality is particularly low (83 per cent low emphasis across all core results and no high emphasis at all), the emphasis on partnering for results is at the positive end of the spectrum with 67 per cent of 2004 achievements placing high emphasis and 33 per cent medium emphasis on this driver. Meanwhile, the emphases given in this service line on developing national capacities and enabling policy environments were on par with one another (with 83 per cent high and medium emphasis, and 17 per cent low emphasis). South-South solutions were emphasized to a high degree in 50 per cent of instances and moderately emphasized in the remaining 50 per cent of cases. National ownership was given moderate emphasis in the majority of instances (67 per cent of all achievements). Instances of low emphasis were reported as being due to the absence of simplification and harmonization of donor practices to reduce the burden on national authorities in planning, monitoring and evaluation. Particularly in volatile transition contexts with extremely weakened or fledgling national authorities, reducing these burdens should be a priority and the findings of this analysis indicate once more that this issue requires more attention.

165. In general, reporting under special initiatives for countries in transition lacks coherence as of yet. While all country offices in question can identify a transition context, programmes of support are not clearly linked to the core results. In other words, some could rather be reported under more specific service lines. Thus, Afghanistan reported on results under this service line that pertain to mine action, DDR, disaster reduction and security sector reform instead of reporting under the respective service lines that exist in the crisis prevention and recovery and governance Practices. Similarly, Georgia and Kosovo reported recovery initiatives under this service line, even though there is also a separate transitional recovery service line. Meanwhile, the country offices in Guinea-Bissau and Iraq secured funding for special initiatives from the UNDP managed crisis prevention and recovery thematic trust fund. In Guinea-Bissau, the country offices helped to set up the management of an economic emergency management fund.

166. An emerging trend can be discerned under this service line. From the first experience of setting up an emergency fund targeted at core results 1 and 2 in Afghanistan in 2003, the model was replicated with some modifications in Guinea-Bissau in 2004 and is currently being adopted to support the return of Somalia's government from Nairobi to Mogadishu. Since the initiative in Guinea-Bissau is still ongoing until June 2005 and Somalia is just beginning, it will be useful to scrutinize the lessons learned so far with this still fairly new and seemingly successful approach.

E. Responding to HIV/AIDS

Service line 5.1

Leadership and capacity development to address HIV/AIDS

167. In 2004, there was a surge of activity globally under this service line, especially in sub-Saharan Africa. In terms of rates of achievement, it is one of the top ten performers across all practices. Country office results reports under this service line illustrate that, in line with the objectives of the activities undertaken at national, sub-national and community level, leadership capacity to respond to the epidemic is being developed. Country offices have reported a relatively high emphasis on most drivers with priority given to national ownership and partnerships for results. Across regions, 54 country offices reported, on average, and close to 60 per cent of

annual targets were fully achieved. Of the 72 intended outcomes being reported on, more than half (38) are in the Africa region. Asia and the Pacific and Latin America and the Caribbean come in second with nine outcomes each, and the Europe and CIS and Arab States regions come in last with eight and seven outcomes respectively. This is consistent with the HIV/AIDS leadership and capacity development programmes supported by UNDP, which prioritizes action in Africa given the urgent need in this region for addressing the dramatic loss of capacity and for strengthened leadership to respond to the epidemic.

168. Country office results reports illustrate that nearly two-thirds of the intended outcomes associated with this service line correspond to core result 1. This core result pursues multi-stakeholder leadership capacity developed at individual, institutional and societal levels to generate breakthrough responses for reversing the course of the epidemic (64 per cent). This is followed by core result 2 – individual and community responses to the epidemic developed addressing attitudes and practices that influence the spread of the epidemic (31 per cent). It is interesting to note that in all regions, with the exception of Arab States, this breakdown in outcomes fits the general trend. That more outcomes were reported under core result 2 in the Arab States could reflect the fact that in this relatively low-prevalence region it has been a priority to first break the silence surrounding HIV/AIDS, and that is being achieved through working with civil society organizations and communities.

169. Country offices recorded full or partial achievement of 97 per cent of annual targets. Globally, the rates reported are: 59 per cent full achievement; 38 per cent partial achievement; and three per cent no achievement. Africa with the highest number of outcomes reported 46 per cent of annual targets fully achieved and 51 per cent partially achieved. In other regions the percentage of annual targets fully achieved were comparatively higher – Arab States, Eastern Europe and CIS, Asia and Pacific and Latin America and Caribbean regions all reported more than two-thirds of the annual targets as fully achieved. It is necessary to take into consideration that globally, because of the phased rollout of capacity development initiatives, several country offices are still in the process of completion, and have reported only partial achievement in 2004.

170. Country offices reporting support under this service line indicated mainly high or medium emphasis on all of the drivers of development effectiveness. The drivers with the highest emphasis were those for forging partnerships for results and enhancing national ownership, with 69 per cent and 66 per cent respectively. A mix of high (37 per cent) and medium emphasis (39 per cent) was reported for promoting gender equality. In view of the feminization of the epidemic, efforts in this area should be significantly strengthened.

171. Interesting examples of lessons, good practice and innovation in results achieved are evident in the country submissions across all regions. In China, national and provincial level leadership training enhanced capacity and awareness, which contributed to amending the law on contagious disease that was enacted by the National People's Congress. In Ethiopia, leadership capacity was developed and breakthroughs generated with participation from the media, government and civil society. Capacity has been strengthened to sustain leadership development nationally and a process of institutionalizing the leadership programme into civil service training curricula has been initiated. In Botswana, through the community capacity enhancement programme, communities were empowered to make decisions, enter into commitments and take action to respond to the epidemic effectively (for example, group initiatives on sex workers peer education; police peer education).

172. The progress rated under each core result shows a discernible pattern towards greater focus on developing multi-stakeholder leadership capacity than on generating individual and community responses to address the epidemic. This may reflect the fact that the community enhancement programmes were not implemented as widely as the leadership capacity development programmes. Overall, however, countries have clearly demonstrated the continued need to focus on leadership and capacity development to address HIV/AIDS at both national and community levels.

Service line 5.2

Development planning, implementation and HIV/AIDS responses

173. The results under this service line demonstrate that governments are making considerable efforts to mainstream HIV/AIDS into development plans and sectoral work. Analysis suggests that, while governments are taking the lead on multi-sectoral and multi-level planning for HIV/AIDS, greater emphasis should be placed on the following: (a) individual and institutional capacities to effectively respond to the epidemic in countries with specific circumstances e.g., high prevalence countries and countries in crisis and emergency settings; and

(b) community responses generated and linked to key national planning processes that address the various dimensions of the epidemic, including care, support and treatment. This would enable a synergistic response in scaling up and mainstreaming HIV/AIDS multi-sectoral interventions. The regional breakdown of country activities indicates that most of the intended outcomes are in Africa (36 out of 76 outcomes). Latin America and the Caribbean and the Europe and the CIS come next (13 and 12 respectively) followed closely by Asia and Pacific (10). The Arab States region reported only five outcomes. This pattern reflects the focus of activities on the countries with rapidly growing epidemics.

174. Country office results reports demonstrate that the majority of outcomes associated with this service line correspond to the first core result. This core result seeks to focus support on broad-based, multi-sectoral and multi-level responses that integrate HIV/AIDS into national development plans and mainstream HIV/AIDS into key sectors and ministries. Fifty-eight per cent of UNDP support under this service line addressed this core result, which indicates that national strategic planning and mainstreaming are key challenges which countries are being addressed. The second core result addresses individual and institutional capacities to effectively respond to the epidemic in countries with specific circumstances (for example, high prevalence countries and countries in crisis and emergency settings). Twenty-one per cent of UNDP support in responding to HIV/AIDS is in this area, reflecting concrete actions taken in Europe and CIS and in a number of African countries facing crisis and emergency situations. The third core result, generating community responses linked to key national planning processes that address the various dimensions of the epidemic, including care, support and treatment, accounts for 18 per cent of UNDP support. After the Africa region, the prevalence of this core result comes second in Europe and CIS and in the Latin America and the Caribbean, where engagement of civil society organizations is significant. Within each region the report of outcomes under core result 1 is also the largest, indicating that mainstreaming HIV/AIDS into development planning is a key priority for all regions.

175. Annual targets for 37 out of 76 intended outcomes reported were recorded as fully achieved. Globally, the rates are 52 per cent fully achieved, 44 per cent partially achieved and four per cent not achieved. The rate of achievement is almost the same for the different core results except for the third core result where the percentage of full achievement is 69 per cent. The progress reported across regions illustrates that Africa and the Arab States have the highest number of partially achieved annual targets. Europe and the CIS in contrast had a high 75 per cent achievement of outcomes in all core results.

176. Medium to high emphasis was reported on the drivers of development effectiveness in UNDP support under this service line. The enhancement of national ownership and forging partnership for results were given particularly high emphasis with 75 per cent and 62 per cent respectively. These findings suggest that governments and civil society organizations are increasingly working in partnership and taking the lead in mainstreaming HIV/AIDS into development processes. Even though emphasis on gender equality shows 66 per cent high and medium emphasis, in view of the feminization of the epidemic, this should be significantly increased. It is interesting to note that in the Africa and the Asia and Pacific regions, emphasis on gender equality through UNDP support is high (combined high and medium emphasis is over 70 per cent). This may be the effect of concerted and specific efforts to achieving gender equality through UNDP support in this part of the response to HIV/AIDS.

177. Examples of innovation include support in Nigeria that developed the capacity of ministries, civil society organizations, people living with HIV/AIDS, youth, women groups and the private sector to plan and implement multi-sectoral responses to HIV/AIDS. The Fiji prisons legislation has been fully revised through a consultative process, with UNDP support, and the Cabinet has approved new legislation. Future work will focus on the implementation of the new legislation to ensure that all stakeholders are familiar with the legislation and prisoners receive respect, and the protection and fulfillment of their rights, including in terms of HIV/AIDS.

178. In high prevalence countries and in countries where the epidemic is growing steadily, it is vital that HIV/AIDS is mainstreamed effectively into national development processes including poverty reduction strategies and national strategic frameworks. Findings clearly indicate that governments are making considerable efforts to mainstream HIV/AIDS into development plans and sectoral work, scaling-up the response in crises and emergency settings and engaging national civil society partners in the planning process.

Service line 5.3

Advocacy and communication to address HIV/AIDS

179. Analysis of the country office results reports shows that relatively few offices reported on intended outcomes under this service line, but that it is a growing aspect of UNDP work. Of the 48 total intended outcomes reported on, more than half are from the Africa region where advocacy and communications work to address HIV/AIDS is predominant. This reflects a concentration on the second core result of this service line, which seeks to establish advocacy and communication strategies to develop deeper understanding of the epidemic and its underlying causes, and address issues of vulnerability, stigma and discrimination. The Arab States, where a great deal of work has concentrated on breaking the silence on HIV/AIDS, follows, with seven outcomes. Latin America and the Caribbean and the Asia and Pacific regions have the next highest number of outcomes – six each – and Europe and CIS region reports only two outcomes.

180 For all regions, 54 per cent of UNDP support under this service line is centred on the core result for advocacy and communication strategies to develop deeper understanding of the epidemic and its underlying causes, and address issues of vulnerability, stigma and discrimination. Twenty-five per cent of support seeks to pursue a core result to create an enabling environment to achieve UNGASS and the MDGs. This is followed by 19 per cent of support concentrating effort towards the core result of promoting and protecting the rights of people living with HIV/AIDS. This indicates that addressing the underlying causes of the epidemic as well as issues of stigma and discrimination continues to be a priority (in both high and low prevalence countries) for generating a truly sustainable response.

181. Forty-four of the total 48 intended outcomes reported on under this service line have recorded some achievement. Globally, these rates are: 59 per cent for full achievement; 27 per cent for partial achievement; and 14 per cent for non-achievement. The progress reported across regions reflects interesting trends, with outcomes in Africa demonstrating an expected high rate of achievement given the volume and variety of support provided to address the high prevalence rates in the region. The Europe and the CIS region has far fewer outcomes to report and recorded has high rates of achievement of annual targets.

182. In terms of the drivers of development effectiveness, country office results reports for 2004 show the highest emphasis on forging partnerships for results, with 54 per cent reporting high emphasis, while the least emphasis was placed on promoting gender equality, with 43 per cent of all support under this service line reporting low emphasis on the driver. Low emphasis on promoting gender equality is reported by country offices across all regions. In the Arab States region 80 per cent of all intended outcomes under this service line reported low emphasis; in Africa region the corresponding figure was 52 per cent; while country offices in Asia and the Pacific, Europe and the CIS, and Latin America all reported an average of 50 per cent low emphasis on this driver. This indicates a need for more support, especially considering that, for the first time, women now make up almost 50 per cent of HIV-positive adults worldwide.

183. Interesting examples of key achievements are varied and evident across all regions. Thailand prepared a thematic MDG Report on the Thai Response to HIV/AIDS that was successfully launched during the XV World AIDS Conference in Thailand. Lesotho promoted policy dialogue and engagement on HIV/AIDS in collaboration with government, traditional leaders, media, religious leaders, community leaders and development partners. This resulted in the launch of a national HIV/AIDS ‘Know Your Status’ campaign’ by the Prime Minister. UNDP provided the Government of Lesotho with a mobile clinic that will support implementation of the campaign in the most remote areas.

184. While action has been reported from all regions most of the activities under this service line are concentrated in Africa and Arab States. The analysis demonstrates relatively even progress towards outcomes, both across regions and core results. While country office results reports for 2004 show somewhat limited action on the core result for enabling environment to achieve UNGASS and Millennium Development Goals, this may be because some country offices have reported support in this area under service line 5.2. The report reveals an apparent low emphasis on promoting gender equality, which requires further attention given the feminization of the HIV/AIDS epidemic.