UNDP

Report of the

UNDP Training Workshop

Potential and Challenges in Human Development Reporting

Operationalising Regional and National HDRs in Policies and Programmes

24-26 September 2003
Colombo, Sri Lanka

APRI
ASIA PACIFIC
Regional Human Development
Reports Initiative

REGIONAL BUREAU FOR ASIA AND PACIFIC

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Contents

Abbreviations

AC	Advisory Committee	IMF	International Monetary Fund
APRI	Asia-Pacific Regional Human Development Reports Initiative	M&E	Monitoring and Evaluation
		MDG	Millennium Development Goal
BCPR	Bureau for Crisis Prevention and Recovery	MDGR	Millennium Development Goal Report
		NDP	National Development Plan (of East Timor)
CBSE	Central Board of Secondary Education	NGO	Non-Governmental Organisation
CCA	Common Country Assessment	NHDR	National Human Development Report
CCF	Country Cooperation Framework	NPP	National Perspective Plan
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women	NPRS	National Policy Reduction Strategy
		NSO	National Statistics Office
		NSS	National Sample Survey
CO	Country Office (of UNDP)	OGC	Oslo Governance Centre
CRC	Convention on the Rights of the Child	PIP	Public Investment Programme
		PRSP	Poverty Reduction Strategy Paper
GDI	Gender Development Index	RBAP	Regional Bureau for Asia and the Pacific
GEM	Gender Empowerment Measure	RHDR	Regional Human Development Report
GDP	Gross Domestic Product	ROAR	Result Oriented Assessment Report
HD	Human Development	SAPAP	South Asia Poverty Alleviation Programme
HDI	Human Development Indicator		
HDR	Human Development Report	SEDP	Socio-economic Development Plan
HDRC	Human Development Resource Centre	SHDR	Sub-national HDR
		SIAP	Statistical Institute for Asia Pacific
HDRO	Human Development Report Office	SRF	Strategic Results Framework
HGI	Humane Governance Index	SURF	Sub-Regional Resource Facility (of UNDP)
HPI	Human Poverty Index	UNDAF	United Nations Development Assistance Framework
HRD	Human Resource Development		
HRI	Health Risk Index	UNDP	United Nations Development Programme
ICT	Information & Communication Technologies	UNICEF	United Nations Children's Fund
		WB	World Bank
IDP	Internally Displaced Population	WTO	World Trade Organisation

Introduction

Background

UNDP's Asia-Pacific Regional Human Development Reports Initiative (APRI), located at the Human Development Resource Centre (HDRC), New Delhi, organised a training workshop on "Potentials and Challenges in Human Development Reporting: Operationalising Regional and National HDRs in Policies and Programmes". Held from September 24 to 26, 2003 in Colombo, Sri Lanka, the workshop was conducted for UNDP Country Office (CO) staff in the Asia-Pacific region. This was an initiative under UNDP's Regional Bureau for Asia and the Pacific (RBAP).

Workshop Objectives

The workshop was conceived as a platform for cross-country sharing and collective exploration of critical concepts and issues of human development (HD). The workshop was intended to provide participants an opportunity to strengthen their perspectives on the human development approach, share experiences and learn from regional best practices, and collectively evolve strategies for translating messages of Human Development Reports (HDRs) into programmes and policy directions.

The workshop was to primarily focus on two key areas: exploring connections and developing strategies between human development reporting and policy interventions in key practice areas; strengthening synergies on human development reporting and progress on the Millennium Development Goals (MDGs).

The workshop's objectives were to:

- Clarify basic concepts and methodology of human development reporting.

- Explore the limitations/difficulties of conceptualising and measuring the quantitative and qualitative aspects of human development.

- Take stock of the utility of HDRs as tools for development, and also as ends in themselves.

- Explore ways to help translate human development concepts into policy commitments and programme interventions, using tools such as the Strategic Results Framework (SRF).

- Identify possible points of convergence and synergy between the process of human development reporting and progress on MDGs.

- Facilitate experience sharing and identification of successful strategies on use of HDRs for advocacy and policy inputs.

Participants

Two participants consisting of National Human Development Report (NHDR) focal point and Programme Officers from the 24 Asia Pacific UNDP Country Offices were invited to the training workshop. However the final decision on participants was taken by the Country Offices and based on a demand from the COs, some national government representatives and research institutes involved in NHDR preparation were also invited to the workshop.

The workshop was finally attended by 30 participants from 15 UNDP COs in Asia and the Pacific — Afghanistan, Bhutan, Cambodia, China, East Timor, Republic of Korea, Laos, Malaysia, Maldives,

Myanmar, Nepal, Philippines, Samoa, Sri Lanka and Thailand. Government representatives from three countries — Bhutan, Cambodia and Sri Lanka — also participated. In addition, participants included representatives of research institutions involved in the production of HDRs from Samoa, Republic of Korea and Sri Lanka.

A multi-disciplinary team of resource persons from the RBAP, Human Development Report Office (HDRO), New York, Sub-Regional Resource Facility (SURF), Kathmandu, UNDP's Oslo Governance Centre (OGC), UNDP Colombia, and other experts facilitated the workshop (see Annexure 1 for complete list of participants).

The workshop was inaugurated by Mr. R. M. K. Ratnayake, Additional Secretary, Ministry of Finance, Sri Lanka. The inaugural was also addressed by Mr. Miguel Bermeo-Estella, Resident Representative, UNDP Sri Lanka. The concluding session was chaired by Ms.Christine Spoerel, Deputy Resident Representative (Programme), UNDP, Sri Lanka CO.

Workshop Evaluation

At the end of the workshop an evaluation form (see Annexure 2) was circulated among all the participants to seek their views on the overall structure and content of the workshop and on ways in which it could be

improved further. The overall feedback from the participants can be listed as follows:

What participants liked :
- Good interactivity and participatory methods;
- Excellent facilitation, good flow and dynamics;
- Flexibility in accommodating concerns and priorities of the participants;
- Good balance between experts and experience;
- Good distribution of guidelines for different sessions;
- Integration of HD with cross-cutting issues, i.e., gender and trade;
- Clarifying distinction between HDRs and MDGRs;
- Experience sharing across countries (challenges and solutions) and time to reflect and debate on HD;
- Comments of government participants;
- Understanding the complications regarding the methodology, data and indexing;
- Advocacy potential of HDRs.

Suggestions by participants for improvement :
- Encourage all speakers to provide copies of presentations;
- Include group exercise using a real HDR;
- Distribute all training material in hard copies (CDs were provided);
- Provide copies of HDRs from participating countries and good examples;
- Would like to have time to hear from all countries;
- More specific 'How to do' sessions;
- More time needed for measurement and data issues;
- Longer duration for more interactive sessions, meeting colleagues, sightseeing, etc.;
- Checklist for mainstreaming HD could be developed;
- Schedule was too tight;
- More time needed for breaks;
- Mixed reaction to philosophical/conceptual aspects of discussion.

Next Steps

The response for participation in the workshop was overwhelming resulting in restricting later requests. Given the high demand from UNDP staff, it is recommended that a second workshop be planned in 2004.

Inauguration

Human Development in Sri Lanka

The workshop was inaugurated by Mr. R. M. K. Ratnayake, Additional Secretary, Ministry of Finance, Sri Lanka. In his inaugural address Mr. Ratnayake welcomed participants to the training workshop which, he said, provided an important opportunity for governments and institutions to share experiences and address challenges in human development reporting. Sri Lanka was an ideal location as it has established an excellent social development record since the 1950s and has reached developed country standards in Human Development Indicators (HDIs). International comparisons of HD have shown that Sri Lanka has achieved a level of HD well above its per capita income level. Mr. Ratnayake recalled that Sri Lanka ranked 83rd among 130 countries in 1990. However, civil strife destroyed the HD infrastructure and services, bringing the country down to the 99th position among 175 countries in 2003. He added that Sri Lanka has achieved an impressive record in health and education as the result of a combination of strong and proactive health, education and social policies that were implemented early in the country's process. At the same time, regional patterns of HD in Sri Lanka show substantial variation in all indicators and such disparities are more intense in rural and remote parts of the country. The government in Sri Lanka is fully committed to overcoming HD challenges and providing social and economic opportunities to all citizens. He wished every success to the training workshop over the next three days.

The Development of HDRs

In his special address, Mr. Miguel Bermeo-Estrella, Resident Representative, UNDP, Sri Lanka, welcomed the participants and was pleased that UNDP colleagues from 15 COs of Asia and the Pacific were present. He also welcomed development partners from ministries, universities, and other organisations who play an important role in driving the HD agenda forward. He thanked the APRI, HDRC, New Delhi for their efforts in preparing for the workshop and congratulated them on having put together an interesting and important agenda. During the 1990s, the HDR developed into UNDP's signature product, and gained global recognition as an independent tool for advocating human development. The NHDRs and Regional Human Development Reports (RHDRs) are tools that extend and deepen analysis to examine more local concerns. RHDRs can effectively address issues — such as HIV/AIDS or Information & Communication Technologies (ICT) — that concern several countries, generating regional debate and cross-country collaboration. The first Sri Lankan HDR was prepared in 1998 and highlighted some of the regional disparities within the country. But due to the then active conflict, large areas of the country were not covered in the report. Five years have passed and, in terms of preparing a second HDR, timing and political sensitivity are critical. In this context he felt that it was particularly relevant and timely to learn and discuss how HD can be studied, presented and advocated.

A Tool for Accountability and Advocacy

Mr. B. Murali, Programme Specialist, Regional Programme Division, RBAP, New York, explained that the workshop was meant to share best practices and explore critical HD concepts and issues. This was a key initiative of the RBAP, using regional programme resources to support capacity building in COs. He added that the concept of indices and measurement and, particularly, ranking of countries has converted the HDR into a tool for accountability and advocacy for HD and formulation of pro-poor policies and development planning. There is an immense need for training and capacity building to realise the full potential of the HDR as a powerful policy tool. Emphasising the importance of RHDRs, Mr. Murali said they bridge the gap between global and national HDRs. They highlight regional perspectives and help exchange knowledge and experiences between countries. MDGs and MDG Reports (MDGRs) are now the new focus in the Asia-Pacific region which is very much on track to achieve the target of producing one MDGR for each country before the deadline of 2004. He concluded by saying that emerging trends clearly indicate that the Asia-Pacific, particularly South Asia, will not achieve the human poverty reduction targets; therefore HDRs have a major role to play in evolving policies that are people-centred and pro-poor.

APRI's Role

Ms. Anuradha Rajivan, Programme Coordinator, APRI, HDRC, India, explained that APRI is an initiative under the RBAP to provide support to region-wide analysis of HD and impact regional development strategies, inter-governmental agreements and national policies related to HD in the Asia-Pacific region. The key activities of APRI include:

- Supporting preparation of regional/country-cluster HDRs on issues of common concern.

- Facilitating production of background technical support documents, policy briefs, linked to and complementing the HDRs.

- Hosting regional training/learning seminars on HD, to facilitate exchange of experiences, best practices and cross-fertilisation of ideas and methodologies through national and regional HD networks.

- Developing tools for assessing and monitoring impact of HDRs.

The APRI covers 39 countries in all — 24 in Asia and 15 island countries in the Pacific. Ms. Rajivan said the initiative had already completed two RHDRs, one on "HIV/AIDS and Development in South Asia 2003", and the other on "Human Development in South Asia 2002: Agriculture and Rural Development". Ongoing projects under APRI include RHDRs on "Promoting ICT for Human Development in Asia: Realising the Millennium Development Goals", "Trade and Human Development", "Regional Cooperation in South East Asia" and the RHDR for the Pacific Islands.

Introduction to Workshop Design

Facilitator — Kalyani Menon-Sen, UNDP, India

The workshop was designed to include learning in three different areas:

1. Working together to advance our conceptual understanding and approach, particularly in the context of global and national development goals.

2. Sharing experiences and discussing practical challenges in developing HDRs and operationalising them.

3. Moving ahead to evolve strategies for building synergies between HD reporting and other UNDP work.

The facilitator said that the presence of practitioners among the participants would help in learning and bringing about a consensus on HD understanding.

The participants then introduced themselves and described their areas of work.

HDRs: History, Concepts and Principles

Chair: Marcia de Castro, HDRO, New York
Speakers: Omar Noman, RBAP, New York
*   A. K. Shiva Kumar, UNICEF, India*

The Chair, Ms. Marcia de Castro, introduced Mr. Omar Noman and Mr. A.K. Shiva Kumar. The former was with the HDRO and has now joined the RBAP. He has been deeply involved in the production of global HDRs. The latter is an adviser to UNICEF and has worked with UNDP in different capacities. He has evaluated a number of MDGRs and has edited the book, Readings in Human Development.

Origin and Operational Aspects

Starting the session, Mr. Omar Noman traced the origin of HDRs to the efforts of Mahbub ul Haq and Amartya Sen. In countries like Afghanistan there was growing awareness of the NHDR's use as an instrument to ensure governmental accountability. He pointed out that both the UN General Assembly and the recent Cancun meeting had raised some very important HD issues and highlighted the following seven operational problems of HDRs:

1. There is no distinct set of economic policies related to achieving human development.

2. There is a lot that still needs to be done to turn HDRs into programming instruments.

3. HDR 2002, in particular, presents conceptual issues that are difficult to implement.

4. When HDRs advocate against those in power, the sense of operationalisation is not concrete. He argued that the HDRs should be allowed the freedom to raise non-operational issues as well.

5. At the global level, there is a growing interest in HDRs for strengthening democracy without advocating regime change.

6. There is tension between HDI and HD since the HDI has become a powerful political tool. However, it misses the political and human rights issues, which are an integral part of the HD concept.

7. National, regional and global HDRs have consistently identified and opposed discrimination of all kinds – such as discrimination based on gender or poverty or regional inequities. This has been a major contribution of the HDRs and has affected policy.

Concept and Impact

Mr. A.K. Shiva Kumar, in his presentation, listed seven aspects related to the HD concept:

1. What HD is not. It is often debated whether HD is anti-growth, but it is not. The question arises because income is often observed as an outcome; but HD looks at the underlying reasons for low or high levels of income. HD is not anti-growth; it is not social development; it is not narrowly restricted to health, education and nutrition alone, as in social development. Often, HD is also equated with Human Resource Development (HRD). HD is, however, much more than investing in people's training and upgradation of skills.

2. HDRs have been a communication success. Mahbub ul Haq was a great communicator and thus HD has been articulated clearly and in a very simple way. In the 1994 HDR, human security was defined as being concerned not with weapons but with human dignity. It was interpreted not merely as security of territories but as security of people. The real challenge is to retain simplicity of communication in HDRs.

3. The HD concept has changed the way we look at policies. It helps us see how policies affect the quality of life of people. It goes beyond provision of commodities. For example, education does not mean just the number of schools that exist, but is about the actual process used and the benefits that actually reach the people.

4. The HDI has often been criticised; but the importance of data in making a point cannot be ignored. At the same time, data does not reveal everything and there is a need to use enough description about what lies behind the numbers.

5. Discussion of human rights in the HD discourse is important. The human rights perspective reinforces the fact that one needs to give priority to the worst off. These are the people who generally get left out. The human rights perspective helps in addressing the question: 'How are we to reach the worst off and deprived sections?'

6. HDRs have argued that civil and political rights are as important as economic and social rights. Now the consensus is that one has to include all sections of society for the sustainability and quality of interventions. Prof. Sen says that unfair exclusion is as serious as unjust inclusion. There is a need to make the development process participatory through genuine inclusion.

7. Regarding the question of development effectiveness, when one judges institutions through the HD perspective, the question that arises would be: "Are their interventions sustainable, participatory and how are the benefits being distributed?" HDRs are one way of starting to adopt the HD perspective that can further trickle down into other initiatives.

In the discussion following the two presentations, some participants said that certain topics could not be taken up in HDRs since government involvement was high. To address this problem it was suggested that the language could be modified or the issues could be taken up in a regional, rather than national, HDR.

Mapping and Measuring Human Development: Concepts, Indicators and Data Issues

K. Seeta Prabhu, HDRC, UNDP, India

Ms. K. Seeta Prabhu, Head, HDRC, UNDP, India, made a presentation on mapping and measuring HD. She said that human development is a broad concept and operationalising HD is a challenge. Some of the indices developed by UNDP and used in the global report are the HDI which measures attainments, the Gender Development Index (GDI) which highlights existing inequalities between men and women, the Human Poverty Index (HPI) which addresses deprivation and the Gender Empowerment Measure (GEM) which highlights empowerment. Ms. Prabhu spoke of the often-debated differences between the NHDRs and the MDGRs. She said that despite successful attempts at indexing HD, there are crucial aspects – such as political, economic and social freedoms, opportunities for being creative and productive, enjoying personal self respect and guaranteed human rights — that have been excluded from the HDI. Some national and regional HDRs, however, have attempted to index these as well; examples are the Human Governance Index (HGI) by the South Asia RHDR 1999 and the Health Risk Index (HRI) by the China HDR 2002. She identified the conventional sources of data such as the census, the National Sample Surveys (NSSs), civil registration systems, and the constraints related to each of the sources. Some of the major data-related challenges faced by HDRs are:

- Unplanned demands for data on a wide range of indicators.

- Rising tendency towards global reporting.

- Increasing demands for sub-national data.

- Need for monitoring progress on HD indicators.

- The changing profile of data users such as Non-Governmental Organisations (NGOs), citizens' groups and people's organisations.

Some important data-related issues are:

- What indicators and whose indicators are we talking about?

- Which definition should one follow — global, national or people's definition?

- Who collects, who owns and who reports data?

- Should HD approach extend to data collection, reporting and dissemination?

Panel Discussion on Data-Related Problems and Innovative Solutions
Marc Andre Franche, UNDP, Colombia
Anuradha Rajivan, APRI, UNDP, India

Ms. Prabhu's presentation was followed by a panel discussion on data-related problems and innovative solutions.

a) HD in a Conflict Situation
Mr. Marc Andre Franche, Programme Officer, HD, UNDP, Colombia, discussed how the HD concept can be operationalised in conflict and conflict prevention contexts – a conceptual and measurement challenge. He said that an armed conflict is the first obstacle to human security and development, and emphasised the problems faced in collecting data in conflict zones. Citing his experience with the preparation of the Colombia NHDR, he said there is a complex relation between HD and armed conflict which raises measurement problems. HDI at present does not capture conflict-related dimensions and hence there is a need to modify it. To measure the impact of conflict there is a need to go beyond the HDI. In Colombia, the HDI was adjusted with violence (homicide rates) to incorporate the conflict aspect. The HDI for 61 countries was recalculated after including the aspect of

violence. A conflict degradation index to assess the impact on different vulnerable groups was also calculated. This analysis helped in understanding conflict through the HD lens. Based on this multi-dimensional analysis policy, recommendations in 14 different areas were made in the Colombia NHDR.

b) Data Collection and Indexing
Ms. Anuradha Rajivan complemented Ms. Prabhu's presentation by highlighting the fact that national data systems focus on economic data, which are monitorable and quantifiable and are collected at regular and timely intervals. She said that the currently fashionable data, such as mortality, are not collected and are sometimes not feasible for collection due to various technical problems. There is a need to strengthen statistical systems. She pointed out a tendency to measure what is easy to measure; aspects like human rights and governance are not easily quantified. More and more HDRs are getting to be thematic. On issues such as ICT, assumptions of effectiveness are sometimes made. For example, there is no clear evidence that ICT has actually had an impact on HD since the applications part of data collection has never been part of the statistical machinery. In ICT, the content of data available is more important than simply its availability. In terms of HDI and its methodology, there have been debates on the combination of stock and flow indicators in one index, and the problem of multicollinearity within variables in an index. At the same time, the HD concept is much wider than the index. The nature of any indexing, whether it be the HDI or the Gross Domestic Product (GDP), is enormous simplification but the uniqueness of the HDI lies in the challenge it poses to economics inherent in the traditional GDP.

c) Discussion of Presentations
Mr. Gamini de Silva, Director, Department of Census and Statistics, Sri Lanka, said that statistical systems face a problem of coordination among agencies collecting data. Data should largely be used to substantiate one's arguments.

Mr. R. Sudarshan, Advisor-Justice, OGC, Oslo, said that apart from substantiating certain arguments, data are also important in helping policy makers make policy decisions. At the same time, not every detail of human

life can be measured by quantifying it; hence one should not overemphasise the need for data.

Ms. Ana Gaby Guerrero, Programme Analyst, UNDP, Laos, raised the issue of low statistical capacity in the country and constraints on resources available for this purpose. Because of lack of data some definitions, such as the level of poverty, have been localised to simplify compilation of data. In the Philippines, NHDR preparation is being used to build the capacity of data collectors and local people in collecting and analysing data.

Ms. Rajivan concluded that there is a need to involve the statistical systems before making high demands for non-conventional data.

At the end of this session, participants indicated that they had several data-related questions. There was a general demand for a separate session to address these issues.

NHDR Process: Country Experiences

This session consisted of an exercise in small groups and discussion in plenary. The participants were divided into four groups. Ms. Kalyani Menon-Sen, Consultant, UNDP, India, explained that the break out groups would discuss NHDR experiences according to specific guidelines.

Country teams were to share their national experiences of the HD reporting process. Based on the presentations, the group should discuss the following questions:

- What are the benefits of national HD reporting for UNDP as a whole?

- How can the impacts of HD reporting be measured at the national level?

- What are the challenges in HD reporting at the national level?

Detailed guidelines (See Annexure 3) had already been e-mailed to all participants to enable them to prepare ahead of the workshop.

After discussion in groups, the participants came back to the plenary and presented the main points discussed.

Group Presentations
a) Afghanistan, Cambodia and Malaysia
For the preparation of NHDRs in Cambodia there is an Advisory Committee (AC) consisting of national and international NGOs, donors and government line ministries. The Cambodian experiences with NHDRs can be classified into two types: one, from 1997 to 1999, when an international expert worked with the Ministry of Planning to prepare the report; and the second, from 2001 onwards, when the focus was on core national teams of ten persons including an international expert. The reports were written in the local language as well as English.

Afghanistan is in the process of launching its first NHDR and has set up an advisory panel composed of only national staff, selected according to specific criteria; an international expert has been involved to support the national team.

The issue of independent analysis vs. national ownership was discussed in detail in the group. The group also said that dissemination was a big problem. Once the NHDR was published there was hardly any dissemination or follow up and the process came to an end. Without UNDP's support there was no mechanism to continue the process or make it sustainable.

Afghanistan, for example, has established a human resource centre in the UNDP office but the question was whether it could sustain itself without UNDP's support. The participants suggested that UNDP should establish a network to support the COs in getting good consultants and developing in-house capacity as well, rather than completely rely on international experts.

b) China, Maldives, Nepal and Laos
The group discussed the fact that management arrangements are different for different countries. Some important challenges faced by COs are balancing independence with ownership and involving other stakeholders such as NGOs and civil society. The group also voiced concern over the fact that the report is largely

seen as a UNDP product and in some cases as the government's. In Maldives, for example, there was need to seek government approval.

It was difficult to assess how NHDRs, and other office documents such as UN Development Assistance Framework (UNDAF) and Common Country Assessment (CCA), were linked to each other. Discussing the impact of NHDRs the group indicated that in Nepal HD was used as the basis for measuring progress and in China the third NHDR had an important impact on public administration reforms.

c) Bhutan, East Timor, Myanmar and Samoa

The group thought there was a danger of report fatigue, as there were too many reports being produced. There was agreement that it was useful to have an NHDR but it should not be seen as just a UNDP product; it should have policy implications as well. Among the group members, Bhutan has produced one NHDR, Samoa is about to start the process, Myanmar has one internal report and East Timor also has one report.

The nature of government is also different from country to country, and there may be pushes and pulls within government ministries. In East Timor, the concept of HD is mainstreamed into the thinking of the new government and high budgetary allocations are made for education and health. However, data is a major challenge and in this respect there may be something to be learnt from Samoa where statisticians are involved in the team.

d) Sri Lanka, Thailand, South Korea and the Philippines

Sri Lanka has had one report in 1998, which concentrated on overall HD aspects and gave the regional profile. The University of Colombo team was largely responsible for its preparation and for inclusion of some of the conflict-affected areas. The attempt was to provide indices at the district level. MDG has now taken off the ground and gathered momentum.

Thailand has produced the report in 1999 and 2002. Media coverage of the reports has been good.

In South Korea, the NHDR was prepared through the Institute of Health and Sociology and helped in promoting women's participation in parliament. This report was on gender and was published in the local language; however, there was no advocacy or follow up.

The Philippines has produced three NHDRs: in 1997 on gender, in 2000 on education, and in 2002 on unemployment. The country also has a Human Development Network which is primarily responsible for producing the reports. The respect enjoyed by the report is encouraging and the CO is looking forward to coverage of issues such as human population, human security and environment in the upcoming NHDRs.

All the countries in the group raised common issues such as participation vs. quality of report, autonomy vs. ownership of HDRs and problem of data gaps in statistical systems.

Day 2

25 September 2003

Open Forum

The previous day's sharing of country experiences was found by participants to be very interesting and helpful. There were a number of suggestions on measuring and monitoring impact, and for a data clinic in small groups as there had been many queries about data. Participants asked for more time to share country experiences.

Relevance of HDRs in a Changing World

R. Sudarshan, OGC, Oslo
Marcia de Castro, HDRO, New York

Philosophy of HD

Mr. R. Sudarshan discussed the philosophical basis of the HD concept through the ideas of Aristotle and Emanuel Kant, as used and defined in the HDRs. The two philosophers differ in the way they define the human self. Aristotle defines the human being as a member of a community and his or her identity would depend on the relationship with others. In Kantian theory the individual self is autonomous and is considered his/her own legislator. Thus there is a basic tension about how to view the human self. The concept of HD cannot come purely from economics and has also to draw on anthropology, sociology and political science. It would not be fair to compartmentalise it into a single discipline.

The input of intellectual nourishment into the HD concept has to continue. The national and other HDRs need not simply conform to the pattern of the global HDRs. Mr. Sudarshan further pointed out that the HDRs have addressed different issues such as social inclusion and also more fashionable issues such as technologies. The record of HDRs has however been somewhat mixed. Some have been received very well and have covered all aspects of a subject while some have been very sketchy. Nonetheless, the enterprise is a challenging one and the more challenging the world becomes the more seriously we have to engage in this enterprise.

Focus and Relevance

Ms. Marcia de Castro, Policy Advisor, HDRO, New York, on the subject of 'Relevance of HDRs in a changing world', said that there is currently a very unfavourable international scenario. Issues such as terrorism, security and uneven economic status, have made the task of development agencies highly challenging. Development practitioners need to plan the use of resources and the way in which public policy will be influenced. A very important contribution of the HDRs has been the focus on deprivation and exclusion, which is closely related to the phenomenon of globalisation. There is a need to follow the idea of thinking global and acting local. There is a need to share visions and find locally relevant solutions and actors.

There is a greater linkage now with the private sector which is being included in development work to a larger extent. The role of the state is very important; it has to be a democratic state and a more inclusive one. Public sector reforms need to be taken up in order to improve the role of the state. Regional issues need to be focused upon for more even development across a country. There is a need for more socially responsible private and public institutions.

Responses by Representatives of the Governments of Sri Lanka, Bhutan and Cambodia

Moderator: Christine Spoerel, UNDP, Sri Lanka

Guidelines for country presentations were circulated by e-mail prior to the workshop (See Annexure 4)

Bhutan

Mr. Jigme Nidup from the Royal Government of Bhutan listed the main policy documents produced in the country as:

- Vision 2020.

- National Plan documents every five years.

- MDG reports.

- Poverty Reduction Strategy Papers (PRSPs).

The B-HDR serves as a basis for other documents and formulation of plan documents is based on HDRs. The HDR, produced with the help of UNDP, is owned completely by the government. The HD approach is accepted to a certain extent in Bhutan. The main users of the HDR are government agencies, international agencies and researchers. To some extent the HDR has an impact on national policies and serves as their basis. In public discourse, the HDR is itself a topic of discussion. Bhutan is taking HDI as the basis to analyse happiness. So far, the HDR has had no unforeseen negative impact.

Cambodia

Main policy documents:

- The Socio-economic Development Plan (SEDP) II 2001-2005, consisting of the 41st vision: Poverty Reduction, and the 44 Development Objectives to be achieved.

- The three-year rolling Public Investment Programme (PIP) to assist line ministries in implementing the national plan.

- The National Poverty Reduction Strategy (NPRS) 2003-2005, as required by the International Monetary Fund (IMF) and the World Bank (WB).

- The Cambodia MDGR 2003, supported by UNDP, to be approved by the government early next month (October 2003).

- The National Perspective Plan (NPP) approved by government last month (August 2003).

- Other sectoral strategy plans.

Cambodia perceives the role of HDR as describing the state of HD in the country, not as making policy recommendations. HDR is similar to other policy documents in that they all describe/analyse the situation of HD in the country. The difference lies in the fact that HDR does not make policy recommendations; this is the preserve of policy documents. The ownership of government in HDR is still limited because of lack of analytical skill among government staff, financial constraints and the need for guidance from international consultants as well as technical and financial support from UNDP. Regarding the HD perspective in policy documents, HDR provides complementary information for national policy making.

The HD approach is widely accepted in the country and HDR receives support from line ministries, provincial authorities, donors, NGOs, and civil society through participation in the Advisory Committee (AC). The main users of HDR are government ministries, donor agencies, NGOs, researchers and media. The different kinds of use include policymaking, planning of activities, training of field staff and community workers at grass roots level. HDR has had no negative impact on national policy and information from HDR is a signal for policy makers to consider and address problems. In terms of public discourse, there is technical discussion of HDR in the AC and wide dissemination through national workshops, especially during the International Day for Poverty Eradication.

Sri Lanka

The country representative, responding to the discussion in his personal capacity, said that the HDR at the global level is much talked about but when it comes to the local level only the ranking claims attention and ranks are over emphasised. The national reports are important at the local level; but in Sri Lanka the HDR just replicated the HDI attempt and did not get much attention. There has to be an annual progress review document. The national bank of Sri Lanka produces one for the national economy. We need such a document for HD as well, covering both quantitative and qualitative aspects. This would help in monitoring development progress at regular intervals.

Discussion

Responding to the presentations all participants agreed that the HDRs did prove to be an important tool for providing policy recommendations. Even in the new global and local scenarios, HDRs have an important role to play. At the same time, participants expressed concern that too much emphasis on preparation of HDRs may lead to 'report fatigue'. The issue of the quality of NHDRs was also discussed. If the report is prepared with a focus and provides clear policy guidelines, governments would definitely take the HDRs seriously.

Enhancing the Policy Impact of HDRs

Participants were divided into four break-out groups and provided with a brief for discussion. This was followed by presentations from each group based on the points listed in the brief for break out groups (see Annexure 5).

Points Made during Group Presentations

a) Theme Selection

- Different countries have different issues and contexts and so it is difficult to follow one consistent process to prepare an HDR.

- Themes are based on the national agenda, but include global issues relevant to the national scenario.

- One has to be careful while picking sensitive topics such as conflict and HIV/AIDS. Sri Lanka is currently entering the peace process and there is a need to link the HDR with that as well as with MDGs. Cambodia's next theme is 'HIV/AIDS: current reality, availability of data and impact on policy'.

b) Development of Content and Consultative Processes

- The need is to first formulate HDRs and prepare the ground.

- There is also a need to check the relevance of the HDR in the local context. Cultural differences and the political context should be taken into account.

- In some cases the process is participatory, while in others it is decided internally. Ideally, participation should be widespread, but this raises the crucial question of who owns the report.

- What should the report do? The HDR should not be pushing certain policy options but should highlight issues and facts to advocate certain positions that can be taken.

c) Selection of Authors

- In some countries the work is done by national or international consultants. India and Nepal have national consultants. In India, various national consultants write the papers but the overall editing is done by international consultants.

- There is always a participatory process, but there is also always a role for international participants.

- The Philippines' earlier report was a government-NGO partnership. Now the project is closed and there is a funding problem.

- Sri Lanka outsourced to the University of Colombo; East Timor had a steering committee with participation from the Planning Ministry and UNDP; Cambodia worked through the Ministry of Planning. The AC in Cambodia included the government.

- Local capacity building through UNDP is needed for long-term sustainability. However, funding and financing of such capacity building is a critical issue.

- There is a need to build up the capacity of the NSOs.

d) Problems Relating to Sourcing and Using Data

- Myanmar suffers from lack of independent data.

- East Timor had good data but much of it was destroyed in 1999.

- Sri Lanka finds data gathering a problem due to conflict in some areas.

e) Quality Control

- Peer review is critical both for quantitative and qualitative analysis. But the internal capacity of the state has to be kept in mind before making any important policy recommendations.

(f) Engaging the Media

- Media strategies vary. Sometimes media are not interested.

- Photographs and rankings should be included to raise interest.

- Some countries have very high-ranking government officials launching the HDR.

- Afghanistan would like to launch the HDR at an international event to raise international attention.

g) Dissemination

- There is a need to think of appropriate dissemination strategies right from the beginning, as was done in Colombia. Work on the report does not end with its release, there must be planned follow up.

- One method of follow up in Colombia was to use radio soap operas to spread key messages of the report.

- In Bhutan a song on MDGs has been composed. This is an example of creative dissemination.

h) Other Points Raised

- The process of translation leads to loss of some important messages.

- There is inconsistency between the global and national HDRs because of a time lag in global HDRs. Perhaps national HDRs can feed into the global HDR to remove this time lag.

- After producing three or four reports, what next? Do we stop, or do we further produce thematic and other kinds of reports?

Assessing the Impact of HDRs

A.K. Shiva Kumar, UNICEF, India
Marc Andre Franche, UNDP, Colombia

The Role of Government

Mr. Shiva Kumar pointed out that while there has to be diversity in the country context, there can be much in common between countries in approach strategies:

- There has been no focus on follow-up action in the group presentations.

- During interaction with government, there is a need to be aware of sensitivities on both sides since UNDP is an intergovernmental agency.

- Issue of objectivity has to be considered when the government is involved.

- Other issues to be considered are the government's role in advocating HD and the realistic understanding of the capacities of both UNDP and government.

Learning from Colombia

Mr. Marc Andre Franche drew on his experience in working on the Bolivia and Colombia HDRs to list some points that should be kept in mind to ensure maximum impact:

- The focus should be on one central problem.

- Inclusiveness of the process, while maintaining national ownership is the key to legitimacy.

- Participation without veto is essential.

- Having a team dedicated solely to the HDR will help retain its independence.

- Quality is maintained by generating concrete and detailed proposals which provoke debate.

- While remaining within the country's politics, use a strategic outreach process. The objective is to widen the constituency in favour of the HD paradigm through a specific theme and proposals.

- Maintain the HDR process in the spotlight from beginning to end.

- Speak their language. Appeal to various types of audiences through different types of products and events. Project the NHDR as a cultural event, using music, theatre and painting to pass on basic messages, especially among the youth.

- The HDR process must be an ongoing exchange of ideas. Organise debates instead of presentations.

- Put your money where your mouth is. Help to operationalise what you are proposing, especially through UNDP.

- Promote your proposals within UNDP through the Country Cooperation Framework (CCF), CCA, UNDAF and PRSPs.

Further, Mr. Franche listed as examples of HD impact in Colombia:

- UNDP overhaul of CCF.

- Over five million US dollars assigned in agreements with bilaterals and UNDP's Bureau for Crisis Prevention and Recovery (BCPR) for action to implement proposals.

- Specific role for NHDR team: training, monitoring and dissemination.

- Government involvement:

  - Policy formulated for internally displaced populations (IDPs).

  - Debate sparked off by President's comments.

  - Ministers in national and regional launches.

  - Invitation to train the military.

Data Clinic

This need was brought up again during the Open Forum at the beginning of Day 2. In response, a Data Clinic session was incorporated into the day's schedule and took place that afternoon. For the Data Clinic, participants were divided in two groups and they discussed individual data related problems with Ms. Anuradha Rajivan and Ms. K. Seeta Prabhu in the two groups respectively. Some of the important data related issues raised in the discussions were:

- Lack of availability of HD data.

- Need for better indexing as the present methodology combines stock and flow variables.

- If NHDRs could use a different methodology for calculating HDI in place of the global methodology.

- Need for experience sharing at national, regional and global level.

- Need for involving National Statistics Offices (NSOs) for preparation of NHDRs.

- Need to improve collection of social statistics by the NSOs.

- Need to orient NSO staff in HD data and related issues.

- Need to promote use of proxies in case of absence of required data.

Taking Stock of the HDR Experience

Anuradha Rajivan, APRI, UNDP, India

Discussing global HDRs, Ms. Rajivan pointed out that 14 reports have been produced since 1990. There was a need to take stock of both their potential and their limitations.

Potential

- Powerful tools for exploring alternative viewpoints on critical development issues.

- Cross country analysis is of interest to individual nations and donor agencies.

- Independence.

Limitations

- Near absence of national ownership.

- Limited follow up at country level and lower potential for influencing national policies.

RHDRs, NHDRs and MDGRs

There have been 22 RHDRs published so far, with the Pacific HDR of 1994 being the first. South Asia has produced the largest number of RHDRs (seven) followed by Eastern Europe with six. Ms. Rajivan emphasised the positive aspects of RDHRs:

- They can address sensitive issues that are difficult to take up at national levels, such as human rights, HIV/AIDS, corruption and governance.

- With globalisation, RHDRs help to break out of national boundaries on development issues and deal

with issues of regional concern such as trade, transnational corporations, migration.

- They can help in setting standards, consolidating knowledge and creating wider consensus around issues of cross-border interest.

Discussing sub-national and national HDRs she pointed out that:

- Both promote strong ownership.

- They greatly influence policy and strategy and have the potential for official budgeting.

Ms. Rajivan further highlighted the distinctions between NHDRs and MDGRs:

- MDGRs are relatively limited in scope, reporting as they do on an agreed list of 8 goals, 18 targets, and 48 development indicators; the scope of issues for HDRs is virtually unlimited.

- Unlike an HDR, an MDGR can be a useful result-oriented management and monitoring tool.

She concluded by underlining the need to assess impact during all three phases of an HDR, the preparation process, the publication of the product, and its dissemination, in order to learn from past experiences and improve their impact.

Sub-National HDRs
K. Seeta Prabhu, HDRC, UNDP, India

There is a need for sub-national reports, especially in large and diverse countries such as India and China. In India, resource allocation at the provincial level is taken care of by the provincial (state) level governments, in partnership with UNDP and with support from the Planning Commission. Ms. Prabhu highlighted three stages in the process: planning, review and dissemination. Planning is a consultative process. The sub-national HDR (SHDR) is an important policy tool. The government is involved both in preparation and implementation of key messages. There is an attempt to include all stakeholders through a consultative process.

Background papers are prepared by resource persons who are selected jointly by government and UNDP. The papers are then reviewed by everyone at a workshop. At the time of release of the SHDR, workshops are held down to the district level in order to disseminate its messages. It is noteworthy that HDI has now been incorporated in the 12th standard syllabus of the Central Board of Secondary Education (CBSE) in India. A three-day training module is also being prepared for government officials across the country.

Distinction between MDGRs and NHDRs
B. Murali, RBAP, New York

Mr. Murali said that the RBAP would like to introduce the regional MDG initiative and support capacity building in the region for MDGR preparations at country level. MDGRs and NHDRs are distinct from each other. The first series of MDGRs began by looking like HDRs. Now certain guidelines are being designed for the preparation of MDGRs.

- The HDR is an in-depth analysis leading to a policy advocacy document that triggers policy debate at the country level. It is a nationally-owned document, prepared through a participatory process with support from UNDP. The MDGR, on the other hand, is a monitoring and reporting document created to indicate progress in MDGs at country level.

- HDRs provide a platform for debate and discussions on evolving policy and should use the findings of MDGRs for discussing policy guidelines. NHDRs are tools for public advocacy and MDGRs are tools for policy advocacy.

Discussion
Participants and resource persons contested this distinction and said that the MDGR was not an advocacy document but only a scorecard. At the same time, there was agreement that the two tools were different, NHDRs being more elaborate in analysis and in providing policy guidelines.

Mainstreaming Human Development into UNDP Programmes

Moderator and lead speaker: Marcia de Castro, HDRO, New York, Responses by Programme Officers from East Timor, Nepal, Laos, the Philippines

Ms. Marcia de Castro defined HD as not a goal but an evolving paradigm. The challenge was to make this paradigm integral to UNDP's work and maintain synergies and linkages between programmes in the six UNDP practice areas of democratic governance, poverty reduction, crisis prevention and recovery, energy and environment, ICT. NHDRs provide tools to build synergies.

Ms. de Castro discussed the various planning tools in UNDP, such as the Multi-Year Funding Framework and the Strategic Resource Framework (SRF), as well as the work done by the NHDR Policy, NHDR Toolkit, HDR Network, thematic clusters, and other training activities. She listed the six basic principles of NHDRs:

1. National ownership.

2. Independence of the editorial team.

3. Participatory and inclusive process.

4. Quality of analysis.

5. Flexible and creative presentation.

6. Sustained follow up.

Country Presentations: Mainstreaming the HD Approach in National Programming

Presentation guidelines (see Annexure 6) were circulated to the Country Offices based on which the following presentations were made at the workshop.

a) East Timor
Rui Gomes, UNDP, East Timor

The mainstreaming of the HD approach needs to be seen in the context of the current situation in East Timor, which became the world's newest sovereign state on 20 May, 2002. It is only one year and four months old.

Despite this the HD approach has been mainstreamed in East Timor through UNDP's support to the nationwide poverty assessment in 2001. This was the cornerstone of the CO's poverty reduction strategy. The assessment results were fed into the National Development Plan (NDP) which was completed and adopted by Parliament in mid-2002. The NDP incorporates the people's vision and priorities.

The major goals of the UNDP are to:

● Reduce poverty.

● Promote rapid economic growth that is also equitable.

The Plan contains a poverty reduction strategy, built upon four major elements:

1. Expanding opportunities for the poor.

2. Improving their access to basic social services.

3. Enhancing security, reducing vulnerability to shocks, and improving food security.

4. Empowering the poor.

These objectives are closely aligned with the HD paradigm.

Parallel to the NDP, the first NHDR was also formulated. In a way, the NHDR was part of the NDP process and this is what makes it unique. The objective of the Report was to take stock of the challenges to and successes of nation building by the UN, stimulate debate on future development and attract more support from development partners. The First Country Programme Outline (2003-2005) fits squarely within the framework of the NDP and the UNDAF, both of which were launched in May 2002. There is a consensus that UNDP's strategic approach has succeeded in supporting Government to deliver on its commitment to start building a lean and flexible system of governance. A number of messages in the NHDR are reflected in the UNDP's other activities, such as civic education to disseminate the poverty assessment result and the MDGs.

b) **Nepal**
Nanako Tsukahara, UNDP, Nepal

Nepal has three NHDRs:

1. On Human Development in Nepal (1998).

2. On Poverty Reduction & Governance (2001).

3. On Empowerment for Poverty Reduction (2003/04), which is under preparation.

HDR copies are distributed among UNDP staff, project staff, NGOs and other partners.

All programmes/projects are based on the HD approach of building capabilities. This includes social mobilisation to build capacity at the grass roots and promotion of an enabling environment at the national and district levels. Use of HDR for programmes relate to:

● Disaggregated data (HDI/HPI) used for project formulation and monitoring, especially for district selection. The problem identified here is that the 1998 district data is becoming outdated.

● Social mobilisation mapping exercise, done by the South Asia Poverty Alleviation Programme (SAPAP) as a follow-up to the NHDR 2001 recommendation.

● HD capacity building for staff through empowerment presentations.

● Inputs from programmes into HDR.

● Drawing upon UNDP experiences for the 2001 report. Examples are:

  ● Decentralised governance — UNDP's review of donor support for the decentralisation process.

  ● Social mobilisation — the SAPAP experience.

  ● Poverty monitoring — UNDP support for establishing a national poverty monitoring system.

The new report under preparation includes learnings on the conflict-empowerment nexus as inputs for programme design.

c) **The Philippines**
Vivian Francisco and Elcid Pangilinan, UNDP, Philippines

The HDRs produced in the Philippines are:

● The 1994 HDR which introduced the HD concept and computed HDI for each region.

● Gender and Development (1997).

● Quality of Education (2000).

- Work and Well-being (2002).

The production of HDRs has resulted in demand for and use of statistics in HD and poverty monitoring, in terms of frequency and sub-national disaggregations. In 1999, HDI was designated as official statistics by the government.

In linking HD to programmes there is a need to enhance in-house capacity and develop appropriate Monitoring & Evaluation (M&E) processes.

d) Laos
Ana Gaby Guerrero, UNDP, Laos

The country's second CCF (2002-2006) assesses the development situation from a sustainable HD perspective. 'Advancing Rural Development' was chosen as the focus of NHDR 2002 on the basis of CO programme experiences in a number of rural development and governance projects. This NHDR has been used for developing three programmes on:

1. Environment (ongoing).

2. Poverty governance (planned).

3. HD advocacy (ongoing).

The HD advocacy approach includes production of NHDRs and establishment of advocacy tools for their dissemination. These tools include video and radio productions, articles, workshops, a development journal and a children's magazine. Research projects which help in knowledge management, policy papers based on in-house discussion and participation in PRSP and MDGR processes also form part of this approach.

Current problems in Laos include:

- Low capacity at national level resulting in confusion between HRD and HD.

- Rotation of international staff.

- Staff uses HDR data and information regularly in project formulation and sometimes in evaluation but

hardly ever in project monitoring. Disaggregation of data in NHDR would be useful for monitoring at provincial and district levels.

The CO faces challenges at two levels. At staff level, there is a need to strengthen the role of programme staff in HD advocacy, to enable them to play an active part in the dissemination of key messages. At the programme/ project level problems consist of:

- No clear or few direct linkages between programme indicators and HD indicators — for example, SRF and Result Oriented Assessment Report (ROAR) have outputs and outcomes but lack a set of indicators.

- Difficulties in establishing direct linkages to projects — this points to a need to introduce HDI and gender indicators at provincial and district levels.

- Relevance of data provided in NHDRs to particular programme/project not established.

- Confusion in definition; there is a need to realise that government definition of, and policy on, HRD is not to be identified with the HD approach.

Open Forum Discussion: Media Advocacy and National HDR Experiences

Mr. Marc Andre Franche, in his presentation on effective media advocacy, made the following recommendations:

- Have a journalist/communicator on your team.

- Advertise your main argument from the beginning, with emphasis on the process; use flyers, short videos, presentations, etc.

- Identify the news at each step for different media (print, TV, radio).

- Work the visuals with trademarks, logos and colours.

- Be open and transparent.

- Give preferential treatment to the media (directors, owners and journalists), not as passive recipients but as active stakeholders.

- Set up lasting alliances with key media.

- Create networks of interested communicators; give them particular tools: newsletters, bulletin boards, other material; ask their opinion!

- As much as possible, advertise all your events and meetings; organise as many as possible with multiple groups.

- When necessary work with the international media.

- Prepare specific materials for the media; attract their attention by giving specific examples, listing best practices and using boxes in reports and press briefings.

- Create incentives (publishing, prizes, photos).

- Organise events for journalists.

- Coordinate the distribution of information for maximum impact.

- Set-up mechanisms to continue the process with the media (newspaper inserts, seminars, radio programmes for specific subjects).

Mr. Franche pointed out that media play a very important role in creating public debate and attracting the attention of policy makers.

In discussion, participants wanted to know if the NHDRs should have broad policy prescriptions or specific ones. Mr. Franche suggested that it was difficult to have an impact on wide policy prescriptions and hence it would be better to have specific concrete proposals.

Media advocacy helps in creating an intense and rich debate. At the same time, one has to look at country contexts with reference to the level of media autonomy and provide clear messages.

Not all journalists understand HD messages; there is a need to train the media in order to pass on clear messages to the people. There is also a need to simplify the language used in the NHDRs so that it is easy to comprehend.

Press kits for foreign and domestic media should be separately customised as interests will be different at these two levels.

UNDP's message to the media should clearly include:

- The centrality of the HD concept.

- Support for debate on the issues involved.

UNDP need not take a certain position but need only facilitate public debate.

Integration of Cross-Cutting Issues into HDRs

Chair: K. Seeta Prabhu, HDRC, UNDP, India
Speakers: Savitri Wijesekera, Women-in-Need, Sri Lanka
            Mumtaz Keklik, SURF Kathmandu
            R. Sudarshan, OGC, Oslo

Gender Issues
Savitri Wijesekera, Women-In-Need

Ms. Wijesekera has been working for an NGO concerned with women and violence for about a decade. She emphasised that gender is an integral part of development. In Sri Lanka, women are major income earners both as migrant workers in tea and rubber plantations, and as employees of other industries and government. But they are a neglected lot. Civil society organisations (CSOs) play a crucial role in supporting development-related government initiatives and multilateral bodies should come forward to support such organisations. There is a need to mainstream gender into the school system in order to raise women's issues right from the beginning. NGOs can help by providing training-related support.

The school dropout rate among girls is very high and one important reason is the prevalence of migration. The incidence of incest, rape and abuse among migrants

is also very high. Sensitivity to these problems is low among government agencies. In the legal system, process and implementation are not robust enough and action is often long delayed. The police and the judiciary are not sensitised enough. There are no support services for abused women and there is no mechanism to expand these services.

Gender and Trade
Mumtaz Keklik, SURF, Kathmandu

Mr. Keklik shared his experience of preparing the book, *Making Global Trade Work for People* (UNDP, 2003). The process was fully participatory. The team writing the book had extensive consultations with governments of developing countries and civil society organisations, adding up to nine consultations in all. The book covered issues such as gender equality, food security and environment. Some of the messages it contained were controversial and generated a lot of debate on publication.

The authors looked at trade not as a purely economic issue, but as an HD issue. There is a direct relationship between trade policies and gender issues. The book argued that any policy affects men and women differently. This difference in impact is more easily visible in labour-related policies. When the trade regime is liberalised, employment of women and their wages are directly affected, depending on the country's level of development. For example, in semi-industrialised countries, trade liberalisation caused women's employment in manufacturing industries to increase. In East and South-East Asia, 80 percent of employees in the export processing industry are women. The percentage of women in the garment sector has drastically increased since the 1980s. In Latin America, in the service sector, about 70 percent of jobs in telecommunications are held by women. But there is a decline in employment in the public sector and in agriculture. Women are mostly small farmers and were eliminated by import competition in sub-Saharan Africa. This led to a high level of food insecurity. In general, women enter the private sector labour market under very disadvantageous conditions.

On the wages front there is a mixed report; in some cases women's wages increased as compared to men, but in other cases they decreased. In countries like Taiwan, companies used this decrease to boost exports and this produced an indirect impact on macro economic policies. In Nepal, reduction in tariffs led to decrease in customs revenue which, in turn, led to reduction in funding the development project in the country. Rapid liberalisation leads to change in the dynamics of poverty and inequality. It would, for example, lead to reduction in agricultural subsidies and reduce tariffs on luxury tax. This widens the already existing inequality between the rural poor and the urban rich. It leads to a need for the government to reallocate expenditures for the benefit of the rural poor and on other development projects.

What needs to be done is to slow the process of trade reforms. A country's development priorities need to be integrated into its trade policies. Development budgets should be made immune to changes in trade policies. There should be regular impact assessments of trade policies on HD variables such as development financing, gender equality and environment.

Access to Justice
R. Sudarshan, OGC, Oslo

The 2002 global report highlighted democracy as it exists and its deficiencies. Different countries understand the term, 'democracy', differently yet the common thread is that of accountability. In some, accountability is limited to seeking a mandate once in four or five years and then forgetting about the people. In others, there is deliberative democracy, where each and every issue is first discussed with the public and then action is decided upon. For democratic accountability, having institutions like elections is not enough. There is a need to be conscious of the means to improve the accountability of government. The rule of law means that every public action should have legality. The rule of law, however, does not specify what the laws should be. At times the law is itself unjust. Hence the focus needs to be on justice and human rights rather than the rule of law. The right to development is an important human right and is directly linked to the concept of accountability of the rulers to the ruled.

Data and indicators are inadequate to understand governance and related issues. The OGC is grappling

with the need to compare countries at the level of governance and identify underlying deficiencies. There is a need to list one set of core indicators which is general in nature and another set which is attuned to the country context.

Discussion

Commenting on the presentations, Mr. Noman and Ms. Prabhu pointed out that attempts to quantify freedom, such as the Freedom House Index and the Human Freedom Index, have a large element of subjectivity and are considered highly debatable. (Since 1972, Freedom House, a non-profit international organisation based in Washington D.C., prepares an annual assessment of the state of freedom using the Freedom House Index, assigning each country and territory the status of 'Free', 'Partly Free', or 'Not Free', by averaging their political rights and civil liberties ratings. The Political Freedom Index was prepared by UNDP in its HDR of 1992. Both indices are related to quantifying governance related issues.)

Replying to queries, Mr. Keklik said that there is much discrimination at the World Trade Organisation (WTO) between norms for developing countries and those for developed countries. These issues cannot be solved at a regional level; they must be tackled at the global level through multilateral agreements.

Process, Impact and Follow Up

Three break-out groups discussed follow-up actions and made presentations on the following subjects:

- Regional HDRs – possible themes and processes.

- Capacity building of CO and national teams.

- Impact assessment of HDRs.

Themes and Processes of RHDRs

The RHDR has certain advantages. It can address sensitive issues like globalisation, environment, water and energy, small and medium enterprises, access to justice and human rights, vulnerable and excluded groups. The group felt that:

- COs in the region can play a role in using NHDRs

as focal points and thematic units for organising workshops and helping to launch RHDRs.

- Advanced planning for the process is essential.

- It is also important to have a steering committee and to establish a regional network for RHDRs.

Capacity Building

It is important to have a core staff to work on HDRs. How is the process of capacity building for production of HDRs to be started and continued?

- Develop a regional capacity building NHDR network.

- Different countries could have workshops and invite experts as resource persons. Other centres, such as HDRO and APRI, could also provide support for capacity building.

- Provide training on statistical issues related to MDGs and indices with expertise from the Statistical Institute for Asia Pacific (SIAP). Conduct refresher training once or twice a year.

- There should be a time line for capacity building in COs, private sector, media, government, etc.

Impact Assessment

What is the impact under discussion?

- Policy impact — are recommendations taken up for policy implementation?

- In crediting the HDR, distinguish between the kind of impact that is purely a result of the NHDR, and the kind of impact that may be caused by other factors.

- Public advocacy is a clear impact, which is easy to identify.

- In some cases there is no way one can assess the impact – for example, in education the impact on the development process is evident only in the long term.

- It is important to come up with specific recommendations, since this helps in assessing the impact.

- For maximum impact, the process must be emphasised from the beginning – for example, with a consultative process, the impact is in the process.

- The objective of the HDR defines the expected impact and also determines the impact assessment methodology.

- Not all HDRs are good; but the quality of the HDR need not necessarily determine its impact.

- The global scenario as well as political conditions and agendas will have a bearing on the impact.

Discussion

On the need for funds for these tasks, Ms. de Castro said HDRO does support capacity building through e-networks and initiatives such as the Innovation Fund. HDRO is planning to introduce a three-month distance education course, for UNDP staff, on HD concepts and HDR preparation.

She expressed her agreement with participants who pointed out that there were constraints both with regard to funds and in terms of time. Since preparation of the HDR involves a number of stakeholders, the process needs time; however, time available is limited to one year.

It was mentioned that Chile has drawn up some indicators to assess the impact of HDRs.

Vote of Thanks

Ms. Rajivan said the regional programme would be holding another training workshop in 2004. She thanked everyone for their enthusiasm and full participation in the workshop which ensured its success. In particular, she thanked the Sri Lanka CO for the support provided.

Mr. Noman appreciated the efforts of APRI and HDRC in organising the workshop.

Ms. Spoerel said it was an honour to host the workshop, particularly when Sri Lanka is about to launch the next NHDR and MDGR. She expressed herself eager to participate in the next workshop and thanked the organisers from APRI and HDRC. She also thanked the staff at Sri Lanka CO for facilitating this workshop.

Participants appreciated the continued effort of the whole team, despite having to postpone the workshop once.

Summing Up

The workshop started with the conceptual background and then moved on to basic issues such as data. The organisers responded to demand and set up a data clinic.

There were some interesting government responses. There was much interest expressed in the impact of HDRs and there was some very good experience sharing. Other topics that were found useful included: taking stock of global, regional and national HDRs, the complementary yet distinct nature of MDGRs and NHDRs, integration of cross cutting issues, trade and gender.

Specific action points were listed in the last session.

Annexures

Annexure 1

List of Participants

Sl. No.	Name/Title	Organisation and address	E-mail
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Annexure 2

Evaluation Form

1. What were your personal high points of learning from this workshop?

2. On a scale of 1-5, how would you rate the workshop sessions?

SESSION	RATING
HDRs: History, concepts, principles	
Mapping and measuring HD	
Data related problems and innovative solutions (panel discussion)	
Sharing of NHDR experience (break-out groups)	
Relevance of HDRs in a changing world	
Enhancing the policy impact of HDRs (break-out groups)	
Enhancing the policy impact of HDRs (presentations)	
'Data clinic'	
Taking stock of the HDR experience	
Mainstreaming the HD approach into CO programming	
Open forum on media advocacy and NHDR issues	
Mainstreaming cross-cutting issues into HDRs	
Planning for follow-up (break-out groups)	

3. On a scale of 1-5, how would you rate the achievement of the workshop objectives?

OBJECTIVE	RATING
Clarify basic concepts and methodologies of HD reporting.	
Explore the limitations/difficulties of conceptualizing and measuring the quantitative and qualitative aspects of HD.	
Taking stock of the utility of HDRs as tools for development and as ends in themselves.	
Explore ways to translate HD concepts into policy commitments and programme interventions using tools such as the SRF.	
Identify possible points of convergence/synergy between HD reporting and MDG reporting.	
Facilitate experience-sharing and identification of successful strategies on use of HDRs for advocacy and policy inputs.	

4. Your comments on the workshop process – tell us what you liked most and what you liked least.

5. What should we do differently next time round?

6. Any other comments.

Annexure 3

Guidelines for Sharing of Experiences on NHDR Process

Country teams are required to prepare flip-chart presentations covering the following issues. Teams will have ten minutes each to make their presentations.

- Number of NHDRs produced so far – a list of themes/titles and dates.

- What is the role of various actors (UNDP/national government/civil society representatives/consultants) in

  - Deciding NHDR themes and structure.

  - Identifying lead authors/institutions.

  - Identifying data sources and verifying accuracy of data.

  - Providing technical support for calculation of indices.

  - Reviewing chapters and providing feedback to authors.

  - Collecting, screening and incorporating comments from independent reviewers.

  - Organising wider consultations on the draft.

  - Editing and publishing.

  - Release and dissemination.

  - Media and publicity.

  - Follow up and advocacy of NHDR messages.

- How does the government in your country see the NHDR?

  - As a rigorous situation analysis on poverty and human development.

  - As a potential input into policy making.

  - As a UNDP document.

  - As reflective of civil society concerns.

  - As a political document.

  - As a report card on its own performance.

- What is the public perception of the NHDR?

  - As a routine government report.

  - As a rigorous and honest analysis of the national situation.

  - As a UNDP document.

  - As an NGO document.

  - As an academic exercise.

  - As a technical resource.

- What is the interface between the following constituencies and the NHDR? How has the media responded to issues raised in the NHDR? How have each of them used the NHDR and/or responded to issues raised in NHDRs?

  - Government/policy-makers.

  - NGOs.

  - Researchers.

  - Donors.

  - Media.

  - People's organisations/movements.

  - UN organisations other than UNDP.

- Which of the NHDRs produced in your country has had the greatest impact? What are the factors behind its success?

Annexure 4

Guidelines for Discussants on "Relevance of HDRs in a Changing World"

You will be one of three discussants responding to Mr. R. Sudarshan's presentation on 'Relevance of HDRs in a Changing World'. You are requested to address the following issues in your intervention.

- What are the main policy documents produced by your government?

    - Vision documents.

    - National plan documents.

    - MDG reports.

    - Poverty Reduction Strategy Paper.

    - Other strategy papers required by WB / IMF.

    - Sectoral strategy papers.

    - Reports on international commitments — Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), Convention on the Rights of the Child (CRC), etc.

    - Others.

- What is the role of the HDR in relation to other policy documents?

- What are the main similarities/differences between the HDR and other key policy documents?

- To what extent does your government 'own' the HDR and endorse its main messages?

- To what extent is the human development perspective reflected in other key policy documents?

- Is the human development approach widely accepted in your country? To what extent is the HDR responsible for this?

- Who are the main users of the HDR in your country? How has it been used by different groups (government/ NGOs/donors/media/researchers)?

- Has the HDR in your country had any impact on national policies?

- Has the HDR in your country had any impact on public discourse? In what way?

- Have the HDRs ever had any unforeseen negative impacts?

Annexure 5

Brief for Break-Out Groups on "Policy Impact of HDRs"

- This session is aimed at bringing the lessons of collective experience to bear on the issue of policy impact of HDRs.

- Your task is to evolve a checklist of <u>practical</u> principles or 'do's and don'ts' to ensure that the NHDR has the maximum possible impact on national policies. You have 45 minutes for this task.

- Before starting, you might want to appoint a person from the group to be the timekeeper, and decide who will present the group report in the plenary.

- You might find it useful to structure the discussion on the following points:

  - Selection of the theme/framework of the HDR.

  - Consultative processes to develop content.

  - Selection of authors.

  - Sourcing and using data.

  - Use of information from multiple sources.

  - Quality control of content.

  - Interactions with government counterparts during the process.

  - Ownership of the product.

  - Packaging', including format, language, popular versions.

  - Media strategy.

  - Dissemination of main messages.

Annexure 6

Guidelines for Presentations on "Mainstreaming the HD Approach in National Programming"

- Does the present UNDP country programme in your country offer adequate opportunities for mainstreaming the HD approach?

- Have any specific capacity-building interventions (training/information-sharing/toolkits/others) been taken up to create awareness/build skills of programme staff in applying and using the HD framework? What are the lessons from these?

- Do programme staff in your office use information/data/analyses given in the HDR in programme formulation and monitoring? What problems do they face in the process?

- Are there any functional linkages between the HDR and other programmes? How successful are these? What are the issues to be kept in mind in trying to establish such linkages?

- Are there any instances in your country of UNDP programmes being developed as a direct response to issues raised in the HDR?

- Have insights/lessons/findings from UNDP programmes contributed to preparation of the HDR in any way?

- Are all programme staff and civil society partners involved in dissemination and advocacy of HDR messages? What mechanisms have been set up to ensure that they have access to HDRs?

- Are there any practical problems in orienting all UNDP programmes to an HD approach?

UNDP is the UN's global development network, advocating for change and connecting counries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.

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