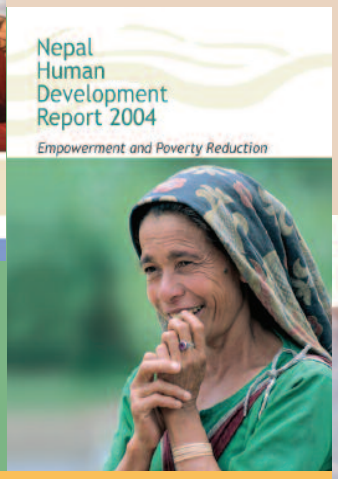

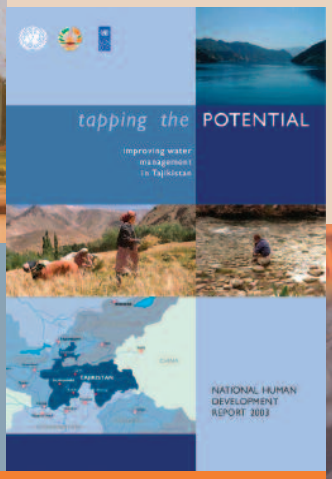

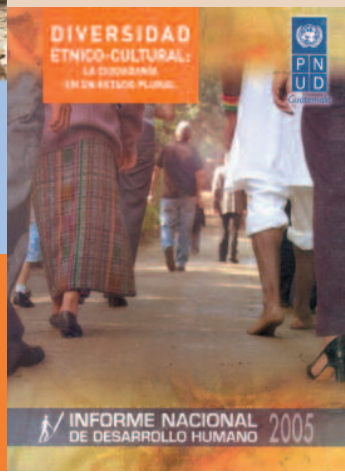

EVALUATION OF

NATIONAL HUMAN DEVELOPMENT REPORT SYSTEM

HUMAN DEVELOPMENT

United Nations Development Programme

EVALUATION OF

THE NATIONAL HUMAN DEVELOPMENT REPORT SYSTEM

HUMAN DEVELOPMENT

Evaluation Office
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Foreword

The United Nations Development Programme has produced a global *Human Development Report* (HDR) each year since 1990. There is wide consensus that the report has played an important role in raising awareness of the need to place human well-being at the core of the global development agenda. It has affected the development debate in a positive way, challenging the longstanding development paradigm that focused narrowly on the growth of gross national income.

The global *Human Development Report* has been joined by a less well-known but potentially equally important tool for discussing national, regional and even local development issues, namely, the national human development report. National HDRs are now produced or overseen by more than 130 UNDP country (and regional) offices, resulting in nearly 550 reports and a large number of disaggregated and supplementary human development indexes, reflecting national and local conditions as no other global instrument can.

While the global *Human Development Report* has been subjected to considerable debate and evaluation, the same cannot be said about NHDRs. Sustainable human development is the mandate of UNDP, and NHDRs are the organization's most visible instrument for advocating human development around the world. Despite the large number and variety of NHDRs produced, there has not been any systematic evaluation of their performance.

This evaluation assesses the strategic relevance, effectiveness and sustainability of the NHDR system—that is, the sum total of policies, practices, organizational structures and networks linked to producing and disseminating the reports. In doing so, the evaluation has developed a rigorous methodology to assess the influence and impact of advocacy efforts and is based on a case-study approach.

The evaluation involved missions to seven countries (Albania, Armenia, Brazil, Egypt, India, Senegal and Zambia), eight in-depth desk reviews (on NHDRs in Bolivia, Botswana, Bulgaria, Colombia, Kazakhstan, Slovakia, Ukraine and the United Republic of Tanzania), and a review of related UNDP programmes and corporate policies. This report draws on these assessments to provide lessons and recommendations for the policies and practices governing the production and dissemination of NHDRs.

The conclusions of this evaluation are relevant to UNDP decision-makers as well as other individuals and organizations concerned with human development, such as governments, civil society groups and the public. The evaluation finds that the NHDR system, despite its meagre resources, has made significant achievements in highlighting human development priorities in countries and has influenced intellectual discourse, policy formation and government resource allocation. It urges future NHDRs to move from introducing human development to a deeper analysis of the development challenges faced by countries.

The evaluation calls for UNDP to recognize the NHDR system as a core component of UNDP's mission and to provide stronger support. It recommends that the contributions of the NHDR system be reflected in UNDP by being incorporated within its business plans, programming activities, accountability mechanisms and incentive systems. It also points to the need to formulate clear policies regarding the relationship between the NHDR, the Millennium Development Goals Report and the Poverty Reduction Strategy Paper to avoid competition among these programmes for scarce human resources, which has been observed in some countries.

The evaluation report represents the dedication and contributions of many

people. First and foremost, the Evaluation Office is deeply grateful to the evaluation team. The team was led by Ha-Joon Chang, and this report was authored by Carl Riskin, Ha-Joon Chang and Celina Souza. Team members included George Kossaifi, Sam Moyo, Mohamed Maouloud, Carl Riskin, Celina Souza and Oscar Yujnovsky. The international team was accompanied by a team of national experts: Halla El Shafie (Egypt), Manuela Malindi (Albania), Naresh C. Saxena (India) and Susana B. Yeghiazarayan (Armenia). We are grateful to all of them, especially Carl Riskin and Celina Souza, who put in countless hours shaping and refining the text to bring it to its current state.

The evaluation also benefited from the advice of a panel of six leading international experts drawn from academia and the public arena: Peter Evans, Sir Richard Jolly, Aziz R. Khan, Sanjay Reddy, Akilgappa Sawyer and Frances Stewart. We gratefully acknowledge the comments of Selim Jahan, Marc-Andre Finch and Nadia Hijab, who peer reviewed the draft report.

We are also grateful to the panel of experts who provided valuable input in developing the rigorous and pioneering methodology used in this exercise to assess the results of advocacy: Peter Evans, Barbara Harris-White, Mary Morgan, Theodore Porter and Frances Stewart.

The team was assisted by excellent researchers, namely Afiya McLaughlin-White, Mariana Newport and Rachel Sorrentino. Mahahoua Toure, Cecilia Corpus and Michelle Sy provided administrative support to this exercise and Anish Pradhan provided technical support to the publication process. We would also like to express our appreciation to Shreya Dawan, editor of the country studies, and to Lois Jensen, editor of this report. In the Evaluation Office, the evaluation was task-managed by S. Nanthikesan.

I am very grateful to the national teams who have worked on NHDRs, and to government and civil society representatives in the case-study countries, who shared their insights with the team. I would like to extend our deep appreciation also to all the UNDP resident representatives and staff of the countries visited by the team, the director and deputy director of the *Human Development Report* Office and other colleagues in Headquarters who provided vital feedback to the team and the Evaluation Office.

I hope that this evaluation will find a broad audience and that the recommendations provided here will result in stronger support to the NHDR system and better integration of the contributions of NHDRs within UNDP's own programming.

Saraswathi Menon,
Director
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Acronyms and Abbreviations

CIS	Commonwealth of Independent States
DFID	Department for International Development (UK Government)
HDI	Human development index
HDR	*Human Development Report*
HDRC	Human Development Resource Centre
HDR-Net	*Human Development Report* Network
HDRStat-Net	*Human Development Report* Statistics Network
HDRO	*Human Development Report* Office
IBGE	Instituto Brasileiro de Geografia e Estatística (Brazil)
FJP	Fundação João Pinheiro (Brazil)
INP	Institute of National Planning (Egypt)
IPEA	Instituto de Pesquisa Econômica Aplicada (Brazil)
MDG	Millennium Development Goal
MDGR	Millennium Development Goals Report
MISR	Municipal Initiative for Strategic Recovery (Egypt)
NGOs	Non-governmental organizations
NHDR	National human development report
PRSP	Poverty Reduction Strategy Paper
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

Executive Summary

National human development reports (NHDRs) are now produced or overseen by more than 130 UNDP country (and regional) offices. Since their inception in 1992, nearly 550 reports and a large number of disaggregated and supplementary human development indexes (HDIs) have been produced, reflecting national and local conditions as no other global instrument can.

In January 2000, the Business Plan of the UNDP Administrator identified the global *Human Development Report* (HDR) and its national counterparts as major pillars of the organization's analytic and policy work. That same year, a corporate policy was laid down to govern the production and dissemination of NHDRs.

The basic objectives of NHDRs include: 1) raising public awareness and triggering action on critical human development concerns; 2) strengthening national statistical and analytic capacity to assess and promote people-centred development; and 3) shaping policies and programmes by providing options and broad recommendations based on concrete analysis.

This evaluation assesses the strategic relevance, effectiveness and sustainability of the NHDR system. It synthesizes the main findings of 16 studies carried out by the evaluation team to provide lessons and recommendations for NHDR teams in country offices around the world, and for UNDP managers and policy makers (located in the Bureau for Development Policy, *Human Development Report* Office, the Executive Office, the Operations Support Group, the regional bureaus and the regional centres).

APPROACH AND METHODOLOGY

This evaluation exercise attempts to address the following four issues:

1. **Appropriateness:** Is the NHDR system the most suitable vehicle to promote human development approaches?
2. **Relevance:** How strategically relevant and necessary is the system of NHDRs to UNDP?
3. **Effectiveness:** Has the NHDR system made a difference? That is, has it been influential with regard to the country's environment and agenda? What worked and why?
4. **Sustainability:** Is the NHDR system sustainable?

The terms of reference for this evaluation were developed through a consultative process using professional networks of evaluators and human development experts worldwide. The methodology for the evaluation was developed by the team in an inception workshop with inputs from a Panel of Methodology Experts that was convened earlier. Special attention was given to finding practical ways to assess the often amorphous, diffuse and indirect influence and impact of an intellectual-political exercise such as the NHDR. The main variables selected to assess influence/impact include improvement of human development-related statistics, increasing awareness of the human development concept and related issues, expansion of policy dialogue, and policy changes in a pro-human development direction.

Seven countries—Albania, Armenia, Brazil, Egypt, India, Senegal and Zambia—were chosen for in-depth field studies that involved visits by the team. Given the wide variations in country contexts and NHDR production processes, and the limited resources and time, the aim was not to produce in-depth studies of a representative sample of countries producing NHDRs. Rather, countries were chosen to ensure

regional representation, as well as to provide valuable forward-looking lessons and 'best/worst practices'. The goals were to better understand how NHDRs can influence policy-making and development planning and to identify best practices in producing and disseminating NHDRs that can be adopted elsewhere. Pilot exercises in Brazil and India were conducted through two-week missions; the other five studies were completed within one week (five working days).

To supplement this exercise, eight other country case studies—from Bolivia, Botswana, Bulgaria, Colombia, Kazakhstan, Slovakia, Ukraine and the United Republic of Tanzania—were conducted through desk research. The reviews were mainly based on documentary evidence and e-mail correspondence with select stakeholders. Finally, another study was conducted at UNDP Headquarters in New York to assess the policy frameworks and incentives around NHDRs. Information from these sixteen reports provided the basis for this evaluation report.

KEY FINDINGS AND RECOMMENDATIONS

Influence of NHDRs

The NHDR system has been marked by significant achievements, given its relatively meagre resources, the short period of time it has existed, and the constraints that it has faced at both national and global levels. In virtually all the countries reviewed, the NHDR succeeded in spreading—and firmly establishing—the concept of human development in development discourse. In several countries, this accomplishment included new or improved production of human development-related statistics, including those needed to calculate the major HDIs. In most countries studied, NHDRs have made some progress in influencing policies; in some countries, they have even produced deeper analysis of socio-political obstacles to improving human development status and taken on crucial issues that are often difficult to discuss because of their political sensitivity. A country-by-country summary is provided in chapter 3.

These findings support the argument that if one wishes to promote human development, then the NHDR is UNDP's only instrument available for defining what the goal of human development entails at the national level and analysing obstacles to achieving it. The NHDR thus constitutes UNDP's unique brand, for no other international organization is responsible for promoting human development in all its dimensions.

Although this evaluation finds that the NHDRs have contributed significantly to UNDP's fulfilment of its mission, challenges, limitations and constraints within the NHDR process exist. Since no other instrument remain for analysing and propounding human development at the national level, identifying the chief obstacles to it and suggesting effective policies for overcoming such obstacles, UNDP Headquarters and country offices should support and strengthen the NHDR system. To this end, to the evaluation makes the following recommendations:

Recommendations for corporate decision-makers:

1. **Recognize that the NHDR system is a core component of UNDP's mission and provide stronger support.** If UNDP's unique contribution among international organizations is its promotion of human development in all its dimensions, then the NHDR is the only holistic representation of that role at the national level. First and foremost, stronger support for the NHDR system should take the form of political support. UNDP Headquarters should make it clear that the NHDR system is a high priority, and should not allow it to be pushed aside by new initiatives that constantly appear on the agenda. Headquarters should formulate

a clear policy regarding the relationship between the NHDR, the Millennium Development Goals Report and the Poverty Reduction Strategy Paper, as called for in Recommendation 2 below, and otherwise focus on solving the problem of competition among these programmes for scarce human resources that has developed in some countries, to the detriment of the NHDR.

In addition, the contributions of the NHDR system should be reflected in UNDP Headquarters and country offices by being incorporated within their business plans, programming activities, existing accountability mechanisms and incentive systems.

While Headquarters support for the NHDR system should be strengthened, measures taken to promote such support must in no way compromise the decentralized nature of the system or weaken the existing autonomy of country offices.

2. **Clarify NHDR's relationship to other instruments and exercises.**

   - *Clarify the NHDR's relationship to other UNDP programmes.* A clear UN corporate policy on the exact relationship between the NHDR, the Millennium Development Goals Report and the Poverty Reduction Strategy Paper is needed. The complementarities and differences in purpose among these instruments should be fully recognized. The competitive relationship for time, attention, resources, and political capital must be better managed so as to ensure an enabling environment for the NHDR system. The independence of the NHDR system must be protected.

     To promote the use of NHDRs in UN-wide efforts to achieve development goals, UNDP should promote greater involvement of the UN Country Teams in the process of report preparation.

   - *Promote a more productive two-way interaction between the global HDR and the NHDR.* The upward influence of the NHDR on the global HDR has been smaller and less productive than it should be. The value of NHDRs should receive closer attention at UNDP Headquarters, and the *Human Development Report* Office should implement its plans to conduct mission exchanges as well as joint outreach and advocacy efforts.

3. **Encourage the transfer of international expertise on the NHDR through more regional workshops and bilateral exchanges.** The most effective tools for transferring international expertise for the preparation and dissemination of NHDRs have been workshops organized by the *Human Development Report* Office and UNDP regional bureaus as well as bilateral exchanges (some of them inter-continental). These initiatives should be introduced where absent and strengthened where practised.

Recommendations for UNDP country offices:

4. **Emphasize national ownership of the NHDR.** National ownership of the NHDR—which is distinct from government ownership—should be increased as much as possible, while also ensuring political independence and analytic quality.

5. **Clarify and productively utilize the NHDR's relationship with many other exercises.** Such exercises include the Common Country Assessment (CCA), the UN Development Assistance Framework (UNDAF), Country Programme Documents (CPD), as well as civil society organization and private sector reports and national development planning documents, which overlap in various ways. NHDRs may benefit from the data and analyses contained in such exercises and may also influence them. Potential synergies and conflict should be recognized and, where possible, used productively in the preparation of NHDRs.

6. **Move from introducing human development to a deeper analysis of the challenges it faces.** Since NHDRs and human development concepts have gained acceptance, the NHDR should deepen and sharpen analysis of impediments to human development and the means to overcoming them. Usually this will mean taking on politically and/or socially sensitive issues. Experience suggests that analytical excellence, combined with appropriate tact and skill, can make it easier to deal frankly with sensitive topics.

7. **Revisit themes.** There is value in taking a second and even third look at certain issues. Precisely because the NHDRs have taken up basic and general topics in their early years—such as poverty, inequality and gender—there is often the need to use subsequent reports to check progress in light of changed circumstances. There is also the possibility of going deeper into the analysis of a particular topic and using a more creative approach. In doing so, NHDRs should always take advantage of the opportunities for complementing the Millennium Development Goal Reports (the latter, by design, avoid critical analysis of policies affecting the MDGs—a job that the NHDRs can take on.)

8. **Disaggregate statistics to cover sensitive issues.** Disaggregating human development-related indexes has proved useful for many countries, particularly those with high (geographic, social and economic) inequalities. Initially, disaggregation has taken geographic form, since this is usually less controversial and may also have obvious political 'champions', such as mayors and governors. It is important, however, to progress to more controversial kinds of disaggregation, based on race, gender or caste, for example—factors that are generally more important than geography in determining human development outcomes.

9. **Avoid both report 'fatigue' and long gaps between reports.** Both report fatigue from excessive frequency and policy irrelevance from long gaps between reports are to be avoided. The optimal gap between the issuance of successive reports is probably two years, possibly three if circumstances warrant. Cogency and relevance to policy are the crucial criteria of success, and frequency should be determined with these criteria in mind, in light of other country-specific considerations.

10. **Improve monitoring of NHDR impact.** Systematic monitoring of the results of past NHDRs is a weak link in the NHDR system. UNDP country offices should build such systematic monitoring into their NHDR system and make the results publicly available.

11. **Improve the monitoring and evaluation of policies.** Systematic evaluation of policy results and performance is a crucial but weak facet of public policy in many countries. A potentially useful contribution of future NHDRs would be to help develop practical methods for monitoring and evaluating policies and programmes, especially with respect to their human development content and impact.

12. **Strengthen outreach efforts.**

    - *Knowledge produced in the course of the NHDR process should be made public.* UNDP country offices should make it clear that all knowledge generated in the process of preparing the NHDR is in the public domain. Clear guidelines on this matter from UNDP Headquarters would be useful. UNDP should also make background papers available on an accessible website.

    - *Produce different versions of the reports to suit different groups.* The impact of the NHDR is enhanced when different versions of it are available to suit the needs and abilities of different population

groups. Potentially useful versions are shorter versions for time-strapped policy makers, simpler versions for public consumption and, where applicable, versions in vernacular languages.

- *Make access to the NHDR easier.* NHDR availability has been a problem in some countries. Copies should be distributed widely and readily available in the public domain. All UNDP country offices should post their NHDRs on their website, which has not been done in a surprising number of countries. Currently, the *Human Development Report* Office is promoting efforts to have new reports available online. Since online access to information is becoming increasingly important, UNDP should find, develop and utilize the most effective and user-friendly software for exploiting this enormous potential.

- *Introduce human development material into university and school curricula.* Getting materials into the educational system can be an effective way of spreading human development ideas over the long term. Some countries have already had success in promoting human development materials in university and even school curricula, but other countries have yet to attempt this. Such efforts should be encouraged.

- *Conduct activities to strengthen society's capacity to absorb human development ideas through better education programmes.* NHDRs are more effective when society has the ability to understand and debate basic human development-related ideas. Such capacity can be enhanced through education and information programmes targeted at different groups, including academics, policy makers, journalists, students and the general public.

Chapter 1

Introduction

Human development is about enhancing people's capabilities, enlarging their range of choices, expanding their freedom and promoting human rights for all citizens. It is concept of development that goes beyond economic growth and regards people's lives as its central focus. National human development reports (NHDRs) seek to promote human development strategies that are owned not only by government but also by civil society. In short, they promote national ownership of human development.

The national human development report system refers to the processes and partnerships involved in producing and disseminating NHDRs and working to achieve their intended outcomes—namely, to influence macro-level decision-making, strengthen capacity to advocate human development measures and promote human development awareness throughout society.

1.1 OBJECTIVE, SCOPE AND COVERAGE

This evaluation is a strategic, forward-looking assessment that aims to provide lessons for the production and dissemination of NHDRs globally. It takes stock of the nearly 550 reports that have been produced around the world since the inception of the NHDRs in 1992, and goes beyond assessing the quality of the reports themselves by asking the following questions:

- Is the NHDR system the best vehicle to promote human development approaches?
- How strategically relevant and necessary is the system of NHDRs to UNDP?
- Has the NHDR system made a difference? That is, has it been influential with regard to the country's environment and agenda? What worked and why?
- Is the NHDR system sustainable?

When assessing the influence and impact of the reports, the evaluation team is not only referring to achievements in the long run. It is also addressing trend changes in 'inputs' in the context of competing political priorities, such as changes in the pattern of resource allocation, changes in academic curricula, use of human development concepts in parliamentary debates, etc. Influence and impact have been assessed through various axes, which are discussed later in this report.

1.2 KEY AUDIENCES

The target audiences for this evaluation report are primarily UNDP country offices producing or intending to produce NHDRs as well as UNDP Headquarters units (including the Bureau for Development Policy, the *Human Development Report* Office, the Executive Office, the Operations Support Group, regional centres and the regional bureaus). Other organizations and individuals concerned with human development, such as national and subnational governments, civil society organizations and the general public constitute a secondary audience.

1.3 EVALUATION CRITERIA

As outlined in the terms of reference, this evaluation will assess the performance of national *Human Development Reports* by looking at their:

- **Effectiveness.** Are the NHDRs making a difference? If so, what is their influence?
- **Relevance.** Are they making a difference in priority areas for the host country?
- **Appropriateness.** Are these changes creating synergies with other ongoing efforts?
- **Sustainability.** Is the NHDR system sustainable?

1.4 EVALUATION APPROACH

The terms of reference for this evaluation were developed through a consultative process using professional networks of evaluators (EVALNET), human development experts from around the world (HDR Network) and UNDP units.

The methodology for the evaluation was derived from the following:

- **An expert panel meeting on methodology.** A preliminary methodological framework for the evaluation was developed by independent international development experts in a one-day workshop held at the London School of Oriental Studies. The necessary contextual background of the NHDR system was provided by UNDP.
- **A review of existing methodologies.** A comprehensive review of existing methodologies for assessing advocacy efforts was conducted and a report produced.
- **An inception workshop.** Based on this review and the initial methodological framework, the evaluation team met for a two-day inception workshop.

Special attention was given to finding practical ways to assess the often amorphous, diffuse, and indirect influence and impact of an intellectual-political exercise such as the NHDR. The methodology for the evaluation was presented as the inception report and became an appendix to the final terms of reference (see www.undp.org/eo for details).

1.4.1 Selection of countries

Seven countries—Albania, Armenia, Brazil, Egypt, India, Senegal and Zambia—were chosen for in-depth field studies that involved visits by the team. To supplement this exercise, eight other country case studies were conducted through desk research.

The case-study countries were *not* selected on the basis of a random, representative sample of countries that have produced NHDRs. This was not feasible given the wide variations in country contexts and NHDR systems, and the limited resources and time.

Rather, the selection criteria included the following: 1) regional representation in the sample (minimum representation from each of five UNDP regional bureaus); 2) experience with NHDRs (number of reports published); 3) possibility of providing best (or worst) practice examples of the broad influence of NHDRs; and 4) best practices in producing and disseminating NHDRs so that they can be adopted elsewhere.

While the evaluation team hoped to include both best and worst cases within the selection of country studies, it proved impossible to do so since only thorough assessment could reveal whether particular cases were successful or not. As it turned out, the findings presented in chapter 3 reflect a sample that is stronger in positive than negative examples. Still, there were challenges and tradeoffs, which are mentioned wherever they have been identified. Furthermore, the selection process targeted countries in which general lessons could be discerned that could be applicable elsewhere.

Of the seven countries chosen for in-depth study, two (Brazil and India) were selected as pilot studies to test the implementation of the evaluation methodology. In addition, a study was conducted at UNDP Headquarters in New York to assess the policy frameworks and incentives around NHDRs (see Table 1).

1.4.2 Field studies

The team conducting the field studies was comprised of at least two members—one international team member and one country expert. Upon completion of the pilot studies in Brazil (three weeks' duration) and India (two weeks), a teleconference was held to share the team members' experiences and to fine-tune subsequent field missions. The country experts were required to play an active role in identifying those to be consulted. The mission team

TABLE 1. NHDR EVALUATION STUDIES

Country reports	Desk reviews	UNDP Headquarters study
Albania Armenia Brazil Egypt India Senegal Zambia	Bolivia Botswana Bulgaria Colombia Kazakhstan Slovakia Ukraine United Republic of Tanzania	Headquarters study

was entrusted with the responsibility of ensuring balanced representation from UNDP, the UN, government, civil society organizations and those involved in the production of NHDRs. Specifically, the list of interviewees included NHDR team members, senior UNDP officials, UN team members, government officials, civil society organizations (including academia and the media) and donors. The views from UNDP were triangulated with government and civil society perspectives and available documentation. Consultations involved semi-structured interviews with stakeholders and, where possible, group discussions (such as those held in Bangalore, India).

1.4.3 Desk studies

Desk studies involved extensive review of all available NHDRs and other related documents. Electronic surveys (structured questions) were undertaken for countries in which desk studies were conducted. Where possible, evaluation team members conducted telephone interviews with UNDP and local partners.

UNDP country offices and key stakeholders were given the opportunity to review the report and make comments and factual corrections.

A two-day workshop was held by the team to discuss the reports and develop a framework for the final synthesis report (February 2006). The evaluation will be completed upon submission of all reports (see Table 1) and the methodological procedures to an Advisory Committee and a Peer Review Panel for validation.

1.5 NHDR SYSTEM CONTEXT

Following the success of the global *Human Development Report,* the HDR team decided to establish an instrument at the country level for stimulating debate and discussion about human development policy. This was done at the request of UNDP country offices.

Four initial reports—from Bangladesh, Cameroon, Pakistan and the Philippines—were published in 1992.[1] The *Human Development Report* Office (HDRO) in New York provided support services to country offices, contacts, assistance in the selection of consultants and follow-up. However, not all of these reports could be called true NHDRs. For instance, the Cameroon report was a situation analysis. Moreover, the reports were directly produced by consultants and academics, and governments were not involved.

Nevertheless, the idea of the national human development report took root and a number of countries soon followed the lead. At the time of this evaluation (2005-2006), over 130 UNDP country (and regional) offices had produced nearly 550 HDRs at the national, regional and subnational levels. The reports have taken on diverse

1 UNDP *Human Development Report* 1998, p. 17.

BOX 1. THE OBJECTIVES OF NATIONAL HUMAN DEVELOPMENT REPORTS

UNDP corporate policy identifies three distinct goals for NHDRs:

- Raise public awareness of the human development perspective
- Strengthen national statistical capacity to identify and measure human development status and short-comings, and strengthen analytic capacity to understand them
- Shape policies and programmes to achieve improvements in human development through solid analysis.

themes, including education, human rights, poverty, hunger, human security, conflict, democracy, sustainability, empowerment, decentralization and globalization.

Since their inception, NHDRs have been one of the main channels for UNDP dialogue with stakeholders in programme countries, particularly decision makers at the national and regional level and civil society organizations. Production of NHDRs is usually a highly decentralized exercise. Therefore, they tend to vary widely with regard to their quality, ownership, themes, frequency, dissemination strategies, impact and influence on a country's development agenda.

1.5.1 The objectives of national human development reports

UNDP's fundamental goal is furthering human development, a concept that has become widely accepted as an appropriate objective for development policies throughout the world. While the mandates of other international organizations may include the promotion of human development in whole or in part, UNDP has this as its primary mandate.[2]

Human development has many dimensions. Understanding the concept in its full complexity, identifying the barriers to it, and formulating policy options for overcoming these obstacles and making progress towards improved human development requires not only financial, political and technical resources. It also requires intellectual investment. The flagship HDRs have been a major locus for that investment, and their contributions have been useful to numerous national development efforts. However, it is clear that each country has a unique environment in which human development must be sought, and only national or subnational efforts can address those unique conditions adequately. *The NHDR has therefore evolved as the one vehicle in which UNDP's core concern is seriously discussed and analysed in the local context. It is, or should be, the intellectual and analytic expression at the national level of UNDP's mission.* The objectives of NHDRs are presented in Box 1.

1.5.2 UNDP corporate policy towards NHDRs[3]

In January 2000, the UNDP Administrator's Business Plan, which was presented to the Executive Board, identified the *Human Development Report* and the national human development reports as major pillars of the organization's analytic and policy work. It affirmed that "…the principal objective of the reports is to raise public awareness and trigger action on critical human development concerns." It envisioned support for the NHDRs, including the establishment of an NHDR unit within the *Human Development Report* Office. In addition, corporate policy laid down the following six principles to govern the production and dissemination of NHDRs:

- National ownership
- Participatory and inclusive preparation process

2 In 1994, the Executive Board of UNDP endorsed 'sustainable human development' as the central priority of the organization.

3 Available at: http://hdr.undp.org/docs/nhdr/corporate_policy/nhdr_cp_english.pdf

- Independence of analysis
- Quality of analysis
- Flexibility and creativity in presentation
- Sustained follow-up.

It is important to note that 'national ownership' in this context does not mean government authorship of the report or control of the NHDR planning and preparation process, which may compromise editorial independence. To quote the NHDR unit's explanation: *"The NHDRs must be country based and country driven. They must focus on country realities, and reflect well-defined national perspectives on human development in addressing priority national themes, emerging trends, opportunities and challenges. They must promote national policy dialogue, constructive expression of divergent views, and the identification and analysis of development."* [4]

Concern over variations in the quality of the large number of NHDRs produced led to the creation of a small NHDR unit (four full-time staff) in 2000, which was housed within the *Human Development Report* Office.[5] To advance corporate policy, the NHDR unit was intended to:

- Define the essential characteristics of successful NHDR processes and clarify the roles and responsibilities of major actors who support them
- Establish corporate standards for content, analysis, participation, intercountry exchanges, peer reviews, dissemination, sharing of best practices, follow-up and impact monitoring
- Mobilize enhanced capacities, broader substantive support and additional resources for NHDR processes
- Establish appropriate links between NHDR analyses and UNDP/UN system operational work
- Provide a solid platform for strengthening the position and impact of the NHDRs as effective applied policy instruments for human development.

1.6 ORGANIZATION OF THIS REPORT

This evaluation report is organized into four chapters.

This section, chapter 1, provides background on the evaluation, including objective, scope and coverage, target audiences, evaluation criteria, evaluation approach and the context of the NHDR system.

Chapter 2 is dedicated to methodological issues. It explains the conceptual framework, the methodological instruments developed to assess the influence and impact of the NHDRs at the national and subnational level, and the key limitations of the evaluation. Discussion of methodological issues is supplemented by the terms of reference (Annex 1) and an inception report (available in the online version of this report, at www.undp.org/eo), which provides a detailed explanation of the evaluation methodology.

Chapter 3 outlines the main findings of the evaluation. It looks first at the influence and impact of the NHDR system, citing examples from the 15 countries that were studied in-depth. It then looks at ways in which decision-making at the corporate level, and production and dissemination processes at the country level, could strengthen the system and increase its impact.

Chapter 4 contains recommendations both for corporate UNDP decision makers and for country offices involved in the NHDR process.

4 UNDP Corporate Policy on NHDRs, p. 6.

5 The other choice for housing the NHDR unit was the Bureau for Development Policy, which is responsible for advocacy efforts. The HDRO pointed out that enhancing the quality of reports was necessary before the potential for influencing policy changes could be reached in all countries.

Chapter 2

Conceptual Framework and Methodology

Substantive issues at hand, rather than *a priori* preferences, usually drive the methods used in all forms of evaluation. Because the substantive issues of this assessment deal with the evaluation of an intellectual-political project, one of the main challenges was how to assess as well as measure, whenever pertinent, the influence and impact of the NHDR, which is also affected by each country's political, economic and social environment. Of particular importance is how to approach the issue of whether the NHDR system has made a difference—that is, whether it has influenced the country's environment and agenda and what has worked and why.

2.1 METHODOLOGY FOR ASSESSING INFLUENCE AND IMPACT

Based on an analysis of the goals and objectives of NHDRs, the broad variables selected to assess and measure influence and impact are summarized in Figure 1.

Although presented as a sequence, these variables do not necessarily follow one another. Moreover, 'improvement of statistics' means not only the capacity to collect and process human development-related data, but also efforts by statistics offices to disaggregate data and to build supplementary indexes in addition to the straightforward human development indexes (HDIs).

Certain kinds of influences and impact (or their absence) were possible to identify and assess with relative accuracy. Assessing influence on data improvement, on raising awareness and on intellectual and academic debates has been, in most cases, possible through interviews, previous documents, media coverage of the launch event, training courses on human development concepts, newspaper articles, school curricula, information provided on websites other than those of UNDP country offices and through the use of search tools available on the Internet. However, the usefulness of these methodological tools depends on several factors that vary in accessibility, quality and reliability, and that are different from country to country.

FIGURE 1. SELECTED VARIABLES TO ASSESS INFLUENCE AND IMPACT OF NHDRs

TABLE 2. AXES FOR ASSESSING INFLUENCE AND IMPACT OF NHDRs

Policy influence	Intellectual influence	Civil society advocacy
■ Adoption by the government of recommended objectives and practices ■ Resource allocation shifts based on recommendations in the NHDR and on HDIs ■ Pronouncements by government in policy/planning documents and public speeches ■ Government efforts to collect, use and disaggregate human development data ■ Resource allocation to the NHDR ■ Involvement of human development specialists in the government ■ Government willingness to involve civil society organizations in policy and planning processes ■ Use of NHDRs and HDIs by parliamentarians.	■ Use of NHDRs and HDIs in research and public addresses ■ Adoption of human development curricula in schools and colleges ■ Training workshops and courses for academics, civil society, journalists and others ■ Level of human development debates in academic and public fora.	■ Inputs into NHDR data and analyses ■ Human development data advocacy activities on single or broader issues ■ NGO fora created to debate human development ■ Training of NGO staff on human development ■ Programming NGO work around human development issues ■ Innovations in private sector strategies to promote human development ■ Media interest (awareness) in human development.

Other kinds of influences and impact, however, are more difficult to measure and quantify, such as those related to policy-making and policy changes. However, in some cases it was possible to assess these through various axes, although not every country report addresses policy issues due to time constraints and/or lack of available information (see Table 2).

Because policy changes occur as a result of government decisions (by policy makers and elected leaders), particular emphasis has been given to examining government involvement in the various stages of the NHDR process. The team therefore looked at:

- Shifts in government policy formulation processes, policy objectives, resource allocation and policy implementation. *Sources of information:* analysis of government documents, laws and other regulations approved in the legislature.
- Commitment of high-level policy makers and elected officials to design and review NHDRs. *Sources of information:* interviews and press releases.
- Financial support for funding NHDRs. *Sources of information:* NHDRs.
- Inputs into the production process (regarding, for example, themes, data, report review). *Sources of information:* semi-structured interviews, media coverage and information on the NHDRs.
- Commitment to dissemination of NHDRs. *Sources of information:* interviews, press releases, media coverage and information on government websites.
- Engagement in specific follow-up activities arising from NHDRs. *Sources of information:* government websites, programmes and interviews.

2.2 CONSTRAINTS

There were several constraints to measuring the influence and impact of NHDRs, which deserve further discussion.

First, there were methodological constraints. In particular, as with all intellectual-political initiatives, there was the absence of a clear reference group of beneficiaries

(for example, advancing human development knowledge could have ramifications not only for the host country but on other groups, including the whole of humanity). Moreover, without counterfactuals or comparison groups, filtering out unintended consequences and externalities in assessing influence was a challenging task. For instance, the influence of NHDRs is affected by the competing and sometimes conflicting agendas of other institutions, such as the World Bank.

Understanding the relation of inputs to outcome is another constraint facing intellectual-political projects. Beyond the most immediate output of the report itself, there were many further repercussions not easily identified. The team made a great deal of effort to find the most suitable ways to assess influence and impact, given these problems. Yet there is an irreducible element of uncertainty and ambiguity in any such intellectual-political project, which constrains the evaluation.

Second, constraints on the influence and impact of NHDRs can also be due to the policies and limited capacity of governments. These include:

- Limitations on the capacity of government institutions to translate recommendations into concrete policy and actions
- Limited resources available to allocate to human development
- Restrictions imposed by tight fiscal control on expenditure, thus restricting, for instance, hiring and/or improvement of teachers' and nurses' salaries
- Civil society capacity constraints in the formulation of policy options and alternative implementation strategies
- Limitations on government intellectual resources to undertake research (collect data, hire top scientists, etc.)
- Competing priorities of various groups and political parties, which sometimes leads to policy changes in human development programmes when a different political coalition takes office.

Third, the resources and time available to the team were very limited—five days for each non-pilot country study and approximately $225,000 to conduct 16 studies and two team meetings in New York.

Fourth, there was a paucity of required data. UNDP country offices did not always have all the relevant information. Moreover, as this was the first time the NHDRs as a system was subjected to independent external assessment, there was no evaluative material available. Consequently, consultations played a significant role in forming the evaluative judgements presented here. Claims about the successes or failures of NDHRs were verified wherever possible by documentary evidence or, in the absence of such evidence, by holding consultations with a range of stakeholders representing diverse viewpoints. However, while every effort was made to have full coverage of key stakeholders, as an external evaluation, it is far from certain whether the consultations succeeded in getting all necessary viewpoints.

Fifth, though senior-level national consultants were recruited and tasked to determine who should be interviewed, country offices also played a role in determining the stakeholders to be consulted given that they were responsible for arranging the logistics and appointments. Consequently, it was difficult to strike a balance between the team's reliance on the country offices and the need to consult with dissenting voices to better understand the situation. This was particularly a constraint in desk reviews, since identifying and getting input from stakeholders from a distance posed significant challenges.

Although the methodological procedures and instruments adopted are far from perfect, the team believes that this exercise may contribute to improved knowledge of how to approach policy evaluation and analysis when the substantive issue under consideration is a complex intellectual-political project such as the NHDR.

ANALYSIS OF CONSTRAINTS TO IMPROVE HUMAN DEVELOPMENT AND POLICIES TO OVERCOME THEM IS THE DEEPEST AND MOST COMPLEX OF NHDR'S GOALS.

Chapter 3

Findings

The NHDR system has, in general, been marked by significant achievements, given the relatively meagre resources available to it, the short period of time it has existed, and the constraints it has faced at both national and global levels. The first objective—raising broad public awareness of human development concepts—was achieved by virtually all the countries reviewed and appears to be a relatively reachable goal (the 'low hanging fruit'). In several countries, this accomplishment included the production of new or improved human development-related statistics, including those needed to calculate the major HDIs. NHDRs have also prompted changes in the educational system in four of the 15 countries reviewed to include the study of human development in their curricula.

In most countries studied, NHDRs have made some progress in achieving the second goal, that of influencing policies in a pro-human development direction.

The third objective appears to be the most difficult to achieve. Solid analysis of the constraints and impediments to improving human development and of policy-relevant methods of overcoming them is the deepest and most complex of the NHDR's goals. It is necessarily multidimensional because it is likely to require consideration of political, social, economic, gender, ethnic, geographic, technological and even psychological factors. Whereas it is possible that the goal of raising public awareness of human development concerns can be successfully achieved, the analytic responsibility is an unending one that will always generate new issues and perspectives to examine. Nevertheless, in some countries, the NHDR system has even made progress towards achieving this objective.

While the impact of the NHDR system is difficult to measure, it is fair to say that it has some impressive achievements to its credit. It is also true that the quality of the system has varied widely across countries and that, in some places, it has not been totally satisfactory, either intellectually (in terms of the quality of data and analysis) or in terms of impact and influence. However, in most of the countries sampled, NHDR quality has improved over time.

Moreover, if the ultimate goal is to promote human development, then the NHDR is UNDP's only available instrument for defining what that goal means at the national level and analysing the obstacles to implementing it. The NHDR is thus a part of UNDP's unique brand: While the mandates of other international organizations may include the promotion of human development in whole or in part, UNDP has this as its primary mandate.

The answers to the evaluation questions with which we began (see chapter 1.3) are generally positive. The NHDR system has been an effective vehicle for promoting human development and is a strategically relevant and necessary part of UNDP's mission. It has also made a significant impact on the intellectual environment and policy agendas of many countries. There are, of course, shortcomings in the system as well as questions related to its future viability, and these are discussed below.

3.1 INFLUENCE AND IMPACT OF THE NHDR SYSTEM

As discussed in the methodology section, an evaluation of the impact and influence of NHDRs must take into account the opportunities and constraints that exist in each set of national circumstances. In some

country contexts, allocating public resources in favour of human development goals is well within the realm of possibility, while, in others, merely getting the human development concept and related ideas into public discourse might constitute a substantial contribution. Our general conclusion is that, while impact varied from place to place, it was substantial, on average, and often multidimensional as well, affecting, for example, political and/or intellectual discourse, policy formation, resource allocation by government, etc. The following two sections provide evidence for this conclusion.

3.1.1 Country examples

The following list presents brief summaries of the influence wielded by NHDRs in countries examined as case studies for this evaluation.

Albania. The 2002 and 2005 Albanian NHDRs have been closely linked to government policy. UNDP initiated a development programme for Kukes, the region with the lowest HDI, to which the government allocated €4 million provided by the EU.

Armenia. NHDRs contributed to the establishment of a poverty monitoring system and the incorporation of human development-related concepts and approaches in poverty reduction policies, which are national priorities reflected in the interim and final Poverty Reduction Strategy Paper (PRSP). The NHDR has also given rise to a course at Yerevan University.

Bolivia. NHDRs have had a pronounced impact on policy debates and the intellectual climate of Bolivia more generally. In 2002, an election year, President Jorge Quiroga called the NHDR obligatory reading for all presidential candidates and said that it served as a guide to opening the doors of the national debate. The timing of the report's launch was a strategic move to stimulate debate on the country's future in the run-up to the elections. Similarly, the 2005 thematic report on natural gas became a reference document in the 2005 electoral campaign, particularly due to its general argument favouring an economic model capable of incorporating hundreds of thousands of micro and small producers traditionally ignored or discriminated against.

Botswana. The 1997 and 2000 NHDRs addressed the issue of AIDS. The 2000 report became the most frequently cited report from Botswana on this problem, producing statistics that are widely used internationally, raising awareness of the extent of the epidemic, and prompting a decision by the president of the country to provide free antiretroviral drugs to those infected.

Bulgaria. A municipal HDI influenced funding allocations by the Ministry of Regional Development. The last three NHDRs, in particular, have made a substantial impact. The 2003 report on rural areas gave birth to an integrated area-based approach consisting of a set of partnership projects initiated by UNDP and supported by the Ministry of Agriculture and Forestry and other donors. In addition, NHDRs have increased the ability of NGOs to influence the country's policy-making agenda from a civil society perspective. As a result of the 2001 NHDR, for example, which focused on citizen participation, representatives of civil society organizations were invited to participate in the preparation of central government strategies on anti-corruption, judicial reform and Bulgaria's accession to the EU. NHDRs also contributed to developing intellectual networks in Bulgaria. Additional evidence of influence is the fact that human development has also been incorporated into the curriculum at Sophia University.

Colombia. NHDRs in Colombia have been influential in three main areas: 1) building methodological capacity to calculate several human development indicators, thus contributing to the country's knowledge of these indicators; 2) contributing to the development of analytical approaches to the country's most pressing problems, as evident from the 2003

NHDR that deals with the influence of violence on human development principles; and 3) setting new standards in policy recommendations for conflict resolution. For example, policy recommendations issued in the 2003 NHDR offer new and more sophisticated ways of addressing the issue of violence and raising awareness of the impact of violence on human development issues.

Egypt. NHDRs have brought considerable attention to human development issues in Egypt, influencing both the intellectual community and the positions of political parties. NHDRs posed issues for debate and action within parliamentary groups, as well as in ministerial committees. The clearest example of policy influence is the use of HDI rankings of governorates as the basis upon which resources are allocated. As a result, the neediest governorates received a larger proportion of funds, instead of the 'flat rate' rule that was previously applied. Another important indicator of impact is the establishment of the Municipal Initiative for Strategic Recovery (MISR) project in 2004, which spans 10 governorates in 58 regions with the lowest ranking HDI.

Europe and the Commonwealth of Independent States (CIS) region. NHDRs in Eastern European and the CIS countries have had a significant influenced on the development debate. In the beginning, (1995-1997), the reports were unique in challenging the dominant idea of economic growth as the overarching goal of development in countries where government officials were largely unaware of human development concepts and where the number of NGOs and academic centres was small. The NHDRs prompted discussion and debate among political leaders, the policy-making and donor communities and society as a whole. The report production process also incorporated different groups and strengthened societal partnerships, leading to a greater overall involvement of civil society in the policy debate for national human development.

India. Human development reports have been produced by 17 states in India, with varying degrees of influence. In general, they have led to a better understanding of the concept of human development among the public. School curricula now contain modules on human development and at least four universities will offer human development courses next year. UNDP-India's Human Development Resource Centre has begun initiatives on human development course curricula for postgraduate students and on human development training for civil servants, parliamentarians, NGOs and the media. In some states, HDRs have had a particularly strong impact, including major media attention, mention in State Assembly debates and the establishment of new government policies to address issues raised. The state reports have affected social policies most, especially those dealing with education and health, and have led to more policy-oriented research. For example, a survey of landlessness and rural indebtedness was conducted in West Bengal after its state HDR unexpectedly revealed rollbacks in land reform. State HDR findings have also given rise to commissions to discuss specific issues, such as the Commission on Regional Disparities in Karnataka. A monitoring cell was subsequently established in Karnataka to assess changes in poverty and human development. A valuable indirect product of the state HDR experience in India is that it prompted the central Planning Commission to begin producing state development reports as sequels to the state HDRs. These reports discuss a wide range of development issues, including fiscal constraints and infrastructure.

Kazakhstan. NHDRs have played a role in the development of government strategies on poverty reduction, rural development, water management and education in several areas where several university courses on human development have been inaugurated.

Senegal. NHDRs have become a reference for key national development actors, including politicians, public officials and

civil society, including labour and business organizations and academics. Analyses produced by the 2001 NHDR were used in the tenth Economic and Social Development Plan (2002-2007). As a result, the government set up an independent body against non-transparency and corruption, good governance and sustainable development departments, and a national local development programme, all reflecting the themes covered in the NHDRs. Human development concepts are part of the curricula of economics courses at the University of Dakar.

Slovakia. Although the concept of human development is relatively new here, several NHDRs have prompted broad-based discussions of the country's development problems. Work on the NHDR has also helped expand the scope of statistical surveys. NHDRs have had some influence on the redesign of the health-care system, as well as on other policy issues such as gender equality and poverty reduction, by raising awareness, promoting discussion and suggesting concrete steps to be taken. This influence can be traced to the inclusion of NHDR concepts and quotes in several policy documents. The NHDRs, and UNDP more generally, have had an impact on the practices of the government statistical office, which has shifted towards greater focus on quality-of-life indicators.

Ukraine. As a result of the NHDRs, the concept of human development has permeated the political dialogue here, at least nominally. For instance, the prime minister, in his foreword to the 2003 report, wrote that "Human development is becoming a strategic goal for national policy," and that the dialogue initiated by the NHDR would lead to specific government action to promote human development goals. The latest Programme of Activity of the Cabinet of Ministers features human development as one of the three priority concerns and as a strategic goal of the overall national development plan. Within the government, social budgets and programmes were prepared and explicitly linked to recommendations made in the NHDRs. A locally defined index of human development is regularly tracked as a poverty metric and influences budget allocations for local governments. One must keep in mind, however, that pronouncements and policies do not automatically translate into results. As a UNDP 'Country Evaluation of Development Results in Ukraine' (2004) pointed out, "Rarely in the period 1997-2003 did the Government have a credible plan or strategy whose priorities and policies were consistent with the budget."

United Republic of Tanzania. The NHDR production process helped build local capacity to carry out analytical research. Capacity development, which was lacking in the first two NHDRs, is also being pursued through the universities of Dar es Salaam, Zanzibar and Dodoma. These institutions are running a focused programme to enhance skills in poverty analysis through modules involving various poverty indicators. The national human development report was used to formulate the Poverty Reduction Strategy Paper in 2000 and to assess progress thereafter. Following the alignment of the NHDR with the PRSP process, there has been increased participation of civil society organizations in providing data and in monitoring the government's commitment to pro-poor policies.

Zambia. According to the minster of finance and national planning, the Government of Zambia regards the NHDRs as strong advocacy tools that are also useful in tracking progress towards the Millennium Development Goals. NHDRs promote human development through national focus on critical development issues, and they have played a major role in the government's decision to formulate the national Poverty Reduction Action Plan, which, in turn, was the main background document for Zambia's PRSP. National budget allocations directed towards human development priorities have grown, especially for basic education and primary health care.

3.1.2 Case study: Brazil

Brazil may be the country in which the concept of human development has most permeated public and political discussion and the HDI has been the most widely used as a policy tool. It is thus worth setting out in greater detail the extent of influence wielded by so-called 'human development products'—including reports, indexes and atlases—in Brazil. An important enabling condition is that the relative fiscal weight of the federal government has sharply increased relative to gross domestic product. UNDP's strategy of developing partnerships with federal agencies has thus targeted the

THOUGH THE NHDR AND THE MDGR ARE INTELLECTUALLY COMPLEMENTARY, THEY CAN AND DO COMPETE FOR SCARCE TIME AND HUMAN RESOURCES.

TABLE 3. THE INFLUENCE OF HDIs ON LEGISLATION AND SOCIAL PROGRAMMES OF SELECTED BRAZILIAN STATES

State	Legislation/ programme	Description
Amazonas	State Council on Human Development Law 2784 of 2003 Law 2798 of 2003 Citizenship Programme	Includes representatives of state agencies and of civil society to coordinate social policies Creation of the Fund for Human Development Creation of a minimum wage to "contribute to increasing the state's HDI" To "contribute to the increase of the state's HDI"
Bahia	4-year Plan	One of the objectives of the 2004-2007 development plan is to increase the state's HDI
Ceará	Economic Development Plan	To further improve the state's position in HDI, which moved from 23 in 1991 to 19 in 2000
Maranhão	Government Plan, 2003-2006	To increase the state's ranking in the HDI from 0.547 to 0.65
Minas Gerais		The stated goal of the current government is to increase the state's HDI from 0.776 to 0.800
Paraná	Electricity and milk distribution to needy children	These two programmes target municipalities with lower HDIs
Pernambuco	Rebirth Project	Social projects and microcredit for the rural population
Rio Grande do Sul	School uniforms	Distributed to municipalities with less than 15,000 inhabitants and with lower HDIs
Santa Catarina	Fund for small-size companies	Loans to be granted to municipalities with an HDI equal to or lower than 90% of the state's average
São Paulo	Social Network	To integrate federal, state, municipal and private projects in the 50 municipalities with lower HDIs
Tocantins		In Tocantins, the federal programme *Fome Zero* targets 42 municipalities with lower HDIs

main financer of social programmes in the federation—and has also made UNDP an important actor in influencing the policy dialogue.

THE NHDR SYSTEM APPEARS TO HAVE HAD NO DISCERNABLE IMPACT ON THE POLICIES, PRACTICES AND PROGRAMMING ACTIVITIES OF UNDP HEADQUARTERS.

Human development products in Brazil have become particularly influential in two domains: 1) as tools for targeting states and municipalities for federal and state social programmes; and 2) intellectually, by becoming important factors in the analysis of social issues. These two domains can be measured in quantitative terms.

The HDI as a tool for policy makers. During the eight years of Brazil's Cardoso Administration, the HDI was used for selecting states, municipalities and families in four main federal projects. Of these, the most important in terms of its territorial impact was the *Alvorada* (Dawn) programme, launched in 2000 "…to improve the living conditions of the most needy in the shortest term possible…." The programme covered most Brazilian states, micro-regions, and municipalities with an HDI lower than the Brazilian average using the 1998 HDI. In total, it reached 24 states and 2,185 municipalities, covering a population of over 36 million poor people.

Although the *Alvorada* programme was terminated when the new Lula administration came into office in 2003, the HDI continues to be used as a tool to target other social programmes in Brazil, including programmes for youth and adult education, electricity for all, basic sanitation, food security for families living below the poverty line and the Young Agents for Social and Human Development Programme (which provides an allowance for adolescents between 15 and 17 years of age to remain in school with the aim of preventing violence, drug abuse and adolescent pregnancy, and invested the equivalent of $17 million in 2004).

As in many other places, evaluation of performance seems to be an especially weak facet of public policy in Brazil, and HDIs have not been used in Brazil for this purpose. A potentially useful contribution of the NHDR in Brazil and elsewhere could be in helping develop practical methods for monitoring and evaluating policies and programmes.

The influence of HDIs as targeting tools is as high in Congress as it is in federal policy-making. This is particularly true among parliamentarians from the poorest states, who use the indexes to bring extra resources to the states and municipalities they represent. Congress is now discussing the use of HDIs for allocating resources in the federal budget. It is also common for individual states to use municipal HDIs as tools for allocating funds for social programmes, as shown in Table 3.

The evidence in Table 3 suggests that:

BOX 2. THE INTELLECTUAL INFLUENCE OF HUMAN DEVELOPMENT PRODUCTS IN BRAZIL

The evidence below suggests that human development products in Brazil have had a substantial intellectual impact:

- Search engines on the World Wide Web come up with hundreds of articles by academics and professionals citing 'human development index' and 'Brazil', written in both Portuguese and English.
- At time of this writing there were seven articles in print in Brazil's top academic journals discussing or using the HDI as a variable and one article concerning Amartya Sen's principles on inequality and poverty.
- Human development products have also influenced Brazil's educational curricula. Three out of seven exams measuring student performance in secondary school included questions on the HDI, signalling that HDIs and human development principles are considered part of the secondary school syllabus.

- Both economically well-off and poor states have incorporated human development principles and indexes into their programmes and plans.
- In some states and in certain programmes, HDIs are used as a targeting tool and in others as a governing principle.
- State policy makers have used HDIs as a targeting tool in various ways, showing their capacity to innovate and to make use of the indexes in a wide range of policies.

Intellectual influence of human development products. Human development indexes, atlases and other products have also had substantial intellectual influence in Brazil (see Box 2).

Despite fiscal constraints at all levels of government since the mid-1990s, the broad dissemination of human development products is one of the factors that has helped place education, health care, and income transfer issues on the country's agenda, and change policy priorities.

3.2 THE NHDR SYSTEM AND CORPORATE DECISION-MAKING

3.2.1 Support from UNDP Headquarters

The NHDR unit added considerably to the resources already established by HDRO to support the production and dissemination of national reports. The most important resources added were:

- *Human Development Report* Network (HDR-net): Created in 1999, this forum for professional knowledge-sharing and learning has evolved into a community of over 1,000 human development experts from UNDP, government, academia, research organizations and NGOs.
- HDR Statistics Network (HDRStats-Net): This global forum for experts, established in 2003, discusses issues related to measuring human development (including how to calculate composite human development indexes), methods of adapting indexes to local contexts, good methodological practices, and other issues. Both the HDRStats-Net and the HDR-Net discuss substantive issues, indexes and statistical material, and experiences on specific themes.
- Biennial summer training courses (for 2 weeks) at Oxford University for professionals and policy makers involved in international development issues and those preparing sub-national, national and regional HDRs. The course aims to teach the theoretical foundations of human development and to explore the human development approach to a wide range of key policy issues. In addition to raising awareness of the human development paradigm, it provides the tools and skills for analysis and dissemination of NHDRs.
- The HDR Toolkit: Available online for national and regional HDR teams, the kit provides succinct descriptions of key concepts and strategies, methods, standards, examples of good practices and other relevant information. HDR Timeline: online material outlining the key processes involved in producing a NHDR, which serves as a companion to the Toolkit.
- Thematic Guidance Notes: Prepared in cooperation with the Bureau for Development Policy, the Bureau for Crisis Prevention and Recovery and other partners, these guidance notes "provide theoretical background and practical support for development practitioners to address certain themes within a human development conceptual framework."
- Annual global forum on human development: an annual forum for human development practitioners and experts to discuss pressing issues related to human development reports.
- The *Journal of Human Development.*

NHDR preparation also benefits from UNDP regional centres,[6] which provide

WHATEVER THE COSTS OF NATIONAL OWNERSHIP OF NHDRS, THIS OWNERSHIP IS CRITICAL IN MAINTAINING THE STRATEGIC POSITION OF THE NHDR.

6 Previously known as subregional resource facilities (SURFs).

networking and other services related to human development.

- A system of awards to stimulate thinking about innovation, conceptual and policy issues and communication and outreach of NHDRs. A two-step judging process was introduced with the participation of UNDP bureaus and external judges. In 2004, a contribution from the Government of the Netherlands helped establish an 'innovation fund' to promote innovative practices in the NHDR process. There were 93 applicants, and $500,000 was distributed among 20 recipients ($25,000 each).

3.2.2 Links to related exercises

One common dilemma facing the NHDR process across countries is its relationship with other exercises, such as the Millennium Development Goals Report (MDGR) and the Poverty Reduction Strategy Paper.

Relationship to the Millennium Development Goals Report. There is no inherent substantive conflict between the NHDR and the MDGR; indeed, there is substantial potential synergy. These reports differ in content, process and audience. MDGRs are products of national governments working with UN Country Teams, whereas NHDRs are the responsibility of UNDP, promoting national ownership in various forms. MDGRs are reports of progress towards the Millennium Development Goals, providing data that are of use to the NHDRs, whereas NHDRs are analytical documents that deal with challenges to human development and seek policy-relevant solutions. NHDRs are also a macro planning tool to help ascertain what UNDP programmes are needed and potentially useful.

To take a concrete example, the Philippine Second MDGR (2005) "tracks and monitors how the Philippine Government and other stakeholders are faring in efforts to attain the MDGs. The progress made on each Goal, the challenges that remain as well as next steps are delineated." On the other hand, the fifth Philippine NHDR (also 2005) deals exhaustively with one outstanding impediment to achieving the MDGs, namely, the armed conflicts that have raged on and off in that country for decades, and offers ideas on ways to end these conflicts. The relationship between these two reports is clearly complementary.

The Tanzanian and Zambian cases are examples of explicit attempts to align the NHDR process to both the MDGR and the PRSP. Since 2000, the Tanzanian NHDR has been produced under the general title of 'Poverty and Human Development Report', with a view to assessing progress towards the MDGs and informing and focusing the PRSP. In Zambia, the last three reports highlighted MDG priorities as key themes, which has enhanced the relevance of the NHDR to the policy process and policy community.

In Senegal, MDGRs and PRSPs are considered priority programmes for the promotion of human development, but NHDRs are also being produced. Within government, the prevailing view is that human development cannot be effective unless the MDGs are achieved. There is a need for UNDP in Senegal to find the best way of harmonizing these initiatives.

Unfortunately, the synergies between the NHDR and the MDGR have not been fully recognized and exploited. While the NHDR and the MDGR are intellectually complementary, they can and do compete for scarce time and human resources. The UNDP Resident Representative is usually the Resident Coordinator of the UN system and, as such, is responsible for the MDGs; UNDP is the lead agency for the MDGs, so there is great pressure on UNDP to prioritize the MDGR. This is a problem that calls for attention.

Relationship to the Poverty Reduction Strategy Paper. The PRSP was initiated by the World Bank. In some cases, the relationship of the NHDR to the PRSP involves a trade-off between the benefits of

maintaining the 'UN brand' (political and intellectual), which is distinct from that of the Bretton Woods institutions, and the possibility of increasing UNDP's policy influence by working with these institutions, which have far greater resources to wield. While being explicitly linked with the PRSP may increase the impact of the NHDR, the gain may prove to be only short-term if the link threatens to dilute the NHDR's independence.

Evidence suggests that cooperation with the PRSP process may entail a loss of independence (or even existence) for the NHDR. For example, in Zambia, the NHDR was used for a while by a government-UNDP coalition to balance the influence of the Bretton Woods institutions. Eventually, however, the NHDR was subsumed by the PRSP and became a 'PHDR'—a joint effort between UNDP and the Bretton Woods institutions. The same thing happened in the United Republic of Tanzania. In Armenia, an NHDR planned for 2002 was cancelled because the government was focusing its attention on a PRSP. As a result, Armenia has not produced an NHDR since 2001 (although one was in preparation at the time of this writing), which has diminished its previously established visibility and importance in that country's policy debates.

Timing of the NHDR in relation to the PRSP is an important issue. UNDP's ability to influence the use of resources wielded by the Bretton Woods institutions will depend in part on its making its arguments persuasively and early. If significant resources are to be allocated according to priorities determined by the PRSP, then UNDP should do its best to develop its own analysis and promulgate its own views via the NHDR before that happens.

Relationship to the global *Human Development Report*. One crucial question that needs to be addressed for the future of the NHDR is its relationship to the global HDR. While there have sometimes been conflicts between the HDR and NHDR over issues of data choice and methods of calculating indexes, in general there is a complementary relationship between the two reports because the HDR's international standing affects the NHDR's position nationally.

This complementary relationship, however, should not be interpreted as one where the NHDRs simply bask in the glory of the HDR. The evaluation indicates that in all the countries studied, the NHDRs are considered more relevant to the national scene than HDRs.

In general, the downward flow from the *Human Development Report* Office to NHDRs has been extensive and helpful. HDRO and its NHDR unit have done a good job with meagre resources to support the NHDR process throughout the world, through the posting of standards, methods and awards, establishment of networks, etc. There is also agreement that, partly because of the assistance provided to the NHDR programme by HDRO, some NHDRs have gone beyond the original expectations of stimulating debate and providing policy options, by:

- Presenting disaggregated data that made clear the existence of strong internal development disparities
- Innovating in terms of measures and indicators
- Generating innovative policy ideas
- Attracting the participation of civil society organizations, including professional organizations, indigenous peoples and private sector groups
- Pushing for more substantive research, garnering interest from academic institutions
- Helping donors shape their own cooperation programmes.

On the other hand, there is little evidence of an upward flow of influence from the

NHDR system, or that the extremely valuable material emerging from the NHDRs has had much impact on the global HDR. In fact, the system appears to have had no discernable impact on the more general activities of UNDP Headquarters. This is a missed opportunity, since gradual absorption at Headquarters of country-specific and region-specific analyses of human development issues might eventually be reflected in the design of new, responsive and innovative programmes coming from the centre of UNDP's global network.

NHDRS HAVE GONE ON TO TACKLE IMPORTANT AND MORE DIFFICULT ISSUES. MOREOVER, THEY HAVE NOT SHIED AWAY FROM TABOO ISSUES OF OR CRITICIZING GOVERNMENT POLICIES AND PROGRAMMES.

3.2.3 Links to other exercises

Many other exercises, including Common Country Assessments and UN Development Assistance Frameworks, government investigative reports and planning documents, reports of civil society and private sector organizations, touch on issues dealt with in current or past NHDRs or those to be addressed in future years. NHDRs may benefit from the data and analyses contained in such exercises, and may also influence them. On the other hand, in some cases, NHDRs will be putting forward ideas and approaches quite different from—or even antagonistic to—those of other groups and organizations. The potential synergies and conflicts should be recognized and, wherever possible, used productively in the preparation of NHDRs.

3.3 THE NHDR SYSTEM AT THE COUNTRY LEVEL

3.3.1 National ownership

As the UNDP corporate policy on the NHDR emphasizes, national ownership is one of the key principles behind the NHDR system (see chapter 1.5.2). National ownership increases the influence of the NHDR by bringing to it greater political legitimacy, which helps increase its impact. National ownership is also more likely to cause the NHDR to pay attention to local details, which increases its credibility, relevance and appeal to policy makers and local people. Because national ownership usually (although not necessarily) means government involvement in the production process, it gives the NHDR better access to information and, more importantly, increases its policy impact by bringing it in closer proximity to the government policy agenda. National ownership also contributes to the building of better statistical and analytical capacities by government and other organizations and individuals involved in the production process, as demonstrated in Brazil, Bolivia, Colombia, Egypt and other countries.

However, national ownership also has its costs. Government involvement often means that it is difficult to raise issues that might be embarrassing to the government, although it may be possible to do so anyway with good quality analysis and a dose of political skill. For example, state HDRs in India have tended to avoid dealing in depth with fundamental class or caste issues, while the governments of some former Soviet republics have shied away from discussion of governance issues. In other countries, however (such as Bulgaria), the potential trade-off between national ownership and 'political independence' was never considered a problem at all.

This evaluation suggests that there is a case for working closely with the government in the beginning, even if it means sacrificing some political independence, because partnership with the government increases policy influence, thus strengthening the strategic position of the NHDR in the national policy debate. This conclusion is contingent on particular national conditions, and the extent of the sacrifice, which can range from government objection to a phrase to suppression of an entire report.

In addition to the issue of political independence, there is also the potential trade-off between national ownership and report quality, if the national partner lacks the necessary analytic capacity. The evaluation found that the quality of the analysis is a key determinant of an NHDR's credibility, so that maintenance

of intellectual robustness might require sacrificing national ownership.[7] In Egypt, a temporary capacity gap created by the departure of the main NHDR author from the national partner organization was deemed sufficiently severe that the UNDP opted to produce the NHDR without a national partner until a credible alternative could be found. In Botswana, due to problems encountered with the preparing organization (BIDPA), the UNDP country office had to substantially rewrite the final draft with the assistance of UNDP staff brought in from New York and Johannesburg. Collaboration on the part of multiple organizations was necessary to produce the report.

An alternative scheme of national ownership was adopted in Senegal. There, NHDRs are the product of a partnership between UNDP and the government, with the participation of a Steering Committee composed of representatives of government, civil society, academia, the private sector and UN agencies. The committee discusses themes, provides guidelines, and reviews the work of national consultants in charge of writing the report. Recently, the role of the committee was complemented by the formalization of a National Human Development Forum, consisting of more than 150 representatives, with the tasks of building consensus and validating the final version of the reports. This approach also has its costs: Although based on the desirable goal of a broad consultative process, it can lead to long delays in launching the reports.

Whatever the costs of national ownership, however, our studies suggest that it is critical in maintaining the strategic position of the NHDR.

3.3.2 Producing the report

NHDRs are produced in one of three different ways, each with its benefits and problems:

1. **UNDP country offices producing reports in-house.** This method produces the greatest coherence and consistency over time, but may restrict the injection of new ideas. It also requires investment in building in-house research capabilities, which takes time and may be expensive. This method also inevitably limits the sense of national ownership.
2. **Partial outsourcing of the production of reports.** This permits greater breadth of inputs while enabling the UNDP country office to maintain control. Coherence will then depend on the degree of control and coordination exercised by the UNDP country office. Some stakeholders commented that a regular injection of 'new blood' through hiring of at least some new consultants every year is useful. In very small countries, however, there may not be a big enough pool of experts to make such renewal feasible. Small expert pools in such countries may also create a problem of using 'experts for hire', with the same people working both for the NHDR and for rival publications (as was the case in Albania and Bulgaria).
3. **Complete outsourcing of the production of reports.** This method enables local organizations to be involved much more actively in the process, thus increasing national ownership.

An exception to these general patterns is India, whose states undertook the production of state HDRs on their own and initially without a UNDP role. UNDP became involved only later, in partnership with the national Planning Commission and individual state governments.

Even within a given country, modes of production have changed over time, as circumstances dictate. For example, between the first NHDR in 1994 and 1999, the UNDP office in Egypt totally

7 The problem of analytic capacity could lie with the UNDP office rather than with the national partner, as in the case of the early reports produced by Colombia.

outsourced the report to the Institute of National Planning (INP), a semi-governmental research institute affiliated with the Ministry of Planning. However, the NHDR project coordinator was appointed INP director in 2000 and then minister of planning in 2003. Because the INP lost its human development-related capacity, its role vis-à-vis the NHDR was weakened, and in 2004 the UNDP country office took over management of the report while subcontracting its production to an outside consultant.

In Brazil, the first NHDR was outsourced to the Instituto de Pesquisa Econômica Aplicada (IPEA), a respected government-connected think-tank. The subsequent and popular 'atlases' were coordinated by UNDP-Brazil and IPEA. A state-level planning and statistics agency, the João Pinheiro Foundation, produces the indexes based on data from the federal government statistical office, with some methodological support from IPEA. However, the methodology and data of the recently produced Racial Atlas were elaborated by a research centre linked to the Federal University of Minas Gerais.

When the preparers of the report change over time, the country office should ensure that consistency is maintained and that knowledge is shared among relevant organizations. It is important to recognize the value of diversity in production methods to meet local conditions, while also emphasizing the underlying principles of quality, coherence, consistency over time and national ownership.

Partnership issues. The evaluation shows that it is extremely important to consult as broad a group of stakeholders as possible from the beginning (for example, in choosing a theme) and throughout the production process. Of course, prolonged consultation can cause long delays in publication, resulting in data gaps, and thus reduce the impact of the report. This was the case in Senegal, where members of civil society organizations, academics, government and UNDP officials are jointly responsible for various decisions taken during the lengthy NHDR process. However, broad consultation is generally better than the opposite. In Zambia, even the business community, not typically thought of as a development partner, was involved in the consultation process. In many countries, preparation of the reports has incorporated the work of various organizations and received institutional contributions from NGOs, as well as civil society and academic organizations. In Albania, for instance, cooperating organizations for the 2005 report include the Albanian Association of Municipalities, the Centre for Rural Studies, Co-Plan; the Gender Alliance for Development Centre, Partners Albania—Centre for Change and Conflict Management, and United Nations Volunteers.

In Brazil, partnerships that have been built up by UNDP with governmental and non-governmental agencies from the very beginning are largely responsible for the success of that country's human development products. Of particular importance is the partnership with IPEA. Brazil's statistical office, the Instituto Brasileiro de Geografia e Estatística (IBGE), also played a key role by supplying very detailed statistics that are not usually available to the general public for compiling local indexes. UNDP has also partnered with João Pinheiro Foundation, a state government agency, to produce state and municipal indexes.

In the United Republic of Tanzania, UNDP works closely with the national government and other UN agencies in the production of the NHDR. Principal contributors to the 2002 and 2003 reports came from the University of Dar es Salaam, University College of Land Studies, Sokoine University of Agriculture, the Prime Minister's Office, Economic and Social Research Foundation, WaterAid, UNICEF and the UK's Department for International Development (DFID), as well as from UNDP itself. Civil society organizations were initially underrepresented

among UNDP's partners, but that situation has improved with the 2002 and 2003 reports.

Partnership with the government at various levels (national, regional, municipal, etc.) is arguably the most important of all partnerships, ensuring that the data and other information are of good quality and increasing the policy impact of the NHDR.

Most of the country studies point out that working with NGOs throughout the production process is an effective way to increase the impact of the report, since it enables the production team to pursue politically relevant issues that may even have campaign backing by NGOs.

3.3.3 Content

Indexes versus issues. Most country reports indicate that the HDI and other human development-related indexes have been important in attracting attention to the NHDR. One exception in this regard is Albania, which did not publish an HDI until 2002, due to data deficiencies. In particular, the disaggregation of various HDIs to smaller administrative units (for example, states, governorates and municipalities) has been crucial in generating interest in human development issues. The disaggregation exercise has been particularly successful in Egypt, where it sparked competition to improve human development among governorates, and in Brazil, where its concrete depiction of inequalities at the state, municipal and even neighbourhood level seized public and media attention.

Important as the indexes may have been in capturing initial attention, the more successful NHDRs have also simultaneously introduced the human development approach and then moved into specific, often controversial, issues.

An interesting exception is Brazil, where the disaggregated indexes, accompanied by sophisticated maps and interactive mapping

BOX 3. WHY ARE INDEXES SO SUCCESSFUL IN BRAZIL?

Brazil produces a series of national, state and municipal indexes with disaggregated data available on an electronic database. The indexes includes information on 135 human development indicators for all 26 states, the federal capital (Brasília) and for all 5,507 municipalities.

The presentation of the indexes is widely praised. Accessing the data is simple and self-explanatory through software that allows users to create their own analytical tools when accessing it, including thematic maps, tables, graphics and rankings. The information can be either printed or exported to other programs, such as electronic spreadsheets. The main goal is to facilitate access to very detailed information, which was previously scattered over multiple websites using unfriendly software that prevented users from easily manipulating the data.

That said, there is also a cultural basis for the success of human development products in Brazil. Brazilians, in general, and the media in particular, are obsessed by figures and statistics, particularly if they are presented in a synthetic and accessible manner. Possible reasons for this obsession include: the country's long history of inflation and hyperinflation that made Brazilians familiar with the use of indexes and the country's passionate interest in football (soccer) and the World Cup competition. The same competitive spirit has been observed as Brazilians follow the changing HDI rankings of their country and its states and municipalities. As former President Cardoso put it, Brazilians are more competitive than analytical, making the indexes more popular than the reports.

This does not mean that Brazilians eschew analysis altogether. The controversial 2005 report on racism, poverty and violence, which analyses racial inequalities in areas such as income, education, health, employment, housing and violence, received a great deal of attention, though much of it was probably due the receptive climate created by previous human development atlases and indexes.

software, have become the main feature of the NHDR. For historical and cultural reasons, and also due to the outstanding outreach efforts of the UNDP country office, the HDI was an effective means of introducing and popularizing the concept of human development in Brazil (see Box 3). It led to improved understanding of the extent and nature of inequality, and to the adoption of measures, including targeting of a share of budgetary expenditures to low HDI communities, designed to reduce it. The Brazilian case, which took advantage of local predilections, is a good example of flexibility in the global NHDR system.

Selecting themes. The main topics of NHDRs produced by our sample countries are numerous (see Annex 4). What is apparent from this list is the tremendous flexibility of the NHDR system in encouraging countries to pursue those issues most relevant to the advancement of human development in their particular circumstances. Cross-cutting issues, such as poverty, gender, inequality, good governance and democracy, education, decentralization, and sustainable livelihoods share the limelight with issues of special local importance, and the links between the two sets of issues are often made explicit. Whether it is transition issues in Eastern Europe and Central Asia, AIDS in Botswana, violence and conflict in Colombia, the race issue in Brazil, corruption in Senegal or the particular problems of forest dwellers in the border states of India, the NHDR has proved to be an instrument adaptable to the priorities of time and place (see Box 4).

Human development is a multidimensional concept, which cannot be captured by economic variables alone. Therefore, a multitude of potential NHDR themes may arise, of varying degrees of relevance and urgency. To achieve greatest impact, it is important that the right themes are chosen at the right time.

Some themes may be unacceptable to government because of their political sensitivity or because they violate certain social taboos. The advantage of avoiding such themes is that the report's message may be more readily absorbed when there is little resistance to it. It is probably for this reason that initial NHDRs have tended to focus on introducing the concept and providing a summary discussion of major aspects of human development status in the country, while avoiding sensitive topics.

However, research for this evaluation suggests that, in many cases, NHDRs have gone on to tackle important and more difficult issues. Moreover, they have not shied away from taboo issues or criticizing government policies and programmes. For instance, the 2000 Botswana report on AIDS came at a time when stigma and silence surrounding the subject were still strong in the country. The report generated a great deal of debate around the problem of AIDS, thereby increasing its prominence on the national agenda. Even politically sensitive subjects can be addressed if the preparers are politically adept and produce high-quality analysis (see Box 5).

BOX 4. AN UNUSUAL PROGRESSION: FROM SUBNATIONAL TO NATIONAL REPORTS

Unlike most countries, whose first human development report took a national perspective, Bolivia focused on one region, Cochabamba, in 1995. In the 1990s, the production of subnational reports was still very rare outside of India. Nevertheless, in Bolivia, the decision was made to start the NHDR process by better understanding the local scenario and then moving to a national scale. This unique approach was the result of a workshop organized by UNDP-Bolivia and the Bolivian Government, in which a select group of intellectuals, politicians and government officials got together to examine human development perspectives in their country.

BOX 5. NATIONAL OWNERSHIP AND THE IMPORTANCE OF EDITORIAL INDEPENDENCE

To date, Colombia has produced four national human development reports. The first three were written by a government agency, and the fourth was the sole responsibility of UNDP, which, in turn, consulted a wide range of experts, including academics from many fields and members of national, regional and local committees. Thus the principle of national ownership was observed in the broader sense of widespread national participation.

The trajectory of NHDRs in Colombia shows an incremental advance; 2003, however, was a turning point in which new views and specific policy proposals for the country's main problem—internal armed conflict—were introduced. Although the report began as a partnership with central government, in 2003 it was produced independently of formal government organizations. The two forms of 'ownership' had different consequences. On the one hand, the government's ownership of the first three reports gave rise to improved data collection and the accumulation of information about government programmes and plans. On the other hand, the NHDR written under the sole coordination of UNDP was not constrained in its analysis by the views and commitments of a sitting government, one that is also an important player in the conflict.

The independence of the 2003 NHDR is clearly visible in the even-handed way it approaches the problem of violence in Colombia and makes recommendations for action, taking into account the involvement of all actors.

IT IS IMPORTANT THAT THE IMPACT OF THE NHDR EXTEND BEYOND POLICY MAKERS, ACADEMICS, JOURNALISTS AND NGOS TO THE PUBLIC AT LARGE. THUS COMMUNICATING DIRECTLY WITH THE GENERAL PUBLIC CAN BE A MORE EFFECTIVE WAY OF PROMOTING HUMAN DEVELOPMENT IN THE LONG RUN.

In general, NHDRs have continued to push boundaries by bringing up issues that directly engage with the very power structures that are impeding human development. Such political courage should be commended and further encouraged in the future This will provide an incentive for those who continue to face tough challenges in accomplishing this.

Another key issue regarding the selection of themes is that of repetition, and this evaluation suggests that there is value in re-visiting certain themes and issues. This has several advantages: it supports the assessment of progress over time in achieving important human development objectives; it enables the study of a persistent issue from a different angle; and it provides an opportunity for deeper analysis of an issue, which will hopefully lead to relevant policy changes.

Improving the indexes. The credibility of NHDRs depends on the use of high-quality data, including data that support the indexes. With this in mind, UNDP country offices have worked closely with central statistical offices and other relevant government organizations to develop a reliable database for the HDIs and to improve the statistical techniques employed in processing them.

However, because indexes are greatly simplified representations of human development status, good quality data, other than official government data, should be used where available. For instance, informants in India suggested that much human development-related information was not being utilized by the state HDRs. At the same time, indiscriminate use of outside data sources must be avoided (for example, the use of a 'freedom index' produced by Freedom House in the 2002 *Arab Human Development Report* was widely criticized). It is necessary to strike a balance between appropriate opportunism in the use of available information, on the one hand, and ensuring that data used are dependable and of high quality, on the other.

UNDP Headquarters has emphasized the need to develop 'creative indexes' and this evaluation tends to support that view. For example, a number of studies have pointed out that the slow response of the HDI to reflect improvements in policies has discouraged some local government leaders who used local HDI values as a basis for allocating resources. It might be

important to devise and/or emphasize new human development-related indexes that are more immediately responsive to policy improvements (for example, by using infant mortality rather than life expectancy as an indicator), so that politicians, whose focus on election gives them a short-term outlook, will have a greater incentive to implement human development-oriented policies.[8] In Senegal, there are controversies about the calculation of HDIs, particularly the illiteracy rate, which leaves aside non-formal and popular schemes of education, such as the *daaras* (Islamic training) schools, which are spread all over the country, especially in rural areas.

Greater efforts need to be made to ensure index compatibility over time. When the production of the NHDR is done by an outside contractor through an open bidding process, there is a possibility that producers in different years may use different data, not least because organizations may regard their data as proprietary and refuse to share it with their successors.

3.3.4 Frequency of publication

The frequency with which the NHDR is produced has bearing on its impact. Excessive frequency (every year) has created 'fatigue' on the part of the production team and 'indigestion' on the part of the audience. Conversely, infrequent production may reduce the report's influence by lowering its presence on the national policy scene. Two years is widely regarded as the optimum interval, although three years may be acceptable if conditions warrant. In Armenia, however, it has been five years since the last (2001) NHDR was published, and as a result, there is currently no mention of NHDR on the Armenian country office website (although a new report on education is in preparation).
Ultimately, the exact frequency should be a matter of choice for the individual country offices, given their resources and other commitments, as well as in light of the national political and economic situation. Cogency and relevance to policy are more important criteria than any exact target frequency.

A related issue arises when subnational HDRs are prepared. In India, a special case, some 25 state HDRs have been prepared over the past decade or are being finalized, most of them with the assistance of the Human Development Resource Centre (HDRC), a unit within the UNDP country office dedicated to aiding the state HDR preparation process. This is a larger number of reports than the total of global HDRs that have been produced from the beginning of the programme in 1990, and the UNDP role in enabling them has entailed a major commitment of time and energy by a small but dedicated staff. The country office has opted out of producing additional reports in favour of supporting various kinds of follow-up activities. While these are important, they are not substitutes for the ongoing examination of critical human development issues provided by regular state HDRs. It is unclear to the evaluation team whether such regular reports will continue to be produced. What is clear is that the more ambitious the scope of the HDR production system is, the greater its resource demands and the more difficult it is to produce reports frequently.

3.3.5 Strengthening capacity

In-house capacity. The amount of investment made to increase in-house capacity depends on the mode of production selected. As a rule, a greater degree of in-house responsibility for production leads to a greater requirement for in-house capacity.

However, even if a report is completely outsourced, development of some in-house intellectual capacity is still necessary at all UNDP country offices, in order to exercise effective control in the choice of preparers, encourage participatory methods of preparation, oversee quality, vetting, feedback and dissemination, and ensure adherence to a basic human development framework of analysis. The Indian case discussed above illustrates the burden on in-house capacity that can exist even when preparers are state governments or their selected agents. On the other hand, in-house capacity developed

8 Needless to say, this should not be carried to the extreme of favouring human development-related policies that only have a short-term effect and will not lead to permanent improvements.

within the Human Development Resource Centre greatly helped in enabling states to produce good quality reports. Similarly, the Bolivian experience of establishing an in-house NHDR team resulted in the creation of one of Bolivia's most important think-tanks, a crucial asset in a poor country in which intellectual and technical expertise is scarce.

Capacity of the State and civil society. Conversely, even if most of the production of the NHDR is done in-house, it is still necessary to invest in building human development-related capacity outside the UNDP country office. The reason for this is obvious: Improving human development status requires commitment from all sectors of national life; it cannot be achieved by UNDP (or any international organization) alone.

In addition, the evaluation showed that there is a need for building the capacity of the government central statistical office in collecting and processing human development-related data in order to enhance the quality of the data and the analyses carried out to produce the NHDRs.

Several country reports suggest that building the capacity of academics to use the human development framework is a useful way to create a pool of experts to draw upon and of more broadly spreading the human development concept. They also show that building the capacity of journalists and NGOs to understand the human development discourse is important in more effectively disseminating human development ideas. This may be achieved, for example, through training programmes in various human development themes or workshops targeted to journalists prior to the launch of particular reports.

Transfer of international expertise. One important finding of the country studies is that the capacities required for the production of the NHDRs have been spread across national borders through various channels.

Sometimes, the transfer was engineered from 'higher up'. UNDP Headquarters in New York disseminated information on certain 'best practices' either directly (for example, specific processes used in the NHDRs in Egypt and Brazil were recommended to other countries), or indirectly (the success of the Colombian NHDR on violence prompted the development of a UNDP programme on Conflict Prevention and Peace Building, which has influenced NHDR thinking in other countries). In Bolivia in the late 1990s, the NHDR preparation team provided assistance to human development reports in other countries, including Bulgaria, Chile and Honduras. UNDP Headquarters also disseminates information on best practices through the NHDR Award exercise.

In some cases, UNDP regional bureaus took the initiative in spreading best practices, particularly but not exclusively from the region. This was done by the regional bureaus for Latin America and the Caribbean, Eastern Europe and the CIS and the Arab States.

Transfer of expertise has also resulted from initiatives taken by UNDP country offices. The transfers were sometimes from nearby countries—for example, from Bulgaria to Albania, or from the Russian Federation to Armenia—but they sometimes involved interregional transfers, for example, from Brazil to Zambia.

Sometimes, the movement of personnel across UNDP country offices 'accidentally' transferred expertise. For example, the deputy resident representative of Brazil, a country with well-developed human development-related capacity, became the resident representative of Bulgaria in 1997. It is expected that such transfers will become more frequent, as more countries acquire greater capacity through one of the above channels.

3.3.6 Dissemination

Launch strategy. The evaluation indicates that a high-profile launch involving top political leaders helps attract the attention of policy makers and the general public to the NHDR. However, this does not imply that launches have to be organized at the

centre of a country's political system. This depends on the theme of the report. For instance, if the theme is decentralization or issues that pertain to particular regions, it might be more effective to launch the report from important regional centres.

The impact of NHDRs in Kazakhstan has been greatly enhanced by varying the launch sites. In the mid-1990s, NHDRs were launched in the former capital of Almaty and received attention from the national media. The 1998 and 1999 reports were launched in the new capital of Astana, as well as in Almaty, the largest city. Since 2000, the launch sites also included the regions of Kazakhstan relevant to the themes of the reports. For instance, the 2000 NHDR tackled poverty and was launched in the country's poorest regions, Kyzylorda and Atyrau. The 2002 NHDR dealt with rural development and was launched in East Kazakhstan, Almaty and West Kazakhstan *oblasts* (subnational regions). The 2003 report, on water, was presented in Kyzylorda, while the 2004 report, on education, was launched in South Kazakhstan and Aktobe *oblasts*. As a result of the geographic spread of the launches, national as well as provincial mass media were able to cover them.

A number of studies conducted for this evaluation have found that doing some groundwork with the media before the launch, for instance, through workshops targeted to journalists, can help increase the impact of the report. Such workshops also increase the capacity of the broader society to understand and debate human development-related issues.

Post-launch dissemination strategies. The evaluation team found several examples of post-launch dissemination strategies that were particularly well thought out. In the Ukraine, hard copies of the report were mailed to 781 major central government agencies, regional and local governments, universities, civil society organizations and regional libraries. For the most recent reports, special web-design tools were introduced for uploading the reports in order to make them available to the public free of charge. Bolivia has also used several innovative ways for disseminating their findings and human development concepts (see Box 6).

Brazil has had an especially effective dissemination strategy, one that has made journalists and the media partners in a variety of ways. In addition to its strategy of including high-profile politicians, policy makers and institutions to launch the report, it has 1) provided journalists with pre-launch embargoed briefings from UNDP, allowing them sufficient time to analyse the results; 2) made training courses available to journalists; and 3) arranged the granting of awards to newspapers and journalists for quality coverage, mainly

BOX 6. CONSULTATION AND DISSEMINATION STRATEGIES: THE BOLIVIAN EXAMPLE

Between 1995 and 2005, Bolivia produced 15 HDRs, including national, thematic, macro-regional and regional reports. These reports are characterized by their creative approaches in disseminating human development concepts, and by a wide consultation process, which provide a model for NHDRs around the globe.

The dissemination techniques adopted in Bolivia include caravans, songs, soap operas, radio and TV programmes, games and street performances. These are in Spanish as well as the main languages spoken by indigenous Bolivians and deal with the main findings of the NHDRs, using humour and music. In 2003, more than 105 radio programmes on human development topics were transmitted by over 200 radio stations.

The 2003 NHDR consultation process involved 45 focus groups and a total of about 500 people, ranging from managers of transnational companies to cooperative miners, ethnic groups in different regions and representatives from religious groups, as well as a survey using a sample of 3,617 people, 32 case studies and several interviews.

through funding from private and non-governmental organizations.

The UNDP office in Brazil has closely monitored media coverage since the launch of the 1996 report. Because indexes are highly cherished in Brazil, the media coverage is not restricted to the day of the launch. Such coverage also provides further analysis of the main subjects of the various human development products, generally relating them to a broader analysis of the country's social conditions. Signed articles making use of HDIs as an analytical tool are distributed to news agencies, keeping the topic in the media well after the launch. Human development products are headline news in the most important newspapers and weekly magazines distributed nationally, and are discussed in editorials and in signed articles by journalists, politicians and academics.

Because the Internet has become a major tool for distribution, the effectiveness and user-friendliness of software is now an important consideration in the dissemination process and should receive serious attention. In Brazil, in order to disseminate its atlases online, UNDP licensed from a private developer an effective interactive programme for giving the public access to detailed geographic breakdowns of the data, which even permitted querying of the data. Later, UNDP decided to revert to software developed within the United Nations, which greatly limited the usefulness of online dissemination.

Dissemination clearly requires more attention in some places. For instance, apart from the national launch and distribution of the Tanzanian report to government, UN agencies, donors and civil society, there is no information concerning coordinated dissemination or advocacy resulting from the report. Efforts to get this information from the websites, UNDP country offices and civil society organizations in Tanzania were futile. There is also very little evidence of sustained dialogue after the launch of the first two reports. The Tanzanian desk review indicates that resources were not adequately devoted to dissemination and advocacy of the recommendations made in the reports. The need for a post-dissemination strategy was also reported in the case of Senegal, where dissemination has been limited to a ceremony organized by the Steering Committee (although the launch of the report is a key event generally chaired by a government authority, even the president himself, and attended by major stakeholders).

The evaluation found that the launch should be not be treated as a self-contained event, but as part of a larger dissemination and popularization process, with continuous monitoring and feedback. Otherwise, the NHDRs are likely to disappear into oblivion after their one day of glory.

Monitoring issues. Monitoring the results of past NHDRs involves assessing their dissemination strategies and the policy recommendations they advanced. The contributions of NHDRs are wide-ranging, from affecting the climate of opinion to exerting intellectual influence to altering policy directions. And it is far from immediately clear what metrics are best for evaluating the impact of a NHDR system. UNDP focal points can often provide a list of things that happened as a result of NHDRs under the heading of 'impact' or 'influence'. However, the systematic monitoring of results as a tool to enable improvements in approaches to production and dissemination is one of the weakest links in the chain of activities connected with the NHDR system, perhaps because it is inherently difficult and complex. There is also a great deal of variation among countries. For example, post-launch monitoring was being carried out relatively well in the Latin American countries reviewed, but not in the African countries, where the UNDP country offices lacked basic information on citations and discussions of the NHDR in the media, parliament and other forums for public debate.

Partnership issues. Partnership is as important for dissemination of the NHDR as it is for its production. Several country studies find that working closely with *government* in the dissemination process of

the NHDR, especially at a high level, is very useful. This holds true not just at the launch stage but throughout the dissemination process. In some countries, such as Brazil, Kazakhstan and Ukraine, the involvement of the parliament was productive. This is because the participation of leading politicians lends a high profile to the report and the ideas associated with it, thus attracting more media attention and increasing the chances that the report will influence policy.

A number of studies carried out for this evaluation reveal that competition among *subnational governments* in terms of the HDI and other indicators of human development can also help disseminate the NHDR by increasing its public profile. Competition among governorates in Egypt, state governments in India, and state governments and municipalities in Brazil are prominent examples of how such competition has led to faster and more effective dissemination of human development-related ideas.

Collaboration with *NGOs*, especially where they are a significant force in society, is also important in effectively disseminating ideas and information originating from the NHDR. The *media* can be a significant partner in dissemination, and the strategy of involving journalists in the process has had substantial payoffs in countries including Brazil. Attracting media attention is a certain way of gaining politicians' attention. It also provides high visibility to human development products. Virtually all Brazilian informants stressed the role of the media in the success and the impact of such products.

Reaching out to people. Partnering with the media can be an effective means of reaching out to the broader public. It is important that the impact of the NHDR extend beyond policy makers, academics, journalists and NGOs to the public at large. Of course, the ideas and policies derived from the NHDR may reach the broader public through these elite groups, but communicating directly with the general public can be a more effective way of promoting human development in the long run.

One important, but often neglected, reason why NHDRs have not reached as many people as they should have is that they are often produced only in the dominant languages, or in languages used by the social elite. Recognizing this problem, UNDP offices in a number of countries have produced NHDRs in local languages. For example, in Kazakhstan, the early NHDRs were produced only in Russian, and it was only from 1999 onwards that a Kazakh version was produced (in addition to versions in Russian and English). This enabled the NHDR to involve the Kazakh-speaking community in the process, and has led to a much greater sense of national ownership of the report. Local language versions were also produced in Bolivia, Botswana and several of the Indian states.

Another way of reaching out to a broader audience was proposed by Egypt (which has yet to adopt it), namely, to produce a simple, more accessible version of the NHDR. This practice could be worthwhile in other countries as well. A number of country studies have recommended that shorter (but not necessarily intellectually simpler) versions for policy makers might increase the report's policy impact.

Getting human development material into schools and universities can be another effective way of enhancing the impact of the NHDRs and exposing the next generation to human development concepts. The extent to which human development material has penetrated the education system varies greatly, ranging from countries where human development is still a relatively new, and academic, notion, to countries where it is already well entrenched in school curricula.

Popular culture can also be used to reach the general public. The best example of this is a Bolivian troupe of actors performing plays on human development themes in the countryside, to the benefit of both literate and illiterate audiences alike.

Chapter 4

Recommendations

4.1 RECOMMENDATIONS FOR CORPORATE DECISION-MAKERS

1. Recognize that the NHDR system is a core component of UNDP's mission and provide stronger support.

If UNDP's unique contribution among international organizations is its promotion of human development in all its dimensions, then the NHDR is the only holistic representation of that role at the national level. It is the only instrument, aside from those that might be fashioned by governments or civil society organizations, through which the problems and means of achieving human development on the ground can be fully explored. The NHDR is not just a poverty reduction report or a report on progress toward the MDGs. It is an effort to identify and cope with critical issues in advancing human development in given national circumstances and at a given historical juncture. The establishment of the NHDR system was a major step in defining UNDP's mission, and that system should not be allowed to weaken or lapse.

First and foremost, stronger support for the NHDR system should take the form of political support. UNDP Headquarters should make it clear that the NHDR system is a high priority, and should not allow it to be pushed aside by new initiatives that constantly appear on the agenda. Headquarters should formulate a clear policy regarding the relationship between the NHDR, the Millennium Development Goals Report and the Poverty Reduction Strategy Paper, as called for in Recommendation 2 below, and focus on solving the problem of competition among these programmes for scarce human resources that has developed in some countries, to the detriment of the NHDR.

Since the NHDR is an intellectual-political exercise, many of its effects may not be immediate. Also, there are often impediments to improving policies that are beyond the capacity of an NHDR (or of UNDP) to change. Targets for improvement, such as life expectancy, educational achievement, gender balance, or regional inequality may respond only slowly to improved policies. Therefore, it would be rash to blame the NHDRs for slow progress in improving human development, especially when they have been in existence for less than 15 years, and when there have not been more than a few NHDRs produced in most countries. It must be emphasized that much has been achieved by the NHDR system in many countries, despite these inherent limits.

In addition, contributions of the NHDR system should be reflected in UNDP Headquarters and country offices by being incorporated within their business plans (Multi-year Funding Framework), programming activities (for example, Country Programme Documents, Thematic Trust Fund initiatives, etc.), existing accountability mechanisms (for example, balance scorecard, monitoring and evaluation systems, etc.), and incentive systems (such as results competency assessments).

While Headquarters support for the NHDR system should be strengthened, measures taken to promote such support must in no way compromise the decentralized nature of the system or weaken the existing autonomy of country offices.

2. Clarify the NHDR's relationship to other instruments and exercises.

- **Define the exact relationship between the NHDR, the Millennium Development Goals Report and the Poverty Reduction Strategy Paper**

through a clear UNDP corporate policy. In general, the evaluation found that there is a natural complementarity in the missions of the NHDR and the MDGR. However, this complementarity is neither fully recognized nor generally exploited. Moreover, there is competition between the two exercises for time, attention and political capital. While the MDGR is the responsibility of the host government and the entire UN community, UNDP plays a leading role in its preparation. Given limited human and other resources, this could drain energy and resources from the NHDR. The MDGR is also a potential venue for governments to spotlight their achievements and plans in glossy and attention-grabbing formats. For this reason, some MDGRs have grown well beyond the brief progress report[9] that was intended, and heightens the potential for negative impact on the NHDR system. One reason for such a state of affairs is that, while useful discussions of the potential synergies between the NHDR and MDGR have occurred,[10] there is not, as yet, a clear corporate policy by the UNDP on the relationship between the two programmes. UNDP should develop such a policy and make sure it is understood everywhere. Our evaluation exercise suggests that, in devising one, the independent and unique responsibilities of the NHDR should be clearly reiterated. The NHDR should not, for instance, be subsumed under the MDGR, both because of their distinct objectives and because of their different auspices, the latter being a joint government-UN product, and the former a UNDP product that plays an important role in defining the core identity of UNDP.

Different considerations apply to the relationship between the NHDR and the PRSP. The latter is required by the World Bank and may reflect different concerns and perspectives than the NHDR. It is thus all the more important for the NHDR to maintain its independence. The Bretton Woods institutions, however, wield comparatively plentiful resources, which suggests that the timing and focus of NHDRs should take into account their potential to exert a positive influence on the PRSP.

- **Promote a more productive two-way interaction between the global HDR and national human development reports through a clear UNDP corporate policy.** While the global HDR and, in particular, the NHDR unit within the *Human Development Report* Office have had a valuable impact on the NHDR system, the reverse influence of the NHDR on the HDR has been smaller and less productive than it should be. The NHDRs have generated useful information and many valuable insights, and there is much that the HDR could absorb from NHDRs. This suggests that the interaction between the two needs to be made closer and the value of NHDRs should receive closer attention at UNDP Headquarters. The *Human Development Report* Office is currently taking steps to enhance this interaction and this effort deserves encouragement. UNDP needs to come up with a clear policy for encouraging full exploitation of the potential synergy between the two products.

3. Encourage the transfer of international expertise on the NHDR through more regional workshops and bilateral exchanges.

The evaluation shows that the transfer of international expertise has helped countries

9 For example, the most recent MDGR of the Philippines is over 140 pages in length, and the most recent report for Kazakhstan is over 180 pages.

10 For instance, see Burd-Sharps, Sarah, Sharmila Kurukulasuriya and Elham Seyedsayamdost, 'HDR 2003 Discussion Series: MDGRs and NHDRs—Ensuring Complementarity and Avoiding Duplication', 11 November 2003. Available at: hdr.undp.org/docs/nhdr/consolidated_replies/MDGRandNHDRs-EnsuringComplementarityandAvoidingDuplication.pdf

develop their ability to improve the quality of their NHDRs. The most effective way of making such transfers has been workshops organized by the *Human Development Report* Office and UNDP regional bureaus as well as bilateral exchanges (some of them inter-continental). These initiatives should be introduced where absent and strengthened where practised.

4.2 RECOMMENDATIONS FOR UNDP COUNTRY OFFICES

4. Emphasize national ownership of the NHDR.

All the studies conducted for this evaluation show that there is much to gain from full national involvement in all aspects of the NHDR. Such involvement increases a report's political legitimacy, policy impact and intellectual relevance. Therefore, the degree of national ownership should be increased as much as possible, keeping in mind that this is distinct from government ownership. If there are serious impediments to national ownership, such as the sacrifice of political independence or lack of analytic capacity, then the UNDP country office should intervene directly in the production process, provided that this intervention is seen as transitory and an exception to the general rule. UNDP country offices must make informed judgements on the issue of national ownership, promoting it to the maximum degree possible while maintaining the report's political independence and analytic quality.

5. Clarify and productively utilize the NHDR's relationship with many other exercises.

Many other exercises, such as Common Country Assessments and UN Development Assistance Frameworks as well as civil society organization and private sector reports and national development planning documents, overlap in various ways with NHDRs. NHDRs may benefit from the data and analyses contained in such exercises, and may also influence them. In some cases, NHDRs will be putting forward ideas and approaches quite different from—or even contradictory to—those of other groups and organizations. Potential synergies and conflicts should be recognized and, wherever possible, used productively in the preparation of NHDRs.

6. Move from an introduction to human development to a deeper analysis of the challenges it faces.

The evaluation reveals that it was important for the NHDR to first establish credibility and political space before tackling more important and sensitive issues. In that sense, it is advisable, as many countries have done, to first start the NHDR exercise with basic introductions to the human development perspective and progress reports on achievements in human development, sector by sector. However, the core goal of the NHDR is to produce an effective analysis of the impediments to human development, which is likely to require broaching politically and/or socially sensitive issues. It is thus necessary for the NHDR to keep pushing the boundaries of public debate, and thus of human development, by bringing up difficult issues. Experience suggests that analytic excellence, combined with appropriate political skill and tact, can make it possible to deal frankly with sensitive topics.

7. Revisit important themes.

There is value in revisiting themes that have been addressed in earlier NHDRs. National human development reports frequently take up very basic and general issues in their early years—such as poverty, inequality and gender—and there is often the need to use subsequent NHDRs to check on progress on those issues, especially in light of changed circumstances. Moreover, revisiting themes allows for the possibility of analysing a topic more deeply or using a more creative approach.

8. Disaggregate statistics to tackle sensitive issues.

Studies undertaken for this evaluation suggest that disaggregating human development-

related indexes has been a valuable exercise in many countries. Disaggregation can be done in several ways. It is common to initially disaggregate in terms of geography, as this is less controversial and may also have obvious political champions, such as mayors and governors. When geographic disaggregation has accomplished its job of raising awareness of inequality within the country, it is time to move on to more controversial lines of disaggregation, including by race, gender or caste. Such factors are generally more important than geography in determining human development outcomes, but have been infrequently discussed and rarely tackled because they challenge the underlying power structure of the society more strongly than geographic dividing lines.

9. Avoid both report fatigue and long gaps between reports.

Attempting to produce a report every year puts unnecessary strain on the production team and may create indigestion on the part of the audience. Two reports per decade, on the other hand, would tend to lower the NHDR's visibility too much. The appropriate gap between reports is probably two years, possibly three if circumstances warrant. Ultimately, frequency should be determined by the production team's capability, the strategic position occupied by the NHDR in the country, and other country-specific factors. There is probably a trade-off between quality and frequency, given limited resources. Cogency and relevance to policy are the crucial criteria of success, and it is better to produce strong reports that seize public attention and make a discernable impact than to turn out weak reports with reliable frequency.

10. Improve monitoring of NHDR impact.

Systematic monitoring of the results of past NHDRs is the weak link in the NHDR system. It is important to collect regular information on the impact and influence of past reports, their policy recommendations and their dissemination strategies, in order to judge their effectiveness and make needed improvements. UNDP country offices should build such systematic monitoring into their NHDR systems and make the results publicly available. Because the programme itself yields various kinds of results, some difficult to measure, there is a need for both intellectual and practical help through networking and perhaps workshops to develop effective monitoring tools.

11. Improve monitoring and evaluation of policies.

Systematic evaluation of policy results and performance is a crucial but weak facet of public policy in many countries. The theme of monitoring and evaluation has not been a common one among NHDRs produced to date. Thus, a useful contribution of future NHDRs might be to help in developing practical methods for monitoring and evaluating policies and programmes, especially with respect to their human development content and impact.

12. Strengthen outreach efforts.

The best-written report will have little influence if it sits on a shelf and never reaches the public. Yet post-launch dissemination efforts are sometimes lacking and vary widely among countries. Innovative methods of dissemination undertaken in countries such as Bolivia, Brazil and Ukraine should be examined by other countries with a view to incorporating or adapting them to their own circumstances. The suggestions in this recommendation will also go a long way towards meeting the needs of members of the extended audience for the NHDR system: governments, civil society organizations and members of the general public, who have an interest in ready access to the findings and analyses of the NHDRs, as well as in the adoption of participatory processes of preparing them. The following specific points address ways of strengthening outreach:

- **Ensure that the knowledge produced in the course of the NHDR process is made public.** It is important for the UNDP country office to make it clear that all the knowledge generated in the process of preparing the NHDR should

be in the public domain. This will not only guarantee consistency across reports when outsourcing the bulk of their production. It will also prevent unwarranted privatization of what should be public knowledge. Some clear guidelines on the matter from UNDP Headquarters would be useful. UNDP should also make background papers available on an accessible website so that interested members of the public can see the more detailed analysis that underlies the NHDR itself.

- **Produce different versions of the reports tailored to different groups.** Experience shows that the impact of the NHDR can be enhanced when there are different versions of it available to suit the needs and the abilities of different groups of the population. Potentially useful versions are shorter for time-strapped policy makers, simpler for public consumption, and, where applicable, written in local languages for minority groups.
- **Make access to the NHDR easier.** Our studies show that, at least in some countries, NHDR availability was a problem to a surprising extent. Print copies of the NHDR need to be distributed more widely and, more importantly, distributed so they are readily available in the public domain through libraries. All UNDP country offices should post their NHDRs on their website, something that has not been done in a large number of countries. Brazil has pioneered the production of interactive human development maps and tables, using ingenious and user-friendly software, which has contributed enormously to the popularity and impact of human development products there and to the understanding of a variety of existing socio-economic disparities. Since online access is becoming increasingly important as a way of disseminating and accessing information, UNDP should concern itself with finding/ developing/using the most effective and user-friendly software for exploiting the enormous potential of online public access.
- **Introduce human development material into university and school curricula.** Getting human development products into the educational system can be a very effective way of spreading human development ideas over the long term. Some countries have already had success in promoting the subject of human development in university and even school curricula, but other countries have yet to attempt this. Such efforts should be encouraged.
- **Increase society's capacity to absorb human development ideas through better education programmes.** Given that the human development framework is not the dominant intellectual framework, getting people to accept the issues raised by NHDRs requires that they be familiar with the basic concepts of human development. Our studies show that NHDRs are more effective when society is more capable of understanding and debating basic human development-related ideas. Such capacity can be enhanced through education and information programmes targeted at different groups, including academics, policy makers, journalists, students and the general public.

Annex 1

Terms of Reference

CONTEXT AND PURPOSE OF THE EVALUATION

The Human Development Report (HDR) was first launched in 1990 with the single goal of putting people back at the centre of the development process in terms of economic debate, policy and advocacy. The goal was both massive and simple, with far-ranging implications—going beyond income to assess the level of people's long-term well-being. Bringing about development of the people, by the people, and for the people, and emphasizing that the goals of development are choices and freedoms. — Human Development Report *website*

Human Development Reports (HDRs) advanced the view that human development is about broadening people's choices. Thereby, HDRs have shifted the development focus away from a growth-centred approach to a broader notion of development by addressing the multidimensional needs of people and empowering them to act in pursuit of fulfilling these capabilities. National human development reports (NHDR) took this global message to the national context.

Ever since their inception in 1992, NHDRs have been the main channel of UNDP dialogue with stakeholders in programme countries, particularly decision makers at the national/regional level and civil society organizations. Over 470 reports have been produced at the regional, national and subnational levels.

Yet to this date, there has not been any systematic evaluation of the strategic relevance of the NHDRs, either corporately or at the country level. Consequently, through a consultative process with Headquarters units, initiated by a request from the *Human Development Report* Office (HDRO), this evaluation was included in UNDP's evaluation agenda.

This is a strategic, forward-looking assessment that is expected to provide valuable lessons for UNDP Headquarters, country offices and NHDR teams for improving the influence of future NHDRs in promoting human development approaches.

SCOPE

To understand and assess the influence of NHDRs, it is necessary to look at NHDRs since their *inception* as the conditions under which they were produced, the practices involved, etc., have evolved over time. Moreover, NHDRs should be viewed as a system, rather than as a collection of individual reports. At the country level, this system involves the networks/partnerships established in the course of production and dissemination of reports to state organizations, academics, civil society organizations, donors, etc.

The **production processes** covered by the assessment will include selection of themes and the writing team, peer review mechanisms, consultation processes with civil society, relevant government line ministries and statistical bodies.

The **dissemination processes** that the assessment focuses on will begin with the launch of the report and cover ongoing activities to promote the key messages.

The **outputs and outcomes** considered will be in the realms of changes in development policies, practices and priorities; innovative policy proposals; enhancing democratic space to advance development alternatives; strengthening networks of human development activists; raising awareness of human

development approaches; influencing civil society thinking and capacity to advocate human development approaches; engendering other human development instruments; and strengthening the statistical capacity of the country to track human poverty.

At the corporate level, the assessment will cover the framework under which the reports are conceived and produced, including the incentives, guidance and capacity to support the effort. The assessment will also focus on the influence of NHDRs on UNDP's policies and programming.

KEY EVALUATION QUESTIONS

To assess the strategic relevance and importance of the NHDR system to UNDP, this evaluation will be guided by three sets of questions:

1. How strategically relevant and necessary is the system of NHDRs to UNDP?
2. What differences have the NHDRs made (in terms of results and processes) at the corporate and at the country level? Are these consistent with human development approaches and are these changes sustainable?
3. What are the (corporate and country-level) enabling conditions for NHDRs to contribute towards development effectiveness of programme countries? In other words, how effective are the corporate policies, priorities, incentives, guidance, etc. in supporting NHDRs?

EVALUATION CRITERIA

As outlined in the methodological framework, the performance of the NHDR system will be assessed in terms of:

- Relevance—in terms of the human development needs of the country
- Effectiveness—in terms of influencing the policy framework and intellectual approaches to human development, enhancing government and civil society capacity to formulate human development strategies, improving statistical capacity of the country, etc.
- Sustainability—in terms of promoting lasting changes
- Efficiency—in terms of catalytic impact and mobilizing partnerships
- Creativity and innovation—in terms of generating new ideas and instruments to advance the ideals of human development.

APPROACH AND METHODOLOGY

The terms of reference for the evaluation was prepared in consultation with a focus group at Headquarters, regional centres and human development activists worldwide that are part of the Human Development Network. The team leader then developed a conceptual framework in close collaboration with an expert panel. This framework was discussed by the team members via email. Following this, an inception/methodology meeting was held, where the team members were briefed by the Evaluation Office and other Headquarters units. The team developed a detailed methodological framework and a work plan.

The assessment will begin with a preparatory phase to take stock of available information, followed by a pilot phase to fine-tune the proposed methodology. This will be followed by country missions to conduct in-depth country studies in each region, and an assessment of the mutual influence between NHDRs and Headquarters programming and policies.

Preparatory phase and desk review

With the help of the Evaluation Office, the team will carry out a scoping exercise to 'map' the NHDR system of reports in terms of their historical interventions, their reported influence in the programme countries, and reviews by partners, including civil society organizations. To this end, the team will undertake the following:

- desk reviews of NHDRs and scrutiny of relevant discussions in the HDR networks[11]
- analysis of NHDR evaluations conducted thus far
- surveys to gather primary information (country offices and selected Headquarters units).

A background document will be prepared based on this study. The evaluation team will utilize this report in addition to material collected during the country visits.

Framework for evaluation methodology

A framework for methodology is to be conducted in three stages. An international expert panel in collaboration with the team leader and task manager developed a preliminary conceptual framework for the evaluation. This was discussed by the evaluation team in a workshop and received inputs from UNDP Headquarters units, which helped develop a methodological framework (see Inception Report, which is available through the online version of this report at www.undp.org/eo). The pilot studies will operationalize this frame-work and lessons from pilot exercises will help refine the methodology further.

Headquarters study

To analyse UNDP policies and practices towards NHDRs and the influence of NHDRs on UNDP's policies and programming, the evaluation team will conduct desk studies and a series of interviews at Headquarters. Relevant Headquarters stakeholders (from the regional bureaus, Bureau for Development Policy, HDRO and the Bureau for Crisis Prevention and Recovery) will be interviewed using a semi-structured approach in an effort to track the policies, incentives, guidance, etc. of Headquarters units towards NHDRs since their inception. A comprehensive desk review of relevant documents (including policy documents in the Bureau for Development Policy, Multi-Year Funding Framework reports, various evaluation reports, Reports of the Administrator, etc.) will be conducted. Results from the Headquarters study will inform the country missions and other in-depth studies of country case studies.

Preliminary assessments at the country level

Prior to pilot and country missions, a brief report will be prepared to operationalize the methodological framework (see Inception Report) to the country context. To this end, desk research will be conducted that documents the key issues discussed in the framework that includes, but is not restricted to, the following i) country context as analysed in the Country Cooperation Framework/UN Development Assistance Framework and in terms of receptiveness to human development approaches, civil society mobilization and participation, state of public debates of development agenda, etc.; ii) history of NHDRs; iii) processes followed in authoring the report and dissemination practices within UNDP; iv) mapping of outcomes in the policy arena, intellectual thinking, government and civil society capacity, and statistical capacity; and v) possible evaluation instruments and indicators. In order to contextualize the NHDRs within the activities of UNDP, the report should familiarize readers with the relevant UNDP/UN documents such as the Country Programme Documents, Project Documents, etc.

This report will provide the basis for the activities of the country mission.

In-depth studies: pilot phase

The pilot countries as well as countries for in-depth study were selected based on the preparatory work and consultations with Headquarters units and regional centres. Brazil and India were chosen as the pilot country studies. Lessons learned from the pilot phase will be shared with the entire evaluation team and will help refine the methodology. Brazil has been chosen as a pilot country based on the influence of NHDRs at national, regional and local levels

11 HDR Network and HDR Statistics Network.

in resource allocation, and for its innovative use of human development instruments.

In-depth country case studies

Detailed country case studies will be carried out with logistical support from the Evaluation Office. Country visits, field studies and desk research will be used to operationalize the methodologies and to assess the influence of NHDRs at the country level.

Based on consultations at Headquarters and the regional centre, five to eight countries will be selected for in-depth study through country missions and 12 to 13 countries for in-depth desk research. These studies will also be used to identify best practices and lessons learned.

At least one week prior to the country visit, mission leaders shall submit the work-plan/terms of reference for the intended activities in the country. This brief note shall map out a strategy to operationalize the evaluation terms of reference in the context of the country studied. To this end, the report shall identify the key evaluation instruments and indicators, as well as a preliminary map of stakeholders, beneficiaries and informants.

Each country mission will take no more than 10 days and will be supported by a national consultant, if needed. In each country, the team will meet with key beneficiaries and stakeholders—government, NGOs, civil society organizations, UNDP staff and the country team that produced the NHDR.

Each country-level study should provide the means to assess the questions posed in the methodological framework (see Inception Report).

Peer review process

The methodological framework will be subjected to review by an expert advisory panel. Recommendations will be incorporated into the pilot exercises. Upon completion of pilot exercises there will be an advisory panel review of the interim report.

EVALUATION TEAM

The evaluation team shall be composed of a team leader, principal consultant and other consultants. All members will work in close collaboration with each other and the task manager. Each member will perform in-depth country analyses for countries assigned to him/her. The final report will be prepared by the team leader and the principal consultant in close collaboration with other team members and in consultation with the task manager.

TASKS

The tasks of the team will include: i) developing a methodological framework for the exercise; ii) conducting a Headquarters study to document and assess the mutual influence between the NHDRs and the corporate policies and practices of UNDP (the framework shall be developed and operationalized by developing instruments to conduct the study, such as semi-structured interviews, and through analysis of pertinent documentation); iii) conducting country missions (including pilot study) and desk reviews and preparing reports that present context, findings, lessons learned and recommendations; iv) preparing regional reports based on country assessments; and v) preparing a global assessment report based on the regional experiences.

OUTPUTS AND DELIVERABLES

1. Methodology for the assessment of NHDR

The evaluation team shall develop an appropriate methodology in collaboration with the task manager. To operationalize the methodology, the evaluation team shall develop appropriate indicators and surveys:

- **Indicators for performance assessment.** A set of country specific indicators will be developed by the evaluation team. This analysis will be supplemented and validated by targeted surveys.
- **Design and implementation of surveys.** Surveys will be conducted to obtain viewpoints regarding the

influence of NHDRs from UNDP officials, the country team that produced the NHDRs, decision makers, line-agency officials, local officials, participating civil society organizations and academics in the programme country or region. Web-based discussions will also take place during this time. Specific questions related to the evaluation will be posted on selected networks to gather data and input from UNDP country offices and staff globally. With assistance from the Evaluation Office, the evaluation team will manage and collate data from the surveys and web-based discussions.

2. Report on the Headquarters-based study

This study has two distinct purposes. The first is to map the universe of NHDR processes and outcomes in all countries that produced NHDRs. The second is to asses the mutual influence, if any, between NHDRs and policies and practices of UNDP. With support from the evaluation team and in close collaboration with the task manager, the principal consultant will prepare a report detailing the evaluation instruments used, findings, lessons learned and recommendations.

3. Country & regional report(s)

Upon completion of each country mission, the team and/or consultant shall prepare and submit a country report. These reports shall highlight the country context as well as the issues and challenges faced by the NHDR system and shall be gender sensitive. They will assess the performance of the NHDR system in the country based on the outcomes and a detailed narration of the evaluation instruments and indicators used. They must present, among other things, findings supported by evidence and clear recommendations.

The principal consultant and the team leader shall ensure that the final country reports incorporate necessary changes recommended by the review processes. The country report shall be considered completed only after it has been approved by the task manager.

4. The global assessment report

The principal consultant and the team leader will be jointly responsible for preparing the global report synthesizing the findings of the country reports. They shall do so in close collaboration with other team members and the Evaluation Office. The report, in reflecting the country studies, must be gender sensitive. It must present, among other things, findings supported by evidence and clear recommendations.

The global report will be subject to UNDP review as well as to an independent peer review process involving internal and external readers (Advisory Board). The principal consultant will be responsible for incorporating the required changes recommended by the reviewers. The report must be approved by the Evaluation Office to be deemed completed.

The findings from the finalized report will be presented in stakeholder meetings with the key partners at Headquarters—senior management, HDRO, Bureau for Development Policy and regional bureaus. The final printed report should be available for the Executive Board session of January 2006.

TIME FRAME

The assessment exercise is expected to commence in June 2005 and the final report is expected by December 2005.

Evaluation Office
May 2005

EVALUATION TEAM

The team members for this evaluation were as follows:

Ha-Joon Chang is a reader in the faculty of Economics, University of Cambridge, where he has taught since 1990. He is the author of numerous articles and books, including the award-winning (Myrdal Prize, 2003) *Kicking Away the Ladder—Development Strategy in Historical Perspective*

(2002). He has worked as a consultant for many international organizations, including UN agencies, the World Bank and the Asian Development Bank. He has been a member of UNDP's Asia-Pacific Advisory Panel on Democratic Governance since 2005. He was the team leader for this evaluation and led the efforts to develop the methodology used in it. He is also the lead author of this report.

Carl Riskin is distinguished professor of economics at Queens College, City University of New York, and senior research scholar at the Weatherhead East Asian Institute, Columbia University. He is the author of *China's Political Economy* (Oxford University Press, 1987) and *Inequality and Poverty in China in the Era of Globalization* (with A.R. Khan, Oxford University Press, 2001), and principal editor of *China's Retreat from Equality* (M.E. Sharpe, 2001). During the past five years he has had no affiliations with NHDRs, but has performed various consultancies for UNDP China. As the principal consultant for this evaluation, he led the pilot mission to India, participated in the pilot mission to Brazil and co-authored this report.

Celina Souza is currently a research fellow at the Centre for Human Resources at the Federal University of Bahia, Brazil, where she has also been a professor in the Department of Finance and Public Policies. She is the author of *Constitutional Engineering in Brazil: The Politics of Federalism and Decentralization* (1997) and has authored a number of journal articles on Brazilian federalism, public policies and public finance. She has no prior links with UNDP. She led the pilot mission to Brazil, conducted desk studies on Bolivia and Colombia, and co-authored this report.

Sam Moyo is the executive director of the African Institute for Agrarian Studies based in Harare (Zimbabwe) and has more than 25 years of research experience in rural development. His list of published books include: *The Land Question in Zimbabwe* (1995, Sapes Books, Harare) and *Land Reform under Structural Adjustment in Zimbabwe* (2000, Nordic Africa Institute, Uppsala). He carried out consultancies for UNDP in 1997/1998 and in 2004, including a regional background paper for the HDR 2004 on 'Cultural Liberty in Today's Diverse World'. He led the mission to Zambia and conducted the desk reviews for Botswana and the United Republic of Tanzania.

Mohamed Ould Maouloud, from Mauritania, is active in that country's civil society. He is a professor of history at the University of Nouakchott and has produced a report on ethnic conflict in the West African subregion (Mauritania, Senegal and Guinea-Bissau). He is a founding member of the vigil for peace in West Africa. He has no links to UNDP. He led the mission to Senegal.

George Kossaifi is director of Dar al Tanmiya (Consultants in Development) in Beirut, Lebanon. For 30 years prior he worked for the United Nations Economic and Social Commission for Western Asia, and spent the last decade of his career there as chief of Human Development Section. He has published several articles and studies on labour migration and labour markets, human development, poverty eradication and Palestinian issues. He has no prior links to UNDP. He led the mission to Egypt.

Oscar Yujnovsky, an Argentinean citizen, has been a development consultant since 2000. He was undersecretary of state for international cooperation and ambassador at the Ministry of Foreign Affairs of Argentina, and director of the Center for Urban and Regional Studies, an NGO in Buenos Aires, before joining UNDP in 1990. He worked for UNDP as a senior adviser in the Regional Bureau for Latin America and the Caribbean in New York for 10 years before retiring in 2000. He has published several books and journal articles on human development, social and economic development and urban development. He has undertaken a number of consultancies for UNDP. He led the missions to Albania and Armenia.

Annex 2

Select Bibliography

BRAZIL

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EGYPT

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INDIA

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ZAMBIA

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Annex 3

List of Persons Consulted

TABLE 1. NHDR EVALUATION STUDIES

	UNDP	UN agencies	Donors	Civil society organizations	Government	Total
Albania	4			8	6	**18**
Armenia	5			18	4	**27**
Brazil	2	2	1	15	16	**36**
Egypt	5	1	4	5	7	**22**
India	4			17	18	**39**
Senegal	4			6	8	**18**
Zambia	4	4	3	14	7	**32**
Total	**28**	**7**	**8**	**83**	**66**	**192**

ALBANIA

Government

Mr. Besnik Aliaj, Adviser to the Prime Minister
Prof. Adrian Civici, Director, National Strategy for Socio-Economic Development (NSSED) Department, Ministry of Finance
Ms. Milva Ekonomi, Director, National Institute for Statistics (INSTAT)
Ms. Ermelinda Meksi, Member of Parliament, former Minister of EU Integration
Mr. Ferdinand Poni, Deputy Minister of Interior
Ms. Jozefina Topalli, Speaker of Parliament

Civil society

Mr. Ylli Cabiri, Director, Human Development Promotion Centre
Dr. Ilir Gedeshi, Director, Centre for Economic and Social Studies (CESS)
Ms. Eglantina Gjermeni, Executive Director, Gender Alliance for Development Centre
Mr. Remzi Lani, Executive Director, Albanian Media Institute
Ms. Nora Malaj, former head of Equal Opportunities Committee and Albanian Society for All Ages
Mr. Gene Myftiu, Sustainable Economic Development Agency
Mr. Engjell Skreli, Institute of Public Policies and former Deputy Minister of Trade
Ms. Zana Vokopola, Executive Director, Urban Research Institute

UNDP

Ms. Nora Kushti, UNDP Public Relations Manager
Mr. Vladimir Malkaj, Cluster Manager, MDGSP Unit
Mr. Eno Ngela, NHDR Focal Point
Ms. Elzira Sagynbaeva, UNDP Deputy Resident Representative

ARMENIA

Government

Mr. Hovhannes Azisyan, Coordinator of PRSP, Ministry of Finance and Economy
Mr. Astghik Minasyan, Head of Department, Ministry of Labour and Social Affairs
Mr. Yuri Poghosyan, Member of State Council of Statistics
Ashot Yesayan, Former Deputy Minister of Labour and Social Affairs

Civil society

Focus group 1

Ms. Tamara Abrahamian, President of Araza
Mr. Movses Aristakesyan, Centre of Economic Rights
Ms. Alla Gadzoeva, Labour and Social Research National Institute
Ms. Anahit Harutunian, President of Spiritual Armenia
Mr. Narine Mayilian, Small and Medium Business Foundation
Mr. Hamlet Petrossyan, President of Hazaarashen, Armenian Centre of Ethnological Studies
Mr. Nelson Shakhnazarian, President, Economic Research Institute

Focus group 2

Mr. Mikayel Aramyan, President, The Fund Against Violation of Law
Mr. Khachatur Bezirchyan, Consultant to the President of Civil Service Council and former Director of the School of Public Administration
Ms. Marietta Danagulyan, Branch Chairman, Head of Project Department, Astghik Aid Union to the Disabled Children
Mr. Aram Ivanyan, member of Astghik Aid Union to the Disabled Children
Mrs. Aghavni Karakhanyan, Founding Director, Institute for Civil Society and Regional Development and former Professor of the School of Public Administration
Dr. Heghine Manasyan, Director, Caucasus Research Resource Centres—Armenia, Eurasia Foundation
Mr. Harutyun Marzpanyan, Deputy Dean of Department of Economics, Yerevan State University
Mr. Ani Stepanyan, Member of Mission Armenia
Ms. Rima Ter-Minasyan, Deputy Chairman, Women's Republican Council
Mrs. Nune Yeghiazaryan, NHDR Project Coordinator

Focus group 3

Seven students of the Department of Economics, Yerevan State University

UNDP

Mr. Alexander Avanessov, UNDP Deputy Resident Representative
Mr. Aghassi Mkrtchyan, NHDR Focal Point
Mr. Astghik Mirzakhanyan, Chief Technical Adviser
Mr. Narine Shakyan, Portfolio Manager
Mr. Consuelo Vidal, UN Resident Coordinator and UNDP Resident Representative

BRAZIL

Brasilia

Government

Mr. Luiz Alberto, Member of the House of Representatives
Senator Christovam Buarque, former Governor of the Federal District
Mr. Líscio Camargo, Finance Ministry
Ms. Yeda Crucius, Member of the House of Representative
Ms. Maria das Graças Paiva, HDIs of Recife
Senator Heráclito Fortes
Mr. Ricardo Henriques, Ministry of Education
Senator Tasso Jereissati, former Governor of Ceará
Senator Antônio Carlos Magalhães, former Governor of Bahia
Mr. Rômulo Paes de Sousa, Ministry for Social Development
Mr. Ariel Garces Pares, Ministry of Planning and Budgeting
Ms. Ana Peliano, Director, Instituto de Pesquisa Econômica Aplicada

Mrs. Matilde Ribeiro, Minister for Racial Equality Policies
Mr. Rodrigo Rollemberg, Ministry of Science & Technology

Civil society

Mr. Paulo Lustosa, Brazilian Institute for Development Administration (IBRADE)
Mr. Inácio Muzzi, CDN (news agency)/ Fleishman-Hillard
Mr. Veet Vivarta, ANDI (NGO)

UNDP & UN agencies

Mr. José Carlos Ferreira, International Labour Organization
Mr. Carlos Lopez, Resident Representative, UNDP
Mr. José Carlos Libânio, NHDR Focal Point, UNDP
Mr. Antônio Magalhães, World Bank
Mr. Carlos Mussi, Economic Commission for Latin America and the Caribbean

Belo Horizonte

Civil society

Ms. Maria Beatriz Gonçalves, Director, Institute for Sustainable Human Development
Ms. Maria Luiza Marques, Director, João Pinheiro Foundation
Mr. Roberto Martins, former President of the Instituto de Pesquisa Econômica Aplicada and of the João Pinheiro Foundation
Mr. Eduardo Rios Neto, Researcher, Development and Regional Planning Center of the Federal University of Minas Gerais (CEDEPLAR)

Rio de Janeiro

Government

Mr. César Maia, Mayor of Rio de Janeiro

Civil society

Mr. Candido Grzybowski, Researcher, Brazilian Institute for Social and Economic Analyses (IBASE)
Mr. Marcelo Néri, Researcher, Getulio Vargas Foundation
Ms. Flávia Oliveira, *Globo* newspaper
Mr. Marcelo Paixão, Researcher, Federal University of Rio de Janeiro
Mr. João Paulo Reis Veloso, former Minister of Planning

São Paulo

Government

Mr. Fernando Henrique Cardoso, former President of Brazil

Civil society

Ms. Viviane Senna, Institute Ayrton Senna (NGO)
Mr. José Roberto Toledo, Terra internet news
Mr. Haroldo Torres, Researcher, Brazilian Center for Analysis and Planning/State Foundation for Data Analysis (CEBRAP/SEADE)

EGYPT

Government

Mr. Mahmoud Abdel Hai, Director, Institute of National Planning
Dr. Hamed Mobarek, Project Director, Municipal Initiative for Strategic Recovery Programme
Dr. Ibrahim Moharam, National Project Director for the Governorate HDRs and the Working Team of the Qulyoubia and Beheria reports
Dr. Saad Nassar, former Governor of Fayoum
Dr. Maguid Osman, Director, Information, Decision and Support Centre
H.E. Dr. Osman M. Osman, Minister of Planning
H.E. Dr. Abdel Rehim Shehata, Minister of Local Development

Civil society

Dr. Ibrahim El Essawy, Professor, Institute of National Planning, in charge of Egypt 2020
Dr. Heba Handoussa, NHDR lead author
Dr. Osama Ghazali Harb, Editor-in-Chief , *Siyassa El Dawlia* magazine
Dr. Mahmoud El Sherif, Head, Federation (NGO)

Bilateral agencies

Mr. Rick Gold, Head of the Development Unit, US Agency for International Development (USAID)
Ms. Deborah Gomez, Second Secretary Development, Canadian Embassy
Mr. Carel Richter, First Secretary, Dutch Embassy
Mr. Georges Tsitsopoulos, Head, Donor Assistance Group

UNDP & UN agencies

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Mr. Noeman Al Sayyed, Head, UNDP Information, Communication and Reporting Unit
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Mr. Antonio Vigilante, UNDP Resident Representative

INDIA

Government

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Mr. Pradip Bhattacharya, Principal Secretary (Planning), Planning and Development Department, Government of West Bengal
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Mr. Sumit Bose, Principal Secretary (Finance), Government of Madhya Pradesh
Dr. Malati Das, Additional Chief Secretary, Government of Karnataka
Mr. Sandeep Dikshit, Member of Parliament
Mr. Naresh Gupta, Chief Electoral Officer, Government of Tamil Nadu
Dr. Rajan Katoch, Resident Commissioner, Government of Madhya Pradesh (former Joint Secretary, State Planning Division, Planning Commission , Government of India and Project Director of first subnational HDR—for Madhya Pradesh)
Mr. Ashok Lahiri, Chief Economic Adviser, Department of Economic Affairs
Dr. B.L. Mungekar, Member of the Planning Commission, Government of India
Mr. B.N. Nanda, Economic Adviser, Department of Economic Affairs
Dr. Rohini Nayyar, Senior Consultant (RD), Planning Commission
Mr. Shankar Rao, Director, Human Development Division, Planning Department, Government of Karnataka
Mr. Raghavji Sanwla, Minister for Finance & Planning
Dr. Abhijit Sen, Member of Planning Commission, Government of India
Mr. Nirupam Sen, Deputy Chief Minister and Minister-in-charge of Planning and Development and Industry, Government of West Bengal with the State Planning Board
Dr. Madhura Swaminathan, Indian Statistical Institute
Mr. L.N. Vijayaraghavan, Principal Secretary, Social Welfare, Government of Tamil Nadu, principal author & coordinator of Tamil Nadu HDR

Civil society

Prof. Ahalya Bhat, Singamma Srinivasan Foundation
Prof. Ashish Bose, Professor Emeritus
Dr. Jayati Ghosh, principal author and coordinator, West Bengal HDR
Mr. Anwar Jafri, Eklavya/Samavesh (NGO)
Dr. Devaki Jain, Singamma Srinivasan Foundation
Dr. Gopal Kadekodi, Director, Institute of Social and Economic Change
Mr. Manish Kumar, Sanket
Prof. Amitabh Kundu, Jawaharlal Nehru University
Prof. Mahendra Lama, Jawaharlal Nehru University

Ms. Seetha Parthasarathy, freelance journalist
Mr. Samuel Paul, Director, Public Affairs Centre, Bangalore, Karnataka
Mr. Digvijay Singh, former Chief Minister of Madhya Pradesh
Prof. M.S. Swaminathan, Chairman, M.S. Swaminathan Research Foundation
Ms. Shahrbanou Tadjbakhsh, consultant, UNDP
Prof. N. Shantha Mohan, National Institute of Advanced Studies
Prof. S.K. Thorat, Director, Indian Institute of Dalit Studies, New Delhi
Prof. A.K. Vaidyanathan, Professor Emeritus

UNDP

Dr. Suraj Kumar, Programme Officer, UNDP-India
Dr. Maxine Olson, Resident Representative, UNDP-India
Dr. Seeta Prabhu, Head, Human Development Resource Centre, UNDP-India (NHDR Focal Point)
Mr. Jo Scheuer, Senior Deputy Resident Representative, UNDP-India

SENEGAL

Government

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Mr. Sogue Diarisso, Director of Statistics and Forecasting
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Mrs. Awa Diallo Seck, Gender Specialist, PAREP
Mr. Mamadou Sidibé, Minister of Planning and Sustainable Development
Mr. Jibril Sow, Economist, PAREP
Mr. Wane Waldiodio, PAREP

Civil society

Mr. Babacar Diop dit Buuba, President of the Council of Development Support NGOs (CONGAD)
Mr. Fassory Diawara, President of the National Civil Society Forum for the Fight against Poverty in Senegal (COLUPAS)
Mr. Amacodou Diouf, Vice President, CONGAD
Mr. Alioune Tine, President, Raddho (human rights NGO)

UNDP and NHDR team

Mr. Taïb Diallo, UNDP Focal Point for the NHDR
Mr. Luc Grégoire, Chief Economist, UNDP
Mr. Albéric Kacou, UNDP Resident Representative in Senegal
Prof. Moustapha Kassé, Coordinator of the NHDR Technical Committee
Mrs. Diene Keita, UNDP
Mrs. Marie Angélique Savané, Chairperson of the National Steering Committee of the NHDR

ZAMBIA

Government

Mr. D. Chimfwembe, Director, Planning, Ministry of Health
Mr. Eliko Kalaba, Planner, Ministry of Agriculture and Cooperatives
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Ms. Josephine Mwenda, Senior Planner, Ministry of Finance and National Planning
Mr. Hibeene Mwiinga, Principal Planner, Ministry of Finance and National Planning
Dr. Buleti Nsemukila, Director, Central Statistical Office
Hon. Robert Sichinga, politician

Civil society

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UNDP & UN agencies

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Mr. Oladeji Popoola, UNFPA Representative
Ms. Bergitte Poulsen, Officer-in-Charge, International Labour Organization
Mr. Abdoulie Sireh-Jallow, UNDP Economic Adviser

Annex 4

NHDR Themes in Case-study Countries

ALBANIA

1995: Transition and sustainable human development
1996: Concept of sustainable human development, general trends and achievements; social and economic disparities
1998: The year of crisis: 1997; the economy, social cohesion and the transition process
2000: Economic and social insecurity; emigration and internal migration
2002: Local government and regional development
2005: Pro-poor & pro-women policies and development in Albania; approaches to operationalizing the MDGs in Albania

ARMENIA

1995: Social cost of transition
1996: Poverty, introduction of a sustainable human development index, which includes environmental factors
1997: Social cohesion
1998: Role of the State and democratization
1999: Five years of human development; an evaluation of the transition process
2000: Human rights and human development: action for progress
2001: Ten years of independence and transition

BOLIVIA

1995: Human security
1998: Competition, equity and human development
2000: Values and aspirations for development
2002: Political capacity for development
2003: Gender
2004: The HDI in Bolivian municipalities
2004: Interculturalism and human development: a possible Bolivia
2005: Economics beyond gas
There have also been nine regional/urban reports in Bolivia

BOTSWANA

1993: Planning for people
1997: Challenges of sustainable development in the long term
2000: Towards an AIDS-free generation
2005: Harnessing science and technology for human development

BRAZIL

1996: Human development (general)
2005: Racism, poverty and violence
Several indexes and atlases of human development have been produced between these two reports (see chapter 3.1.2)

BULGARIA

1995: Transition to a modern and open society and sustainable human development
1996: Identifying vulnerable groups
1997: Economic development, social cohesion and the transition process
1997: Sofia, the capital city
1998: State of transition and transition of the State
1999: Trends and opportunities for regional human development
2000: Analysis of disparities among municipalities
2001: Citizen participation in governance
2002: Human development at municipal and district levels
2003: Overcoming rural disparities

COLOMBIA

1998: Poverty and conflict
1999: Violence and human development
2000: Human rights
2003: The conflict: deadlock with a way out (English version titled: 'A cul-de-sac with ways out')

EGYPT

1994: Concept and measurement of human development as a participatory process
1995: Participation and gender
1996: Poverty
1997: Public spending
1999: Education
2000/2001: Globalization
2002/2003: HDI at the local level
2004: Decentralization for good governance
2005: Choosing our future: towards a new social contract

INDIA

India's 25 state HDRs deal with a wide range of issues, including the record of human development in a particular state, sustainable livelihoods, health and education, poverty eradication, women's empowerment, democracy and development

KAZAKHSTAN

1995: Human development in the transition period
1996: Problems of socio-economic development
1997: Human development index and its component development trends
1998: Social integration and the role of the State in the transition period
1999: Challenges for 2000—the human poverty index
2000: Fighting poverty for a better future
2002: Rural development in Kazakhstan
2003: Water as a key factor in development in Kazakhstan
2004: Education

SENEGAL

1998: Human security in Senegal
2001: Governance and human development
2004: Sustainable local development (forthcoming in 2006)

SLOVAKIA

1995: Human development; environment, human settlements and housing
1996: Human development (general NHDR)
1997: Efficiency of government socio-economic policies
1998: Human rights and minorities
1999: Labour market, education and environment
2000: Poverty, social exclusion and marginalization
2001: Labour market, education and environment
2002: Human health

UKRAINE

1995: Human development (general)
1996: Relationship between economic growth and human development
1997: Human development (general)
1998: HDI by regions
1999: Development and human security, economic well-being, democracy and governance
2001: Citizen participation and methods to promote participation
2003: Decentralization

UNITED REPUBLIC OF TANZANIA

1997: Human development (general)
1999: Progress in human resource development
2002: Anti-poverty strategies
2005: Poverty levels and trends, rural growth and agriculture

ZAMBIA

1997: Poverty
1998: Provision of basic social services
2000: Employment, sustainable livelihoods
2003: Reducing poverty and hunger, achieving the MDGs

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