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UNDP 2001: CHANGE PROCESS

Narrowing the focus: UNDP core development services

Summary

The present conference room paper represents work in progress and captures UNDP achievements to date in defining more clearly the core development services, interventions and focus areas of the Organization.

The Executive Board landmark decisions on the future of UNDP and new programming arrangements set the overall direction of this process. At the present stage, an open dialogue with the Board and within UNDP on the paper is needed to ensure that the final work meets the expectations and needs of all major UNDP stakeholders.

Given the complexity of the issue, it is felt that a process of consultations - complementary to those on organizational change - would be of great value. The consultations, which would take place both internally and with the Executive Board, could start after the annual meeting of the Executive Board and would work towards the holding of a one-day workshop in September immediately after the third regular session, bringing together internal and external actors to give further guidance to UNDP before the work is finalized.

Based on this, the Administrator proposes that a final formal report be submitted at the first regular session of the Executive Board in 1998, on which the Board could base its actions.

Narrowing the Focus: UNDP Core Development Services

I. INTRODUCTION

1. By its decisions 94/14, 95/22 and 95/23, the Executive Board approved a new overall framework for UNDP activities and provided direction to the ongoing effort of UNDP to achieve greater focus and impact of its activities in support of sustainable human development (SHD) globally. Pursuant to its mission and mandate, UNDP helps countries, and particularly the poorest countries, to build capacities for the eradication of poverty (as its top priority), for the creation of sustainable livelihoods, for the protection and regeneration of the environment and for the empowerment of women. Underpinning these goals is the emphasis placed upon national capacity-building for good governance.
2. The purpose of the present paper is to report on progress achieved in fine-tuning the focus and to provide a basis for the continuing dialogue with the Executive Board on this important issue. The paper reviews efforts of UNDP, including the current change process, designed to enhance programme focus and to ensure the targeting of resources for priorities within its mandate. It highlights principles to guide UNDP in narrowing its interventions and defines the main areas within the SHD framework where experience suggests that UNDP should concentrate its work. A limited set of outputs/products exemplify the services UNDP can offer.
3. The SHD framework is by definition a very broad one. Hence, any effort to identify the role played by UNDP within this framework presents a special challenge. UNDP has already started work in this direction, as is made evident in the *annual report of the Administrator* for 1996 (DP/1996/16 and Add. 1-8).
4. In consultation with the Executive Board and programme countries, and seeking to maximise the available human and financial resources, UNDP will continue to focus its activities within a narrower band. Failure to do this will result in a diffused, even scattered, development cooperation effort with limited impact.
5. Flexibility is paramount in the ongoing process of striking a balance between too wide or too narrow a focus. The needs of the programme countries for external assistance continue to evolve; the international climate for capital assistance and technical cooperation is a rapidly changing one; a much greater diversity of factors exists in the development arena, including massive international financial flows, both North-South and South-South, and the restructuring of the United Nations development assistance system as a whole which will continue to unfold over the next few years.

6. Two considerations deserve emphasis:

(a) UNDP must avoid focusing in such a way that the United Nations loses one of its greatest assets, which UNDP provides: a holistic, intersectoral and integrative approach both to supporting SHD and to providing a unifying, synthesizing and coordinating force within the United Nations.

(b) UNDP has programmes in 175 extremely diverse countries. Focusing can only go so far at the global level if UNDP is to remain faithful to the Executive Board's directive contained in decision 94/14 that "national development priorities shall be the primary determinant of UNDP-supported programmes, which must remain country-driven". At the country level, however, focus can and should go further, based on country priorities.

7. Given the diversity of situations in programme countries, it is at the country level that the final concentration on a set of specific issues within the SHD framework occurs. UNDP work at the country level must respond to the key priority areas that each programme country itself identifies. In attempting to ensure greater focus therefore, is not the aim of UNDP to devise common strategies and programmes in any great detail for these cannot be derived from a general definition of SHD. Yet there is a clear need to elaborate an overall framework for applying processes and selecting patterns of interventions.

II. FOCUS IN THE CONTEXT OF A CHANGING UNDP

8. The UNDP of today is considerably more focused than it has been in the past. It is no longer active in fields that do not fall within the new UNDP mandate. This important redirection is evidenced by a review of the advisory notes and country cooperation frameworks (CCFs) approved under the new programming arrangements. UNDP has embarked on a process of focusing that will result in a further narrowing of the range of relevant and cutting-edge development services and approaches to development that it offers. A number of notable steps in this direction have been taken since the early 1990s.

9. Through relevant legislation, the Executive Board has directed UNDP to build on its demonstrable comparative advantages while according highest priority to building national capacities for poverty eradication. In addition, UNDP has moved to focus on high priority development objectives, strengthen the impact and responsiveness of the UNDP programme, build a leaner, more accountable organization, support the United Nations system and resident coordinators, enhance its service to people in crisis and build more effective partnerships for development cooperation. The programme approach and the focus on fewer projects have also assisted in UNDP narrowing its scope of interventions.



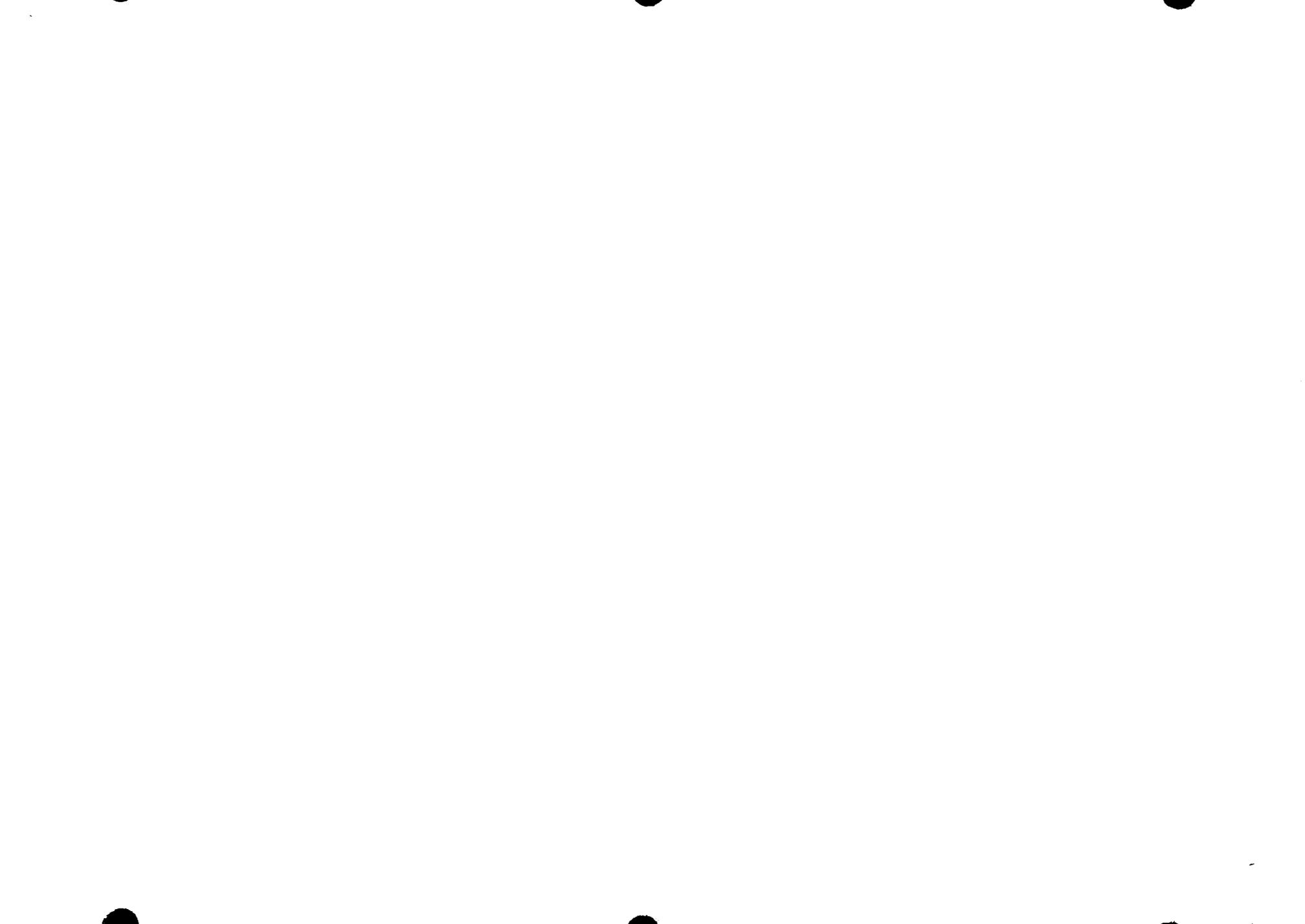
10. Concerted effort has been made to reorient programmes to sharpen the focus on poverty and sustainable livelihoods. Greater focus is achieved through assigning resources to the most needy countries; fine-tuning the objectives of ongoing programmes through mid-term reviews and evaluations; focusing advisory notes and CCFs and using instruments such as national human development reports (NHDRs) and the Poverty Strategy Initiative (PSI). Linking the environment and poverty concerns, the focus has been narrowed to sustainable agriculture and food security; water resources and the aquatic environment; energy needs of the poor; and forest management. Capacity development for governance has been narrowed to support for governing institutions; the reform of the public sector; decentralization; and links to civil society organizations through nationally owned programmes; networks; guidelines; training; best practice studies. Gender-mainstreaming efforts have focused on improving methodologies; analysis of lessons learned on gender mainstreaming; and training.

11. The change process will help UNDP to develop a sharper focus since how we do business and the business that we do are obviously related. Even as work is under-way on developing the framework of principles to encourage greater concentration, it is only by applying those principles in country-specific situations that greater focus will be achieved. The UNDP country office should be strengthened substantively and operationally in order to apply such principles sensitively to the identification of appropriate interventions.

12. A number of change proposals are relevant to this goal. For example, staff competencies will be aligned much more closely with tasks; the ratio of time country offices currently spend on administrative as opposed to professional tasks will be reversed to allow for more substantive work; and, of course, the substantive capacities of country offices will be enhanced by locating technical support closer to them in the field through subregional facilities. The facilities will transfer successful examples of more focused SHD interventions among offices and regions. Since these facilities will be linked to a global hub at headquarters, it will be possible to monitor how far their services reflect generally agreed upon criteria and principles of focus.

13. At headquarters, the Policy Bureau will concentrate on the development and testing of pilot products and services in the focus areas and on programme strategy formulation rooted more deeply in country-specific knowledge and experience. The Bureau will largely shed its technical support functions and pay more attention to programme policy and knowledge development. This specialization of functions will enhance efforts at greater focus, particularly if the Bureau can generate useful models for adaptation at the country level based on comparative analyses of different country situations.

14. Closely related to the issue of focus is the need to monitor how resources are being allocated against SHD objectives. For that, a better data set is needed at headquarters. Work will be undertaken to develop a programme database relevant to the new mission and goals of UNDP. The information supplied by the subregional facilities will constitute an important input



to that database that will strengthen capacity to monitor programme resource assignments from a substantive point of view. Other new tools such as the annual two-way compact between regional bureaux and country offices and access to country office databases on a continuous basis will also support better monitoring. These tools will enable headquarters to keep track of programme development as it occurs, to substantiate trends across the regions and to take preventive or corrective actions to ensure the effective use of scarce resources.

15. The change proposals also emphasize the partnering role of UNDP. UNDP will be developing stronger networks, better cooperation and coordination with United Nations entities and new formal and informal relationships with a wide range of public, private and non-governmental organization (NGO) groups. Thus, where a programme country has a request that appears legitimate but is outside the UNDP areas of focus, UNDP will be in a better position to pass on that request to another partner. In that way, UNDP can provide programme countries with a useful service even when it has itself to say no to a specific request.

III. GUIDING PRINCIPLES

16. The process of achieving focus for UNDP activities is essentially two fold. First, a number of substantive areas must be identified where UNDP can have a demonstrable impact at the country level. Second, in order to achieve focus, UNDP must ascertain which services can complement and add value to national and international development efforts.

17. Before identifying these substantive areas and the services that accompany them, UNDP believes it would be helpful to outline a series of guiding principles. These guiding principles take into account the basic organizational characteristics of UNDP, including UNDP stewardship of the resident coordinator system; universal presence; reliance upon grants as opposed to loans or credits;^{1/} its commitment to building national capacities for managing the development process, and its unmatched concentration of resources on the poorest countries.

18. These guiding principles will serve an important function both to our external partners, as well as within UNDP. First, they will help to establish a greater degree of predictability in the work of UNDP. All of our partners, both programme countries and donors, will come to appreciate more fully what UNDP can and cannot do. They will also be useful in the internal effort of UNDP itself to strengthen its capacity to excel at a few things rather than being good at many. Finally, the set of guiding principles can also be useful with respect to the work UNDP is undertaking regarding performance management and increased accountability.

^{1/} By not being loan-based, UNDP can provide more flexible and quicker responses and not be limited by the credit-worthiness of governments, but rather seek to help build that credit worthiness.

19. Ensuring the alignment of UNDP interventions with the guiding principles will help UNDP to narrow its focus further. While this is already being done in certain circumstances, UNDP intends to develop more systematic approaches to ensure the comprehensive and rigorous application of these principles. By simultaneously applying these guiding principles, the resulting dynamic and mutually reinforcing interaction will bring to the fore the difference UNDP can make for the countries it serves.

20. UNDP should ensure that the interventions it funds are designed to promote the following guiding principles:

Principle 1: Through capacity development assistance for sustainable human development, build programme country capacity while ensuring national ownership of development goals, strategies, policies and programmes at all levels

21. To remain a valued and trusted partner with its developing country counterparts both at the Government and civil society levels, UNDP will help its stakeholders to set the goals they want to achieve, to catalogue existing capacities while identifying gaps and to establish targets to fill those gaps. Through national execution and other modalities, UNDP will continue to build capacity across the board for the management of SHD programmes and projects, especially for poverty eradication. UNDP will rely upon local knowledge, expertise and institutions in programme activities.

Principle 2: Promote participation, dialogue and choice in decision-making

22. UNDP will promote only those activities that lead to broader participation by people and civil society in decision-making on development matters. A common characteristic of the work of UNDP throughout the world is its strong commitment to building institutional arrangements and procedures that promote and sustain people's participation and empowerment. UNDP will promote broad-based dialogue among various development partners and support networking, learning and information sharing at the local, national, regional and global levels.

Principle 3: Support aid coordination and development management, including efforts to enhance coordination and collaboration among the United Nations system and the wider donor community

23. There is widespread agreement that enhanced coordination among United Nations entities would improve the effectiveness of the Organization's development and humanitarian work. As a unifying force within the United Nations for the promotion of SHD, UNDP will work to strengthen the resident coordinator system and encourage more coherent, collaborative and cost-effective programming of United Nations resources at the country level.

24. Aid management and coordination are necessary for the effective use of national and international development resources. UNDP programmes and projects will help to build the capacity of Governments to manage and coordinate available external resources and to integrate them better with domestic resources. UNDP will build partnerships with the World Bank and others in the development community to support a more coordinated approach at the country level.

Principle 4: Promote cross-cutting approaches that mainstream gender and environmental concerns while strengthening learning and South-South cooperation

25. SHD calls for holistic rather than sectoral strategies. A cross-cutting, multidisciplinary approach that empowers women and takes into account the environment within the SHD framework will underpin all of the Organization's work. UNDP will also strengthen learning across country lines. UNDP is well-placed to encourage South-South cooperation through a variety of means, including through support to various regional and sub-regional initiatives and to South-South economic groupings and through the sharing of experiences and best practices along South-South lines. Particular efforts will be made to use expertise available in national and regional institutions in the South, thereby contributing to capacity-building in programme countries.

Principle 5: Link mandates arising from the major United Nations global conferences with activities at the global, regional, national and local levels

26. The mandates established by the major United Nations conferences of the 1990s, most particularly from the Earth Summit, the Social Summit, and the Fourth World Conference on Women, are important determinants for UNDP programming. UNDP will continue to work actively with its country and United Nations agency partners to promote integrated, action-oriented follow-up to these major international conferences.

27. Moreover, UNDP support for the resident coordinator provides the vehicle for bringing the United Nations system together at the country level for integrated support of all major United Nations conferences.

Principle 6: Provide measurable additionality while offering complementarity to the work of other suppliers of development services

28. Taking into account the value-added of other suppliers of development cooperation services and products, UNDP will strive to supply services and products that others cannot supply. It will do so with measurable additionality and impact, as well as address needs where UNDP has unique advantages. UNDP will promote interventions that can add value and

complement national and international development efforts to order to achieve the maximum impact of those interventions.

Principle 7: Mobilize additional resources for development

29. UNDP should support countries it serves to mobilize additional external resources; to use these resources to build capacity and to reduce dependency on aid. UNDP is committed to concentrating its development cooperation in a manner that will ensure that these guiding principles are fostered to the greatest extent possible. Every effort will be made to encompass these principles within UNDP operational activities. The means to do this will be to cluster the work of UNDP around its core functional areas.

IV. CORE DEVELOPMENT SERVICES

30. The universal presence of UNDP means that it does not limit its cooperation to selected developing countries and countries in transition. This, together with the fact that UNDP is a field-based organization, means that UNDP can offer a variety of development cooperation services both to programme countries and donors.

31. In determining the core development services provided by UNDP, it is important to examine both country demand as well as the internal UNDP capacity. In addition, ongoing and future activities should be examined in the light of the guiding principles of UNDP. The main areas within the SHD framework where UNDP plans to work in the future are defined below.

A. Enabling environment for SHD

32. Supporting SHD requires that the economic and social environment in which people live and work be structured in a way that enables them to enhance their human capabilities and abilities to make choices. Two critical components of this enabling environment are (a) the overall macro-policy framework at the national, regional, and international levels and (b) good governance, that is, the management of the public affairs of society to foster people's participation and promote equity. It is in these two areas that the UNDP programme provides maximum synergy with the responsibility of the United Nations resident coordinator. Similarly, it is primarily the work of UNDP in these two areas, plus the work on integrated anti-poverty strategies discussed below, that provides the United Nations with an organization focusing on development as a whole, rather than on sectors or issues alone.

1. Macro-policy and frameworks for SHD

33. UNDP activities with regard to the macro-policy framework will help to determine how a country's development strategy and its associated macroeconomic policies can be made most

conducive to promoting SHD, in particular poverty eradication. Efforts made through policy dialogue and building capacities, will ensure particular attention is paid to:

- (a) Building capacities for improved assessment and consensus-building regarding national conditions, trends and needs, including the need for external assistance;
- (b) Providing policy advice linked to the preparation of broad SHD development strategies;
- (c) Building capacity for improved economic and financial management and restructuring of public expenditures for SHD;
- (4) Combining policy work and capacity-building to assist countries in implementing commitments made at international conferences, to cope with economic transitions, regional integration and globalization and to develop and implement plans for reconstruction and rehabilitation in post-crisis situations, all efforts closely allied with resident coordinator responsibilities.

34. The core services provided by UNDP will include the following:

Support to country assessments and national human development reports

35. The availability of a country human development profile is a prerequisite for strategic planning at the national level. UNDP supports a range of country-level assessments, including national human development reports (NHDRs). The impetus for the NHDRs is one of the many important outcomes of the global Human Development Report, commissioned by UNDP annually since 1990. National HDRs, prepared in partnership with national Governments, civil society organizations, and researchers, provide up-to-date statistics and information on the human development situations of specific countries and, in some cases, states and provinces, and identify key challenges and priorities. In addition to supporting NHDRs, UNDP also supports common country assessments, national technical cooperation assessment and programmes, and national long-term perspective studies. UNDP activities include capacity-building for a range of critical areas, including policy analysis, poverty mapping, and data collection. As part of this effort, UNDP will support the efforts of programme countries to develop new statistical systems and new gender-equality core indicators and empowerment measurements.

Capacity-building for economic and financial management, including aid coordination and market-based economic transitions

36. Management of public resources for SHD involves mobilization, allocation and utilization of resources to meet as equitably as possible the needs of all citizens. UNDP core services will

provide assistance to improving the institutional and organizational capacities and preconditions for better management of public resources, both domestic and external.

37. UNDP will assist developing countries to improve aid coordination through involvement at a number of different levels: support to the round-table and Consultative Groups mechanisms; support to capacity development in aid coordination and management and their overall links to financial management and accountability; coordination by the resident coordinator for the United Nations development system; and coordination of resources within the programme approach.

38. UNDP will also assist in providing advice on opening up formerly planned economies, on moving to market-based approaches to economic organizations, on establishing legal frameworks for private sector development, and on anti-corruption measures, all closely related objectives.

39. The Bretton Woods institutions are actively involved in these issues. UNDP has an important and often complementary role to play in helping to bring poverty and SHD into the centre of policy discussions, helping to make decision-making more transparent and participatory, influencing resource allocation, and providing technical cooperation that can help to realize national goals in the context of structural adjustment and other economic transition programmes. Building partnerships and consensus among a wide range of actors in the development process is also an area in which UNDP can make significant contributions.

Advisory services for regional and global integration

40. In collaboration with the United Nations Conference on Trade and Development, UNDP will assist low-income countries in benefiting from a more global economy in a variety of ways. The goal is to help both poor countries and people living in poverty to enjoy the fruits of liberalization and to protect the most vulnerable from its risks. Key focus areas will include: strengthening human and institutional capacity for trade policy development; enhancing competitiveness, export development and FDI; and utilizing favorable provisions of international trade accords. In addition, UNDP will undertake advocacy at the regional and global levels.

2. Governance for SHD

41. Governance in support of SHD is participatory, transparent, accountable, and equitable; makes the best use of resources; and promotes the rule of law. Sound judicial and electoral bodies, efficient and accountable public administration, and robust national and local legislatures are the common features of good governance for people-centred development. The principal task in supporting good governance is assisting in the development of a country's internal capacity to improve its governance structures, institutions, and processes. UNDP will give emphasis to supporting, monitoring, and documenting the development of comprehensive country-level governance programmes to improve governance. In all its interventions in this area, UNDP will emphasize participation, particularly of the disadvantaged, and consensus-building. It must be stressed that UNDP work in the future in these areas will continue to be in response to country requests and will not impose conditionalities.

42. Core services include the following:

Programmes to strengthen governing institutions and democratization processes

43. UNDP will assist in building capacity in governing institutions and in developing democratic, transparent and accountable processes. Included under the rubric of governing institutions are legislatures, judiciaries, electoral and human rights bodies, and the executive branch. Support for the institutional development of legislatures may include development of effective parliamentary structures and procedures and strengthening electoral processes. Support for judiciaries includes supporting the structure and organization of court systems; training judges, magistrates, lawyers and support personnel; and making access to justice easier by improving subordinate court systems. UNDP will help to build capacity for the reform of public administration, including anti-corruption measures, with a particular view to enhancing government capacity to implement policies and deliver services aimed at poverty eradication and promoting equitable access to services.

44. UNDP will work in partnership with non-governmental organizations, women's organizations, community-based organizations, and parliamentarians to support women as participants in and leaders of political processes from the community to the international level. Governance is presumed to be gender-neutral, but in fact the procedures, structures, and functions of governance remain heavily skewed in favour of men. There will be a focus on commitments made at global conferences, particularly the Platform for Action from the Fourth World Conference on Women. In all of these areas, there will be close cooperation with the United Nations Development Fund for Women and the United Nations system as a whole.

Support to civil society organizations

45. As indicated above, collaboration with and support to civil society organizations is critical to the development process because of their responsiveness, innovation, independent assessment of issues, direct relationship with the poor, and capacity to stimulate participation and articulate local views. UNDP will work to strengthen their capacity. UNDP will also support national efforts to improve legislative and tax frameworks for these organizations and help to improve the relationship of Governments with them.

Programmes to support decentralization

46. UNDP will support national decentralization efforts, the aim being to enable people to participate more directly in governance processes and decision-making and to encourage the formulation of development programmes that are tailored to local needs and priorities. UNDP initiatives in this area will include building capacities of civil society organizations concerned with local governance issues as well as strengthening local authorities, implementing local pilot projects, and evaluating, documenting and disseminating best practices in decentralization. To support the decentralization process, UNDP offers a participatory methodology that involves a diverse group of actors.

Efforts to strengthen governance in special circumstances

47. The comparative advantage of UNDP in this area lies not in its ability to provide humanitarian aid and relief, but in its long-term development presence and its ability to respond to multifaceted development challenges. While good governance is by nature preventive as is building social cohesion and consensus, there are also specific efforts that UNDP can support before, during and after crises, including disaster management and emergency preparedness.

48. Before crises, UNDP will assist countries by initiating reconciliation and consensus-building efforts and by building national capacities to avoid, manage and mitigate crisis. It will also monitor indicators that signal impending conflict, as well as other disasters, such as famine. In crisis-prone situations, the organization will support peace-building and social integration initiatives. During a crisis, UNDP can support macro and local planning initiatives and reconciliation efforts. If the State collapses, UNDP can launch programming efforts and establish coordination mechanisms to meet specific needs, such as food security planning. There is growing understanding that development does not cease during emergencies. Development activities complement emergency action with curative initiatives that can help to bring an end to crisis and prevent a relapse. Post crisis, UNDP will assist in assessing and rebuilding governance capacities, giving priority to those strategic capacities that have the greatest impact, such as rebuilding judicial, legal and electoral systems. UNDP also plays a leading role in coordinating resource mobilization efforts during the recovery phase as well as supporting social

reintegration efforts. These efforts require support for national plans for reconstruction and rehabilitation.

B. Poverty eradication

49. Eradicating poverty requires cross-sectoral policy approaches that simultaneously promote equitable economic growth, gender equality, basic social services, employment and livelihoods, and environmental regeneration, all targeted to the needs of the poor. Building upon the creativity and resourcefulness of people living in poverty is central to the UNDP approach.

50. As its contribution to carrying forward this broad, five-pronged approach to poverty eradication, UNDP will make certain selected contributions while recognizing the complementarity of other development cooperation partners. By supporting integrated anti-poverty strategies and action plans, UNDP can help to provide a framework for United Nations system and other donor collaboration and will be complementing its own efforts in the enabling environment area, previously discussed.

51. UNDP efforts in employment and sustainable livelihoods, environment, and the advancement of women will be largely aimed at meeting the needs of the poor; these efforts are described in subsequent sections. In its effort to ensure complementarity and enhance focus and division of labour, UNDP will look to the (UNICEF), the (UNFPA), the (WHO), the (UNESCO), and others to provide sectoral assistance in the area of basic social services for all. Particular attention will be paid to legal and socio-economic obstacles that block the access of poor women to the assets and services they need to lift themselves and their families out of poverty. Attention will also be paid to exploring ways to use new information technologies as instruments for development and poverty reduction.

52. Core services will include the following:

Anti-poverty strategies and action plans

53. UNDP will support programme countries in the formulation of national poverty eradication plans, strategies, and policies. A variety of mechanisms will be used, including the Poverty Strategies Initiative, launched in March 1996 to support country implementation of World Summit for Social Development commitments .

54. UNDP will specifically assist programme countries in: undertaking and building capacities for poverty surveys and assessments to supplement existing poverty information where data gaps exist; engaging national partners in a policy dialogue on the policy and institutional framework for poverty reduction; assessing the impact of current social policy and poverty programmes on vulnerable groups; mapping alternative policy choices for poverty reduction;

building consensus and validation among national actors on the nature and causes of poverty as well as on the most effective strategies to combat it; and strengthening national capacity for poverty and social policy analysis, monitoring and evaluation of social programmes.

Poverty monitoring, definitions and indicators

55. UNDP, in collaboration with partners such as the World Bank and UNICEF will undertake a variety of activities in this area. The elaboration of national definitions, measurements, and indicators of poverty is critical to monitoring poverty and developing poverty eradication strategies, policies and programmes. Activities will include building capacities for the establishment of a comprehensive approach to poverty measurement and monitoring beyond traditional income indicators; and providing information on the range of sources of poverty data and the main data collection instruments and their respective strengths and weaknesses.

Support to area-based development and reintegration schemes

56. UNDP will support integrated area development programmes designed to combat poverty and social exclusion in geographical areas. Particular attention will be paid to regions affected by conflict and other crises. Such programmes rely on the participation of a wide-range of development actors; particular emphasis will therefore be put on institutionalizing the involvement of all development actors in order to promote consensus-building, peace processes, national reconstruction, and the reintegration of uprooted populations; building the capacity of community-based organizations to formulate and implement their own programmes; and establishing mechanisms and systems to protect human rights, to provide social services, and to promote access to productive assets and employment opportunities. Area-based schemes frequently support the full reintegration of returned refugees, displaced persons, and demobilized troops. Local plans and activities are linked to national and sectoral strategies and investments.

Capacity building to address the socio-economic impacts of HIV/AIDS

57. UNDP will support programme countries in raising awareness about and building capacity to address the socio-economic implications of the HIV/AIDS epidemic. As a co-sponsor of the United Nations Joint and Co-sponsored Programme on HIV/AIDS (UNAIDS), UNDP works collaboratively with other co-sponsoring organizations and development partners to strengthen national capacities to develop comprehensive and integrated national responses. Efforts to respond to the many challenges posed by the epidemic must increasingly take into account the social, political, economic and ethical, as well as technological, determinants of health and development. To this end, UNDP has entered into dynamic and collaborative partnerships among a broad array of actors from government and civil society.

C. Employment and sustainable livelihoods

58. Economic growth has the potential to enhance human capabilities and enlarge people's choices. The main bridge between economic growth and opportunities is ensuring employment and sustainable livelihoods. UNDP will combine capacity-building and policy advice in the development of national strategies aimed at developing sustainable livelihood and expanding employment opportunities.

59. The primary focus of UNDP here will be to assist in interventions that provide the poor with access to productive assets such as credit; training and skills upgrading; links to markets; land, energy and environmental resources; and other economic opportunities and legal rights.

60. Core services in this area include the following:

Development of anti-poverty sustainable livelihood strategies

61. The "access to productive assets" approach uses local adaptive strategies of the poor as the entry point, analyses policies that reinforce or disrupt these strategies, and recommends appropriate policy changes, investments, and technology inputs to reinforce and build on local coping/adaptive strategies. Ways of improving access to and interaction with the wider national and global economy are then developed through skills training, market access, macro-micro linkages and incentives, communications and information technology, etc. The gender and environmental dimensions - particularly poor women's access to land, water, and sources of energy - are fundamental to the national strategies. In emergency situations, UNDP has an important role to play in sustaining the livelihoods critical to future stability.

Capacity development for micro-entrepreneurship

62. Recognizing that support to entrepreneurship development, particularly among women, is instrumental in alleviating poverty and providing employment opportunities, UNDP will assist programme countries in supporting their micro, small and medium-size enterprise sectors. UNDP will support the design, establishment and operation of business service centres, based on international best practices in the area, and, through technical cooperation and capital grants, support the establishment of sustainable lending mechanisms for micro-entrepreneurs at the grass-roots level. The needs of women entrepreneurs will be a particular focus. Building partnerships among Governments, non-governmental organizations, the private sector, and bilateral and multilateral donors will be a key strategy.

D. Gender equality and the advancement of women

63. The challenge for UNDP is to position gender equality and the advancement of women as both a separate SHD focus area and an entry point to the other SHD areas. Gender-mainstreaming is its primary method for ensuring that women as well as men set priorities for, participate in, and benefit from development. Gender-mainstreaming entails taking gender relations and gender equality into account in all UNDP policies, procedures, and programming. It also implies promoting awareness of and advocating relevant gender issues in global forums and in system-wide national activities and building capacity for gender-sensitive programming. In crisis and post-crisis situations, for instance, incorporating gender considerations is key to successful peace-building and social reintegration programming at the community level. In all its programming, UNDP will promote the empowerment of women in decision-making and support women's leadership in the economic, social and political arenas.

64. Core services include the following:

National action plans for implementation of the Beijing Platform for Action

65. Working through United Nations inter-agency coordinating mechanisms and the resident coordinator system, UNDP will support national implementation of the Beijing Platform for Action (PFA). Areas of emphasis will include: building alliances among grass-roots and women's organizations; promoting dialogue between these organizations and government authorities; designing PFA follow-up strategies and building institutional capacity for PFA implementation; developing monitoring indicators; and tracking implementation progress.

National Action Plans for the Convention to Eliminate All Forms of Discrimination Against Women

66. In collaboration with United Nations partner agencies, UNDP will support Governments, women's organizations and community service organizations (CSOs) in their efforts to develop national action plans for accession to and implementation of the Convention to Eliminate all Forms of Discrimination Against Women. The organization will support efforts to introduce gender-equality legislation and policies that promote public awareness and advocacy campaigns, partnerships with parliamentarians, and legal-literacy programmes.

E. Environmental protection and regeneration

67. Given its emphasis on poverty eradication, the primary focus of UNDP in environment will be the linkages between the natural environment and poverty. The lives and livelihoods of poor people the world over depend upon their ability to secure food, water, and sources of energy. UNDP support will stress the development of national-level programmes that emphasize

the sustainable management of natural resources and recognize the key role women play in natural resource management.

68. UNDP will support national Governments in building capacity to implement international agreements, conventions, accords, and action plans relating to environmental protection and regeneration. The Organization will assist programme countries in developing coordinated, strategic policy responses to the differing reporting and compliance requirements of the various environmental conventions.

69. The major mechanisms through which UNDP support in this area will be provided will be Capacity 21, the Montreal Protocol, and the Global Environment Facility (GEF).

70. Core Services will include the following:

Implementation of the World Food Summit

71. In close cooperation with the Food and Agriculture Organization of the United Nations, UNDP will lend support to programme country efforts to implement the Action Plan of the World Food Summit, particularly as it relates to food security. This will be linked to the overall poverty strategy work of UNDP since the poor typically cite food insecurity as being at the core of their poverty and since food production is key to sustainable livelihoods for the poor. Much of UNDP support will involve policy advice covering fundamental aspects of the economic and social environment needed for food security, such as access to assets and the purchasing power of the poor. At the same time, UNDP will dedicate resources specifically to facilitating a sustainable improvement in the productivity of agriculture, as well as to helping protect the natural resource base upon which the poor, particularly the rural poor, depend.

National Capacity-building Programmes for Sustainable Water-Sector Development

72. UNDP will spearhead a new approach to water resources management in which national teams analyse the water sector (in the context of the national economy), identify gaps and constraints, and outline both short-term and long-term objectives for decision-making by the Government. UNDP work in this area will be undertaken within the framework of the Global Water Partnership. The programmes will be designed to produce the following national-level outputs: a process of capacity-building initiated by a water-sector assessment; a nucleus of officials and specialists trained in sustainable water-sector development; water-sector assessment reports, including planning frameworks; improved cross-sectoral collaboration; and improved coordination among national agencies and external support agencies. One special service offered will be access to and support through the Water and Sanitation Programme, of which the World Bank is co-sponsor.

Support to national energy strategies and atmospheric protection

73. UNDP will assist programme countries in developing strategies that contribute to poverty eradication by providing poor people with access to modern energy services. The newly developed UNDP Initiative on Sustainable Energy will help countries to move towards sustainable energy use with an emphasis on more efficient use of energy and a shift to renewable energy sources by: helping countries to build their human capacity; encouraging the creation of legal and economic frameworks conducive to sustainable energy development; facilitating technology leapfrogging; supporting innovative demonstration projects; and supporting the formulation and implementation of national energy action programmes. Efforts in these areas will have a synergistic effect when combined with UNDP roles under the GEF and the Montreal Protocol on climate and ozone-layer protection.

National forestry and biodiversity programmes

74. As part of its work within the GEF and otherwise, UNDP assists countries in the formulation and implementation of forest management and biodiversity protection initiatives. In these areas, UNDP will assist countries in developing national programmes, partnership agreements, and community-based programmes in which the rural poor are actively involved.

Support to dryland management

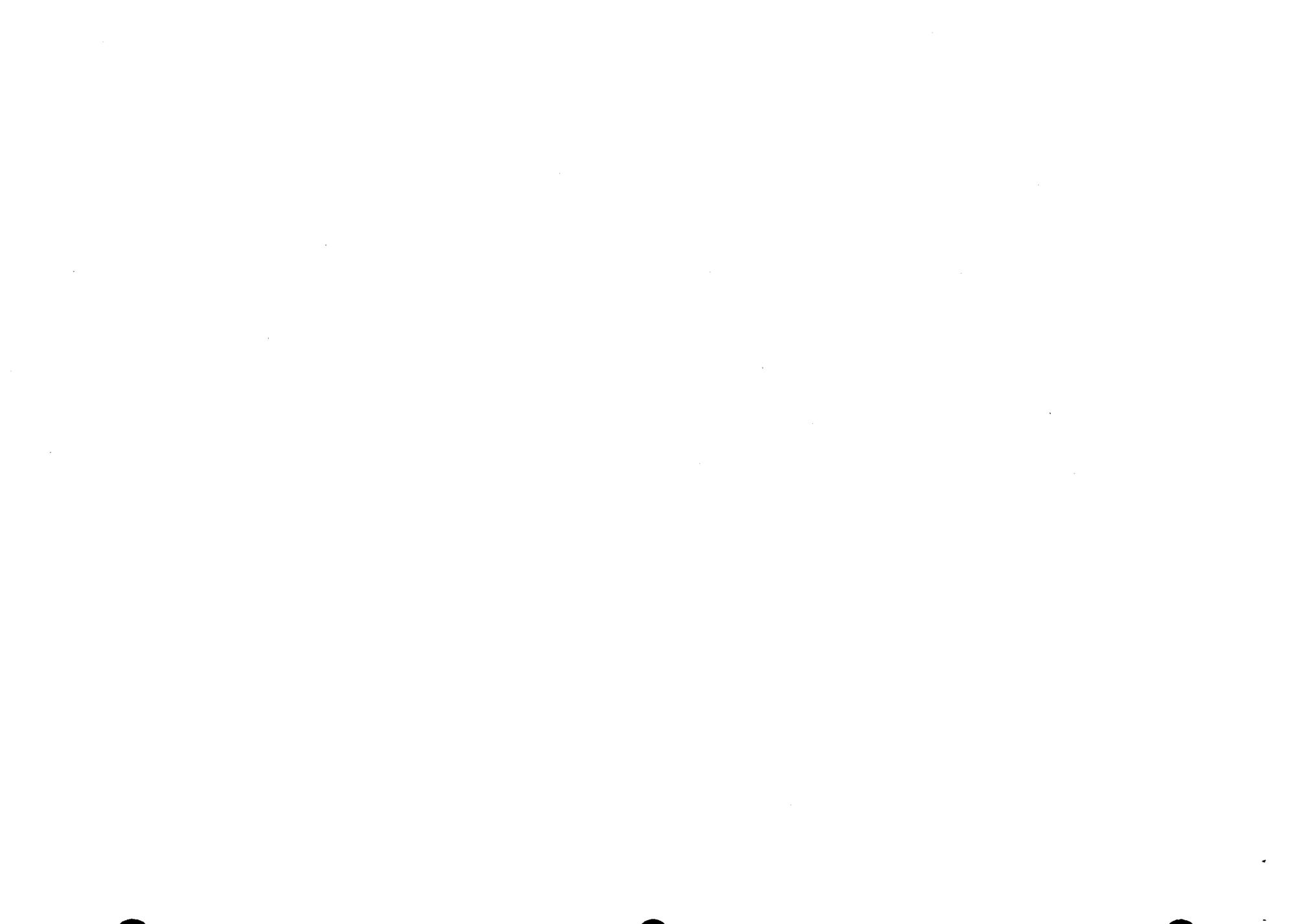
75. Through the Office to Combat Desertification and Drought (UNSO) and otherwise, UNDP will support countries in the implementation of the International Convention to Combat Desertification and will provide capacity-building assistance to affected countries to address root causes of dryland degeneration. UNDP will focus on interventions to be carried out in the context of national poverty strategies. UNDP will help build capacity for the creation of national desertification funds as a way to mobilize and channel funds to support community-based anti-desertification and drought-mitigation activities. They provide both an opportunity to address the priorities of local communities and a concrete mechanism around which to build an ethos of community participation.

V. CONCLUSIONS

76. As the discussion of guiding principles in Chapter III indicates, concentration on thematic goals such as UNDP priority areas is not the only way to focus UNDP work. All development cooperation partners are, to one degree or another, concerned about poverty eradication, for example. Much of what can and should distinguish UNDP are the ways and means it contributes to broadly held objectives i.e., UNDP patterns of action and intervention. It is as important for UNDP to focus on how to be of genuine help as it is to focus on the goals of that help. In this

context, it is important to stress that just as poverty eradication is UNDP's primary end, capacity development for effective, sound governance - is UNDP's priority means. None of the priority goals for UNDP support will be possible without sound, competent and capable governance, and capacity development for this type of governance - governance that can achieve SHD - should be central to all UNDP work.

77. UNDP is committed to tracking, analysing, evaluating and adjusting further to align its supply of development services to evolving demand at the global, regional, and country levels. The continuing effort to focus, guided by the Executive Board and supported by the change process, will result in UNDP being in a better position to review its services and products with a view to determining those that should be (a) phased out; (b) adjusted; or (c) supplemented by new products. Achieving greater focus will enhance predictability, foster complementarity and added value, and maximize the capabilities, impact and substantive accountability of UNDP.



Annex I: UNDP Areas of Focus

Major UNDP role, through good governance initiatives and through global analysis and advocacy

Enabling Environment for Social Development

Advancement of Women

Intermediate UNDP role; important UNDP responsibilities

Major for UNIFEM

Major role, in two contexts: (a) as Resident Coordinators, mainly bringing United Nations system together and (b) as Resident Representatives, assisting Governments to develop integrated anti-poverty strategies and plans of action. Initiatives in about 80 countries now under way.

POVERTY ERADICATION

Employment and Sustainable Livelihoods

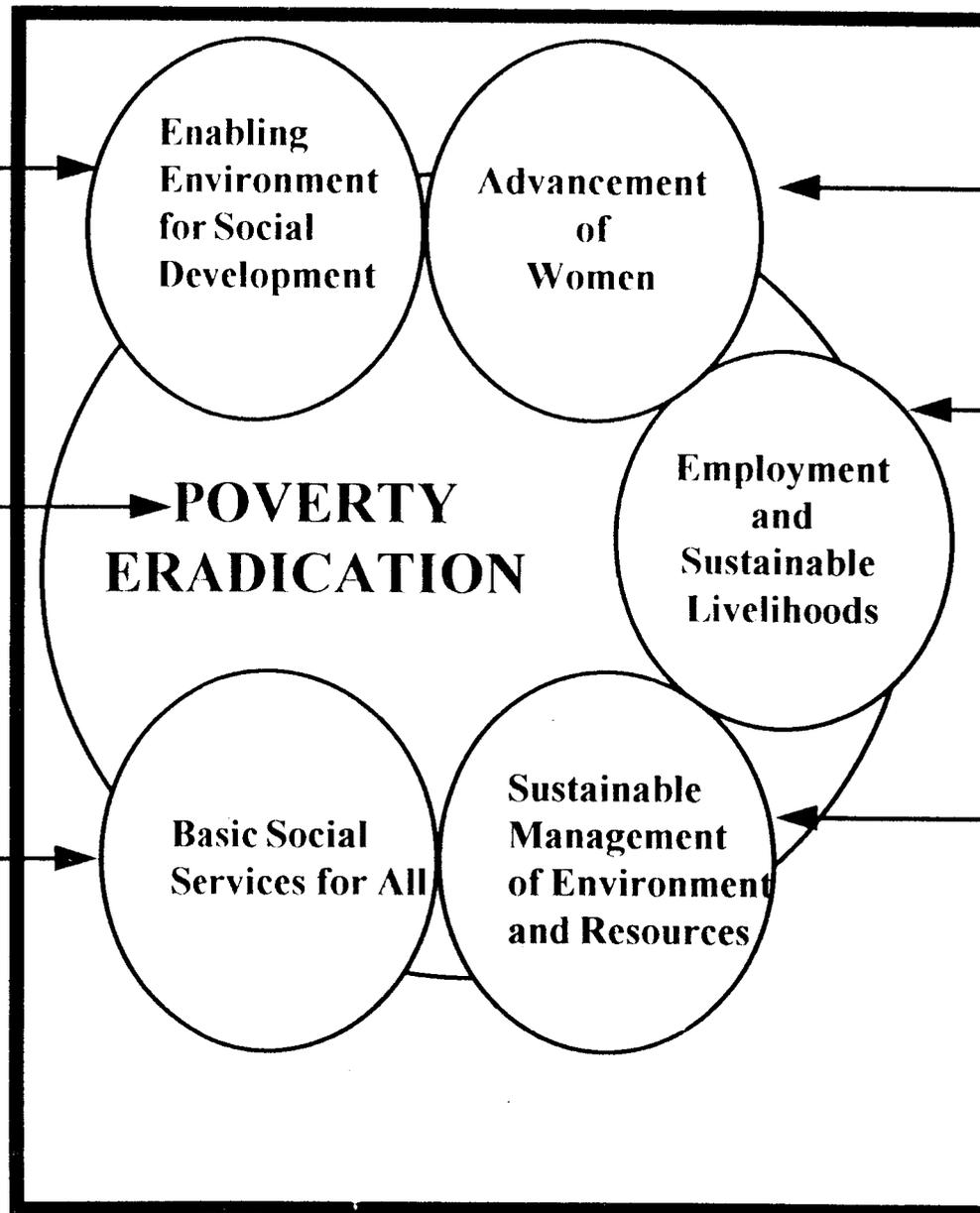
Major UNDP role; the main focus of our poverty work

Minor UNDP role; major actors here should be UNICEF, UNFPA, UNESCO, WHO, and others

Basic Social Services for All

Sustainable Management of Environment and Resources

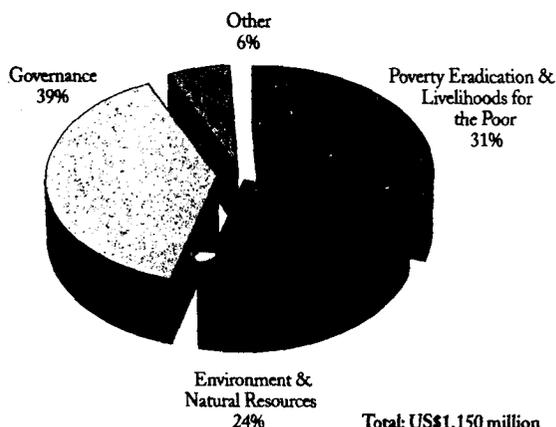
Intermediate UNDP role; important UNDP responsibilities



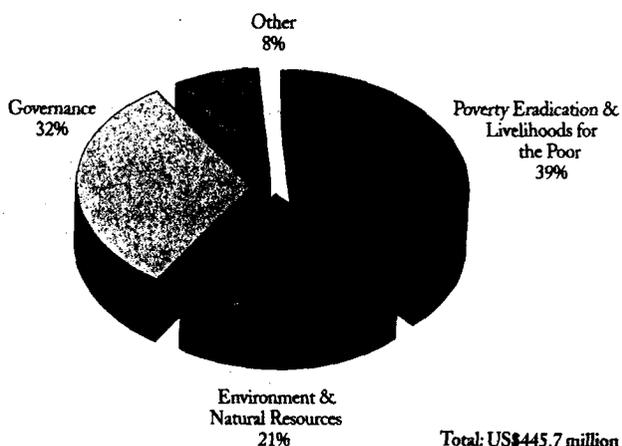


ALLOCATION OF UNDP RESOURCES

THEMATIC DISTRIBUTION OF ALL RESOURCES* (1994-1995)



THEMATIC DISTRIBUTION OF UNRESTRICTED RESOURCES (1994-1995)



The United Nations Development Programme (UNDP) is the UN's largest provider of grant funding for development, and the main body for coordinating UN development assistance. Funded by governments' voluntary contributions, it works with 174 developing countries and territories to build national capacities for sustainable human development, which centres on people while promoting economic growth. Programmes focus on:

POVERTY ERADICATION AND LIVELIHOODS FOR THE POOR. Includes:

- poverty eradication policies and strategies;
- improved access to productive assets;
- promotion of reforms to create employment;
- extending health care to enhance income-earning potential;
- extending basic education to enhance income-earning potential;
- temporary assistance to uplift disadvantaged groups;
- enhancing access to basic subsistence goods and public services;
- support for small and micro-enterprises, cooperatives and self-employment.

GOVERNANCE. Includes:

- enhancing legitimacy of local/national government, and non-government institutions, through support for democratic and participative processes;
- promoting greater accountability in performance and use of resources by government and other institutions;
- supporting processes that facilitate transition to democracy;
- enhancing human rights and the rule of law;
- promoting economic liberalization;
- supporting international consultative and coordination mechanisms for development cooperation;
- developing capacity for increasingly effective management of development cooperation.

ENVIRONMENT AND NATURAL RESOURCES MANAGEMENT. Includes:

- integration of environmental concerns into policy;
- environmental capacity building at central, provincial, local and sectoral levels;
- habitat and biological conservation and rehabilitation;
- promotion of sustainable use of renewable resources;
- promotion and adoption of cleaner and more efficient technologies;
- making waste management more environmentally beneficial;
- promotion of sustainable use and conservation of water resources;
- support for energy-efficient and renewable energy technologies;
- support for sustainable forest management;
- arresting the spread of desertification.

OTHER. Includes:

- advancement and empowerment of women;
- preventing the spread of HIV and AIDS;
- disaster prevention and management;
- trade promotion.

Sample Projects and Programmes

▲ Poverty Eradication and Livelihoods for the Poor

PROMOTING LIVELIHOODS IN THE INFORMAL SECTOR—KENYA

A range of activities promote livelihoods in the informal sector: including entrepreneurship education in curricula of technical training institutes; increasing responsiveness of commercial banks to small-scale entrepreneurs' loan requests; helping trade school graduates obtain tools and set up businesses.

LIFTING 80 MILLION OUT OF POVERTY—CHINA

A programme to raise the quality of life of the 80 million Chinese citizens still living below the poverty line, in seven years, takes a participatory, self-help approach to improving income, health and education.

CREATING JOBS THROUGH FOREIGN INVESTMENT—MADAGASCAR

After Madagascar adopted a free-market economy, the UNDP-supported first International Industrial Forum attracted 307 potential investors from 16 countries. Agreements were signed for 55 investment opportunities, expected to bring in \$50.3 million and create 4,000 new jobs.

▲ Governance

SUPPORTING DECENTRALIZATION — NEPAL

Capacity for effective planning and implementation of development activities is being instilled through support for village organizations that serve as effective counterparts and watchdogs for local government institutions. Participating districts show considerable improvements in basic infrastructure.

TRAINING JOURNALISTS — KYRGYZSTAN

In a country where freedom of the press is a new concept, journalists are being trained to report on financial, business and social issues through courses in how to gather and report news, and in techniques of audio-visual production.

PROMOTING MACROECONOMIC STABILIZATION — VIET NAM

Many policy- and decision-makers learned how other countries manage macroeconomic reform through UNDP-financed study tours, fellowships and in-country training. Additional assistance is helping to improve the banking system; enhance public revenues through tax reform; streamline and decentralize public administration; promote legal reform in support of a market-based economy.

▲ Environment and Natural Resources Management

IMPLEMENTING AGENDA 21—COSTA RICA

Costa Rica's National Development Plan is based on a policy of sustainable development thanks to UNDP support. Effects include: promotion of clean industry; legislation on policies to reduce energy demand; improved energy conservation; introduction of sustainable development as school curriculum topic.

HARNESSING WIND POWER—MAURITANIA

Demonstrations have illustrated the potential for using wind-powered electric generators to support decentralized delivery of essential electricity-based services in rural areas. Showing technology's environmental and economic viability is expected to catalyse similar initiatives throughout the developing world.

IMPROVING THE TREATMENT OF TANNERY WASTE—SYRIA

Conservation of scarce water resources and reduced pollution from tanneries are among the benefits of UNDP support to the leather industry, a major source of employment and export earnings. Solid waste treatment networks have been installed and tanneries fitted with meters that reduce water consumption by up to 25 per cent.

▲ Other

STRENGTHENING GENDER AND DEVELOPMENT CAPACITY—AFRICA

Programme helps African regional institutes build capacity to integrate gender concerns into ongoing training and research activities; facilitated participation of women leaders in Beijing Women's Conference preparatory activities; sponsored 18 workshops on gender and sustainable human development in sub-Saharan Africa.

HIV AND DEVELOPMENT PROJECT: ASIA AND PACIFIC

Programme builds national capacities to cope with legal, ethical and economic issues stemming from HIV and AIDS. Results of training seminars and workshops include networks linking policy makers, lawyers, NGOs and people living with AIDS; redrafting of legislation on HIV; study of impact of HIV on private sector.

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