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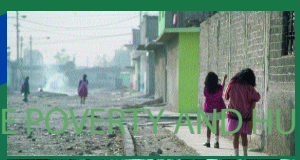

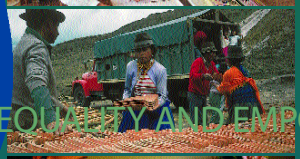

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MILLENNIUM DEVELOPMENT GOALS REPORTS: AN ASSESSMENT

VOLUME I: MAIN REPORT

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MILLENNIUM DEVELOPMENT GOALS REPORTS: AN ASSESSMENT

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Acronyms

ADB	Asian Development Bank
BDP	Bureau for Development Policy
BoS	Bureau of Statistics, Lesotho
BWI	Bretton Woods Institutions
CCA	Common Country Assessment
CIS	Commonwealth of Independent States
CO	Country Offices
CRC	Convention on the Rights of the Child
CSD	Council for Social Development, Cambodia
CSO	Civil Society Organisations
DPMP	Department of Population and Manpower Development, Lesotho
EO	Evaluation Office
EU	European Union
GSCSD	General Secretariat - Council for Social Development, Cambodia
HDR	Human Development Report
HDRO	Human Development Report Office
HIPC	Highly Indebted Poor Countries
ICPD	International Conference on Population and Development
IFI	International Financial Institution
IMF	International Monetary Fund
INE	National Institute of Statistics, Bolivia
MD	Millennium Declaration
MDGs	Millennium Development Goals
MDGRs	Millennium Development Goal Reports
NGO	Non-governmental Organisation
NHDR	National Human Development Report
ODA	Overseas Development Assistance
OSG	Operations Support Group
PMATU	Poverty Monitoring and Analysis Technical Unit, Cambodia
PRSP	Poverty Reduction Strategy Paper
RBAP	Regional Bureau for Asia and the Pacific
RBEC	Regional Bureau for Europe and Countries in Transition
RBLAC	Regional Bureau for Latin America
RBx	Regional Bureaux
RC	Resident Coordinator
RR	Resident Representative
SADC	Southern Africa Development Committee
UDAPE	Unit for Analysis of Social and Economic Policies, Bolivia
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDP EO	UNDP Evaluation Office
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UNRC	United Nations Resident Coordinator
UNSG	United Nations Secretary General
UNTG	United Nations Theme Group
WB	World Bank

WHO	World Health Organisation

Foreword

The Millennium Development Goals (MDGs) are central to the mission of the United Nations Development Programme (UNDP) and indeed the United Nations (UN) system as a whole. The MDG Reports, which track progress towards the Goals have the potential to become the centre piece of effective public campaigns to build momentum to achieve the MDGs. This evaluation report presents the findings of a forward-looking assessment of the Millennium Development Goals Reports that was conducted by the UNDP Evaluation Office between February and May 2003. The assessment originated with the request of UNDP central units and the Regional Bureaux who were concerned about improving the quality and use of the MDGRs. The evaluation has assessed the value addition of the MDGRs and their content and quality, issues of ownership and capacity, and the alignment and linkage with other country level reporting processes.

The evaluation raises pertinent issues and concerns for improving reporting at the country level. The findings and lessons of this evaluation are important contributions to the ongoing debates on how the UN and development partners' efforts towards the attainment of MDGs can be substantially strengthened. Significantly, the report underlines the need for better convergence and stronger links between the monitoring and reporting processes of MDGs, Poverty Reduction Strategy Papers (PRSPs), other national comprehensive development frameworks and reporting instruments such as the National Human Development Report (NHDR), Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). UNDP Country Offices (COs) in particular will need to focus on better coordination and harmonisation of UN wide efforts in support of MDGs and PRSPs and their alignment with national development frameworks.

A number of people have contributed to the success of this evaluation. We are grateful to the evaluation team which comprised the core team: Shiva Kumar (Bolivia and Mongolia) team leader, David Clapp (Albania & Poland), Mario Alberto Adauta de Sousa (Lesotho), Francis Hansford (Bolivia), Kalyani Menon-Sen (Mongolia) and Shrarbanou Tadjibakhsh (Senegal). This core group teamed up with eight national consultants for the eight case studies as indicated in brackets: Anesti Kashta (Albania), Flavio Escobar (Bolivia), Beng Hong Socheat Khemro (Cambodia), Dikokole Mathembiso Maqutu (Lesotho), Namaraisdorj Batchimeg (Mongolia), Wociechtek Marchlewski (Poland), Diossy Santos (Senegal) and Taha Al-Fusail (Yemen). We owe a debt of gratitude to the governments of the eight countries studied , the United Nations County Teams (UNCTs), donor partners and national stakeolders for their valuable insights.

I would also like to extend special thanks to all the UNDP Resident Representatives and the MDG focal points in the eight countries which were studied and the 24 country offices which provided inputs to the questionnares. Their cooperation and facilitation of the studies was invaluable. Colleagues in all the UNDP Regional Bureaux and central units provided valuable feedback thoughout the process. In the EO, special thanks are due to Fadzai Gwaradzimba, Evaluation Advisor and task manager, who guided and managed the entire exercise including the finalisation of this report; Anish Pradhan, Hajera Abdullahi, Elvira Larrain and Flora Jimenez, for providing technical, administrative and logistical support throughout.

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Executive Summary

CONTEXT

In September 2000, the member states of the United Nations (UN) adopted the Millennium Declaration, which set out, among other things, a series of clear commitments, goals and targets for the achievement of human development. These goals were subsequently transformed into the Millennium Development Goals (MDGs). The MDGs, which include a call to halve the proportion of people living under extreme poverty, halt and reverse the spread of HIV/AIDS and achieve universal primary education for both boys and girls by the year 2015, reflect growing international consensus on what constitutes human development[1] (http://www.undp.org/mdg/). In this respect, the MDGs are very much at the core of United Nations Development Programmes's (UNDP) mission and that of the entire UN system. A number of initiatives have been set in motion to generate sustained commitment and support country level efforts, and among these are the MDG Reports (MDGRs). MDG reporting is important to the UNDP because the United Nations Secretary General (UNSG) has assigned the Administrator, in his capacity as chair of the United Nations Development Group (UNDG), with the role of coordinating the UN system's work on the MDGs. The initiative for reporting on the MDGs started in 2001 with Cambodia, Chad, Tanzania and Vietnam producing the first MDGRs. By April 2003, 23 countries had produced MDGRs. Of these, seven were produced in 2001, 16 in 2002 and by April 2003, another three had been released. Two countries, Cameroon and Vietnam, have already produced two MDGRs in the course of 2001 and 2002. At present another 50 countries are in the process of preparing MDGRs due for release by the end of 2003.[2]

This report presents the findings of the rapid assessment of the MDGRs that was conducted by the Evaluation Office (EO) of the UNDP between February and May 2003. The assessment was undertaken at the request of UNDP central units and Regional Bureaux (RBx) to examine the reporting processes in place and assess the quality, relevance and the value added of the MDGRs in order to assist UNDP and the United Nations Country Teams (UNCTs) to improve reporting on the progress being made towards the attainment of MDGs. It focuses on the following aspects of the MDGRs: (a) value added; (b) content and quality of the MDGRs; (c) country ownership; (d) capacity; (e) advocacy and dissemination; and (f) alignment and linkages with other country level reporting processes. The findings and recommendations of this assessment are intended to inform UNDP senior management, Country Offices (COs) and the UNCTs on how to improve the 'product' and to strengthen the reporting processes at the country level.

The evaluation team adopted a variety of approaches in carrying out the assessment,ranging from desk reviews of key documents and interviews with stakeholders to country visits and observation of the MDGR processes. The evaluation team reviewed documents relating to the MDGs and held meetings with key UNDP and UNDG officials in New York and a wide range of stakeholders at the country level. Altogether the evaluation team undertook a comprehensive review of 24 MDGRs that had been published as of April 2003, and administered a questionnaire to 24 UNDP country offices to obtain details on the process. Eight countries were selected for in-depth case studies: Lesotho, Senegal, Cambodia, Mongolia, Albania , Poland, Bolivia and Yemen.[3] National consultants were commissioned in each country to prepare comprehensive background reports on the MDGRs and these reports formed the basis for the team's detailed discussions with several stakeholders, including the UNTCs, representatives from government and civil society, members of parliament, the media, and others.

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[1]The MDGs are global targets set by the world's leaders and based on the UN Millennium Declaration adopted at the Millennium Summit of September 2000 and by the UN General Assembly. See Annex I and http://www.undp.org/mdg/ for a list of all the 8 MDGs and global targets set for achieving these commitments.

[2] Annex III lists the countries that have produced MDGRs and also those that are in the process of preparing MDGRs.

[3] The team could not visit Yemen due to security restrictions and the Yemen country report was prepared by the national consultant on the team.

A caveat is in order. This forward-looking assessment is not intended to throw light on the progress made towards realising the MDGs. It is too early for such an assessment. The focus is on the preparation of the MDGRs- identifying features of the process and the product that are important. The evaluation highlights key issues and concerns for improving reporting at the country level and discusses some implications for the UNDP and for the UN system.

MAIN FINDINGS

The findings emanating from the assessment that are listed below may have significant implications for UNDP and the UN system. Overall, there are wide variations in country ownership, authorship and in the value added of MDGRs as advocacy tools. Contrary to expectations, these reports have not as yet filtered into parliamentary or broader national debates on MDGs and their targets. There is need for convergence and stronger links between the monitoring and reporting processes of MDGs, Poverty Reduction Strategy Papers (PRSPs), other comprehensive national development frameworks and reporting instruments such as the National Human Development Report (NHDR), Common Country Assessment (CCA) and the United Nations Development Assistance Frameworks (UNDAFs). The findings suggest that UNDP country offices in particular will need to focus on better coordination and harmonisation of UN wide efforts in support of MDGs and PRSPs and their alignment with national development frameworks.

***Value added of MDG Reportss*:** There seems to be a lack of clarity on the real value added of the MDGRs. As a result of the pre-occupation with technocratic discussions on the length, format and content of the MDGRs, the setting up of steering committees, working groups and task forces, and so on, there is a lack of strategic thinking on: (a) the results that the MDGRs are expected to generate; (b) how to use the MDGRs more effectively for transforming the lives of people; and (c) how the UN in general and the UNDP in particular, can deliver on the MDGs.

***Content and quality*:** While it is encouraging to see countries adapting the MDGs to their country-specific context, a much more open and transparent process of negotiation and public discussion is needed to arrive at a well-thought out set of country specific goals, targets and indicators that could be nationally monitored. Furthermore, despite the specification of goals, targets and indicators, there are major data gaps in reporting. Regular data are not presented on many of the suggested targets and indicators. Particularly glaring gaps in statistical reporting are the absence of disaggregated data on most indicators. It is vital to track how the poorest and most disadvantaged in society are faring. Unfortunately, data on gender differentials, and also on the quality of life of minority communities, ethnic and racial groups, disabled and even the poorest quintile of the population, are seldom available in most countries. The lack of appropriate data has prevented many countries from reporting effectively on issues of environmental sustainability and women's empowerment. Significantly, few countries report on Goal 8 ("Develop a global partnership for development)."

Country Ownership: The assessment reveals wide variations in the country ownership and authorship of the MDGRs , although successful efforts have been made by UNCTs to engage the government in the preparatory process. While it is important to encourage diversity to promote country ownership and reflect country-level realities, more strategic thinking is needed on what forms of MDG reporting will generate maximum public action around the MDGs. The evidence from this assessment suggests that it has been convenient to mistakenly equate government authorship to national ownership.

Capacity: Effective participation in the MDGR preparatory process is often constrained by the capacity within a country. The evaluation examined two aspects of capacity. The first concerns a country's statistical capacity for data collection, analysis, monitoring and reporting on the MDGs. The second, closely related to the first, concerns the capacity of organisations (government, the UN, and civil society organisations) within the country to support the preparation of MDGRs and, more broadly, attainment of the MDGs.

Statistical capacity varies within a country from one goal to another. In most countries and regions, especially Africa, weak statistical capacities are likely to pose the biggest challenge for proper reporting on MDGs. Two of the weakest areas in terms of specific capacities, as reported by countries, are: (a) the

capacity to incorporate statistical analysis into policy; and (b) monitoring and evaluation capacity. Particularly striking is also the extremely limited capacity in countries to address three MDGs: Goal 5 (Improve maternal health); Goal 6 (Combat HIV/AIDS, malaria and other diseases); and Goal 7 (Ensure environmental sustainability). Statistical capacity strengthening at the country level will mean addressing several issues as a matter of priority, including: (i) strengthening the database to make it more comprehensive and relevant to the MDGs; (ii) enhancing capacity within countries for monitoring and evaluation and incorporating data for decision making; (iii) developing short-term measures that can help assess progress towards the attainment of the MDGs; and (iv) strengthening links between MDGR and PRSP monitoring in PRSP countries.

Organisational capacity of the principal stakeholders associated with the preparation of the MDGRs is equally important. Such capacities vary from one country to another.

(a) *Government capacity* is frequently constrained by four types of deficiencies: shortage of staff, limited professional competence, frequent transfers, and limited expertise to produce easy-to-read reports that comment on human development trends in society.

(b) *Civil Society Organisations' (CSO) capacity*, is important for ensuring effective participation in the MDGRs' preparation process. In some countries, Non-Governmental Organisations (NGOs) are few, and they often lack adequate capacity to engage in policy dialogue. In other instances, the governments do not encourage NGOs' participation and involvement. They tend to view NGOs as adversaries. In such cases, UNDP and the UN system have a crucial role to play in nurturing NGOs and in promoting the active engagement of CSOs.

(c) *United Nations capacity* in general and *UNDP capacity* in particular, are important for ensuring effective reporting on the MDGs. Once again the findings of this assessment show that the capacity of the UN system varies from one country to another. With a few exceptions, in-house UNDP capacities for policy advice, monitoring, reporting, advocacy, communication and coordination are limited. Here again, the heads of most U N organisations point out that they too are short-staffed. As a result, members of the UN organisations on the MDGR preparation team do not seem to find the time to engage more fully and comprehensively in the preparation of the MDGRs.

The authors of the present evaluation believe that a systematic and strategic assessment by the UNDP has the potential of greatly improving the effectiveness of capacity-building efforts at the country level. It is important to address the following four areas: (a) better coordination at different levels- national and international, particularly between UN organisations at the country level; (b) capacity for policy formulation and analysis; (c) capacity for resource mobilisation ; and (d) capacity for assessing development effectiveness.

***Advocacy and dissemination*:** Advocacy and dissemination are essential for delivering on the MDGs. UNDP country officeshave introduced many creative activities, often without a well-thought out long-term strategy for advocacy. The assessment reveals divergent actions at the country level, and differing opinions with respect to responsibilities. There is a sense that in the process of advocating the MDGs, the UN system may be generating too many expectations without necessarily having the capacity to deliver. Whereas effective advocacy on the MDGs is necessary, advocacy alone will not be sufficient to generate good policies or ensure good results.

Reporting on human development at the country level: There is need to link up MDGRs more strategically to on-going processes of reporting on human development at the country level. There is clearly a need to strengthen links between MDGRs and NHDRs. Given their complementary roles, NHDRs and MDGRs must be seen as mutually supporting documents, not as adversaries, if they are to bring added value to the process of national development dialogue and agenda setting. MDGRs are intended for awareness advocacy while NHDRs are intended for policy advocacy. NHDRs must become the main source for data on which the MDGRs will draw. At the same time, NHDRs must be made more effective in offering policy analysis and advice to countries. Similarly, it is necessary to take a second look to

rationalise and simplify other UN reporting requirements such as the CCA and the UNDAF in the light of the MDGR reporting processes.

Organisational issues: The assessment includes the following organisational findings relating to the UNDP, the role of the Resident Coordinator (RC) and the ties between governments, International Financial Institutions (IFIs) and the UN, especially in PRSP countries.

The role of the UNDP: Reporting on MDGs has several implications for the role of the UNDP at the country level in terms of fulfilling expectations, redefining the nature of programmatic support, redefining partnerships (with other UN organisations, bilateral agencies and the IFIs, and with government and civil society organisations), strengthening in-house competencies, and envisaging what is critically needed for a more active engagement of civil society. Discussions are necessary to clarify roles and responsibilities of various stakeholders.

Role of the Resident Coordinator. The role of the RC system in reporting on and campaigning for the MDGs needs to be clarified. High expectations are being generated without a clear understanding of how the RC system will be strengthened (both in terms of manpower and financial resources) to sustain MDG reporting and campaigning efforts.

Ties between Government, International Financial Institutions and the United Nations in PRSP countries.
In PRSP countries, closer ties between government, IFIs and the UN system will help strengthen monitoring of progress towards the attainment of the MDGs. The assessment highlights the need for greater clarity, convergence and coordination between the monitoring and reporting processes for the MDGRs and the PRSPs. UNDP COs in particular will need to focus on how to coordinate and harmonise UN - wide efforts in support of the MDGRs and PRSPs.

REPORTING CHALLENGES

The assessment has identified a set of seven challenges that must be met as the UNDP and the United Nations system move rapidly to strengthen reporting on MDGs.

The communication challenge: Much must be done at the country level to promote awareness of the MDGs. While MDGRs have a useful role to play in educating and sensitising the public on MDGs, there is definite 'reader fatigue' setting in. It is therefore critical to bear in mind the distinct purpose of the MDGRs and to keep the reports simple, brief and visually appealing. It is particularly important to keep the language free of jargon. The findings of this assessment suggest that presenting data or announcing goals may not be enough; people need to relate the goals to their lives. Some description must accompany any data in order to humanise the reports. MDGRs must capture changes occurring in the lives of the poorest and most neglected communities of society. Equally important, communication on MDGs must re-assure NGOs and others that the focus on MDGs is not intended to displace attention from other issues such as violence, child rights abuse, discrimination, human rights violations and the like. The evidence from the assessment leads to the conclusion that it may be useful to make the MDGRs strategically 'controversial' so that they spark off debates in parliaments, in the media and among citizens.

The participation challenge: The UNDP and the UN system need to be conscious of the dangers of equating government authorship to national ownership. Processes need to be put in place for ensuring fair inclusion of NGOs and effective consultation with CSOs and all key national stakeholders and consciously widening the circle to include the private sector, parliamentarians and others as advocates of MDGs. An open process of consultation with partners will need to be adopted to review, reform and recalibrate goals, targets and indicators. The participation of NGOs and CSOs is invaluable and it must not end with the production of the MDGR. The real essence of participation will lie in mobilising support of NGOs and CSOs in the follow-up action needed to attain the MDGs at the country level.

*The reporting challenge***:**. MDG reporting must link up with the country level political processes to position the MDGs as a central item on the development agenda. MDGRs must be seen not as statistical

reports, but as popular, public affairs and political reports that will mobilise society's support. Regardless of who authors an MDGReport, it must be honest, bold and accurately depict the human development situation in the country. The assessment indicates that mechanisms are needed to ensure regular and periodic reporting on the MDGs at the country level. Disaggregated data on trends and many indicators must be presented in an easy-to-comprehend manner. A decision also needs to be taken on reporting on the MDGs by developed countries.

*The statistical challenge***:** Concerted efforts are needed to address the issue of gaps in data revealed by this assessment. There are additional issues of standardisation of definitions and methodology, timing, quality, and the like, which must be addressed. Special attention must be paid to disaggregation of data by identifiers such as gender, location and ethnicity so that differentials can be assessed and progress of the poorest groups can be tracked more effectively. More needs to be done to improve public access to data on human development and the MDGs. Supplementary products (such as short reports) on different dimensions of the MDGs will need to be planned.

*The campaign challenge***:** Launching a professionally designed campaign with a long-term strategic mission is urgently required. This has to be country specific keeping in mind: (a) sensitivities within a country; (b) the generally low confidence of people in governments and political leadership; and (c) the dangers of not meeting the expectations that a campaign can generate. An important consideration is to identify who will design, direct and finance the campaign. A professional assessment will help address the issue of whether or not there ought to be a lead agency for each goal. The potential of parliamentarians and the media to support the campaign needs to be tapped more systematically. Getting a buy-in for the MDGs may be simpler in the PRSP countries, where the process of promoting country ownership of the PRSP has been put in motion, and also in countries with a high dependence on Official Development Assistance (ODA). However, different strategies will be needed to get the buy-in on the part of developed countries and those less dependent on ODA than, for example, the PRSP countries or Heavily Indebted Poor Countries (HIPCs).

*The evaluation challenge***:** Tracking progress using data is not evaluation. It is important to move beyond reporting of numbers to evaluating progress. Governments and citizens will soon want to know why policies are not working and what changes are needed. Though the MDGR is not the place to discuss policy alternatives, the success of reporting will depend upon the effectiveness of policy analysis and programmatic evaluations. In this context, the NHDRs will have an even more important role to play as MDGRs become popular in stimulating public debates and demanding action.

The global cooperation challenge: Monitoring the global compact on partnership is critical with respect to MDGs. Having well-defined goals, targets and indicators for ODA is a useful starting point. At the same time, campaigning in developed countries has to be intensified in order to mobilise support for the MDGs and deliver results in terms of aid, trade and access to markets and technology.

RECOMMENDATIONS

The assessment has identified a number of specific recommendations that follow as the UNDP and the UN system gear up to meet the seven challenges. These recommendations are addressed to (a) the UN system, (b) the UNDP, and (c) global development partners.

THE UNITED NATIONS SYSTEM

On the product: It is necessary to focus on the real value added of the MDGRs and strategically position them to generate maximum debate, discussion and public action around the MDGs. The MDGRs must emerge as public affairs documents with a wide readership. They should also be supplemented by a range of simple thematic publications that report on different aspects of the MDGs.

On the process: It is important to work out a strategy for establishing and nurturing partnerships with CSOs at both the global and country levels. Closer linkages with the IFIs need to be developed. The UN system should also work towards developing a common UN database that pulls together the work of different UN agencies (such as Child Info, Dev Info, VMAP, etc.). Launching country specific campaigns that link up to global initiatives surrounding the MDGs will greatly strengthen the overall process of reporting on MDGs. Such a global UN campaign strategy must develop a differentiated strategy keeping in mind three principal constituencies: (i) the developed countries, (ii) the developing countries, and (iii) target audiences within each country. As part of the dissemination strategy, it will help to develop a portfolio of campaign materials and products. It is also essential to rationalise reporting requirements, especially those prescribed by the UN system such as the CCA, NHDRs and PRSPs.

The role of the Resident Coordinator: The Office of the United Nations Resident Coordinator (UNRC) needs to be strengthened and supported to develop a long term strategic plan on MDG reporting that takes into account key considerations at the country level: how policies are made; who are the key players; who are the best allies; what is the best use of data; what priority changes are needed; where are the levers for change; how can short-term progress be measured; what is the right timing for the MDGRs; what ought to be the frequency of the MDGRs; what is the nature of supplementary materials that will be needed, and so on. An integral part of the strategic reporting plan should be an effective advocacy and dissemination plan.

UNDP

The UNDP should undertake new initiatives to develop programmes for capacity building of CSOs. Efforts must also be made to strengthen the policy analysis functions in order to engage more meaningfully in discussions on programme and policy interventions that can deliver on the MDGs at the country level. It is important to strengthen the content of the NHDRs to make them more policy relevant. Efforts should also be made to discourage MDGRs from becoming policy documents or publications that resemble NHDRs. At the same time, to sharpen the focus and enhance the content, quality and utility of MDGRs, the UNDP must dialogue with the IFIs more effectively on three issues: data, policy and financing of MDGs. It is equally important for the UNDP to support efforts that systematically assess the development effectiveness (of programmes, organisations, advocacy and dissemination) of efforts made to attain the MDGs.

GLOBAL PARTNERSHIPS

The UNDP and the UN system should mobilise global partners for mounting an initiative on statistics that will bring together international and national statistical organisations to engage in a comprehensive assessment of data needed for the effective monitoring of MDGs. The UN and its partners should consider global surveys on MDGs (like the Multi-Indicator Cluster Survey –MICS), following a standard set of guidelines to compare performance across countries and regions of the world, and to track and report systematically on global progress towards the MDGs. Global development partners will need to collectively explore collaborative mechanisms that will ensure regular reporting on MDGs by countries. It is of the utmost importance to track progress on Goal 8, which is not being reported upon by countries. Significantly, the findings of this assessment suggest that this is regarded by most developing countries as the biggest challenge for delivering on the MDGs.

Chapter 1
Introduction

Background

In September 2000, the member states of the United Nations (UN) adopted the Millennium Declaration, which set out, among other things, a series of clear commitments, goals and targets for ameliorating poverty and accelerating human development. These were subsequently transformed into the Millennium

Development Goals (MDGs) consisting of eight goals, 18 targets and around 48 monitoring indicators.[4] The United Nations Secretary General (UNSG) assigned the United Nations Development Programme (UNDP) Administrator, in his capacity as chair of the United Nations Development Group (UNDG), to coordinate the UN system's work on the MDGs. The MDGs are very much at the core of the UNDP's mission and that of the entire UN system. Given their importance, the Evaluation Office (EO) was asked by UNDP central units and Regional Bureaux (RBx) to conduct a rapid assessment of the reporting processes put in place and the MDG Reports (MDGRs) that have been prepared to date. This Report presents the findings of the evaluation undertaken between March and May 2003.

Mobilising support for the attainment of the MDGs constitutes the most significant effort by the international community in recent times to eliminate poverty and accelerate human development. Critical for achieving the MDGs is strong partnerships among stakeholders at all levels – globally, nationally and locally – that can bring about change vital for ending the worst forms of poverty and human deprivation. Change will occur only when everyone, not just policy makers in government, recognises and accepts the significance of achieving the MDGs for the future well-being of society.

Box 1

The Eight Millennium Development Goals

Goal 1: Eradicate extreme poverty and hunger
Goal 2: Achieve universal primary education
Goal 3: Promote gender equality and empower women
Goal 4: Reduce child mortality
Goal 5: Improve maternal health
Goal 6: Combat HIV/AIDS, malaria and other diseases
Goal 7: Ensure environmental sustainability
Goal 8: Develop a global partnership for development

Source: United Nations Development Group Guidance Note on MDG Reporting, October 2003

The adoption of the Millennium Declaration presents a unique opportunity to mobilise wider civil society support for the MDGs, galvanise the commitment of policy makers towards the goals, and better align national programmes for achieving the targets. Momentum on the MDGs has picked up rapidly in recent months. Both the UNDP and the UN system are providing priority support to the member countries in this endeavor.

A number of initiatives have been set in motion to generate sustained commitment and support country level efforts. Notable among them is the preparation of MDGRs. These reports are emerging as one of the key instruments for tracking and monitoring the MDGs at the national level and for putting in place an effective public campaign. The role of the UNDP Administrator to coordinate the UN system's work on MDGs in his capacity as chair of the UNDG will, to some extent, depend on the robustness and credibility of the MDGReports. As both the UNSG and the UNDP Administrator have underscored, the process must be owned and led by the countries themselves and MDGReports should trigger national debate and "lead to policy changes as well as to people demanding of their governments more access to education, better health care and the answer as to why the country next door was doing better than their own governments in providing basic services."[5] According to the Millennium Declaration, the MDGs have been adopted in order "to create an environment - at the national and international and global levels alike- which is conducive to development and the elimination of poverty."[6] If the MDGRs are to contribute and serve as the centrepiece of concerted UN system action to track and monitor MDGs at the country level, then the process of preparing the Reports, their quality as well as their effective use for campaigning and policy dialogue should become important concerns for the UNDP and the UN system.

1.1 Purpose of the Assessment[7]

[4] See Annex I and http://www.undp.org/mdg/ for a list of the MDGs and global targets set for achieving these commitments.
[5] United Nations, Press Conference on Millennium Development Goals, 10 October 2002.
[6] General Assembly Resolution 55/2 paragraph 12.
[7] Annex II gives the Terms of Reference for the Evalutaion.

The purpose of the assessment is to evaluate the quality, relevance and value added of MDG Reports with a view to assisting the UNDP and the UN system in supporting countries to improve and strengthen both the process and the product. The objective is to inform UNDP senior management, Country Offices (COs) and the UN Country Teams (UNCTs) on how well the Reports have been prepared and whether they pass the all important litmus test: namely, whether or not the MDGRs have added value in shaping national development dialogue and in building country ownership of the process.

The UNDG Guidance Note issued in October 2001 states that MDGRs are "a tool for awareness raising, advocacy, alliance building, and renewal of political commitments at the country level, as well as to build national capacity for monitoring and reporting on goals and targets." The MDGR is viewed as primarily a public affairs document. As such, the Report is expected to focus national development debate on specific priorities. The Guidance Note sets out the purpose of the MDGRs, specifies principles (national ownership, capacity development, and minimising costs and efforts), clarifies the relationship with the Common Country Assessment (CCA) and other reports, and proposes standards for the length, style, format, content and periodicity of the MDGRs. By and large, the Guidance Note gives ample flexibility to the country offices to adapt the MDGRs to the specific context and requirements of the country.

The initiative for reporting on the MDGs started in 2001 with Cambodia, Chad, Tanzania and Vietnam producing the first MDGRs. By April 2003, 23 countries had produced MDGRs. Of these, seven were produced in 2001, 16 in 2002 and by April 2003, another three had been released. Two countries, Cameroon and Vietnam, have already produced two MDGRs in the course of 2001 and 2002. Another 50 countries are in the process of preparing MDGRs due for release by the end of 2003.[8]

The analysis from the rapid assessment is intended to provide pointers to what is needed for countries to improve reporting on MDGs. The assessment should yield findings that will enhance the credibility and advocacy value of the MDG Reports. Specific questions for the evaluation are given in Box 2 below.

1.2 Approach and Methodology

Desk reviews and interviews

The Evaluation Team reviewed key documents relating to the MDGs made available by the UNDP Evaluation Office. Team members held meetings with key UNDP and UNDG officials in New York. Annex IV lists the people consulted in New York. The leader of the team attended a Regional Workshop on MDGs organised by the Regional Bureau for Asia and the Pacific (RBAP) in Dhaka between February 22-24, 2003, and another member of the team participated in a similar workshop on MDGs organised in Senegal.

Desk Review and on-line consultations

The Evaluation Team undertook a detailed review of 24 MDG Reports published as of April 2003 to get a comprehensive idea of the nature and contents of the Reports. In addition, a detailed questionnaire was sent out to the 24 UNDP country offices that had produced MDGRs in order to solicit more information on the process and their experience.

Country visits

The following eight countries were selected for case studies by the UNDP Evaluation Office in consultation with UNDP's Regional Bureaux- Lesotho, Senegal, Cambodia , Mongolia , Albania, Poland, Bolivia and Yemen.[9]

Box 2

Questions for the Evaluation

[8] Annex III lists the countries that have produced MDGRs and also the ones that are in the process of preparing MDGRs.

[9] The Team could not visit Yemen in the Arab region due to security restrictions. The Yemen country report was prepared by the national consultant on the team.

Value addition: Understanding clearly the value addition of the MDGRs is critical for ensuring success of the reporting process. The Evaluation focuses on the following questions:

- To whom is the MDGR of value?
- What differentiates the MDGRs from other reports prepared at the country level?
- What is a 'good' MDGR?

Content and quality: It is difficult to separate the 'product' (content and quality of the MDGRs) from the 'process'. The Evaluation focuses on the following key questions:

- Has the MDGR been contextualised? Have the goals and indicators been adapted to the national setting?
- Are there major gaps and deficiencies in statistical reporting on the MDGs?

Ownership: Country-ownership of the MDGRs is essential for ensuring public support for the MDGs. The Evaluation focuses on a few key questions:

- To what extent have the MDGs been accepted by the national governments?
- To what extent are the MDGs and MDGRs country-owned?
- Who authors the Report? Who decides on the contents? Who has editorial control of the Report?

Capacity: Having adequate national capacity not only to produce the Report but also for tracking progress, analysing trends and initiating action is critical for reaching the MDGs. Two dimensions have been explored - statistical capacity and organisational capacity. Some of the questions addressed include the following:

- Is there adequate national capacity for preparing the MDGR?
- Is the national statistical capacity adequate to monitor progress towards the MDGs?
- Is there sufficient organisational capacity in the government, the UNDP (and the UN), and in civil society organisations to support and coordinate the preparation of the MDGRs?

Advocacy and dissemination: Spreading the message of MDGs and the country's record on progress to citizens are important functions of advocacy and dissemination. Many questions arise.

- Is there a clear cut advocacy strategy in place for the MDGRs?
- How well are the messages of the MDGRs disseminated?
- Are MDGRs by themselves adequate for advocacy?

Alignment and linkages with other country level reporting processes: MDG reporting cannot be seen in isolation. It has to be linked with other reporting requirements at the country level. The Evaluation focuses on two questions.

- What are the linkages between the MDGRs and the National Human Development Reports (NDHRs)?
- How is reporting on MDGs related to Poverty Reduction Strategy Paper (PRSP) reporting?

National consultants were commissioned in each country to prepare a comprehensive background report on the MDGRs and these Reports formed the basis for detailed discussion with various stakeholders during the country visits. In each of the countries visited, a series of meetings were held with several stakeholders including the UNCTs' representatives from government and civil society, members of parliament, the media, and others.[10]

A caveat This forward-looking assessment of the MDG reporting processes is not intended to throw light on the progress made towards realising the MDGs. It is too early for such an assessment. The focus has been on the preparation of the MDGRs – identifying features of the process and product that require special

[10] Annex IV gives the names of people met during the missions to the seven countries which took place between 15 March –15 April 2003.

attention. Practices relating to the preparation of the MDGRs have been documented with the intention that lessons can be learned by other countries. These are based on eight case studies that document in detail different aspects of preparing MDGRs.[11] The report highlights key issues and concerns for improving reporting at the country level and discusses implications for the UN system and the UNDP in particular.

The report is organised as follows: Chapter 1 provides the background and rationale for assessment and describes the methodology used. Chapter 2 presents the main findings of the eight case studies and an overall analysis of the findings and conclusions of the evaluation. Chapter 3 discusses the implications of these findings and the report concludes with a set of strategic recommendations for the organisation and its partners.

[11] The eight country case studies have been compiled into a separate companion, '**The Millennium Development Goals Reports (MDGRs):An Assessment, Volume II: Country Case Studies** and are available with UNDP's Evaluation Office and on its website.

Chapter 2
MAIN FINDINGS

Overview

There are wide variations in country ownership, authorship and value added of the MDG Reports. Contrary to expectations, the Reports have not as yet filtered into Parliamentary or broader national debates on MDG goals and targets. There is need for convergence and stronger links between the monitoring and reporting processes of MDGs, Poverty Reduction Strategy Papers (PRSPs) and other national comprehensive development frameworks and reporting instruments such as the National Human Development Report (NHDR), Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF). The findings suggest that UNDP country offices in particular will need to focus on how to coordinate and harmonise UN-wide efforts in support of MDGs and PRSPs and their alignment with national development frameworks.

2.1 Key Findings from the Country Studies

Detailed national reports on the reporting processes put in place for the MDGRs have been prepared and used as the basis for this section.[12] The main findings from the case studies are summarised below.

Preparation of the MDG Reports

The first set of MDGRs has been typically produced by the UNDP or the UNCT, some even before the Guidance Note was issued. After the UNDG Guidance Note was circulated, the most evident change was in the authorship of the Reports. Many of the MDGRs are no longer authored exclusively by the UNDP or by the UNCT. They are being prepared mostly by the government or in partnership between the UN system and the government. Attempts are also being made to consult with Non-Governmental Organisations (NGOs) and other members of civil society.. The variety of approaches is illustrated, for instance, in the case of eight countries examined in depth. In Albania, for example, the MDGR was prepared for the UN system by the Human Development Promotion Centre. Though the Report has been published with the UN logo on the cover, it carries a disclaimer stating that the views expressed do not necessarily reflect those of the UN. In Bolivia, on the other hand, the second MDGR is being jointly authored by three institutions - the UN, the government's Unit for Analysis of Social and Economic Policies (UDAPE) and the Bolivian National Institute of Statistics (INE). The Cambodia MDGR is being authored by the government's Poverty Monitoring and Analysis Technical Unit (PMATU), the research arm of the General Secretariat of the Council for Social Development (GSCSD), while in Lesotho, the Report is being prepared by the Ministry of Development Planning under the Department of Population and Manpower Development (DPMP), and will be released by the government. In Mongolia, the MDGR is being authored by a National Task Force on MDGs chaired jointly by a representative each from the Ministry of Foreign Affairs and from the Office of the President. The Mongolia case differs from that of Poland, where the Report has been authored by the Gdansk Institute of Market Economics – an independent think-tank. In Senegal, the Report is being prepared by the Ministry of Economy and Finance and direct responsibility has been assigned to the Head of the Planning Unit.

Conformity with UNDG Guidance Note

A desk review of 24 MDGRs was carried out to assess how closely they conform to the UNDG Guidance Note. There are some obvious limitations of such a desk review. Clearly, a desk review cannot assess the effectiveness of the preparatory process adopted for the MDGRs. Some Reports include a preface that outlines the preparation process and the purpose of the MDGR. But, by and large, many do not. Furthermore, the Reports do not include any information on a MDG campaign or on proposed follow-up actions. Nevertheless, the desk review reveals some interesting features. By and large, it has been difficult for most of the countries to conform to the UNDG Guidance Note. Specific issues revealed by this evaluation are as follows:

i) Only five out of the 24 MDGRs released so far conform to the Guidelines limiting the length of the reports to 20-25 pages . In general, the length of the MDGRs varies from 16 pages in Mozambique to 100 pages in Kazakhstan.

[12] A companion volume to this Report, The Millennium Development Goals Reports (MDGRs): An Assessment, Volume II: Country Case Studies, released by the UNDP's EO contains the eight case studies.

ii) Most of the MDGRs are not accessible to a majority of citizens as they are not available in the local languages. For instance, Reports prepared by 11 out of the 24 countries are exclusively in English. Three are exclusively in French and one in Spanish. Only seven out of the 24 Reports have been simultaneously published in both English and the national language.

iii) The time taken by the countries has well exceeded the two to three months recommended by the UNDG Guidelines. There appears to be a definite trade-off between encouraging consultation, ensuring participation and striving for 'national ownership', and the speed of production.

iv) There is considerable confusion on the frequency of the MDGRs. Cameroon and Vietnam have brought out MDGRs annually – one each in 2001 and 2002. While some countries believe that the Reports are to be produced annually, others are in favour of bringing out a MDGR less frequently.

v) The lack of clarity on the purpose and use of the MDGRs has led to vast differences in the style and format of the Reports. Clearly, more effective reports are the ones that adopt a simple style, are less wordy, present a summary of main points and messages, and use properly sourced boxes, visual graphs and maps.

Some concerns

A few questions and concerns arose during discussions at the country level.

- ***Goals or Objectives*** - It appears that in the Spanish translation, the term 'goals' in MDGs has been replaced by 'objectives'. It is not clear why this has been done despite the use of the term 'goals' over the past two years.
- ***Preparation of publicity materials*** – UNDP's distribution of posters that list the eight MDGs has caused some confusion at the country level. Some Resident Cordinators (RCs) have found it awkward to explain why the posters name only the UNDP instead of listing all the UN agencies. To avoid duplication, it maybe better to list all the UN agencies on the posters..
- ***Reporting on Goal 8*** – There is little discussion on what needs to be monitored and by whom. It is not clear what countries are expected to do for reporting on Goal 8. Some have the impression that it is for the developed countries to report on this Goal. Others feel that developing countries too are expected to report on progress towards the attainment of Goal 8.
- ***Supplementary materials*** – It is obvious that the MDGRs by themselves are not adequate to launch and sustain an effective advocacy campaign. A series of supplementary materials that deal in more detail with specific aspects of the different MDGs, highlight differentials and track progress are required. There does not appear to be any strategic thinking behind the nature of these supplementary outputs.

2.2 Value Addition of the MDGRs

Regardless of who prepares the Reports and what their physical layouts are, the critical question to ask at this stage is: *What is the real value addition of the MDGRs?*

There is considerable enthusiasm for the MDGs and the production of the MDGRs especially among UN agencies in the COs. However, there is lack of clarity on the real *value addition* of the MDGRs and reporting processes.

Producing MDGRs is becoming an end in itself. Pre-occupation with 'technocratic' discussions on the length, content and format of the MDGRs seems to distract attention from the more pressing need to think strategically on: (1) the results that the Reports and reporting processes are expected to generate; and (2) how the UN and the UNDP in particular can deliver on the MDGs.

Do all countries – represented by 147 heads of State and Government and 191 nations - that adopted the Millennium Declaration have to report on progress made towards attainment of the MDGs? Do developed

countries have to report on the MDGs or are MDGRs meant to be produced only by developing and transition countries? Some countries seem to believe that as MDGRs are not mandated by the UN, there is no compulsion or even need to prepare them regularly.

It may also be necessary to adopt differentiated strategies for reporting by the countries. Firstly, there are around 70 countries that are required to prepare the PRSPs. In these countries, clearly, a closer link is needed between the PRSP and reporting on the MDGs as the two are inter-connected. Secondly, among the non-PRSP countries, buy-in is urgently needed from some of the more developed countries like China and India with relatively high human resource capabilities and substantial capacities. Thirdly, the UNDG needs to articulate a position on MDG reporting by the developed countries. Some feel strongly that issues of poverty and discrimination are of as much importance to these countries as they are to developing countries. Therefore, the developed countries must also be required to report on a set of adapted MDGs. At a minimum, it may be useful for the developed countries to report on Goal 8.

Value to whom?

An assessment of the MDGRs produced so far indicates that many of them have lost sight of the audience and the intent of the Reports. If the MDGRs are to have any value, they must be read by different groups in civil society – elected representatives, parliamentarians, journalists, teachers, lawyers, development activists, NGOs, media experts and other opinion leaders. The MDGR, by informing and appealing to them, can stimulate public debate and action. Typically, however, in most countries, these groups do not have easy access to NHDRs or data on human development.

Though most MDGRs are authored in partnership with the government, many government officials feel, often rightly so, that the Reports contain nothing new. In fact, very often, the National Statistical Organisation (NSO), which is closely associated with the preparation of the MDGRs, is perhaps the only agency in the government that is most familiar with data. Government officials are of the opinion that if the Report is to be useful to them, then it must contain in-depth analysis, discussion on policy alternatives and policy recommendations. But this is not the intended purpose of the MDGRs. In attempting to 'enrich' the MDGRs and accommodate governments, many have tried to bring in discussions on policy measures and descriptions of what governments are proposing to do. In the process, many MDGRs have become bulky and difficult to read. This has diluted their effectiveness. Indeed, other reports, like the NHDRs, are intended to provide in-depth analysis and address the policy questions; not the MDGRs.

What differentiates the MDG Reports from other National Development Reports?

In most instances, it is not clear what differentiates the MDGRs from many other national development reports and documents prepared at the country level. For example, governments in every country typically prepare a series of reports on development (such as Annual Reports of Ministries or Reports by the Auditor General). They also involve stakeholders and consult with NGOs and civil society experts in drafting other reports (e.g. Five Year Plans or 'Vision' documents or the PRSP) that list priorities and outline key interventions and strategies. UN agencies often support the preparation of some of these and other reports as well (such as the CCA/UNDAF and reporting on the Children's Rights Convention -CRC). Clearly, it is not the consultative process of preparation that differentiates the MDGRs from the many other reports. It is also not the nature of discussions during the preparatory process that can elicit a different kind of commitment from the government to attain the MDGs. Indeed, many of the agreements between the government and UN agencies entail serious and frank discussions on priorities and interventions needed to achieve well-defined goals. But these documents and reports have failed to produce the desired results in terms of the concerted action that is needed to improve the quality of people's lives. If the MDGR has to become effective and different from the rest of the reports put out in a country, they must enjoy a wide readership and even wider use and hence have the ability to generate public debate and action.

What is a 'good' MDG Report?

Much of the discussion so far has concentrated on the physical layout of the Report. MDGRs have been acclaimed as being 'good' or not depending upon their length, physical appearance, simplicity of language, format, and so on. These criteria are important especially if the MDGRs are to become effective 'public affairs' documents. In the process, however, one must not forget that the production of the MDG Report is not an end in itself.

Clearly, what ought to differentiate the MDGRs is the follow-up action that the Report generate, especially as most of the other national development reports generate little public debate or action. The latter are seen as routine reporting by governments. Furthermore, most of these reports are not easily accessible to citizens, nor are they read by most people. To be of value, MDGRs should not fall into this trap. MDGRs are only as good as the action they generate and must perforce be judged by the impact they have in terms of:

- promoting policy dialogue, thinking and action on MDGs and human development
- mobilising international support for human poverty reduction
- strengthening statistical systems of data collection and reporting
- improving resource allocation
- enhancing political commitment to poverty reduction
- improving partnerships between government and Civil Society Organisations (CSOs)
- improving systems of public accountability
- helping better targeting of programmes to reduce inequities
- contributing to professional development of staff in government, UN and in CSOs

It is too early to judge the 'impact' of the MDGRs. However, what is missing, at least in the countries visited, is strategic thinking on dissemination of the MDGRs that can help kick-start a series of actions towards the attainment of the MDGs. The MDGRs have not yet sparked off intense discussions or public debate on poverty. To that extent, there is a long way to go before the MDGRs become widely used 'public affairs' documents. A closer look at issues of content and quality, ownership, capacity, advocacy and dissemination throw light on ways of improving the effectiveness and value added of the MDG Reports.

2.3 Content and Quality of MDG Reports

Need to strengthen adaptation

Adaptation of MDGs, targets and indicators is one way of improving the content of the MDGRs. It is also an effective way of promoting national ownership. Additionally, adaptation is a way of generating public debate and discussion on the MDGs, and for ensuring that MDGRs are seen as useful reporting instruments for monitoring and tracking progress. Several countries have attempted to adapt the goals, targets and indicators to specific conditions and priorities of the country. What is needed, however, is a much more open and transparent process of negotiation and public discussion to arrive at a well-thought out set of goals, targets and indicators that can be monitored at the country level.

The countries in transition (CIS) of Eastern Europe and Central Asia have often raised the issue of the appropriateness of *all* the MDGs. For instance, some of the CIS countries have expressed doubts on the use of $1 a day as an accurate measure of income poverty. Many feel that it may be more appropriate to use $4 a day as a measure of the poverty line. Hunger is not considered to be a serious problem in Eastern Europe and the CIS. Armenia and Kazakhstan, for example, have replaced this Goal with balanced nutrition. Achieving universal primary education is also not seen as relevant as most of these countries have already attained this Goal. Accordingly, some countries like Poland have modified the Goal to read: "Improve access to higher education." Similarly, gender equality targets need some adaptation across the region. Beyond the, "share of women in wage employment in the non-agriculture sector," the region is concerned with improvements in mechanisms of equal opportunities for women and men, particularly with respect to labour markets and higher education. The indicator for malaria is not regarded as relevant to the region whereas tuberculosis is. These countries also face the problem of not finding reliable data for the base year 1990. Some have used 1995 or the most recent year for which data are available as the benchmark to monitor progress.

Poland decided to drop Goal 6 – "Combat HIV/AIDS, malaria and other diseases' and introduce a new Goal 6 – "Build a stable and efficient democratic system supported by the majority of the population."

This is because the authors of the MDGR believe that while HIV/AIDS is a concern, it is not posing a threat to the entire population.

Other countries of the world have also modified and expanded the MDGs. Many, for instance, have expanded the scope of Goal 5 ("Improve maternal health") to include reproductive health more explicitly, and to bring it more in line with International Conference on Population and Development (ICPD) goals and targets. In Senegal, for instance, Goal 5 was changed from maternal health to "reproductive health". Mongolia too is considering a similar change. Senegal has also separated access to drinkable water from Goal 7 and made it a separate goal by itself. In Mongolia, the concern is with reverse gender gaps in basic education, as fewer boys than girls attend school. The Mongolian MDGR is also considering a new target on "Universal access to primary health care including reproductive health by 2015".

Lesotho is another country that has made innovative adaptations. The Government of Lesotho has accepted all the MDGs. However, it has made one fundamental change to the reporting format. Given that the fight against the HIV/AIDS epidemic is the topmost national priority, Goal 6 (on HIV/AIDS) has been made Goal 1 and all other goals are analyzed in the context of HIV/AIDS. A summary of the modified MDGs is presented in Table 2.1. Table 2.2 presents the set of modified targets and indicators.

Table 2.1: A Summary of Modified MDG Targets for Lesotho

GOALS	TARGETS	MODIFICATIONS
Combat HIV/AIDS	Halt and reverse the spread of HIV/AIDS by 2007.	The time frame has been changed from 2015 to 2007 because the government had already set a goal of fighting HIV/AIDS epidemic as a matter of national priority. As a first step, the Goal is to cut the prevalence of HIV from 31

		percent to 25 percent in 2007.
Eradicate Extreme Poverty and Hunger	Cut by one third, between 1990 and 2015, the proportion of people who live below the poverty line	The proportion of people whose income is less than one dollar a day was changed to the proportion of people who live below the national poverty line.
Achieve Universal Primary Education	Ensure that children everywhere (boys and girls alike) will be able to complete a full course of primary schooling by 2007.	The timeframe has been changed from 2015 to 2007 because the government had already introduced in 2000 Free Primary Education (FPE), which has as its goal, improved primary enrolment in schools by 2006.
Promote Gender Equality and Empower Women	Eliminate gender disparity in all levels of education and increase proportion of seats held by women in national Assembly to 30 percent by 2007.	The proportion of seats held by women in the national assembly was added to the target and the time frame needed to conform to Southern Africa Development Community (SADC) target of 2005. However, since the country will only have elections in 2007, the target has been moved to that year.
Reduce Child Mortality	Cut infant mortality by one third between 1990 and 2015.	Instead of reducing the under-five mortality, the target was changed to reducing the infant mortality rate so as to bring it in line with national priorities.
Ensure Environmental Sustainability	Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources. Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	The target of achieving a significant improvement in the lives of at least 100 million slum dwellers was not incorporated. It is not relevant in the context of Lesotho. Furthermore, access to basic sanitation has been added to the target on sustainable access to safe drinking water.

Table 2.2 : A Summary of Modified Indicators for Lesotho

Goals	Modified Indicators
Combat HIV/AIDS	**Deleted Indicators** ➢ HIV prevalence among 15-24 year old pregnant women ➢ Contraceptive Prevalence Rate ➢ Number of Children Orphaned by HIV/AIDS **Added Indicators** ➢ HIV Prevalence among 15-49 years ➢ Percentage of women (15-49 years) using condoms
Eradicate Extreme Poverty and Hunger	**Changed Indicators** ➢ The proportion of population below $1 per day (PPP-values) was changed to reflect the proportion of population living below national poverty line. **Deleted Indicators** ➢ Poverty gap ratio (incidence x depth of poverty) ➢ Share of poorest quintile in national consumption ➢ Proportion of population below the minimum level of dietary energy consumption
Achieve Universal Primary Education	**Deleted Indicators** ➢ Literacy rate of 15-24 year olds **Added Indicators** ➢ Adult Literacy
Promote Gender Equality and Empower Women	**Deleted Indicators** ➢ Ratio of literate females to males of 15-24 year olds ➢ Share of women in wage employment in the non-agricultural sector
Reduce Child Mortality	**Added Indicators** ➢ Child mortality rate (per 1000 survivors to age 1)
Improve Maternal Health	**Added Indicators** ➢ Contraceptive Prevalence Rate
Ensure Environmental Sustainability	**Deleted Indicators** ➢ Proportion of area covered by forest ➢ Land area protected to maintain biological diversity ➢ GDP per unit of energy use (as proxy for energy efficiency) ➢ Carbon dioxide emissions (per capita) ➢ Proportion of people with secure tenure **Added Indicators** ➢ Arable land area ➢ Landlessness (percentage of households without access to land) ➢ Proportion of people without access to basic sanitation

While modifications and adaptation must be encouraged, they must be done after considerable thought and open discussion. The debate around the relevance of a particular MDG should be made an open process and regarded as an essential part of the investment needed for generating wide public support for the MDGs. Findings from the eight countries studied in-depth did not always reveal an open and transparent process in this regard. In Poland, for instance, there does not appear to have been adequate discussion around the decision to reword the Goal of "Improve maternal health" to "Limit the number of teenagers giving birth and reduce peri-natal mortality." Experts from the Gdansk Institute (authors of the Report) were of the opinion that teenage mothers are the source of numerous social problems, such as those associated with single parenthood, instability of marriages, low education levels, and poor economic situation often leading to poverty. The Mother and Child Institute in the Ministry of Health, which for 50 years has monitored child and maternal health, does not agree that teenage pregnancy is a major social problem as the vast majority of "teenage" pregnancy cases are among 18 and 19 year olds. Similarly, experts at the Mother and Child Institute also feel strongly that HIV/AIDS ought to have been retained and not dropped as one of the Goals. The threats of the spread of HIV/AIDS are serious given the open borders with Ukraine - a high prevalence country. In addition, there have been doubts expressed about the reported number of cases of HIV/AIDS in Poland as testing facilities are inadequate. The removal of Goal 6 on HIV/AIDS is all the more curious, as the United Nations Fund for Population Activities (UNFPA) representative in the UNCT was not consulted on this and UNFPA's programme in the country supports a National AIDS Centre.

Address gaps in reporting- variability in quality and availability of data

The quality of the MDGR can only be as good as the data that are available in the reporting country. Quality also depends on the way data are presented in the MDGRs. Both data availability and presentation are issues that need to be addressed. Despite the specification of goals, targets and indicators, there are major data gaps in reporting. Regular data are not presented on many of the suggested targets and MDG indicators. Much of this has to do with the non-availability of such data. Reporting on some goals (such as income poverty and child mortality) tends to be better than on other goals (such as environmental sustainability). Again, there is little information on trends in quality in both education and health. A particularly glaring gap in statistical reporting is the absence of disaggregated data on most indicators. Some countries like Vietnam have used disaggregated data to map out visually and effectively, differentials across the country. It is common, however, to see data disaggregated by location (provincial or rural-urban) and only sometimes by gender for a few indicators. Other types of disaggregations are not easily available. For instance, it is vital to track how the poorest and most disadvantaged in society are faring. Unfortunately, data on the quality of life of minority communities, ethnic and racial groups, disabled or even the poorest quintile of the population, are seldom available in most countries.

Some MDGRs have once again drawn attention to differences in estimates for the same indicator for a given country. Typically, the situation arises when sample survey estimates differ widely from estimates put out by line ministries using administratively reported data. Many of these disputes over estimates are not new, and have been on-going for several years. More focused discussion is needed to resolve the differences and arrive at a common benchmark for tracking progress.

Another observation arising out of the findings is the degree to which countries are in a position to track trends. In most instances, the first set of MDGRs has helped to set the benchmarks, a relatively straightforward exercise. As countries begin to think of the next round of MDGRs, they will be faced with complex questions, for example: (a) are MDGs on track? (b) do trends captured by national averages reflect what is happening to human poverty, and more importantly, to the lives of the poorest and most disadvantaged? (c) is the attainment of the MDGs going to be feasible? Three years after the announcement of the MDGs, it is not evident that most countries are as yet equipped to answer these questions effectively.

Strengthen reporting on environmental sustainability

Particularly weak in the MDGRs has been the presentation on Goal 7 on guaranteeing environmental sustainability. Reporting on the indicators has been inadequate. Such poor reporting reveals the limited database that exists in many countries for monitoring environmental sustainability. Apart from the availability of useful and relevant data on environmental conditions, the MDGRs have not sought to

establish strong inter-connections between environmental sustainability and the elimination of poverty or the ending of malnutrition. It points to an area where much more work needs to be done.

Improve reporting on gender equality and women's empowerment

Gender equality concerns are central to the MDGs and are to be mainstreamed across goals. A recent review of 13 MDGRs, undertaken separately by the UNDP, has found that gender concerns and perspectives are not mainstreamed adequately across goals in a majority of reports.[13] Disaggregated data are seldom provided except under Goals 2 and 3, where they are a specific requirement. In most reports, women continue to be cast as mothers and victims rather than agents of development. References to women and gender continue to be 'ghettoised' under Goal 3: "Promote gender equality and empower women' and Goal 5: "Improve maternal health'. Attempts to "step out of the box" and place discussions on issues such as poverty and HIV/AIDS in the larger context of gender equality and women's rights and freedoms, are rare. Some common challenges that have become evident in the course of the review are:

- The perception that gender issues need to be addressed only under Goals 3, 4 and 5, since these goals deal specifically with issues of women and children.
- The non-availability of sex-disaggregated data on key indicators.
- Lack of national capacity for gendered analysis.
- Limited involvement of gender experts and gender equality advocates in the process of report preparation.

Addressing issues relating to costing the MDGs and meeting targets

Few MDGRs have attempted to cost the MDGs. In the sample of countries visited, many reservations were expressed on the methodology for estimating costs and more so, on the usefulness of such estimates. While some countries feel that sophisticated economic models are needed to predict reasonably accurately the financial requirements for meeting the MDGs, others question the practical feasibility of constructing such models. What will be the assumptions underlying any model? Will it be appropriate to base the model on past experience when it is clear that countries need to adopt different ways of doing business? Will estimates be developed for each MDG and then simply added up to come up with a grand figure? How will this account for inter-dependencies and synergies between goals and across sectors? Even after the costs have been estimated, the question remains: Who will finance the MDGs?

Estimating the financial requirements for meeting the MDGs is as much an economic exercise as it is a political one. Too high a figure of financial requirements could fuel further despondency and destroy people's faith in the MDGs. Too low a figure may sound unrealistic. In either case, the question arises: From where will the resources come? From the perspective of developing countries, realising the MDGs depends to a large extent on the fulfillment of Goal 8 – or the fulfillment of commitments by the North to raise and devote financial resources to realising the MDGs.

Most MDGRs do not address Goal 8. The general impression is that they are not required to do so. For instance, Goal 8 is not discussed in any of the MDGRs produced in the Africa region. Bolivia is one of the few countries that has devoted considerable attention to Goal 8. In a section entitled "Financing the Millennium Goals", the draft of the 2003 Bolivia MDGR raises the issue.

> "The total cost of policies oriented to fulfillment of Millennium Goals comes to $US 4.621.3 million …For the financing of actions oriented to the fulfillment of Millennium Goals, a commitment is needed between the Bolivian State and international cooperation, that is to say, the establishment of a strategic alliance in which the consolidation of poverty reduction as a State policy will be guaranteed, and that sufficient financial resources will be available in a scenario of co-responsibility and joint efforts.

[13] Annex V presents an Executive Summary of "MDG Reports: A Look Through a Gender Lens",a Report Prepared for the Bureau for Development Policy, UNDP, as a complement to this evaluation.

> … Considering macroeconomic restrictions, fundamentally with respect to the fiscal deficit and the evident fact that developing nations must design pro-poor budgets considering stability and fiscal sustainability, a priority for international cooperation to Bolivia in support of Millennium Goals in the following years must concentrate on granting financial support through donations… The requirements for additional expenditures cannot be financed totally with domestic resources in the short term, since the economic crisis situation affected the generation of fiscal income which needtoberecoveredthroughtime,asthecrisisis overcome."[14]

Clearly, the expectation is that the developed countries will mobilise the additional resources and make them available to the country.

In countries preparing the PRSP, such as Bolivia and Cambodia, the costing of the MDGs is linked intimately to the success of the PRSP. Since the PRSP is the principal 'financing' document for enabling countries to move towards the MDGs, it would be expected that the PRSP will take into account the resource requirements for achieving the Goals. But evidence from this assessment of the MDGRs indicates that this is not necessarily the case. Some respondents in PRSP countries also pointed out that the PRSPs tend to concentrate only on education and health, and pay less attention to the other MDGs. To that extent, PRSPs remain deficient. Corporate collaboration and further dialogue between the International Financial Institutions (IFIs) and the UN on this issue will be useful.[15]

2.4 National Ownership

National ownership is fundamental to the success of the MDG reporting processes, and even more so, for ensuring the attainment of the MDGs. The motivation for promoting national ownership of the MDGRs is clear: achieving the MDGs is virtually impossible without the active participation and engagement of the state and civil society. National ownership has to do with the appropriation and internalisation of the MDGs and the Millennium Declaration by every country. Appropriation and commitment require that the MDGs be perceived to have value and utility in the specific country's development process.

[14] See "Financing the Millenium Development Goals, " Millenium Development Report, Bolivia , 2003.
[15] See Section 2.7 for a further discussion.

To start with, active participation and effective engagement of the government is critical for promoting national ownership of the MDGRs. However, national ownership also requires broad-based participation of civil society groups in the preparation of the MDGR. NGOs need to be included meaningfully and actively in the preparation process. But, participation by NGOs and CSOs should not be confined to the preparatory process alone. To a large extent, their cooperation and involvement must intensify after the preparation of the Report. Similarly, UN agencies and other bilateral and international development organisations must be actively engaged in reporting and delivering on MDGs. However, it is important that the MDGs and MDGRs are not perceived as an imposition of the UN or the international community on countries. To that extent, the UN agencies and other international organisations operating in the country need to clarify their role in the MDG reporting process.

The UNDG Guidance Note rightly leaves room for considerable flexibility and innovation to country offices to decide upon the most appropriate way of promoting national ownership for a particular country. However, given the 'push' and 'race' to produce MDGRs, it is not clear how strategic many of the countries have been in making choices on national ownership.

Inclusiveness in the participation process

The experience with national ownership varies considerably from one country to another. All said and done, the MDGRs are far from being regarded as 'country owned.' There are three broad groups involved in the preparation of the MDGRs: government, the UN and civil society organisations.

- Most of the countries have pushed for the active engagement of governments in the MDGR preparation process. This is relatively easy as the UN agencies have considerable experience and expertise in getting government's to buy into such processes. However, equating national ownership to government authorship can easily lead to a 'loss of credibility' of the Report, and also of the UN system. In some instances, complete ownership by government has in the past led to the exclusion of other groups in society, particularly NGOs and the private sector.
- Participation of NGOs has not been actively encouraged. Even where some NGOs are included, mechanisms for representation of smaller regional and local level NGOs are missing. Particularly striking is the absence of a meaningful association of the private sector and elected representatives, including members of parliament, in the preparation of MDGRs.
- The nature and extent of participation by UN agencies is mixed. Mounting pressure on COs and encouragement from the respective Headquarters have been major factors contributing to more active participation of UN agencies in the preparation of the MDGRs. This needs to continue. However, shortage of staff, little time and the absence of proper coordination by the United Nations Resident Coordinator (UNRC) limit the effective participation of UN agencies at the country level.
- More dialogue is needed between the IFIs and the UN to resolve differences of perception and opinion on the role of different institutions in the attainment of MDGs

Some other issues relating to the participation of the three sets of stakeholders are discussed below.

Government

Most of the UN COs have gone out of their way to involve the government in the preparation of the MDGRs. There are, however, two issues that come up.

First, the discussion on MDGs has not percolated to all departments and ministries in the government. Typically, it has been limited to one or two departments or ministries that are involved in the preparation of the Reports. In some cases, the key economic or finance ministry has not been directly involved in the preparation of the MDGRs. This tends to somewhat reduce the prominence of the MDGs. Much more active advocacy is needed across all branches of government, especially with parliamentarians and local governments.

Second, stronger linkages and coordination within the government, between the agency responsible for reporting on MDGs and the various line ministries, are needed to strengthen the effectiveness of reporting on MDGs. Once again, advocacy within the government will help.

United Nations agencies involvement

There has been a definite evolution with respect to inclusion and participation of UN agencies in the preparation of the MDGRs. Initially, active participation of UN agencies appears to have been a problem. It is not clear whether UN agencies chose to exclude themselves or were in fact not encouraged to participate in the preparation of the MDGRs. This, however, does not appear to be the case now. Most UN agencies are participating in the preparation of the MDGRs and invoke the MDGs in practically every document they prepare.

Three factors seem to limit the nature and extent of participation of UN agencies in the MDGR preparation process. First, the professional capacity of the UN agencies to participate in the MDGR preparation process is limited. Heads of UN agencies frequently report that they are short staffed. Also, given the 'technical' nature of the reporting, only a few in each agency are equipped to participate in the Task Forces or Working Groups set up for the preparation of the Reports. And these few staff members are always in high demand. Second, UN agency heads point out that much more advocacy on MDGs is needed *within* the UN system at the country level. Few attempts have been made to familiarise both national and international staff in the UN agencies about the significance of the Millennium Declaration and the MDGs. As a result, many staff members do not see the need to actively contribute to the MDG Reports. Third, and most important, the United Nations Resident Coordinator has a critical role to play in ensuring full cooperation and active participation of UN agencies in promoting the MDGs. The degree and quality of participation are influenced by the role and personality of the RC. In some countries, there is an extremely positive environment for the MDGs in the UN system. In other cases, there is a lot of resistance. At some level, this has to do partly with the dual role that the UNDP Resident Representative (RR) plays as the agency head of the UNDP and also as the RC of the UN. Other agency heads complain that the UNDP is getting too much of the credit when in fact it is the UNCT that was collectively supporting the MDGs. At another level, the climate and extent of cooperation has much to do with the way the RC forges close links with the other UN agencies. This of course depends on individual personalities and managerial styles of the resident coordinator.

Involvement of International Financial Institutions

The issue of participation by the IFIs remains a matter of concern. The extent and nature of dialogue between UN agencies and the IFIs varies from country to country. In some instances, there is considerable exchange and interaction and in others, there is none at all. This, however, is not something new or peculiar to the MDGR process alone. United Nations country offices have experienced this in other instances. It seems that much more dialogue is needed at the corporate level between the IFIs and UN to resolve differences of perception and opinion on the role of different institutions in the attainment of MDGs.

Civil society engagement

Engagement of CSOs in preparation of MDGRs has varied across the countries. To an extent, the concentration on getting governments to participate has diluted efforts by United Nationscountry offices to actively promote MDGs with the NGO community. In some instances, NGOs have been totally excluded. In others, their participation has been limited to consultations in large meetings. In some other cases, however, they are better represented in the preparatory process. Individual experts and NGO representatives are asked to join the MDG Steering Committee or Task Force alongside the government and sometimes the UN. In some PRSP countries, investment by the IFIs to mobilise NGOs for inclusion in the PRSP has helped with their participation in the MDGR process as well. But, in general, much more active effort is needed to fully engage CSOs in the attainment of the MDGs.

Involvement of NGOs has to go well beyond participation in the preparation of the MDGRs. Indeed, it is often NGOs that are best placed to raise concerns with wider issues, such as global equity, global governance, Overseas Development Assistance (ODA) and unfair global trade. Even in countries where NGOs are included, the private sector has been, by and large, left out of the process. Advocacy and campaigning for support are essential. The UN system can play a key role in promoting NGO involvement, though the UNDP in particular may not always have the distinct advantage or experience of mobilising NGO support.

CSOs can play a crucial role in promoting national ownership of the MDG Goals and Reports by:

- advocating and disseminating information on the MDGs
- engaging in debates with policy makers on policies and costs needed for reaching the objectives
- providing data and opinion studies from the grassroots
- undertaking research and studies that provide viable macro and micro policy alternatives
- acting as implementation partners for the government
- lobbying for the adaptation of targets and objectives to the national context
- raising concerns with wider issues, such as global equity, global governance, ODA and unfair global trade
- enriching the use of indicators by bringing in project experiences at the grassroots

Often, where governments are not openly welcoming of civil society organisations, the process of engaging NGOs in consultations gets reduced to tokenism. In some cases, citing the participation of NGOs in consultative meetings is used as a mechanism for legitimising the contents of the government-authored report. Very easily, the Reports tend to become publicity documents where the government highlights its many achievements and spells out the many new interventions and policy measures that have been put in place to end human deprivations. This tends to damage the credibility of the reporting process, and ultimately, of the UN system itself. While government ownership of the process is extremely important, it is the championing of a broad-based national ownership, embodied in a fair, participatory and inclusive preparatory process, and commitment to diversity of contributions and transparency of data-use and analysis, that establish the credibility of efforts towards attaining the MDGs.

There is a definite need for strategic thinking in the UN CO on ways of promoting national ownership that extends well beyond the constitution of working groups, task forces and steering committees. To ensure genuine national ownership, the MDGRs must be prepared by national experts, and must be honest in their reporting using reliable quantitative and qualitative data. The process must involve meaningfully and strategically key actors from both governmental and civil society, and be backed by broad-based advocacy that secures the commitment of a wide cross-section of society.

Who authors the Reports?

Another way of assessing ownership is to address the question of authorship of the Reports. There are many different authors of the MDGRs. In Cambodia, Lesotho and Senegal, for instance, the MDGRs are being authored by the government. In Bolivia, the second MDGR under preparation is being jointly authored by three institutions - the UN, the government's Unit for Analysis of Social and Economic Policies (UDAPE) and the Bolivian National Institute of Statistics (INE). In Poland, the Report has been authored by the Gdansk Institute of Market Economics, an independent think-tank. In Albania the MDGR was prepared for the UN system by the Human Development Promotion Centre. Though the Report has been published with the UN logo on the cover, it carries a disclaimer stating that the views expressed do not necessarily reflect those of the UN.

There are four principal options for authoring the MDGRs. They could be prepared by: (1) the government, or (2) the UN system, or (3) jointly by the government and the UN, or (4) an independent think-tank. Adequate and effective CSO participation can and must be ensured in all the options. There are advantages and disadvantages of each option.

Some Pros and Cons of the Four MDGR Authorship Options Getting the government to accept responsibility of preparing the MDGRs requires a fair amount of advocacy and convincing. And to that extent, government authorship reflects a buy-in, not just into the process of report preparation, but more significantly to the idea of MDGs. For instance, in Senegal, the preparation and ownership of the MDGR has been passed from the UNCT to the government. This is seen as a significant step towards ensuring national ownership of the Report. This transfer has permitted the adoption of a larger participatory framework and consensus on the MDG goals and targets within the country. It has also helped tap into new and more precise data for the Report. Though the government is critical to the realisation of the MDGs, there are some obvious limitations of a government-prepared MDGR.

Most importantly, it may be difficult for governments to be 'objective' in their reporting, for example:

- In a democracy, it is difficult for a political party in power to admit to its own failures and shortcomings.
- It maybe unreasonable to expect a government to discuss 'sensitive' issues, such as documenting human rights violations, discrimination against marginalised communities, neglect of remote areas, or to discuss unresolved conflicts, especially close to the time of elections.
- Given that the government is primarily responsible for pro-poor policies and programmes, reporting by government on poverty is not seen as credible. How can the government audit its own work, and report objectively on accomplishments and failings? Many times, reports authored by governments will not draw attention to misuse of resources, inefficiencies in public spending or outright corruption even when such practices are rampant.
- Honest reporting requires a critical assessment of the functioning of many departments and ministries in the same government. It is often not easy for one senior civil servant entrusted with the preparation of the MDGR to point to the failings of his colleagues serving in other departments and ministries.

Over time, weak and ineffective reporting by the governments can easily destroy the credibility of the MDGRs. On the other hand, a government-prepared MDGR makes it possible for CSOs to comment and critique the report more strongly – by drawing attention to neglected concerns and unsubstantiated claims. In some cases, the CSOs can also think of an independent and parallel MDGR.

A MDGR produced jointly by the government and the UN suffers from the additional constraint of often having to be politically neutral.

Assigning the preparation to an independent think-tank is an option that some countries have attempted. This has the advantage of ensuring independence and possibly honesty in reporting. But a common drawback is that these institutions are not well equipped to advocate and disseminate the Report.

It is obvious that the choice of authorship must be made at the country level by the UNCT. In doing so, it is important to take note of the particular context in a country, and to (1) think through strategically the merits of each option; and (2) incorporate broad ranging consultations into all the options.

Who owns the MDGRs?

It has been difficult to answer this question, though the general impression is that there is a long way to go for ensuring genuine national ownership of the MDGRs. It is particularly important to ensure that in the short run, the MDGRs are not seen as yet another reporting requirement of the UN system. Despite increasing usage, especially in more recent UN communications, MDGs have not yet become ingrained in development dialogue. It will take time, years of sustained advocacy and public education to get the MDGs fully internalised in country and international debates. Past experience suggests that getting NGOs and the wider community to accept the significance of the MDGs and the pursuit of the Millennium Declaration are crucial for initiating and sustaining public action around the MDGs.

Nothing short of strong public advocacy surrounding the MDGs will ensure a genuine sense of national ownership. This is yet to happen in most of the countries. Advocating for 'human development' shows that it is not so much lobbying with the government, but appealing to civil society organisations that matters. A common understanding of the MDG priorities has to percolate through every development institution, government and non-governmental, including schools, colleges, NGOs, academic and research centers, national assemblies and the media. Failiure to build up such a momentum around MDGs can greatly dilute the real impact of the MDGRs and the global movement.

2.5 Capacity Issues

Effective participation in the MDGR preparatory process is often constrained by the capacity within a country. There are two aspects of capacity. The first has to do with a country's statistical capacity for data collection, analysis, monitoring and reporting on the MDGs. The second, closely related to the first, has to do with the capacity of organisations (the government, UN and civil society organisations) within the country to support the preparation of the MDGRs, and more broadly, attainment of the MDGs.

Statistical capacity varies within a country from one goal to another. An analysis of a sample of 11 out of the 24 MDGRs reveals that two of the weakest areas in terms of specific capacities, as reported by countries, are[16]:

- the capacity to incorporate statistical analysis into policy
- monitoring and evaluation capacity

Similarly, most countries also report only 'fair' to 'weak' capacities for monitoring and evaluation of the MDGs.

Particularly striking is also the extremely limited capacity in countries to address three MDGs

- Goal 5 - improve maternal/reproductive health
- Goal 6 - combat HIV/AIDS
- Goal 7 - ensure environmental sustainability

Strengthening statistical capacity at the country level requires addressing the following issues as a matter of priority:

- strengthening the database to make it more comprehensive and relevant to the MDGs
- enhancing capacity within countries for monitoring, evaluation and incorporating use of data for decision making
- developing short-term measures that can help assess performance towards the attainment of MDGs
- strengthening links between MDGR-PRSP monitoring in PRSP countries

Organisational capacity of the principal agencies associated with the preparation of the MDGRs varies from one country to another.

***Government capacity*:** The capacity of the government to prepare MDGRs and delivering on MDGs varies from one country to another. Bolivia, for instance, appears to have a comparative advantage in its capacity for data collection, monitoring and evaluation over many other Latin American countries. Both the government institutions responsible for producing the MDGR have reasonably strong in-house capacities. INE is viewed as a credible entity with good technical capacity to undertake quality data collection and presentation. UDAPE, the second agency involved in preparing the MDGR, also enjoys high credibility and has strong analytical and technical capacity for policy analysis. UDAPE staff seems to be adept at incorporating statistical analysis into the formulation of national policies and plans. On the other hand, national capacity is relatively limited in Cambodia. This has led to dependence on external experts and consultants for providing focused professional inputs into programme planning, management and monitoring.

In general, however, four types of deficiencies are frequently mentioned with respect to government capacity: (i) shortage of staff, (ii) limited professional competence, (iii) frequent transfers, and (iv) limited expertise to produce easy-to-read reports that comment on trends in society using most recent data.

***CSO capacity*:** As discussed earlier, the ability of NGOs to participate meaningfully in the MDGR preparation process varies across countries. In some countries, NGOs are few, and many of them do not have adequate capacity to engage in policy dialogues. At the same time, in some countries, the

[16] See Annex V for details.

governments are not encouraging of NGOs. They see NGOs as adversarial. The UNDP and the UN system have a critical role to play in nurturing NGOs and in promoting active engagement of CSOs.

***United Nations system capacity*:** The capacity of both the UNDP and the UNCT are important for ensuring proper reporting on the MDGs. Once again, the capacity of the UN system varies from one country to another. With exceptions, in-house UNDP capacities for policy advice, monitoring, reporting, advocacy, communication and coordination are limited. Here again, most UN agency heads point out that they are short-staffed. Thus even though they are keen to engage more meaningfully in the preparation of the MDGRs, the staff does not have the time to do so. As a result, most UN agency members on the MDGR preparation team check their particular section of the MDGR carefully, but do not find the time to comment more broadly on the entire MDGR.

The UNDP and the UN agencies do address issues of augmenting government capacities. Much less apparent however, is the UN's support to strengthening the capacity of NGOs to become significant partners in promoting MDGs.

A systematic and strategic assessment of capacities by the UNDP has the potential of greatly improving the effectiveness of capacity-building efforts at the country level. Enhancement of organisational capacities has to be linked to the following four areas critical for improving MDG reporting:

- better coordination at different levels – international, and between UN agencies at the country level.
- capacity for policy analysis and formulation
- capacity for resource mobilisation
- capacity for assessing development effectiveness

Better coordination: It is important to keep in mind issues of coordination, especially when a large number of agencies, national and international, get more involved in supporting the attainment of MDGs. To begin with, there is the issue of better coordination within the government – between the various line ministries and departments. Equally important, however, is coordination within the UN agencies – at the national, regional and international level. For instance, during the visits to Mongolia and Cambodia, the UNDP team 'discovered' that there was another mission being supported by the Regional Office of the World Health Organisation (WHO) to assess the capacity of selected countries in the region to report on health goals and targets. Curiously, neither the UNDP nor the office of the UN RC was fully aware of the WHO mission. Again, in Mongolia, it was pointed out that two regional meetings with similar themes and overlapping participant lists were convened on the same dates – one was hosted by UNDP headquarters on the MDGs, and the other by the World Bank headquarters and the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) on the linkages between MDGs and PRSPs. Government officials and NGO representatives had to choose between one or the other. The incident was frequently cited to emphasise the importance of better coordination between UN agencies at the global level.

Capacity for policy analysis and formulation: During the evaluation team'sr country visits, there was considerable skepticism on this issue. People met wanted to know how advocacy, campaigning and reporting on MDGs could point to the many policy changes that were needed to attain the MDGs. The pressure to produce MDGRs and strengthen reporting and monitoring systems should not distract attention from a more fundamental concern, and that is, the capacity of countries to undertake policy analysis and improve programme design and implementation.

Capacity for resource mobilisation: The issue of costing and financing of the MDGs comes up regularly at the country level. Considerable skepticism is expressed on the ability of the UN and global partners to ensure mobilisation of additional ODA resources. To that extent, the credibility of the UN system hinges on the extent to which partnerships and resources are mobilised for realising Goal 8.

Capacity for assessing development effectiveness: Given the thrust on partnerships within national organisations and between international agencies for the attainment of the MDGs, it will become extremely important for every country to become more conscious of development effectiveness. The role of ODA will

need to be assessed critically in terms of the contribution to realising the MDGs. Also, it is important for different agencies to acquire a strong results-orientation so that organisational performance can be better monitored and improved.

2.6 Advocacy and Dissemination

Effective advocacy and campaigning are vital for the attainment of the MDGs. Nothing short of strong public advocacy surrounding the MDGs will ensure a genuine sense of national ownership. Advocating for human development has shown that it is not so much lobbying with the government, but appealing to citizens and civil society organisations that is crucial for stimulating public action.

The eight countries visited reveal a rich variety of advocacy and dissemination initiatives launched around the MDGs. For instance, in Albania , the UNDP has made MDGs central to their Mission Statement: **"**On the road to the EU through the MDGs." Led by the Ministry of Foreign Affairs, the Government of Albania regards reporting on progress towards the MDGs as an international commitment to the UN. Efforts by the UNDP and other partners to advocate and disseminate the MDGs include preparation of promotional materials (leaflets, pens, calendars, etc.), production of a series of TV programmes and organising regional MDG advocacy tours in ten regions of Albania. In Cambodia, advocacy is directed at creating a wide base of public awareness and commitment for the attainment of MDGs. The main tool for the national campaign is the UN system MDGR that has been translated into the Khmer language. Local-level multi-stakeholder workshops are being organised for different participants including commune chiefs, members of community organisations, representatives of religious institutions and pagoda committees, women's groups, teachers, intellectuals, private sector representatives and NGOs. In Lesotho, a series of sensitisation activities on MDGs have been launched. Distributed widely at dissemination meetings is a leaflet called "Towards Millenium Development Goals in Lesotho" published jointly by the Government of Lesotho and the UN. The UNDP in Lesotho, like in other countries, has also produced sensitisation material including calendars, T-shirts and brochures. In Mongolia, effective campaigning around the MDGs was launched almost a year before work on preparing the first MDGR began. A media professional was appointed as campaign coordinator to collaborate with the UNDP Communications Officer to design and oversee a range of activities. A series of radio programmes have been broadcast on national radio, each focusing on a particular Goal and giving information on current status and progress towards the target. Two programmes on the MDGs have been aired on national TV.

Advocating for the MDGs is a challenge. The MDGs are not seen as anything new, despite the global political commitments to them. As pointed out by national stakeholders, almost all the goals are already being pursued through the country's renewed commitments to national development plans. Most of the goals are also being pursued in the daily work of the various UN agencies. Repackaging of old commitments and emphasis on follow-up actions have to be done sensitively and strategically.

First, by and large, the UNDP and the office of the UNRC have led the advocacy and dissemination on the MDGs. While other UN agencies have been collaborating in the process, they do not seem to be actively pursuing independent or complementary advocacy activities. *Second*, the distinction between advocacy by the UNDP and by the office of the United Nations Resident Coordinator is extremely nebulous. This has to do with the dual role that the UNDP representative plays as agency head of the UNDP and also the Resident Coordinator of the UN. To that extent, it is often not clear whether the activities described under advocacy and dissemination are specifically undertaken by the UNDP or collectively by the UN system. This ambiguity is likely to persist as there does not seem to be any immediate solution. The only solution seems to be for the UNDP to manage this ambiguity sensitively and strategically so as to elicit maximum support for the MDGs. *Third,* while many interesting activities are being planned at the country level, there does not appear to be in place a long-term vision and a well-thought out advocacy and dissemination strategy. It is also not clear where the funding for a full-fledged advocacy campaign in a given country will come from.

Advocacy and campaigning by whom?
An answer to the above question, which takes many forms, is not clear:

- Can governments be expected to advocate for the MDGs? If so, then it will be important for government to draw up an effective advocacy and dissemination strategy. There is no indication that this is happening. It is also not clear who in the government will be the most effective to carry out the advocacy campaign for the MDGs. Besides, there are some obvious problems with a government-led advocacy campaign. Will governments be honest in revealing areas of failings or shortcomings? Or will the Reports end up talking mostly of the many 'successes' and intentions?
- Should the MDG campaign be UN-led? Promoting the MDGs as a UN mission has the danger of the MDGs being seen as externally driven and this may jeopardise national ownership. It also has the danger of placing too much responsibility on the UN to deliver on the MDGs. However, most people at the country level see a definite role for the UN in advocating for the MDGs though this is not well articulated as yet. There are a few additional concerns. What should be the role of the UNDP vis-à-vis the UNCT? Who should finance the advocacy and dissemination campaign? Does the UNDP or the office of the resident coordinator have the expertise to design and manage a campaign?
- Should CSOs be the principal advocates for the MDGs? This could happen in countries where there is a strong alliance and tradition of collective action by NGOs. In many countries, however, this would not be easy. At the same time, it is not clear what a CSO campaign for the MDGs means in many developing countries. Who will lead it? Who will finance the campaign?

Assessing the effectiveness of advocacy and campaigning

While many innovative and creative steps are being pursued at the country level, it is important at this stage to put in place a proper system for assessing the effectiveness of the advocacy and dissemination programme. This is not an easy task for the UNDP, as it has not had much experience in designing and monitoring campaigns. Making the advocacy strategies work will depend a great deal on the relationship that the RC has with different UN agencies and the finances that are available for the campaign and follow-up assessments.

2.7 Strengthening linkages and alignment of MDGRs with other national development frameworks and reporting instruments

It is important for MDGRs to link up with existing national development planning frameworks and reporting instruments at the country level. Two in particular are critical: links with NHDRs and PRSPs. In PRSP countries, closer ties between government, IFIs and the UN system will help strengthen monitoring of progress towards the attainment of the MDGs. Findings from the assessment highlight the need for greater clarity, convergence and coordination between the monitoring and reporting processes for the MDGRs and the PRSPs. UNDP country offices in particular will need to focus on how to coordinate and harmonise UN wide efforts in support of the MDGRs and PRSPs.

MDGRs and NHDRs

The UNDP has been playing a key role in the production of NHDRs. The two reports, NHDRs and MGDRs, at the country level are fully consistent in approach. For instance, the innovative efforts of many NHDRs to quantify and measure progress in human development is fully consistent with reporting on MDGs. However, NDHRs and MDGRs must be seen as mutually supporting advocacy documents. The MDGR is not a substitute for the NHDR. MDGRs highlight the distance to be traveled to reach the goals. NHDRs provide recommendations on what needs to be done to reach the goals. NHDRs are meant for policy advocacy while MDGRs are for awareness advocacy. NHDRs need to be strengthened even more to ensure that they provide answers to the many questions of policy that the MDGRs will raise. They ought to become the main source for more disaggregated and specialised data needed for preparing the MDGRs. However, the evidence from the case studies reveals that considerable efforts are still needed to integrate the NHDR team and its civil society constituencies into the MDG reporting process.

With respect to the PRSP process, there are three issues that need to be addressed for promoting greater synergies between the preparatory processes of the PRSP and MDGRs. First, interaction and collaboration between the UNDP and the IFIs seems to vary from country to country. To that extent, the links between the UN and the IFIs need to be strengthened. Second, there has to be better overlap and coordination

between the teams preparing the PRSP and the MDGR. Third, the PRSP combines both a plan and a strategy for achieving short-term goals that will lead the country more rapidly towards the MDGs. It also serves as an instrument for financing, showing gaps that financial contributions from other donor agencies can help fill. Inherent to the implementation of the PRSP is also a system of regular monitoring and reporting. Typically, the government and the IFIs work together to set up mechanisms for regular monitoring of the PRSP. It is important for the UN (and UNDP) to also work closely with governments and collaborate with the IFIs to arrive at a common understanding on annual reporting on progress towards poverty eradication and the MDGs.

Strengthening the Resident Coordinator system

The resident coordinator has a critical role to play in strengthening reporting on MDGs. It is also important for the RC to take an active part in advocacy, campaigning and dissemination around the MDGs. While some RCs have been able to tap into special funds and 'extract' contributions from other UN agencies, the issue of allocating financial resources needs to be addressed collectively by the UN system. The roles of other UN agencies and that of the UNDP need to be clarified. Linked to this aspect is also the additional issue of staff capacity of the office of the RC. This requires careful assessment, following the responsibilities emanating from reporting on MDGs. An important function will relate to coordination and supervision, even if additional technical competencies are not built up in the office of the resident coordinator.

2.8 Conclusions

Listed below are ***seven*** conclusions that follow from the main findings of the evaluation.

First, there seems to be a lack of clarity on the real value added of the MDG Reports. A number of people interviewed expressed skepticism at what they saw as yet another tool introduced by the UN system and the UNDP. Related to this issue, the MDGs are not seen as anything new, despite the global political commitments to them. Moreover, as a result of the pre-occupation with technocratic discussions on the length, format and content of the MDGRs, setting up of steering committees, working groups and task forces, and so on, what is lost is strategic thinking on: (1) the results that the MDGRs are expected to generate, (2) how to use the MDGRs more effectively for transforming the lives of people, and (3) how the UN and the UNDP in particular can deliver on the MDGs.

Second, the assessment reveals wide variations in ownership and authorship of the MDGRs. Successful efforts have been made by UNCTs to engage the government in the preparatory process. In some cases, it has been convenient to mistakenly equate government authorship to national ownership. While it is important to encourage diversity to promote country ownership and reflect country-level realities, more strategic thinking is needed on what forms of MDG reporting will generate maximum public support and action around the MDGs.

Third, advocacy and dissemination are essential elements for delivering on the MDGs. Here too, the assessment reveals divergent actions at the country level, and differing opinions on responsibilities and strategies. Whereas effective advocacy on the MDGs is necessary, it may not be sufficient to generate good policies or ensure good results. There is a sense that in the process of advocating for the MDGs, the UN system may be generating too many expectations without necessarily having the capacity to deliver on the MDGs.

Fourth, there is need to link up more strategically to on-going processes of reporting on development at the country level. An obvious area for strong linkages is with the NHDRs and the PRSPs. NHDRs and MDGRs must be seen as mutually supporting documents, not as substitutes. MDGRs are for awareness advocacy; NHDRs are meant for policy advocacy. NHDRs must become the main source for data that the MDGRs will need to use. At the same time, NHDRs need to be strengthened for their effectiveness in offering policy analysis and advice to countries.

Fifth, in PRSP countries, closer ties between government, IFIs and the UN system will help strengthen monitoring of performance towards the attainment of the MDGs. As with the PRSP evaluation, this

assessment too highlights the need for greater clarity, convergence and coordination between the monitoring and reporting processes for the MDGRs and the PRSPs. UNDP COs in particular will need to focus on how to coordinate and harmonise UN wide efforts in support of the MDGRs and PRSPs.

Sixth, reporting on MDGs has several implications for the role of the UNDP at the country level in terms of fulfilling expectations, redefining the nature of programmatic support, redefining partnerships (with other UN agencies, other bilateral agencies and the IFIs, with government and civil society organisations), strengthening in-house competencies, and envisaging what is critically needed for a more active engagement of civil society.

Finally, the role of the resident coordinator system in reporting on and campaigning for the MDGs needs to be clarified. High expectations are being generated without a clear understanding of how the RC system will be strengthened (both in terms of manpower and financial resources) to sustain MDG reporting and campaigning efforts.

Chapter 3
RECOMMENDATIONS AND CONCLUSIONS

There are several implications that follow from the assessment of the MDG reporting processes put in place by the countries. These have been reflected as a set of seven challenges that must be met as the UNDP and the United Nations move rapidly to strengthen reporting on MDGs.

1. **The communication challenge**
   - Much has to be done at the country level to promote awareness about the MDGs. MDGRs have a useful role to play in systematically educating and sensitising the public on the MDGs.
   - There is definite 'reader fatigue' setting in. It is therefore critical to keep in mind the distinct purpose of the MDGRs and keep the Reports simple, brief, and visually appealing. It is particularly important to keep the language free of jargon.
   - Communication must re-assure NGOs and others that the focus on MDGs is not intended to displace attention from other issues such as violence, child rights abuse, discrimination, human rights violations, etc.
   - Presenting data or preaching goals is not enough; people need to relate goals to improvements in the quality of people's lives. Some description must accompany data in order to humanise the reports. MDGRs must portray the true picture of human poverty, and reflect, in particular, the changes occurring in the lives of the poorest and most neglected communities in society.
   - It is useful to make the MDGRs strategically 'controversial' so that they spark off debates in parliament, in the media and among citizens.

2. **The participation challenge**
   - The UNDP and the UN system need to be conscious of the dangers of equating government authorship to national ownership.
   - Processes need to be put in place for ensuring fair inclusion of NGOs and effective consultation with CSOs. It is equally important to consciously widen the circle to include the private sector, parliamentarians and others as advocates of MDGs.
   - An open process of consultation with partners must be adopted to review, reform and recalibrate goals, targets and indicators.
   - Participation of NGOs and CSOs must not end with the production of the MDGR. The real essence of participation will lie in mobilising support of NGOs and CSOs in the follow-up actions needed to attain the MDGs.

3. **The reporting challenge**
   - MDGRs must not be seen as statistical reports, but rather as popular 'public affairs' and 'political' reports meant to mobilise society's support.
   - Regardless of who authors the MDGR, it must be honest, bold, and it should portray the true picture of poverty
   - The Report must spark off debates on policy relevance and public dialogue on MDGs.
   - Disaggregated data on the many indicators must be presented in an easy-to-comprehend manner.
   - Mechanisms are needed to ensure regular and periodic reporting on the MDGs at the country level.
   - MDG reporting must link up with the country level political processes to position MDGs as a central item on the public agenda.

4. **The statistical challenge**
   - Concerted efforts are needed to address the issue of gaps in data. There are also the additional issues of standardisation of definitions and methodology, timing, quality, etc. that must be addressed.

- Special attention must be paid to disaggregation of data by gender, location, ethnicity, etc. so that differentials can be assessed and progress of the poorest groups can be tracked more effectively
- More needs to be done to improve public access to data on human development and the MDGs. Supplementary products (short reports) on different dimensions of the MDGs will be useful.

5. The campaign challenge

- Launching a professionally designed campaign with a long - term strategic mission is essential. This has to be country specific keeping in mind: (1) sensitivities within a country; (2) the generally low confidence of people in governments and political leadership ("Government signs everything, it means nothing"); and (3) the dangers of not meeting the expectations that a campaign can generate.
- An important consideration is to determine who will design, direct and finance the campaign. A professional assessment will help address the issue of whether or not there ought to be a lead agency for each goal.
- Getting a buy-in for the MDGs may be simpler in the PRSP countries (where the process of promoting country ownership of the PRSP has been put in motion) and also in countries with a high dependence on ODA. Different strategies will be needed to get the buy-in of more developed countries, and those that do not depend much on ODA. Also, a decision needs to be taken on reporting on the MDGs by developed countries.
- The potential of parliamentarians and the press to support the campaigns needs to be tapped more systematically.

6. The evaluation challenge

- Tracking progress using data is not evaluation. It is important to move beyond mere reporting of numbers to evaluating progress. Governments and citizens will soon want to know why policies are not working and what changes are needed. Though the MDGR is not the place to discuss policy alternatives, the success of reporting will depend upon the effectiveness of policy analysis and programmatic evaluations. The NHDRs will have an even more important role to play as MDGRs become popular in stimulating public debates and demanding action.

7. The global cooperation challenge

- Campaigning in developed countries has to be intensified in order to mobilise support for the MDGs, and deliver results in terms of aid, trade and access to markets and technology.
- Monitoring the global compact on partnership is critical. Having well-defined goals, targets and indicators for ODA is a useful starting point.

Recommendations

The assessment has identified a number of specific recommendations that follow as the UNDP and the UN system gear up to meet the seven challenges. These recommendations are addressed to (a) the UN system, (b) the UNDP, and (c) global development partners.

THE UNITED NATIONS SYSTEM

On the product : It is necessary for the UNDP and its UN partners to focus on the real value added of the MDGRs and strategically position them to generate maximum debate, discussion and public action around the MDGs. The MDGRs must emerge as 'public affairs documents' with a wide readership. It is important therefore that the MDGRs remain brief, use simple language, avoid jargon, and are visually appealing. They should also be supplemented by a range of simple thematic publications that report on different aspects of the MDGs.

On the process: It is important for the UNDP, in collaboration with the UN system, to work out a strategy for establishing and nurturing partnerships with CSOs at both the global and country levels. Closer linkages with the IFIs also need to be developed.

The UN system should also work towards developing a common UN database that pulls together the work of different UN agencies (such as Child Info, Dev Info, VMAP, etc.). Launching country specific campaigns that link up to global initiatives surrounding the MDGs will greatly strengthen the overall process of reporting on MDGs. Such a global UN campaign strategy must develop a differentiated strategy keeping in mind three principal constituencies: (i) the developed countries, (ii) the developing countries, and (iii) target audiences within each country. As part of the dissemination strategy, it will help to develop a portfolio of campaign materials and products. It is also essential to rationalise reporting requirements, especially those prescribed by the UN system such as the CCA, NHDRs and PRSPs. The UN must also develop closer linkages with the IFIs to clarify in particular the role of UN vis-à-vis the PRSP.

The role of the Resident Coordinator The office of the UN R C needs to be strengthened and supported to develop a long term strategic plan on MDG reporting that takes into account key considerations at the country level: how policies are made; who the key players are; who the best allies are; what the best use of data is; what priority changes are needed; where the levers for change are; how short-term progress can be measured; what is the right timing for the MDGRs; what ought to be the frequency of the MDGRs; what is the nature of supplementary materials that will be needed; and so on. An integral part of the strategic reporting plan should be an effective advocacy and dissemination plan. The UNRC should develop a strong UN campaign strategy with three constituencies in mind: (1) the developed countries, (2) the developing countries, and (3) domestic constituencies within each country. The UNDP and its partners should also focus on rationalising reporting requirements, especially those required by the UN system such as CCA/UNDAF, NHDRS and PRSPs.

UNDP

The UNDP should undertake new initiatives to develop programmes for capacity building of CSOs. Efforts must also be made to strengthen the policy analysis functions in order to engage more meaningfully in discussions on programme and policy interventions that can deliver on the MDGs at the country level. It is important to strengthen the content of the NHDRs to make them more policy relevant. Efforts should also be made to discourage MDGRs from becoming policy documents or publications that resemble NHDRs. At the same time, to sharpen the focus and enhance the content, quality and utility of MDGRs, the UNDP must dialogue with the IFIs more effectively on three issues: data, policy and financing of MDGs. It is equally important for the UNDP to support efforts that assess systematically the development effectiveness (of programmes, organisations, advocacy and dissemination) of efforts made to attain the MDGs.

GLOBAL PARTNERSHIPS

The UNDP and the UN system should mobilise global partners for mounting an initiative on statistics that will bring together international and national statistical organisations to engage in a comprehensive assessment of data needed for the effective monitoring of MDGs. The UN and its partners should consider global surveys on MDGs (like the Multi-Indicator Cluster Survey –MICs), following a standard set of global guidelines to compare performance across countries and regions of the world, and to track and report systematically on global progress towards the MDGs. Global development partners will need to explore collaborative mechanisms that will ensure regular reporting on MDGs by countries. It is of the utmost importance to track progress on Goal 8, which is not being reported upon by countries. Significantly, the findings of this assessment suggest that this is regarded by most developing countries as the biggest challenge for delivering on the MDGs.

Annex 1

Millennium Development Goals, Targets and Indicators

Millennium Development Goals (MDGs) The goals and targets are based on the UN Millennium Declaration, and the UN General Assembly has approved them as part of the Secretary General's road map towards implementing the declaration. UNDP worked with other UN departments, funds and programmes, the World Bank, the International Monetary Fund and the Organisation for Economic Cooperation Development to identify over 40 quantifiable indicators to assess progress.	
Goals and Targets	**Indicators**
Goal 1: Eradicate extreme poverty and hunger	
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.	**1**. Proportion of population below $1 per day (PPP-values) **2**. Poverty gap ration [incidence x depth of poverty] **3**. Share of poorest quintile in national consumption
Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger.	**4**. Prevalence of underweight children (under- five years of age) **5**. Proportion of population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education	
Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	**6**. Net enrolment ratios in primary education **7**. Proportion of pupils starting grade 1 who reach grade 5 **8**. Literacy rate of 15-24 year olds
Goal 3: Promote gender equality and empower women	
Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005, and in all levels of education no later than 2015	**9**. Ratio of girls to boys in primary, secondary and tertiary education **10**. Ratio of literate females to males of 15-24 year olds **11**. Share of women in wage employment in the non-agricultural sector **12**. Proportion of seats held by women in national parliament
Goal 4: Reduce child mortality	
Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	**13**. Under-five mortality rate **14**. Infant mortality rate **15**. Proportion of 1 year old children immunised against measles
Goal 5: Improve maternal health	
Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	**16**. Maternal mortality ratio **17**. Proportion of births attended by skilled health personnel

Goal 6: Combat HIV/AIDS malaria and other diseases	
Target 7: Halt by 2015, and	**18**. HIV prevalence among 15-24

begin to reverse, the spread of HIV/AIDS	year old pregnant women **19**. Contraceptive prevalence rate **20**. Number of children orphaned by HIV/AIDS
Target 8: Halt by 2015, and begin to reverse, the incidence of malaria and other major diseases	**21**. Prevalence and death rates associated with malaria **22**. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures **23**. Prevalence and death rates associated with tuberculosis **24**. Proportion of TB cases detected and cured under DOTS (Directly Observed Treatment Short Cause)
Goal 7: Ensure environmental sustainability	
Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	**25**. Proportion of land area covered by forest **26**. Land area protected to maintain biological diversity **27**. GDP per unit of energy use (as proxy for energy efficiency). **28**. Carbon dioxide emissions (per capita) (Plus two figures of global atmospheric pollution: ozone depletion and the accumulation of global warming gases)
Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water	**29**. Proportion of population with sustainable access to an improved water source
Target 11: To achieve by 2020, a significant improvement in the lives of at least 100 million slums dwellers	**30**. Proportion of people with access to improved sanitation **31**. Proportion of people with access to secure tenure (Urban/rural disaggregation of several of the above indicators may be relevant for monitoring improvement in the lives of slum dwellers)
Goal 8: Develop a Global Partnership for Development*	
Target 12: Further develop an open, rule-based, predictable, non-discriminatory trading and financial system Includes a commitment to good governance, development, and poverty reduction – both nationally and internationally	*Some of the indicators listed below will be monitored separately for the Least Developed Countries (LDCs), Africa, landlocked countries and small island developing states.*
Target 13: Address the Special Needs of the Least Developed Countries Includes: tariff and quota free access for LDC exports; enhanced programme of debt relief for HIPC and cancellation of official bilateral debt; more generous ODA for countries committed to poverty reduction	<u>Official Development Assistance</u> **32.** Net ODA as percentage of DAC donors' GNI [targets of 0.7% in total and 0.15% for LDCs] **33**. Proportion ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation) **34**. Proportion of ODA that is untied **35**. Proportion of ODA for environmental protection

	in small island developing states **36**. Proportion of ODA for transport sector in land-locked countries.
Target 14: Address the Special Needs of Landlocked countries and small island developing states (through Barbados Programme and 22nd General Assembly provisions)	<u>Market Access</u> **37**. Proportion of exports (by value and excluding arms) admitted free of duties and quotas **38**. Average tariffs and quotas on agricultural products and textiles and clothing
<u>Target 15:</u> Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	**39**. Domestic and export agricultural subsidies in OECD countries **40**. Proportion of ODA provided to help build trade capacity <u>Debt Sustainability</u> **41**. Proportion of official bilateral HIPC debt cancelled **42**. Debt service as a percentage of exports of goods and services **43**. Proportion of ODA provided as debt relief **44**. Number of countries reaching HIPC decision and completion points
Target 16: In co-operation with developing countries, develop and implement strategies for decent and productive work for youth	**45**. Unemployment rate of 15-24 year olds
Target 17: In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries	**46**. Proportion of population with access to affordable essential drugs on a sustainable basis
Target 18: In co-operation with the private sector, make available the benefits of new technologies, especially information and communications	**47**. Telephone lines per 1000 people **48**. Personal computers per 1000 people
	Other Indicators TBD

***** The selection of indicators for Goals 7 and 8 is subject to further refinement

Annex II

TERMS OF REFERENCE (TORs) FOR THE ASSESSMENT OF MDG COUNTRY REPORTS

Introduction

Given the corporate importance that the United Nations Development Programme (UNDP) attaches to the Millennium Development Goals (MDGs) and the emphasis on having credible tracking and monitoring systems, the UNDP Regional Bureaux (RBx) and central units have requested the Evaluation Office (EO) to conduct a rapid assessment of the MDG country reports that have been prepared to date. These TORs set out the scope and methodology for the assessment of the Millennium Development Goals Reports (MDGRs) based on consultations with the RBx and relevant central units[17] and a review of the guidelines and a sample of the completed reports.

Background

In September 2000, the member states of the United Nations (UN) adopted the Millennium Declaration, which set out, among other things, a series of clear commitments, goals and targets for the achievement of human development. These goals were subsequently transformed into the Millennium Development Goals (MDGs), which consist of eight major goals and 18 targets (and about 48 monitoring indicators). These goals, which include a call to halve the proportion of people living under extreme poverty, halt and reverse the spread of HIV/AIDs, and achieve universal primary education for both boys and girls by the year 2015, reflect growing international consensus on what constitutes human development[18] (See http://www.undp.org/mdg/). In this respect, the MDGs are very much at the core of both the UNDPand the UN system's mission and priorities and a number of initiatives have been set in motion to generate sustained commitment and support country level efforts.

To promote awareness and initiate action around these goals globally, at the country level and within the UN system, the UN Secretary General (UNSG) assigned the UNDP Administrator as chair of the United Nations Development Group (UNDG) to to coordinate the UN system work on MDGs. The UNDP considers the MDG process to be a unique opportunity for generating momentum to mobilise wider civil society support for the MDG goals. This in turn should galvanise the commitment of policy makers towards these goals and align national programmes and targets aimed at achieving the targets. In that context, the MDGRs have become the centrepiece for tracking and monitoring the MDGs at national level and for providing a key input to the campaign.

Perhaps even more important, the MDG Reports are important scorecards for the governments and programme countries and, potentially, a powerful tool for promoting national ownership and generating debate around development and its effectiveness.

The UN Country Teams and governments have already produced a number of reports. The pilots started last year with Tanzania, Cambodia, Chad and Vietnam. Since then Albania, Bolivia, Nepal, the Philippines and Senegal have completed their reports. Every developing country is expected to have completed at least one such report by 2004. To date, a total of 14 countries have produced and published their first reports and 21 more are expected to complete theirs by the end of 2003, with another 24 scheduled for completion in 2003 and 2004. (See Annex III).
Clearly the momentum is picking up and both the UNDP and the UN system are providing priority support to member countries in this endeavor. The Millennium Declaration states that the MDGs were adopted in

[17] All the Bureaux, OSG BDP and BRSP were consulted prior to the drafting of these TORs.
[18] The MDGs are global targets set by the world's leaders and based on the UN Millennium Declaration adopted at the Millennium Summit of September 2000 and by the UN General Assembly. See Annex I and http://www.undp.org/mdg/ for a list of all the 8 MDGs and global targets set for achieving these commitments.

order "… to create an environment - at the national and international and global levels alike- which is conducive to development and the elimination of poverty." (General Assembly resolution 55/2. para. 12). If the reports are to promote this and serve as the centerpiece of concerted UN system action to track and monitor MDG targets at the country level, then the process of preparation and quality, as well as their effective use for campaigning and policy dialogue will be important concerns for the UNDP and the UN system.

In outlining the specific purpose of the MDGRs, the UNDG Guidance Note states that they are 'a tool for awareness raising, advocacy, alliance building, and renewal of political commitments at the country level, as well as to build national capacity for monitoring and reporting on goals and targets'. The MDGRs are viewed as primarily public affairs documents. As such, they are expected to focus national development debate on specific priorities.

The Administrator's role as score keeper and campaign manager will to some extent depend on the robustness and credibility of these reports. As both the UNSG and the UNDP Administrator have underscored, the process must be owned and led by the countries themselves and MDGRs should trigger national debate and "…lead to policy changes as well as to people demanding of their governments more access to education, better health care and the answer as to why the country next door was doing better than their own governments in providing basic services." [19]

Purpose of the Assessment

The purpose of the assessment is to assess the quality, relevance and value added of MDGRs , with a view to assisting the UNDP and the UN system in supporting the countries to improve and strengthen both the process and the product. The objective is to inform UNDP senior management, and country officesand the UNCTs how well the Reports have been prepared and whether or not they pass the all important litmus test: the potential value added of MDGRs in shaping national development dialogue and in building real country ownership of the process.

From the outset, it is important to state that the assessment should not be viewed as an evaluation of how far individual countries have progressed towards meeting their MDG targets. The assessment is a forward looking lesson-learning exercise designed to lay the groundwork for improving the process, the quality, the content and utility of the MDGRs . Notwithstanding this, it is hoped that the analysis from the rapid assessment will provide some pointers as to what needs to happen if countries are to meet their targets. The assessment should also yield findings that will enhance the credibility and advocacy value of the reports. More fundamentally, the assessment will contribute to the identification of good practice, setting quality standards and in time, generating an analytical framework for comparability across countries and producing regional or global analysis.

The assessment will focus on:

(i) the process followed in the report formulation
(ii) extent of participation by different national stakeholders and quality of dialogue
(iii) country ownership of the process
(iv) the dissemination and advocacy strategy

More specifically, the assessment will:

- Review the quality of the analysis contained in the reports and the key factors influencing this aspect of reporting (e.g. data availability, capacity for statistical analysis, etc).
- Assess the degree to which the MDGRs have secured broad national consensus on status, trends and key issues on the relevant goals and targets as well as other associated country level priorities.
- Assess the capacity development aspects involved in the exercise of national ownership, with particular reference to the monitoring of MDGs.

[19] United Nations, Press Conference on Millennium Development Goals, 10 October 2002.

- Assess the process followed inthe preparation of the MDGRs particularly the degree to which it was participatory and involved all key national stakeholders (government, civil society, private sector, academia), UN agencies, the World Bank, other IFIs and bilateral donors.
- Determine the extent to which the reports are being used for policy dialogue, advocacy and agenda setting and if they are not, to gauge what is needed to ensure they go beyond mere reporting.
- Examine the issue of coherence between MDGRs, the PRSP process and UNDP supported efforts such as national human development reports.
- Assess the value addition the UNDP and the UNCT could bring to the process and provide lessons so that future MDGRs can become valuable and credible instruments for tracking and monitoring progress towards achieving MDG targets.

Methodology
The assessment will adopt an evaluative approach. The focus will be both on assessing the credibility of the process of preparation of the reports, and will also situate the content of the report in a wider perspective of national initiatives toward the MDG targets. It will also assess the coherence amongst UN system development cooperation efforts in support of MDG goals.

Some of the questions and issues that the assessment will cover are:

- What is the quality of the reports and are they comparable across countries?
- What was the level of partnership and genuine participation and engagement of key stakeholders, especially civil society and the entire UN system in the process of preparing MDGRs?
- Can MDG Reports reports serve as a basis for concerted national policy dialogue and complement other instruments such as the Poverty Reduction Strategy Papers (PRSP), the National Human Development Reports (NHDRs), the Common Country Assessment and the United Nations Development Assistance Framework (CCA /UNDAF)?
- What are the dissemination and advocacy strategies arising out of the reports and the uses to which the reports are likely to be put.
- What do the trends tell us about the future? In other words, what is working or not working and how can the UNDP and the UNCT build on the lessons learnt to improve the process and build a credible tracking and monitoring system?

The assessment is expected to be carried out over a three-month period beginning February 2003. Two international consultants supported by local experts in the eight countries to be sampled will undertake the assessment. The exercise will entail a combination of analysis of the MDGRs and key relevant documents, and consultations with key stakeholders in the five sample countries. Triangulation of information and data sources will constitute the primary methodology for the assessment. Validation of the information and findings will be achieved through cross-referencing of sources. This means that document reviews will be supplemented by interviews and focused group discussions with key informants and/or stakeholders at both UNDP HQ and the COs that will be visited. Rapid questionnaires and informal snap surveys may also be used to provide quick information on the process. The assessment team will consult with members of the UN Interagency Working Group on Evaluation (IAWG) in order to obtain a broad range of views from both within and outside the UNDP and COs.

Since the core task is to assess the MDGRs , all Reports available at the time of the evaluation will be reviewed. Validation of these findings will be undertaken in at least five eight sample countries that will be visited, through discussions and consultations with the UNDG and the IAWG. Desk reviews of all the completed MDGRs will focus on assessing the quality and content of the reports and provide a trend analysis on the basis of criteria to be developed by the assessment team. The last stage of the assessment will be devoted to report writing and further triangulation of country specific data and findings with HQ sources. Lesson- learning regional and global workshops are also envisaged.

Desk Review
- Comprehensive HQ-based desk review of the MDGRs and other key MDG documents, bringing out key trends and issues and developing a criteria for assessing the reports

- Interviews and consultations with key UNDP and UNDG persons involved in policy and strategy setting and the programmatic issues surrounding MDGs
- Liaison with IAWG focal points for MDG tracking and monitoring to bring in the participation of the UN system at HQ levels

Country-Level Visits
Based on consultations with the Regional Bureaux, a sample of at least eight countries will be visited by the international team to validate the findings emerging from the HQ-based desk reviews of the MDGRs and the information and views from the interviews. The international team will spend a total of five days per country and will be supported by a locally recruited consultant. The main purpose is to (a) obtain on-site knowledge of how the process was undertaken, (b) get the views of the government and national stakeholders and the UN team, (c) bring some level of specificity and context to the assessment and (d) come up with contextual findings and recommendations that can strengthen the desk review analyses. Country visits will also be used to identify good practices and lessons for the future at both the country and corporate levels.

On the basis of the available reports, the need for geographical balance and the views of the RBx on the MDG process, importance of the country and its value with respect to lesson- learning potential, the following countries have been selected : Albania, Bolivia, Cambodia, Lesotho, Mongolia, Poland, Senegal and Yemen.

Lessons Learning Workshops [20]
The assessment is driven by the need to build knowledge and disseminate it to key constituencies and stakeholders and incorporate it in future reporting processes. Accordingly, the assessment is expected to culminate in a global lessonslearning workshop that will bring together at least two countries from each RBx, the SURFs, the eight sample countries and HQ units,selected UN system partners and one or two experts on MDGs. The focus of the global workshop would be to disseminate findings and lessons learnt and review the approach and guidelines for MDG reporting.

Depending on the interest, lessons- sharing regional workshops will be organised for COs that will use the findings of this assessment as key inputs. The regional workshop would be primarily for knowledge sharing and capacity building, and for identifying good practices and what needs to be done in the future to strengthen the MDG reporting process and monitoring and evaluation. So far the Regional Bureau for Africa has expressed an interest in such a workshop. It is expected that the regional bureau concerned will finance the regional workshop.

Expected Outputs
The expected outputs are (i) the Assessment Report, (ii) eight separate Country Reports, (iii) a Global Workshop and (iii) Regional Workshop(s). The findings should serve as an input to all upcoming UNDP and, hopefully, UNDG workshops or seminars in all regions. The report will be 25-30 pages long (excluding annexes), detailing key findings, good practices and clear recommendations for the future. It will also include synopses of findings on the sample countries within the main body of the text as well as separate reports on each country as Annexes.

[20] Depending on client preferences, the Regional and Global workshops could take place before the final report is completed and be convened as both a learning event and stakeholder consultations on the draft report. This would allow for interactive learning and richer feedback into the final report.

Annex III

Table 1: Countries that have produced MDG Reports – 2001 to April 2003

Region	Number of countries	Countries that have prepared MDGRs	
		Numbers	Names
Arab states	17	2	Egypt (2002) Saudi Arabia (2002)
East Asia and the Pacific	19	3	Cambodia (2002) Philippines (2003) Vietnam (2001, 2002)
South Asia	8	2	Bhutan (2002) Nepal (2002)
Latin America and the Caribbean	33	2	Bolivia (2002) Guatemala (2002)
Sub-Saharan Africa	44	8	Cameroon (2001) Chad (2002) Guinea (2003) Madagascar (2001) Mauritius (2001) Mozambique (2002) Senegal (2001) Tanzania (2001)
Central and Eastern Europe and the Commonwealth of Independent States (CIS)	25	6	Albania (2002) Armenia (2001) Bulgaria (2003) Kazakhstan (2002) Lithuania (2002) Poland (2002)
	146	23	

Source: Tabulated from MDG Net Resource Corner, UNDP, April 2003.

Table 2: Countries in the process of producing MDGRs for release in 2003

	Countries preparing MDGRs		Countries preparing MDGRs		Countries preparing MDGRs		Countries preparing MDGRs		Countries preparing MDGRs
1	Algeria	11	Central African Republic	21	Lao PDR	31	Nicaragua	41	Togo
2	Armenia	12	Chile	22	Latvia	32	Pakistan	42	Trinidad and Tobago
3	Argentina	13	China	23	Lebanon	33	Paraguay	43	Tunisia
4	Azerbaijan	14	Djibouti	24	Lesotho	34	Romania	44	Turkmenistan
5	Bahrain	15	Georgia	25	Libya	35	Russia	45	Turkey
6	Barbados	16	Guyana	26	Macedonia FYR	36	Somalia	46	UAE
7	Bhutan	17	Jamaica	27	Malawi	37	South Africa	47	Ukraine
8	Bolivia	18	Jordan	28	Moldova	38	Sudan	48	Uzbekistan
9	Bosnia Herzegovina	19	Kuwait	29	Mongolia	39	Syria	49	Yemen
10	Burundi	20	Kyrgyzstan	30	Morocco	40	Tajikistan	50	Yugoslavia

Source: Tabulated from MDG Net Resource Corner, UNDP, April 2003.

Annex IV

List of Persons Met and Consulted

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Annex V

MDG REPORTS: A LOOK THROUGH A GENDER LENS
EXECUTIVE SUMMARY

This report is the outcome of an exercise undertaken by the Gender Unit at the UNDP Bureau for Development Policy (BDP) as a complement to the recent evaluation of MDG reporting in eight countries carried out by the Evaluation Office of the UNDP. The gender scan focuses on a selection of published MDGRs to assess the extent to which gender concerns and perspectives have been mainstreamed into discussions under various goals. The MDGRs of 13 countries have been scanned along three parameters.

- Incorporation of gender issues/perspectives under goals other than Goal 3.
- Mention/recognition of women's issues under goals other than Goals 3 and 5.
- Content/perspective of gender/women's issues under each goal.

The MDGRs were selected to provide a regional spread and include reports authored by the UN system, national governments and civil society/ research institutes.

Findings

Gender equality perspectives are not adequately mainstreamed into the MDGRs. Discussions on gender are primarily confined to Goal 3 (gender equality), Goal 5 (maternal mortality) and Goal 6 (HIV/AIDS). This 'ghettoisation' of gender issues within women-specific sectors appears to be independent of the authorship of the report – there is no significant difference on this score between reports authored by the UN system, national governments or independent consultants. The inclusion of gender perspectives and women's concerns under Goals 5 and 6, when seen in conjunction with the total invisibility of women in discussions on Goals 7 (environment) and 8 (development cooperation) in the majority of reports, suggest that women are still being seen in terms of their vulnerabilities, and are being cast in their traditional roles as mothers or victims rather than as actors in development. Further, despite the rights-based perspective reflected by most reports in discussions on Goal 3, the approach to women in discussions under other goals continues to be instrumental rather than rights-based. Examples are the discussions on child mortality in several reports, where women's lack of knowledge of care and feeding practices is most commonly identified as a barrier to achieving the goal. Such a formulation ignores the gendered variables that mediate child survival, while accepting without comment the invisibility of fathers in parenting and care. Similarly, while several reports mention women in the context of discussions on poverty, these are usually limited to identifying them as a particularly vulnerable group. The statements in some MDGRs about feminisation of poverty are indicative of a welcome shift from earlier approaches that were insensitive to the differential concomitants and implications of poverty for women and men. However, when they are not backed up by data or policy commitments, such statements are of little value either as entry-points for refocusing the direction of poverty policy or as benchmarks for tracking change. Discussions on gender in the majority of reports reviewed do not adequately reflect the fact that gender inequalities do not operate in isolation, but are mediated by inequalities of class, race and ethnicity. Looking at gender in isolation obscures the relationship between gender inequality and other systems of domination and can lead to a serious underestimation of the real extent of women's subordination and vulnerability. The rationale for reporting or not reporting on a particular indicator is not always stated in the reports. It is generally assumed that reporting may be based on the availability of data at the national level, but this may not always be the case. Sex-disaggregated data on a large number of indicators have been collected in several countries under programmes supported by various UN organisations, but are not used in the MDGRs. Sex-disaggregated school drop-out rates in education are a case in point. Data on this indicator are available in several countries, but are not generally included in the MDGR, possibly because it is not specifically listed as an indicator under Goal 2 (education). Yet, drop out rates can bring the issue of girls' unpaid work into sharp focus, and can complement enrolment data to provide a more complete picture of gender differentials in access to education. Similarly, sex-disaggregated data on voter turnouts in elections are available in many countries, and could supplement data on women's presence in legislatures. One or two reports among those reviewed have been able to successfully collect and present disaggregated data on a range of indicators, implying that the difficulties usually cited to justify data gaps on gender issues are not insurmountable. The

failure to flag data gaps in MDGRs therefore represents a lost opportunity to bring these issues into the forefront of national and donor priorities. There are wide variations in the presentation of data in the MDGRs reviewed. While some reports present only brief composite tables, others contain exhaustive data on a range of indicators and seem designed for an expert audience. Crosscutting issues and inter-sectoral connections are not always highlighted and data are not always interpreted in a manner that makes connections between the status of a particular indicator and the larger situation of gender inequality in the country. While the MDGs cover most of the key areas of the Beijing Platform for Action, a major gap is in the area of reproductive health. Some countries have chosen to report on reproductive health under Goal 5 (maternal mortality). However, the indicators used are still those for tracking maternal mortality and do not adequately capture critical dimensions of reproductive health and rights. It is nevertheless encouraging that, despite the absence of specific targets and appropriate indicators, countries reporting on reproductive health have included discussions on issues such as male responsibility and the need for tailoring services to the needs of adolescents. The MDGRs are not expected to be vehicles for exhaustive analysis. Rather, they are expected to present snapshots of the situation against each indicator. However, this review shows that MDGRs are more analytical (in terms of identifying the underlying causes of a particular phenomenon) in their reporting on Goal 3 than on any other goals. Even though these analyses do not always conform to a rights perspective, the fact that they identify and name some deep-rooted manifestations of gender inequality is to be welcomed, since it creates the space for subsequent advocacy on these issues.

The report makes the following suggestions to strengthen gender mainstreaming in the MDGRs.

MDG Reporting Process

- The process of preparation of national MDGRs is envisaged as a consultative one involving a range of stakeholders and representatives of civil society groups. **Involving members of women's groups and gender experts in consultations across goals** can be a strategy to ensure that gender issues are discussed and integrated into all sections of the final report.
- Supporting **independent studies using rapid participatory methodologies** to collect qualitative information on key gender dimensions of key issues such as poverty and health.
- Draft reports could be shared for **review by a group of independent gender experts** (other than those who may have been involved in consultations) who are also familiar with the country context. Comments and feedback from the experts could supplement the outputs from consultations.
- In most countries, UN organisations are involved in building the capacities of National Statistical Systems, which also provide the data for inclusion in MDGRs. UN support could be specifically focused towards **gender sensitisation for statisticians** involved in collating and processing data for the MDGRs. This would entail equipping them to identify and use relevant additional data from existing data sets that can supplement and bring a gender dimension to the mandatory indicators under each goal. Promoting and **supporting the collection of sex-disaggregated data** on key indicators is also an urgent necessity for successful gender mainstreaming in the MDGRs. UNCTs in UNDAF countries are already committed to the development of a common country database with disaggregated data on key national indicators.
- This process requires coordination at all levels to synergise the ongoing data-related interventions by various organisations, and to ensure that the appropriate data is fed into the process of preparation of national MDGRs.

MDG Guidance Note

- Since the MDG Guidance Note is currently under revision, it may be possible to add some **suggestions and tips for gender mainstreaming**.
- The last section of reporting under each goal in the MDGRs is an assessment of monitoring and evaluation capacities. The addition of **a specific query on capacity to collect sex-disaggregated data** in this section would have a significant impact in terms of attention to and accountability for providing disaggregated data.
- The Guidance Note could also include a suggestion to include at least **one box under each goal, highlighting a gender dimension** of that goal. These could either provide additional data, or

could highlight the qualitative implications for women of the issues highlighted in the body of the discussion.

MDG training

- Training for country teams involved in preparation of the MDGR should emphasise the importance of gender as a crosscutting goal, and provide practical tips and tools for such integration. A **module on gender and the MDGs** could be incorporated into every training programme.
- Training could also be **supplemented with an information pack/mainstreaming toolkit** containing suggested entry points, best practice examples and templates to facilitate the organisation and analysis of data around key indicators, for use by UNCTs involved in supporting the MDGR process.

Annex VI

Statistical capacities of a sample of countries producing MDGRs

Table 1: Capacity of a sample of countries producing MDGRs to incorporate statistical analysis into policy

	Capacity to incorporate statistical analysis into policy		
	Strong	**Fair**	**Weak**
Goal 1: Reduce extreme poverty and hunger	Saudi Arabia	Bolivia Cameroon Egypt Kazakhstan Mauritius Senegal	Mozambique Nepal Tanzania
Goal 2: Universal primary education		Bolivia Egypt Kazakhstan Mauritius Senegal	Albania Cameroon Mozambique Nepal Tanzania
Goal 3: Gender equality and women's empowerment		Bhutan Egypt Kazakhstan Mauritius Saudi Arabia Senegal	Bolivia Cameroon Mozambique Nepal Tanzania
Goal 4: Reduce child mortality	Egypt Mauritius Saudi Arabia	Bhutan Kazakhstan Mozambique Nepal Senegal	Bolivia Cameroon Tanzania
Goal 5: Improve maternal/reproductive health	Egypt Saudi Arabia	Bhutan Bolivia Kazakhstan Mauritius Nepal	Cameroon Mozambique Senegal Tanzania
Goal 6: Combat HIV/AIDS	Mauritius	Bhutan Kazakhstan Saudi Arabia Senegal	Bolivia Cameroon Egypt Mozambique Nepal Tanzania

Goal 7: Ensure environmental sustainability		Cameroon Kazakhstan Mauritius Nepal Saudi Arabia Tanzania	Bhutan Bolivia Mozambique

Table 2: Capacity of a sample of countries producing MDGRs for monitoring and evaluation

	Capacity for monitoring and evaluation		
	Strong	**Fair**	**Weak**
Goal 1: Reduce extreme poverty and hunger		Bolivia Cameroon Egypt Kazakhstan Mauritius Mozambique Saudi Arabia Senegal	Albania Bhutan Nepal Tanzania
Goal 2: Universal primary education	Saudi Arabia	Bhutan Bolivia Kazakhstan Mauritius Mozambique Senegal Tanzania	Cameroon Egypt Nepal
Goal 3: Gender equality and women's empowerment	Mauritius	Bhutan Kazakhstan Mozambique Saudi Arabia Senegal Tanzania	Albania Bolivia Cameroon Egypt Nepal
Goal 4: Reduce child mortality	Egypt Mauritius Saudi Arabia	Bhutan Kazakhstan Mozambique Senegal	Albania Bolivia Cameroon Nepal Tanzania
Goal 5: Improve maternal/reproductive health	Mauritius Saudi Arabia	Egypt Kazakhstan	Albania Bhutan Bolivia Cameroon Mozambique Nepal Senegal Tanzania
Goal 6: Combat HIV/AIDS	Saudi Arabia Senegal	Bhutan Bolivia Kazakhstan Mauritius Mozambique	Albania Cameroon Egypt Nepal Tanzania
Goal 7: Ensure environmental sustainability	Saudi Arabia	Bhutan Egypt Kazakhstan Mauritius Mozambique Nepal	Albania Bolivia Cameroon Tanzania

Table 3: Capacity of a sample of countries producing MDGRs to address Goal 5: Improve maternal and reproductive health

	Strong	Fair	Weak
Data gathering capacity	Egypt Mauritius Saudi Arabia	Bhutan Cameroon Kazakhstan Nepal Senegal Tanzania	Albania Bolivia Mozambique
Quality of survey information	Cameroon Mauritius Saudi Arabia Tanzania	Bolivia Egypt Kazakhstan Nepal Senegal	Albania Mozambique
Statistical tracking	Egypt Saudi Arabia	Bhutan Senegal	Albania Bolivia Mozambique Nepal Tanzania
Statistical analysis capacity	Mauritius Saudi Arabia	Albania Cameroon Kazakhstan Nepal Senegal Tanzania	Bhutan Bolivia Mozambique
Capacity to incorporate statistical analysis into policy	Egypt Saudi Arabia	Bhutan Bolivia Kazakhstan Mauritius Nepal	Cameroon Mozambique Senegal Tanzania
Monitoring and evaluation capacity	Mauritius Saudi Arabia	Egypt Kazakhstan	Albania Bhutan Bolivia Cameroon Mozambique Nepal Senegal Tanzania

Table 4: Capacity of a sample of countries to address Goal 6: Combat HIV/AIDS

	Strong	Fair	Weak
Data gathering capacity	Saudi Arabia Senegal	Bolivia Cameroon Kazakhstan Mozambique	Albania Egypt Mauritius Nepal Tanzania
Quality of survey information	Mauritius Mozambique Saudi Arabia Senegal	Bhutan Bolivia Cameroon Kazakhstan Nepal	Albania Egypt Tanzania
Statistical tracking	Saudi Arabia Senegal	Bolivia Cameroon Mozambique	Albania Bhutan Egypt Nepal Tanzania
Statistical analysis capacity	Saudi Arabia Senegal	Albania Bolivia Cameroon Kazakhstan Mauritius Mozambique	Bhutan Nepal Tanzania
Capacity to incorporate statistical analysis into policy	Mauritius	Bhutan Kazakhstan Saudi Arabia Senegal	Bolivia Cameroon Egypt Mozambique Nepal Tanzania
Monitoring and evaluation capacity	Saudi Arabia Senegal	Bhutan Bolivia Kazakhstan Mauritius Mozambique	Albania Cameroon Egypt Nepal Tanzania

Table 5: Capacity of a sample of countries to address Goal 7: Ensure environmental sustainability

	Strong	Fair	Weak
Data gathering capacity		Cameroon Egypt Kazakhstan Mauritius Saudi Arabia Tanzania	Albania Bhutan Bolivia Mozambique Nepal
Quality of survey information	Mauritius Saudi Arabia	Cameroon Kazakhstan Mozambique Nepal	Albania Bhutan Bolivia Egypt Tanzania
Statistical tracking		Cameroon Egypt Saudi Arabia	Albania Bhutan Bolivia Mozambique Nepal Tanzania
Statistical analysis capacity	Mauritius	Albania Bhutan Bolivia Cameroon Kazakhstan Nepal Tanzania	Mozambique
Capacity to incorporate statistical analysis into policy		Cameroon Kazakhstan Mauritius Nepal Saudi Arabia Tanzania	Bhutan Bolivia Mozambique
Monitoring and evaluation capacity	Saudi Arabia	Bhutan Egypt Kazakhstan Mauritius Mozambique Nepal	Albania Bolivia Cameroon Tanzania