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**Draft country programme document for El Salvador  
(2012-2015)**

Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Situation analysis. ....	1-5	2
II. Past cooperation and lessons learned. ....	6-8	3
III. Proposed programme. ....	9-15	4
IV. Programme management, monitoring and evaluation. ....	16-18	6
Annex		
Results and resources framework for El Salvador (2012-2015) .....		7



## I. Situation analysis

1. El Salvador is still a country where most people do not enjoy basic conditions of welfare. Average schooling is barely six years; 40 per cent of the population has no access to health services; in rural areas, 24 per cent of children under the age of five suffer from chronic malnutrition; a third of the population lacks access to a domestic water supply system; only a fifth of the labour force has decent work; and over half the population feels insecure living in the country. While El Salvador has achieved significant progress — and therefore has good prospects of meeting many of the Millennium Development Goals (MDGs) — there is a risk that gains could be reversed as a result of the economic and financial crisis and its after-effects. El Salvador ranks second among the countries in the region worst affected by the crisis. Its gross domestic product (GDP) contracted by 3.5 per cent in 2009, remittances fell by 9.9 per cent and it experienced a significant deterioration of its fiscal accounts, with total public debt rising from 42.5 per cent of GDP in 2007 to 53 per cent in late 2009.

2. The Common Country Assessment completed in 2010 highlights obstacles to development that can be attributed to the country's weak economic growth, inadequate investment in human development and institutional capacity gaps, among other factors. While 38 per cent of the population lived in poverty in 2007, that situation worsened as a result of the crisis, with the poverty rate rising to 43 per cent in 2009. The poverty measurement methodology is outdated, since it is not linked to the main causes and expressions of poverty and takes into account only income, not other types of deprivation. Furthermore, the country has very poor prospects of achieving the Millennium Development Goals that relate to combating HIV/AIDS, mainly because the population is poorly educated.

3. Of every 100 people in the labour force, an average of 47 are underemployed, 7 are unemployed, and only 24 have decent work, largely as a result of the low priority given to employment generation policies and the country's weak economic growth. Underemployment is thus the main problem in the Salvadorian labour market: the rate of female participation in the workforce remains very low even though women constitute the majority of the population (112 women for every 100 men); barely 47.6 per cent of women of working age are part of the economically active population, compared with 86 per cent of men. Micro-, small- and medium-sized enterprises provide about 76 per cent of national employment and their development as suppliers of production chains is of crucial importance for employment creation. Nineteen years after the peace agreements were signed, although civil and political rights, the separation of powers and the principle of free political competition are upheld, there are still various major problems with the electoral system, the level of citizen participation, the degree of transparency and accountability, and the strengthening of local governance, problems that are the product of a fledgling democracy trying to overcome the after-effects of the recent armed conflict. Both the electoral system and the institutional apparatus of the State continue to be characterized by the exclusion of women (who occupy 19 per cent of seats in Parliament), as well as persons with disabilities, minority ethnic groups and Salvadorians resident abroad. Over the last two decades, the system of political parties has been bipartisan, which has led to strong polarization.

4. El Salvador is one of the world's most violent countries, with a murder rate of 71 per 100,000 inhabitants in 2009. The situation has complex socio-economic

causes, which have been accompanied by public policies prioritizing coercion over other more holistic approaches. The increase in drugs trafficking and other forms of transnational organized crime is a cause for concern. The annual cost of violence in El Salvador is equivalent to 11.5 per cent of GDP. Gender-based violence is another serious dimension: one in 10 women is affected by sexual violence.

5. El Salvador is at the top of the list of countries at risk, since these conditions affect 89 per cent of its surface area and 95 per cent of its population. Risks of poor adaptation to climate change, owing to a lack of planning, have also been identified, and forecasts point to a greater intensity of hurricanes and floods in some regions, as well as a higher incidence of drought. The proportion of non-renewable energy in the energy mix has increased, reaching 45 per cent in 2009. Another growing environmental threat is toxic waste, which causes pollution and is detrimental to the health of the population and the country's development. For example, 83 per cent of surface water is contaminated. The fragmentation of environmental responsibilities and powers is the main reason for the lack of an effective response to these problems. Given the scale and diversity of the problems that El Salvador faces, its five-year development plan for 2010-2014 contains a broad set of targets and public policy measures aimed at poverty reduction, large-scale employment creation, fiscal stability and the expansion of public services, among other objectives.

## **II. Past cooperation and lessons learned**

6. As indicated in the Assessment of Development Results, the United Nations Development Programme (UNDP) Office played a role in the formulation of national urban poverty reduction programmes by developing practical tools to focus attention on and measure urban poverty. It contributed to an integrated and multi-sector response to HIV and facilitated access to health services for persons living with HIV by supporting the management and administration of funds in the institutional response to HIV/AIDS. The UNDP Office played a decisive role in the design of the national security policy and national prevention strategy, making proposals that incorporate both prevention and law enforcement measures; it contributed to the processes of political and electoral reform by supporting the Supreme Electoral Tribunal and worked with major groups in society to develop their capacity to interpret the political outlook and environment. It contributed to the elimination of ozone-depleting substances and, in the area of risk management, contributed to planning for an improved country response to natural disasters.

7. The Assessment describes valuable experiences that can be utilized in the future to maximize the value added by the UNDP Office: (a) the importance of responding to the needs of Government departments to remedy shortcomings in institutional performance with a long-term capacity-building strategy; (b) the need to strengthen direct support for civil society and private sector entities as a way to consolidate the country's democratic institutions; (c) the importance of strengthening management of the knowledge contributed by UNDP; (d) the advisability of focusing some activities on support for the legislature and judiciary. An opportunity exists to formulate a coordinated strategy to expand and deepen South-South cooperation.

8. The Assessment also highlights the gaps in past cooperation, and proposes: (a) the strengthening of support and the capacity transfer strategy, and the

establishment of mechanisms to maximize the impact of the recommendations contained in the Human Development Report; (b) more active promotion of the inclusion of environmental issues on the public agenda and support for sustainable development; (c) facilitation of the involvement of more social partners in strategies to combat HIV/AIDS and advances towards a sustainable national response; (d) prioritization of environmental management and the gender perspective as cross-cutting themes in projects; (e) prioritization of capacity-building for civil society entities in processes to consolidate civil society; (e) support for the application of the national justice and security policy and the national prevention strategy; and (f) strengthening of support for the Government to tackle more effectively the dynamic aspects of the insecurity created by organized crime.

### III. Proposed programme

9. The Programme for 2012-2015 supports the priorities defined by the national Government (in its 2010-2014 five-year development plan) and set out in the United Nations Development Assistance Framework (UNDAF) for the establishment of a model of inclusive and sustainable development and growth and the consolidation of democracy. The proposed interventions are based on a strategy of capacity-building and include the promotion of South-South cooperation, gender equity and human development. The programme seeks to obtain results in the following areas:

10. **Equity, social inclusion and poverty reduction.** The UNDP Office will provide advice on public policies to promote human development, welfare and equality within the population; the achievement of the MDGs; and poverty reduction, taking into account the causes and expressions of poverty and incorporating the multidimensional nature of the human development paradigm in the various programmes and strategies. This will include activities to: (i) promote the integration of the human development approach in long-term public policies through support for, and the production, dissemination and discussion of, various analyses of human development, poverty and the MDGs, highlighting differences in situation between the genders by means of sex-disaggregated data and analysis; (ii) build national capacity to address the delays in achieving the MDGs, paying particular attention to those sectors and groups that are lagging furthest behind, providing technical assistance for the analysis of future scenarios and priorities and the application of tools to evaluate existing policies, and supporting the design of new policies and programmes; (iii) facilitate the formulation, monitoring and evaluation of social policies, supporting the preparation of indicators and a poverty measurement methodology with a multidimensional approach; and (iv) continue strengthening national response capacity to HIV/AIDS, paying particular attention to the participation of civil society in prevention activities aimed at vulnerable groups. Technical assistance will be provided for the formulation of a programme to protect the rights of persons living with HIV/AIDS.

11. **Inclusive economic development, decent work and employment training.** The UNDP Office will help to reduce underemployment by supporting the development of micro-, small- and medium-sized enterprises, with a particular focus on businesses run by women. To that end, it will provide technical assistance and, in cooperation with the private sector, will support capacity-building in entities involved in development initiatives, for the formulation and adoption of business

models based on production linkages with a sustainable development approach, in both urban and rural areas.

**12. Democratic governance and State reform and modernization.** The UNDP Office will work in five areas: the electoral system, citizen participation, promotion of transparency, strengthening of local governance, and efficiency in public administration. The specific actions to be taken involve measures to strengthen the capacity of the Supreme Electoral Tribunal for the implementation of provisions on residential voting and voting by nationals resident abroad, as well as to build the capacity of political parties, facilitating the representation of traditionally excluded groups (especially women and young people), providing technical assistance and supporting implementation of the initiatives. The UNDP Office will: (i) support capacity-building in respect of Parliament in order to promote the involvement of women in the formulation of policies and laws; (ii) continue to facilitate opportunities for social dialogue and support capacity-building for civil society entities so as to enable them to participate more fully and effectively in public policy formulation and social oversight processes; (iii) strengthen the capacity of the Transparency and Anti-Corruption Under-Secretariat of the Office of the President, providing technical assistance in the design and implementation of a governance monitoring and evaluation system to foster transparency and accountability; (iv) promote the establishment of programmatic and management frameworks in support of territorial development; (v) strengthen the efficiency of the public administration to address the Government's structural problems, providing specialized advice to promote reforms leading to a more professional civil service; and (vi) support, at the institutional level, the assessment of capacity and the implementation of initiatives to improve the efficiency of expenditure and public investment.

**13. Citizen security and prevention of violence.** The UNDP Office will facilitate the coordination and implementation of citizen security and coexistence strategies, and will support the development of mechanisms to strengthen equal access to justice. To that end, it will provide technical assistance in order to contribute to the formulation of national policies for preventing and combating violence and organized crime. It will support the development of national capacity to contribute to regional action on security. In the area of justice, it will support capacity-building to strengthen the investigation of criminal acts, as well as the use of alternative dispute resolution methods. With regard to gender-based violence, it will coordinate with other agencies of the United Nations system, in order to support the key health, security and justice institutions in strengthening their institutional capacity to prevent, detect, record, attend to and punish cases of violence against women.

**14. Environmental sustainability and disaster risk reduction.** The actions of the UNDP Office will focus on: (i) providing technical advice to national authorities to support the incorporation of climate change mitigation and adaptation measures in development policies; (ii) providing technical assistance and support for capacity-building in the public and private sectors with regard to the adoption of energy efficiency policies and measures; (iii) providing technical support to key institutions involved in the management of water resources for the preparation of a comprehensive policy for the governance and administration of the said resources; (iv) supporting the capacity-building of, and providing technical advice to, public and private sector entities for the adoption of pollutant control and abatement measures; and (v) supporting the strengthening of capacity in national and local

entities for the implementation of measures and policies contributing to the management of biological diversity, with a particular focus on the recovery of ecosystems and productive activities. Furthermore, national and local disaster risk reduction capacities will be strengthened, especially through the incorporation of climate change adaptation and early recovery measures.

15. **Gender issues.** The UNDP Office will complement inter-agency interventions by supporting national measures to promote gender equality and the protection of women's human rights. To that end, the gender perspective has been incorporated in all UNDP interventions. More specifically, the UNDP Office will support the activities of State and key non-State entities in promoting the formulation and implementation of reforms facilitating the understanding and correction of gender inequalities.

#### **IV. Programme management, monitoring and evaluation**

16. The Ministry of Foreign Affairs, representing the Government of El Salvador, coordinates external development cooperation and is the UNDP counterpart agency. Sectoral actions will be coordinated with the ministries concerned. National execution will be the preferred modality for programme implementation. Participation by civil society organizations is also possible when justified for reasons of efficiency and effectiveness, and when the capacity assessment yields acceptable results. Direct execution by UNDP is an alternative that will be considered for all disaster response projects, as well as for projects where the impartiality of UNDP is a key factor in achieving results, such as politically sensitive projects, or those involving knowledge management or policy advice, based on the comparative advantages of UNDP. The UNDP Office will continue to provide technical cooperation for emergency response management, within the framework of coordination with other United Nations agencies. UNDP fast-track policies and procedures may also be applied, at the Government's request, when justified by the circumstances.

17. The Programme will be monitored and evaluated in accordance with UNDP regulations and policies and agreements with donors. The monitoring and evaluation framework will be harmonized with that established in UNDAF. Evaluations will be conducted in coordination with the Government. The effectiveness of the UNDP contribution is based on its solid alliance with the Government of El Salvador and its commitment to strengthening relations with bilateral and multilateral development partners and international financial institutions. The resources allocated to the Programme are expected to total 120,000,000 United States dollars, which includes 1,601,000 dollars from UNDP regular resources and 118,399,000 dollars from other resources.

18. The UNDP Office will continue with various activities that have made the organization of work more effective and improved results-based management. These activities include strengthening coordination between specialized bodies; formulating a strategy to mobilize financial resources, professionalize human resources and align the said human resources with organizational requirements; and creating the Programme Support Unit, which, among other functions, integrates support for the substantive monitoring of projects and the coordination of intervention assessment activities.

## Annex

## Results and resources framework for El Salvador (2012-2015)

<i>Contribution of national partners</i>	<i>Contribution of other partners</i>	<i>UNDP contribution</i>	<i>Indicators, baselines and targets</i>	<i>Indicative country programme outputs</i>	<i>Indicative resources (in United States dollars)</i>
<b>National priority or target:</b> 1. Substantial and verifiable reduction in poverty, economic and gender inequality, and social exclusion. 3. Economic revitalization including the restructuring and modernization of the agricultural and industrial sectors, and the large-scale generation of decent work.					
<b>Country programme/Impact of UNDAF:</b> I.1. The country will have formulated and implemented inclusive and equitable policies, programmes and mechanisms to address poverty, increase access to strategic social services and improve the quality of those services. <b>Impact indicators:</b> I.1. number of strategic and regulatory social policies developed and/or revised; I.7: percentage of people in vulnerable situations with access to comprehensive care services for HIV and sexually transmitted infections; I.2 The State and local governments will have improved their capacity to develop and implement public policies and adopt inclusive measures to promote productive development.					
<b>Impact indicators:</b> I.3 Number of micro-, small- and medium-sized enterprises that increase their income as a result of support for production. <b>Strategic Plan focus areas:</b> 1. Poverty reduction and achievement of the MDGs.					
By 2015, the Government will have implemented public expenditure policies supporting long-term human development and will have promoted productive development by connecting micro-, small- and medium-sized enterprises with the markets.	Think tanks, United Nations agencies, civil society entities and chambers of commerce will continue to be involved in formulating, disseminating and monitoring policies, plans and programmes.	UNDP will contribute to the strengthening of national capacity to formulate, apply and monitor policies for human development and the attainment of the MDGs. UNDP will support the development of operational models based on value chains that promote gender equity and sustainable development.	<b>Indicator 1:</b> Number of policies or programmes with a focus on human development, poverty alleviation and the reduction of gender inequalities. <b>Baseline:</b> One policy: <i>Comunidades solidarias</i> (support programme for families in extreme poverty). <b>Target 5:</b> New policies or programmes. <b>Indicator 2:</b> Percentage of women with correct knowledge of HIV/AIDS. <b>Baseline:</b> 24.2 per cent (National Family Health Survey (FESAL) 2008).	An analysis of human development and progress towards the MDGs has been conducted, and evidence-based policies and programmes have been developed; a new (multidimensional) poverty measurement system has been designed; the HIV/AIDS response capacity of civil society entities has been developed and a legal framework to ensure respect for the human rights of persons living with HIV/AIDS has been proposed; pilot production chain programmes for micro-, small- and medium-sized enterprises, and development	Regular resources (TRAC (target for resources assignment from the core) 1, 2, 3) 415,074  Other resources 46,064,926

<i>Contribution of national partners</i>	<i>Contribution of other partners</i>	<i>UNDP contribution</i>	<i>Indicators, baselines and targets</i>	<i>Indicative country programme outputs</i>	<i>Indicative resources (in United States dollars)</i>
			<p><b>Target:</b> Increase to 40 per cent.</p> <p><b>Indicator 3:</b> Percentage of micro-, small- and medium-sized enterprises reporting sustained increases in productivity and/or income, disaggregated by geographical region (rural or urban) and ownership of business, disaggregated by sex.</p> <p><b>Baseline:</b> N/A.</p> <p><b>Target:</b> At least 80 per cent of the micro-, small- and medium-sized enterprises receiving support have increased their productivity.</p>	and support mechanisms for businesswomen, have been established.	
<p><b>National priority or target:</b> 7. Structural and functional reform of the State, consolidation of the democratic system and strengthening of the rule of law. 9. Structural and functional reform of the public administration. 10. Formulation of State policies and organized social participation in the formulation of public policies.</p>					
<p><b>Country programme/Impact of UNDAF:</b> 3.1. Instruments will have been designed and adopted to consolidate the democratic system, governance and citizens' capacities regarding respect for human rights, gender equality and civic participation in the formulation of public policies.</p>					
<p><b>Impact indicators:</b> I.1 Contracting has been undertaken against budgeted allocations in selected situations and sectors. <b>Strategic Plan focus area:</b> 1. Democratic governance.</p>					
The Government will have introduced reforms to address gender inequalities; it will have adopted legal and institutional frameworks	Civil society organizations will participate in monitoring and overseeing government action and will promote the establishment	UNDP will support national capacity-building and will facilitate opportunities for dialogue that foster the formulation and	<p><b>Indicator 1:</b> Number of public institutions adopting mechanisms to address gender inequalities.</p> <p><b>Baseline:</b> 8 (UNDP 2010).</p> <p><b>Target:</b> At least eight additional institutions.</p>	Technical assistance has been provided for the design and application of gender equality certification in public and private entities.	Regular resources (TRAC 1, 2, 3) 667,083
				The agenda has been prepared for gender equality and equity in Parliament.	



<i>Contribution of national partners</i>	<i>Contribution of other partners</i>	<i>UNDP contribution</i>	<i>Indicators, baselines and targets</i>	<i>Indicative country programme outputs</i>	<i>Indicative resources (in United States dollars)</i>
allowing inclusive, impartial and transparent elections; it will use effectively mechanisms for consultation, budgetary allocation and the monitoring of public policy implementation, and will provide effective services to citizens.	and operation of mechanisms for coordination between the various social sectors.	implementation of measures to promote gender mainstreaming in the public and private sectors, reform of the electoral system, transparency and local governance. Support for civil society will be a key aspect of its interventions. UNDP will contribute to the formulation of public administration reform programmes.	<p><b>Indicator 2:</b> Number of municipalities included in the residential voting system.</p> <p><b>Baseline:</b> 16 pilot municipalities (Supreme Electoral Tribunal 2009)</p> <p><b>Target:</b> 262 municipalities included in the system by the time the 2014 presidential elections are held.</p> <p><b>Indicator 3:</b> Percentage of women candidates for public office.</p> <p><b>Baseline:</b> To be determined.</p> <p><b>Target:</b> At least 30 per cent.</p> <p><b>Indicator 4:</b> Number of municipalities with development platforms.</p> <p><b>Baseline:</b> 6.</p> <p><b>Target:</b> At least 16 additional municipalities.</p> <p><b>Indicator 5:</b> Number of programmes included in the management system for governance (SIGOB).</p> <p><b>Baseline:</b> 100 (Technical Secretariat of the Office of the President of the Republic (STP))</p> <p><b>Target:</b> 150 additional programmes.</p>	Mechanisms to improve access to polling stations (residential voting; voting by nationals resident abroad) have been introduced and proposals for the reform of political parties have been made.	Other resources 55,072,917

<i>Contribution of national partners</i>	<i>Contribution of other partners</i>	<i>UNDP contribution</i>	<i>Indicators, baselines and targets</i>	<i>Indicative country programme outputs</i>	<i>Indicative resources (in United States dollars)</i>
<b>National priority or target:</b> 2. <i>Effective prevention and combating of crime and social and gender-based violence.</i>					
<b>Country programme/Impact of UNDAF:</b> 4.1. The State and local governments will have improved their capacity to coordinate and apply both national policies and those contained in the strategic plan for justice and citizens' security. Impact indicators: 1. Rate of progress in the harmonized and coordinated implementation of the national policy for citizens' security and justice; 4. Rate of progress in the formulation and application of the Central American citizens' security strategy. Strategic Plan focus area: 1. Democratic governance.					
The Government will have implemented mechanisms for the application of comprehensive security policies and measures promoting security and access to justice, in coordination with local governments, citizens and the various competent government departments.	Civil society entities will support the security and coexistence mechanisms. Think tanks and academics, cooperating agencies and United Nations agencies will also be involved in these measures.	UNDP will provide assistance and facilitate opportunities for dialogue with a view to reaching agreements on policies to prevent and combat violence and organized crime. It will engage in national capacity-building to facilitate access to justice.	<p><b>Indicator 1:</b> Number of measures under the policy for citizens' security taken in a coordinated manner by the entities responsible for security.</p> <p><b>Baseline:</b> Existence of the national policy for justice, public security and coexistence.</p> <p><b>Target:</b> At least five preventive measures to be taken.</p> <p><b>Indicator 2:</b> Percentage of Salvadorians whose perception of the security situation in their municipality has improved.</p> <p><b>Baseline:</b> To be determined for each municipality where interventions are carried out.</p> <p><b>Target:</b> At least 50 per cent.</p> <p><b>Indicator 3:</b> Existence of a strategy to combat organized crime.</p> <p><b>Baseline:</b> None.</p> <p><b>Target:</b> A strategy has been developed.</p>	Security studies have been carried out. National and local forums for the coordination and harmonization of national policy planning and management have been established and facilitated. Training has been provided to public officials and community members on preventing violence and fostering citizens' security and coexistence. Proposals have been drawn up for the establishment of alternative dispute resolution mechanisms.	Regular resources (TRAC 1, 2, 3) 296,482 <hr/> Other resources 8,443,518



<i>Contribution of national partners</i>	<i>Contribution of other partners</i>	<i>UNDP contribution</i>	<i>Indicators, baselines and targets</i>	<i>Indicative country programme outputs</i>	<i>Indicative resources (in United States dollars)</i>
The Government will have taken concrete steps to meet its international commitments with regard to climate change mitigation and adaptation, and environmental and natural resources management. The Government will establish budget allocation mechanisms for risk management with a gender perspective.	Civil society entities will foster participation at the local level. Cooperating agencies and United Nations agencies will support capacity-building.	UNDP will cooperate on the adoption of climate change adaptation and mitigation measures, national conservation measures and risk management policies. It will support the development of regulatory frameworks to address gender inequalities. It will support coordination for the implementation of immediate recovery measures in disaster response situations.	<p><b>Indicator 1:</b> Number of units in government departments that incorporate measures for the sustainable management of natural resources and take account of climate change in their plans.</p> <p><b>Baseline:</b> Climate change plan being prepared.</p> <p><b>Target:</b> At least four units.</p> <p><b>Indicator 2:</b> Tons of CO<sub>2</sub> that are not released into the environment.</p> <p><b>Baseline:</b> N/A.</p> <p><b>Indicator 3:</b> Number of climate change adaptation measures included in the risk management policy.</p> <p><b>Baseline:</b> Existence of the national risk management policy.</p> <p><b>Target:</b> At least two.</p> <p><b>Indicator 4:</b> Percentage of female participation.</p> <p><b>Baseline:</b> To be determined.</p> <p><b>Target:</b> At least 30 per cent.</p>	Proposals have been drawn up for the integration of climate change response strategies. Technical assistance has been provided for the formulation and implementation of energy efficiency and alternative energy programmes in public buildings. Pilot projects for the conservation of biodiversity in productive activities have been executed. Experience gained has been systematized and disseminated. Proposals concerning strategies and programmes for the reduction of environmental pollutants have been drawn up. National capacity-building for the formulation and execution of risk management programmes has been carried out.	<p>Regular resources (TRAC 1, 2, 3) 148,241</p> <hr/> <p>Other resources 8,091,759</p>