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Draft country programme document for Honduras (2012-2016)

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I. Situation analysis

1. Honduras, a lower middle-income country, is facing numerous obstacles to development. The most recent Millennium Development Goals report indicates that the country is unlikely to meet the Goals by 2015, with the exception of those on access to water, sanitation and nutrition. Over the past decade, the Honduran economy has been growing faster than the average for Latin America, yet 60 per cent of households are living in poverty and 39.1 per cent in extreme poverty, representing a decrease of a mere 3.7 percentage points and 5.1 percentage points, respectively, from 2001 levels. The underlying cause has been the inability of the economy to generate sustainable decent work, particularly for youth and women, in rural areas, where 72 per cent of people living in extreme poverty are to be found.

2. Consequently, great equity gaps remain, with a lack of disaggregated statistics and excessively centralized decision-making processes limiting the capacity to develop appropriate strategies in response. The National Plan (2010-2022) adopted by the Government offers a fresh start: it includes the reduction of poverty and inequality as a major priority; establishes the National Planning System; and creates a decentralized decision-making system to develop, implement and monitor public policy.

3. The political crisis of 2009 exposed the fragile state of the Honduran democratic system and serious impediments to the exercise of human rights, which in turn greatly polarized society and eroded citizens' trust in public institutions. The extremely high levels of public insecurity (77.5 homicides per 100,000 inhabitants in 2010) and impunity are evidence of the serious weaknesses in State capacity to prevent and combat crime. In response to this situation, the national Government has committed to supporting a national reconciliation programme and approving the National Human Rights Plan. In order to strengthen democracy and the rule of law and increase opportunities for political participation for traditionally marginalized sectors, the Government has also established a Truth and Reconciliation Commission and has undertaken to implement its recommendations. In addition, the drafting of a public security policy is under way, which, for the first time, emphasizes prevention and acknowledges the contributions of local governments, although limited institutional capacity presents technical and operational hurdles to implementing the policy.

4. Climate change poses a major risk to the development of the country, given its extreme vulnerability to natural disasters. That risk is due primarily to structural issues, such as an absence of spatial planning and inadequate environmental management practices. Such problems also limit opportunities to benefit from the efficient and equitable use of natural resources, in particular water, which hold great potential for the country. The establishment of the National Risk Management System and the adoption of the National Climate Change Strategy by the national Government offer an opportunity to implement adaptation and mitigation initiatives that can reduce the vulnerability of both the population and production infrastructure.

II. Past cooperation and lessons learned

5. From 2007 to 2011, the United Nations Development Programme (UNDP) cooperation programme focused on three areas: poverty eradication, democratic governance, and the environment and risk management. The present analysis is based on recent documents (evaluation report of the United Nations Development Assistance Framework, evaluation of the effects of governance initiatives, project evaluations).

6. The programme was severely affected by the political crisis of June 2009, which disrupted official relations between UNDP and the national Government through February 2010 (see General Assembly resolution 63/301). During that period, work was conducted exclusively with local governments and civil society organizations.

7. The Millennium Development Goals Observatory project supported municipalities and local communities in planning and managing development, thus building the capacity of local stakeholders to define their priorities. Initiatives to support the organization of small-scale agricultural producers and the productive use of remittances highlighted the need to strengthen ties between producers and markets and increase the benefits to women and youth. Programmes on rural production infrastructure were developed, focused on integrating people living in extreme poverty through complex socialization processes and regularization of property titles. These interventions demonstrated the need to continue strengthening State capacity at the institutional and individual levels.

8. The technical assistance provided to the Supreme Electoral Tribunal contributed substantially to improving the transparency and legitimacy of electoral processes, the major lesson learned being the need to continue assistance in this area of critical importance to the country. “Violence Watch” produced accurate gender-disaggregated statistical data, and became an essential reference source for both public and private stakeholders. Support was provided to municipal public security plans, demonstrating that local governments have a key role to play in countering violence. Alternative dispute resolution mechanisms, such as mediation and conciliation centres, also proved to be effective.

9. The political crisis of 2009 led to a greater emphasis on work in human rights issues and support for important measures, such as the establishment of a Ministry of Justice and Human Rights. The Truth and Reconciliation Commission also received support in investigating human rights violations. It is hoped that cooperation with UNDP in this area will continue, in order to consolidate the national reconciliation process. The support of UNDP, the United Nations Development Fund for Women (UNIFEM) and the United Nations Population Fund (UNFPA) in developing the Gender Equity and Equality Plan (2010-2022) helped diverse civil society groups overcome ideological conflicts and come to a consensus.

10. The UNDP Office supported the adoption of the National Climate Change Strategy as a State policy and the creation of a National Risk Management System. It also promoted the adoption of good practices in the sustainable management of natural resources at the local level. In this respect, a noteworthy effort of the UNDP Carbon Facility was a project with HONDUPALMA to generate energy from

biomass. The assistance provided by UNDP demonstrated the importance of global knowledge and experience in building national capacity.

III. Proposed programme

11. The UNDP cooperation programme for 2012-2016 was drafted in consultation with the Government, using the process set out in the new United Nations Development Assistance Framework. The programme will support priorities defined by the Government in the National Plan and sectoral plans, under the major strategic goal of developing capacity to strengthen the rule of law and reduce equity gaps, using a cross-cutting gender approach. The programme will address the areas indicated below.

Poverty eradication and job creation

12. The UNDP Office will assist in strengthening the National Planning System in order to achieve the Millennium Development Goals and the objectives of the National Plan by supporting efforts to generate information, design monitoring and evaluation instruments, and implement local-level mechanisms to harmonize public policies and promoting the production of disaggregated statistics to facilitate the development of inclusive social policies.

13. The UNDP Office will contribute to reducing poverty and inequity by supporting the generation of decent work in rural areas, emphasizing opportunities for small-scale producers, particularly women and youth. In addition, it will support efforts to build local capacity, promote businesses and cooperatives, provide professional and vocational training, increase access to credit mechanisms and foster the productive use of remittances. It will also support the building and management of production and social infrastructure in rural areas, drawing on the experiences gained during the prior cooperation programme.

Democratic governance, human rights and public security

14. The programme will focus on supporting national reconciliation, the consolidation of democracy and the strengthening of the rule of law. In the framework of the Gender Equality and Equity Plan, reforms will be promoted to eliminate barriers to women's political participation. Technical assistance to the Supreme Electoral Tribunal will continue in order to promote the political and electoral reforms that will ensure transparency and efficiency in electoral processes — both essential factors for strengthening the Honduran democratic system.

15. The UNDP Office will support the adoption of the National Human Rights Plan, in close coordination with the Office of the United Nations High Commissioner for Human Rights. It will also support the State in implementing recommendations made by the Truth and Reconciliation Commission, particularly emphasizing the administration of justice and elimination of impunity. In addition, it will contribute to building the capacity of human rights advocacy organizations and organizations for indigenous people and people of African descent.

16. In terms of security issues, the UNDP Office will support the implementation of a comprehensive public security policy integrating a gender perspective, which will be aimed at preventing crime and rely on the active participation of local

governments. It will also support the implementation of local security plans and continue to develop alternative mechanisms for mediating and resolving conflicts in order to reduce the levels of violence.

The environment and risk mitigation

17. The UNDP Office will promote the integration of climate change adaptation and risk reduction into the budget planning and preparation process at the central and local level, including by creating policy and technical instruments, providing information to enhance decision-making and supporting implementation processes. It will also promote the development of national strategies for climate change adaptation and mitigation, particularly emphasizing energy efficiency and the production of clean energy, in order to facilitate access to international funding resources.

18. At the local level, the programme will foster sustainable economic territorial development by promoting the adoption of good practices that eliminate barriers to equitable access to the benefits of natural resources, including the active participation of municipal governments, academia and the private sector. At the same time, the programme will support capacity-building at the local level in order to increase communities' resilience and limit losses caused by natural disasters.

19. At the intersectoral level, the UNDP Office will support knowledge-sharing by publishing national reports on human development and other studies on socio-economic issues. Priority will be given to strengthening institutional capacity to develop public policy. The academic sector will also receive capacity-building support, including innovative opportunities for research and training on human development, human rights, public security, climate change and risk management.

IV. Programme management, monitoring and evaluation

20. National execution will be the preferred modality for programme implementation. The national counterpart will be the Ministry of Planning (SEPLAN). While national institutions will be the preferred vehicle for implementation, subject to Government approval, direct implementation by UNDP, a United Nations agency or non-governmental organization will also be a possibility in cases when it is determined that another agency would be more efficient and effective, based on analysis of its capacity. The Government will be able to request UNDP to adopt a "fast track" approach, should the need arise to respond quickly to a crisis.

21. The UNDP Office will promote the conduct of joint programmes with other United Nations agencies, partnerships with subregional institutions, bilateral cooperation and cooperation with the private sector. In addition, the UNDP Office will ensure it maintains the appropriate technical and administrative capacity for adequate implementation of the programme. The policies and procedures developed by UNDP for results-based management will be applied when managing and overseeing activities, both at the programme and project level. Annual strategic reviews will be conducted, based on the United Nations Development Assistance Framework, together with the United Nations Country Team, SEPLAN and other project partners. A strategic evaluation plan will be conducted, which will include a combination of assessments of impact and assessments of projects and issues. Monitoring of funds and processes will be conducted through the implementation of

an assurance activities plan, applying the harmonized approach to cash transfer method. In addition, projects conducted by national institutions and by non-governmental organizations will be audited, and the UNDP Office will monitor implementation of the relevant recommendations.

22. Allocation of \$6,028,000 from UNDP regular resources is planned for the programme. These resources will serve as the basis for raising additional funds from international donors, credit institutions, private-sector partners and executing agencies that provide resources for the established programme priorities. It is estimated that an additional \$98.5 million may be mobilized by these means, under the heading "Other Resources". In addition, in coordination with the Government, South-South cooperation with other countries in the region will be promoted to obtain access to high-quality technical resources and the opportunity to exchange experiences.

Annex I

Acronyms

AECID	Spanish Agency for International Development Cooperation
BCIE	Central American Bank for Economic Integration
COSUDE	Swiss Agency for Development and Cooperation
CVR	Truth and Reconciliation Commission
EU	European Union
G-16	Group of donors in Honduras
GEF	Global Environment Facility
HACT	Harmonized Approach to Cash Transfers
IFAD	International Fund for Agricultural Development
MDG	Millennium Development Goals
NGO	non-governmental organization
RBM	results-based management
SEPLAN	Ministry of Planning
SINPLADEH	National Planning System for the Development of Honduras
TSE	Supreme Electoral Tribunal
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework

Annex II

Results and resources framework for Honduras (2012-2016)

<i>Contributions from Government partner</i>	<i>Contributions from other partners</i>	<i>UNDP contributions</i>	<i>Indicators, baselines, and targets</i>	<i>Programme outputs</i>	<i>Resources required (US dollars) (indicative figures)</i>
<p>National development priority or target: A productive Honduras that generates decent employment, benefits from its natural resources in a sustainable and integrated way, and reduces the risk of disasters caused by environmental vulnerability (Goal 3, National Plan).</p>					
<p>Impact of the United Nations Development Assistance Framework: (a) In the framework of the National Planning System for the Development of Honduras (SINPLADEH), the national Government, local governments and civil society have the capacity and tools to plan, monitor and evaluate development policies; (b) the poor rural population has opportunities for decent employment.</p>					
<p>Impact indicators: Percentage of public investment that is decentralized; percentage of rural unemployment in intervention areas.</p>					
<p>Related fields in the Strategic Plan: Poverty and the Millennium Development Goals.</p>					
<p>SINPLADEH will aim to harmonize public investments with local priorities to achieve the Millennium Development Goals and the goals of the National Plan. The Government will implement its strategy for development of the rural sector.</p>	<p>The G-16 (the group of donors in Honduras) will coordinate cooperation. The Regional Development Councils, with input from civil society and the private sector, will draw up territorial development plans. Local governments will handle the transfer of authority.</p>	<p>UNDP will help build capacity at the central and local levels in order to harmonize public investment with territorial priorities, in the interest of achieving the Millennium Development Goals. UNDP will strengthen capacity to create decent work in rural areas in order to reduce poverty.</p>	<p>Indicator: Number of regions that apply a results-based management approach. Baseline: 0. Target: 6.</p> <p>Indicator: Number of producers with ties to markets that have a sustainable income. Baseline: 0. Target: 10,000.</p> <p>Indicator: Number of hectares of irrigated agricultural land. Baseline: 90,000. Target: 140,000.</p>	<p>Results-based management has been integrated into the work of SINPLADEH, including in its national and local reports on the Millennium Development Goals.</p> <p>Producers have received training on business organization and have access to market outlets.</p> <p>Support has been provided for the development and implementation of the Irrigation-based Agriculture Plan.</p>	<p>Regular resources:</p> <p>2,000,000 (target resource assignment from the core)</p> <p>Other resources:</p> <p>71,500,000 (IFAD, BCIE, AECID)</p>

<i>Contributions from Government partner</i>	<i>Contributions from other partners</i>	<i>UNDP contributions</i>	<i>Indicators, baselines, and targets</i>	<i>Programme outputs</i>	<i>Resources required (US dollars) (indicative figures)</i>
National development priority or Target: Honduras develops in conditions of democracy and security and without violence (Goal 2, National Plan).					
Impact of the country programme/United Nations Development Assistance Framework: (a) National and institutional legal frameworks have been created in order to consolidate representative and participatory democracy; (b) the State and the population apply the policies and practices that strengthen the rule of law and contribute to reducing violence, especially for the most vulnerable groups.					
Impact indicators: Percentage of women in elected office; number of recommendations by the United Nations and the Truth and Reconciliation Commission adopted; number of homicides per 100,000 inhabitants.					
Related fields in the Strategic Plan: Democratic governance.					
The Government will promote a programme of reforms to strengthen democracy and will adopt a National Human Rights Plan. It has committed to implementing the recommendations of the Truth and Reconciliation Commission.	The G-16 will coordinate international cooperation. Civil society organizations and women's groups will advocate for the full respect of human rights. Academic institutions will contribute analysis and research.	UNDP will build capacity in the Government and civil society to consolidate the rule of law (including by implementing the recommendations of the Truth and Reconciliation Commission and the United Nations), increase security and expand women's political participation.	<p>Indicator: Number of recommendations by the Truth and Reconciliation Commission and the United Nations implemented. Baseline: 0. Target: 80 per cent.</p> <p>Indicator: Number of mediation and conciliation centres in operation. Baseline: 6. Target: 12.</p> <p>Indicator: Number of political parties that fulfil legislation on quotas. Baseline: 0. Target: 5.</p>	A mechanism has been established to follow up on implementation of the recommendations of the Truth and Reconciliation Commission and the United Nations. A methodology has been developed to replicate the mediation and conciliation centres nationwide. The Supreme Electoral Tribunal, political parties and several non-governmental organizations have received training on eliminating barriers to women's political participation.	<p>Regular resources:</p> <p>2,000,000 (target resource assignment from the core)</p> <p>Other resources:</p> <p>10,000,000 (EU, AECID, COSUDE and other sources, to be tapped)</p>

<i>Contributions from Government partner</i>	<i>Contributions from other partners</i>	<i>UNDP contributions</i>	<i>Indicators, baselines, and targets</i>	<i>Programme outputs</i>	<i>Resources required (US dollars) (indicative figures)</i>
<p>National priority or objective: A productive Honduras that generates decent work, benefits from its natural resources in a sustainable and integrated way, and reduces the risk of disasters caused by environmental vulnerability (Goal 3, National Plan).</p> <p>Impact of the United Nations Development Assistance Framework: The Government, private sector entities and communities adopt good practices in managing ecosystems, mitigating damage and adapting to climate change in order to preserve natural resources, reduce economic losses and create income-generating opportunities for the most vulnerable sectors.</p> <p>Impact indicators: Number of institutions that integrate climate change and risk mitigation into their investment plans; number of international climate change conventions and treaties on which Honduras reports.</p> <p>Related fields in the Strategic Plan: Environment. Risk management.</p>					
The Government has committed to implementing the National Climate Change Strategy and the National Risk-Management System. The production of clean energy is a strategic priority in the National Plan.	The G-16 will coordinate international cooperation. The academic sector will contribute analysis and research. Civil society organizations will be responsible for monitoring the sustainable use of natural resources.	UNDP will build capacity to integrate climate change adaptation into public policies and adopt good practices in the use of natural resources. It will support communities in increasing their resilience to climate-related phenomena.	<p>Indicator: Number of institutions that integrate climate change adaptation and mitigation into their planning. Baseline: 2. Target: 7 ministries, 20 municipalities.</p> <p>Indicator: Number of good practices in the use of natural resources that have been adopted and generate income for communities. Baseline: 0 (2011). Target: 10.</p>	Methodologies have been employed to integrate climate change adaptation and mitigation into public budget planning and preparation at the national and local levels. Plans for the sustainable use of natural resources have been developed at the community level. Academic curricula on climate change have been created.	<p>Regular resources: 2,000,000 (target resource assignment from the core)</p> <p>Other resources: 17,000,000 (Global Environment Facility, the Adaptation Fund, COSUDE)</p>