



**Executive Board of the
United Nations Development
Programme and of the
United Nations Population Fund**

Distr.: General
31 July 2006

Original: English

Second regular session 2006

11 to 15 September 2006, New York

Item 3 of the provisional agenda

Country programmes and related matters

Draft country programme document for Eritrea (2007-2011)

Contents

	<i>Paragraphs</i>	<i>Page</i>
Introduction.	1	2
I. Situation analysis.	2-10	2
II. Past cooperation and lessons learned.	11-19	3
III. Proposed programme.	20-31	5
IV. Programme management, monitoring and evaluation	32-35	7
Annex		
Results and resources framework for Eritrea (2007-2011).		8

Introduction

1. The formulation of the 2007-2011 country programme document (CPD) is guided by the priority needs and challenges of the Government of Eritrea as identified in the 2005 common country assessment (CCA), the 2007-2011 United Nations Development Assistance Framework (UNDAF) as well as the 2005 Millennium Development Goals report and other prior policy frameworks. The CPD is therefore derived from documents and processes entailing extensive consultations and meetings between senior government officials, representatives of civil society and United Nations organizations.

I. Situation analysis

2. The long-term goal of the Government remains that of poverty reduction through rapid economic growth and accelerated human development. Embarking steadfastly on the path to economic growth and development is therefore the key challenge ahead for Eritrea. Without the resumption of rapid economic growth, the gains made so far to achieve the Millennium Development Goals are at risk.

3. According to the first Millennium Development Goals report (2005), Eritrea is on track to achieve the Millennium Development Goals dealing with gender equality at the primary school level, child health, maternal mortality, HIV/AIDS, malaria and other major diseases, and access to safe water. However, it remains off track with respect to the eradication of extreme poverty and achievement of universal primary education, two critical goals towards human and economic development. Lack of adequate data on environmental sustainability did not permit a clear assessment of progress in that area.

4. Immediately after independence in 1993 and up to 1997, Eritrea formulated and implemented socio-economic policies and strategies, attaining an average annual growth in gross domestic product (GDP) of 7 per cent and other marked improvements throughout key sectors. However, the border war (1998-2000) and the ongoing border stalemate, compounded by recurring droughts, have reversed positive post-independence gains. According to the Ministry of National Development, since the end of the war, annual growth in GDP, a key factor of poverty reduction, has been low, averaging 1 per cent (1998-2004), thereby intensifying the vulnerability of the 3.66 million people in Eritrea, as indicated in the 2002 National Demographic Health Survey. Internally displaced persons, expellees and returnees from Ethiopia, the urban poor, the disabled, pastoralists, female-headed households, orphans and high-risk HIV/AIDS groups have been particularly hard hit. In 2003, Eritrea was designated one of the four countries to be supported in the implementation of a joint United Nations transitional recovery response effort: repatriation, reintegration, rehabilitation and reconstruction. Of the 60,000 internally displaced persons, 19,000, mostly women and children left in camps, were recently resettled.

5. The environment in Eritrea is naturally fragile. The climate is semi-arid and water is very scarce. Moreover, poverty has driven people to extract environmental resources in unsustainable ways leading to the vicious cycle of environmental degradation, food insecurity and increased poverty.

6. Food security is a key national priority. However, Eritrea remains in the grip of an emergency that has been prolonged and deepened by frequent droughts and the stalemate over the demarcation of the border with Ethiopia.

7. National and human security issues have in turn affected the processes of institution building so critical to a newly independent State. Notwithstanding the fact that Eritrea

has made much headway since independence in establishing national institutions, there is a need to deepen the gains, especially in ensuring that law enforcement mechanisms (e.g., judicial systems) and other public service institutions at the national, regional and local levels function efficiently. Capacity-building programmes and activities will hence be of critical importance, both to the national development agenda and to the achievement of the Millennium Development Goals.

8. Of the economically active population (15-64 years of age), almost 50 per cent are female. The majority of women are employed in agriculture (50 per cent), services (17.3 per cent) and production and related work (15.5 per cent). In the civil service, women comprise 30.5 per cent of the permanent staff and 33.5 per cent of the contractual employees.

9. To address the development challenges it faces, the Government has in the past five years taken important measures towards policy reform. They include the interim Poverty Reduction Strategy Paper, the Food Security Strategy, and the 2003-2008 National Gender Action Plan. Delays and difficulties with their implementation have highlighted significant human and institutional capacity gaps at all levels.

10. The human development indicator for Eritrea, having improved from 0.416 to 0.446 between 1999 and 2001, fell back to 0.439 in 2002. In 2005, its ranking of 161 on the Human Development Index was 6 places below its 2002 rank.

II. Past cooperation and lessons learned

11. The second country cooperation framework for Eritrea (2002-2006) sought to contribute to the achievement of a better life for all Eritreans, especially the poor. UNDP support to the national goal of poverty reduction encompassed the following three programme areas: (a) promotion of democratic governance; (b) promotion of sustainable management of natural resources, renewable energy and the environment; and (c) promotion of sustainable livelihoods and pro-poor economic growth.

12. In order to promote democratic governance, UNDP supported the emerging civil/public sector of the country and its nascent justice system, as well as decentralization of its administrative structures. Results from UNDP support in that programme area included: (a) establishment of a Civil Service Administration and strengthening of the capacity of the Ministry of National Development; (b) review and harmonization of the civil code, civil procedures, commercial code, penal code and procedures; drafting of procedures needed to enforce the implementation of the Constitution; and establishment of 683 Alternative Dispute Resolution-compliant community courts; (c) preparation of guidelines for decentralizing key planning processes in a pilot region (Anseba); and (d) empowerment of women through the design and delivery of gender-sensitive training, provision of income-generation, enterprise and leadership skills.

13. Towards the promotion of sustainable management of natural resources, renewable energy and the environment, UNDP supported the promotion and use of renewable and other energy sources; sustainable management of the coastal, marine and island biodiversity of Eritrea; and implementation of selected elements of the National Action Programme on Desertification. UNDP support resulted, among others, in: (a) the establishment of a functioning multisectoral planning and coordination process and implementation of an awareness action plan for coastal, marine and island biodiversity; the drafting of a State of the Coast report; and the planning of an integrated approach to

coastal zone management; and (b) an ongoing programme to build the capacity of relevant public and private institutions to use and promote renewable (wind) energy.

14. With regard to the promotion of sustainable livelihoods and pro-poor economic growth, UNDP supported the formulation of the first interim PRSP for Eritrea, the national food security strategy, and the 2005-2009 National Strategic Plan for Mine Action. It also supported low-cost housing delivery as well as the demobilization process targeting the social and economic reintegration of Eritrean soldiers. The return/resettlement of close to 30,000 internally displaced persons and expellees is being supported, including shelter and sustainable livelihood assistance. Furthermore, UNDP support to post-war recovery significantly contributed to the social and economic rehabilitation of infrastructure in war-affected regions through (a) reconstruction of 14,700 houses, rehabilitation of 21 health centres and 39 schools; (b) provision of clean water supply to 20 villages; (c) income-generating activities benefiting 125,000 people, mainly women, such as backyard poultry farming and beekeeping, cash-for-work projects, and resumption of agricultural activities through land clearing, provision of livestock, seeds and fertilizer to farmers.

15. Following those results, there have been a number of lessons learned. Firstly, the past programmes have demonstrated the added value of joint programming and collaboration with other United Nations agencies. Overall, UNDP supported the implementation of five joint programmes, deepening the process of United Nations reform at the country level. The keen sense of national ownership demonstrated by the Eritrean Government was a key contributing factor to the results attained. Those positive elements will be further encouraged and capitalized on in the present programme.

16. Another lesson is that although much has been accomplished in the past programme towards multisectoral capacity-building of the nascent national administrative structure, capacity gaps remain at all levels and continue to hinder programme formulation, implementation as well as programme sustainability.

17. Capacity issues and constraints at the regional and local levels have also emerged as key concerns in the interim Poverty Reduction Strategy Paper and in the CCA and UNDAF processes. That was evident from the pilot Anseba Local Development Project. Briefly, the lessons learned from the Anseba project strongly suggest that a broad-based participatory planning approach could serve as a key instrument for systematically addressing outstanding development challenges and problems elsewhere in the country through proper replication.

18. Additionally, lack of data stands out as a major impediment to the formulation, monitoring and evaluation of programmes and activities supporting the national development agenda and the achievement of Millennium Development Goals. Limited resources have also had a noticeable impact on counterpart contributions to programmes, sometimes leading to delayed implementation.

19. While national execution will remain the favoured mode to strengthen national ownership and build national capacity, past experience demonstrated the occasional necessity of resorting to direct execution given country-specific characteristics such as having achieved independence only 13 years ago. The current no-war-no-peace situation and the possible future need to reorient national priorities will call for UNDP to show flexibility during the 2007-2011 programme cycle.

III. Proposed programme

20. The new country programme (2007-2011) will build on the achievements made during 2002-2006. In its areas of intervention, UNDP will contribute to the efforts of Eritrea to achieve the Millennium Development Goals and ensure a better life for its citizens, particularly the most vulnerable groups.

21. UNDP interventions will, in most cases, be undertaken as joint programmes with other United Nations agencies. Because of the specific development context in Eritrea as it fully undergoes its transition from war to peace and develops relevant institutional capacities, UNDP, based on its comparative advantage, will support key interventions within the five outcome areas identified under the UNDAF, described below.

A. Improved planning, monitoring and evaluation capacities addressing shortfalls towards attainment of Millennium Development Goals (linked to UNDP programme component 1)

22. This component aims to strengthen institutional and human capacities to ensure the effective delivery of services to meet basic needs and sustain progress towards the achievement of the Millennium Development Goals.

23. UNDP will support the establishment of a comprehensive gender-responsive national database in the National Statistics Office, regional and sectoral levels to provide datasets dealing with Millennium Development Goals indicators, humanitarian operations and mapping information.

24. UNDP will focus on strengthening the development planning, budgeting, monitoring and evaluation processes at the national, regional and local levels in order to provide evidence-based, gender-responsive policy decisions and resource allocation. Building on the results under the 2002-2006 programme, support will be given to develop the capacity of selected key public service institutions including the Ministry of National Development, the National Statistics Office and the Civil Service Administration. The ongoing pilot local development planning process in Anseba region will be consolidated for replication in other regions.

25. National capacity will also be strengthened to improve quality coverage of and access to public services and to justice, especially by women and the poor. UNDP will build upon its ongoing collaboration with the Government to deepen access to justice, by strengthening institutional capacities, including training for the judiciary/other law enforcement bodies and installation of efficiency tools such as case management instruments.

B. Gender equity and the advancement of women (linked to UNDP programme component 1)

26. To address gaps in gender-related information and ensure that development programmes and initiatives are gender responsive, support will be provided to the National Union of Eritrean Women, key governmental institutions and other civil society organizations to strengthen capacities for gender-sensitive research and analysis, monitoring and evaluation as well as advocacy and communication. That will be linked to the support provided to the National Statistics Office and other pertinent national institutions.

C. Improved access to food of most vulnerable, contributing towards the achievement of halving extreme poverty, hunger (Millennium Development Goal 1) and ensuring environmental sustainability by 2015 (Millennium Development Goal 7, linked to UNDP programme component 2)

27. Achieving food security is a key objective of the national development agenda, and UNDP will strengthen capacity at national and local levels for enhanced food security planning and implementation. Linked to programme component 1, relevant institutions will be assisted to improve their planning and strategy development for food security. Interventions will also target resettled internally displaced persons, providing support to enhance their agricultural productivity.

28. UNDP support in strengthening capacity for sustainable natural resources management will also be critical to addressing food insecurity. Conservation of marine resources, sustainable land use and management as well as promotion of diversified, renewable energy sources are some of the areas that UNDP supports and will continue to support in collaboration with the Global Environment Facility (GEF). UNDP support will also aim to strengthen government capacity to accede and implement global conventions and international agreements and streamline national environmental laws with other legal codes.

D. Increased equitable access and utilization of quality basic social services (linked to UNDP programme component 3)

29. While the United Nations system will support the provision of basic social services in education; health and nutrition; protection of women and children; the fight against HIV/AIDS; and water, sanitation and shelter; UNDP will focus on supporting the provision of shelter and the establishment of sustainable human settlements. That will include the finalization and implementation of the national housing policy. UNDP will collaborate with UNICEF in providing drinking water to selected communities. Within the framework of the joint United Nations implementation support plan, UNDP will support the development and implementation of an HIV/AIDS workplace programme for key institutions.

E. Internally displaced persons, expellees, returnees and other war/drought-affected people are reintegrated and have secure livelihoods and access to basic services (linked to UNDP programme component 3)

30. This integrated, multisectoral programme is intended to resettle the remaining internally displaced persons, expellees, returnees and war/drought-affected communities by 2009. UNDP will focus on the provision of shelter and access to safe water as well as assist target communities to increase and diversify their livelihood opportunities and economic reintegration, including training.

31. An element of the programme will be to undertake humanitarian demining activities and clear unexploded ordnance in affected areas.

IV. Programme management, monitoring and evaluation

32. A country programme action plan for 2007-2011 and annual workplans will be prepared, ensuring that UNDP programme priorities are aligned with national ones. National ownership and the involvement of national institutions in implementing activities will remain a guiding principle for UNDP, and national execution will be the main implementation option. Whenever implementation capacities of national and local authorities prove limited, direct execution might be chosen. The Ministry of National Development, as coordinating authority and UNDP counterpart in Eritrea, will approve projects and ensure the coherence of activities with national policies and objectives through participation in the preparation of national projects and in the appraisal process.

33. Partnership building will be deepened through the implementation of joint programmes with other United Nations organizations. UNDP core funds will be used as catalytic resources to mobilize additional resources from donors.

34. UNDP will place greater emphasis on monitoring and evaluation to enhance programme coordination, and will work with other United Nations organizations and government counterparts to review projects and programmes, thus contributing to more effective decision-making. Project steering committees representing relevant stakeholders will continue to be important mechanisms for project monitoring and review, together with annual reviews and outcome evaluations. Monitoring and evaluation will be carried out using internal and external human and financial resources and involving all stakeholders.

35. In the light of the vastly increased requirements for development assistance resulting from the recent war and drought, UNDP will collaborate with the Government to mobilize resources for mutually agreed initiatives.

Notes

¹ See Eritrea periodic report at the thirty-fourth session of the Committee on the Elimination of Discrimination against Women, 2004 (CEDAW/C/ERI/1-3 and Corr.1).

Annex. Results and resources framework for Eritrea (2007-2011)

<p>National priority 2: Strengthening the capacity to plan, monitor and evaluate at the national, regional, and local levels Intended UNDAF outcome 2: By 2011, Planning, implementation, monitoring and evaluation capacities improved at national, regional and local levels to address shortfalls towards attainment of Millennium Development Goals National priority 5: Achieve equal opportunities, rights, benefits and obligations in all areas of life Intended UNDAF outcome 5: Achieve equal opportunities, rights, benefits and obligations in all areas of life</p>					
Programme component	Country programme outcomes, including outcome indicators, baseline and targets	Country programme outputs	Output indicators, baseline and targets	Role of partners	Indicative resources by programme component (thousands of dollars)
Fostering democratic governance	1.1 By 2011 capacity is improved and a system established within the National Statistics Office and sectoral ministries to conduct surveys, collect and disseminate data and update the national database	1.1.1 Capacity of the National Statistics Office, 6 Regional Administrations, sector ministries enhanced to process, interpret and link gender-responsive national datasets dealing with Millennium Development Goal indicators, mapping information and humanitarian relief operations (related to all outcomes) Joint programme: Data for monitoring and evaluation of Millennium Development Goals	Indicators ? Number of staff trained § National database linked to Millennium Development Goal indicators produced Baseline ? Existing outdated national database Targets § Staff of National Statistics Office, regional and sector ministries trained. Systems established to process and interpret national database	- Ministry of National Development/National Statistics Office ensures overall coordination and compliance by key national stakeholders and ensures use of data related to Millennium Development Goal indicators - UNDP, UNFPA, UNICEF and donors (e.g., Norway) will provide financial and technical assistance	Regular 11 500 Other 1 500
	1.2 By 2011, development planning, budgeting processes, monitoring and evaluation in the Ministry of National Development and key national stakeholders are strengthened by using gender- and age-disaggregated data	1.2.1 Capacity of Ministry of National Development and key national stakeholders strengthened for coordinated development planning, budgeting process, monitoring and evaluation at the national, sectoral, regional and local levels, including periodic review of the effects of new/revised national and subnational plans on realization of Millennium Development Goals pertinent to women and children Joint programme: (i) Strengthening capacities to ensure effective delivery of services to meet basic needs; (ii) strategy for disaster prevention, preparedness and mitigation	Indicators ? Number of staff of Ministry of National Development and key national stakeholders trained on development plans, monitoring, evaluations and budgets preparation at the national, sectoral and regional levels Baseline ? To be determined Targets ? Harmonized planning process with budgeting cycle	- Ministry of National Development ensures overall coordination; will institute planning processes and ensure participation of key national partners - UNDP, UNCDF, and donors (e.g., European Union) will provide financial and technical assistance	
	1.3 By 2011, operational, regulatory and legislative capacity of selected institutions in the civil service strengthened	1.3.1 Capacity of judiciary, law enforcement bodies and of other selected institutions in the civil service strengthened Joint programme: Strengthening the justice sector	Indicators ? Number of prosecutors, attorneys, judges, and other support staff trained § Civil service regulatory and reward system approved. Baseline ? Lack of structured training programs	- Ministry of Justice will lead and coordinate the implementation of the activities. Local government and other government offices will participate in the preparation and	

			Target § Prosecutors, attorneys, judges, and staff in selected government institutions trained to understand and implement various legal codes and regulatory laws	implementation of projects/programmes - UNDP and UNFPA will provide financial and technical assistance	
	1.4 Capacity for gender-responsive planning, monitoring and evaluation for gender equality strengthened in 12 key national institutions, including the National Union of Eritrean Women (NUEW) and other civil society organizations	1.4.1 Mechanisms, guidelines and tools for the design and accelerated implementation of sector specific gender sensitive research, planning, monitoring and evaluation developed and used by planning officers and managers in the 12 national institutions including NUEW Joint programme: Gender for development	Indicators ? Number of institutions with policies, programmes and budgets meeting gender-sensitive criteria Baseline ? Lack of gender-sensitive policies, programmes and gender budgeting Targets ? Gender issue incorporated in all government planning and budgeting processes	- NUEW will lead and coordinate the implementation of the activities. Government offices and civic societies will participate in the implementation of the project/programme - UNDP, UNFPA, UNIFEM, WHO and other donors (e.g., African Development Bank, Italian Cooperation) will provide financial and technical assistance	
	1.5 Improved capacity at public and private institutions to implement workplace policies and programmes	1.5.1 HIV/AIDS workplace policies and programmes run by 80 % public sector institutions and in five public and private sector enterprises by 2011 Joint programme: HIV/AIDS workplace programme	Indicators ? Percentage of ministries and public and private institutions running workplace programmes Baseline ? No HIV/AIDS workplace policies in public institutions Targets: ? HIV/AIDS workplace policies and programs Implemented in 80% public institutions and five pilot public and private enterprises	- Coordination and implementation will be undertaken by the National Confederation of Eritrean Workers. Line ministries and public/private sector enterprises will participate in the implementation of the projects - UNDP will collaborate with other United Nations agencies (e.g., ILO) within the framework of the Joint United Nations Implementation Support Plan	

National priority 3: To ensure that all Eritreans have sufficient quantity of acceptable quality food at an affordable price at any time and place within the country
Intended UNDAF outcome 3: By providing access to adequate food at all times for 10 per cent of the poor by 2011, contribute to the achievement of halving extreme poverty, hunger (Millennium Development Goal 1) and ensuring environmental sustainability (Millennium Development Goal 7) by 2015

Energy and environment for sustainable development	2.1 Enhanced decision (policy) making on food security, as well as development and protection of the environment and national resources by 2008 and 2011, respectively	2.1.1 Capacity at the national and local levels strengthened for better food security planning and implementation (linked to outcomes 1.1 and 1.2) Joint programme: Food security planning and implementation 2.1.2 By 2011 social and economic livelihoods of 20,000 households promoted through renewable energy diversification and establishment of an integrated coastal area	Indicators ? Realistic plans, programmes and projects developed, including budgets to which donors can subscribe Baseline ? National Food Security Strategy Paper not yet operationalized Targets § Food Security Strategy implemented Indicators ? Number of households with access to wind	Implementation to be undertaken by lead government agencies and ministries Technical and financial support will provided by UNDP, GEF and other donors	Regular 4 000 Other 2 950
--	---	---	---	---	--

		management	energy sources § Existence of legislative structure for integrated coastal area management Baseline ? Current number of households with access to renewable energy – (none so far) ? Non-existence of integrated coastal area management at the regional and national levels Targets Adaptation of legislative structure for integrated coastal area management and 20,000 households provided with efficient stoves		
--	--	------------	--	--	--

National priority 1: Strengthening the capacity of the State at the national and provincial levels to deliver services to all equitably
UNDAF outcome 1: By 2011 access and utilization of quality basic social services are equitably increased by at least 30 per cent per service with special emphasis on vulnerable groups
National priority 4: Internally displaced persons, expellees, returnees and other war-affected and drought-affected people are reintegrated and have secure livelihoods and access to basis services
Intended UNDAF outcome 4: By 2009, support the Government, through an integrated multisector approach, to ensure that internally displaced persons, expellees, returnees and other war-affected and drought-affected people are reintegrated and have secure livelihoods and access to basis services

Crisis prevention and recovery	3.1. Internally displaced persons, expellees, refugees, returnees and host/war-affected communities have basic rights fulfilled (shelter, water, sanitation, health, education) as the foundation for human development, with a special focus on HIV/AIDS and gender issues	3.1.1 Access to safe water, and shelter increased in prioritized internally displaced persons/expellees households and support government effort in expanding basic social services Joint programme: Resettlement and reintegration of internally displaced persons and expellees	Indicators Number of internally displaced persons/returnees and host communities benefiting from the programme who have access to basic social services Baseline Over 40,000 internally displaced persons/expellees and 4,100 refugees currently have inadequate access to basic social services Targets Over 40,000 Internally displaced persons and 4,100 refugees provided with essential social services and reintegrated into previous or host communities	Ministry of Labour and Human Welfare with Regional Administration of Gash Barka and Debub ensure overall planning, coordination, implementation and monitoring at the national and local levels, except in the case of refugees, where Office of Refugee Affairs will play those roles UNDP, other United Nations organizations and donors (European Union, Italy, Netherlands, Norway, USAID), will provide technical and financial support	Regular 2 071 Other 17 000
--------------------------------	--	--	---	---	---