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Second country cooperation framework for Honduras (2002-2006)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document



Introduction

1. The second country cooperation framework (CCF) for Honduras (2002-2006) was formulated within the context of UNDP organizational reforms and the new Business Plan. A visit of the UNDP/UNFPA Executive Board early in 2001 provided further opportunity to effect organizational change in the country office prior to finalizing the CCF.
2. Although UNDP provides limited financial support to Honduras, its role is of critical catalytic importance. To be effective within this context, UNDP must be a flexible organization, able to coordinate the activities of donors and non-governmental organizations (NGOs) within plans established by the Government, such as the Poverty Reduction Strategy Paper (PRSP) and the "twenty-year country vision", which UNDP is assisting the Government formulate. Within this context, UNDP will provide intellectual leadership and fund key policy initiatives. At the same time, its core office infrastructure will respond to the programme and administrative requirements presented by both Government and donors. The second CCF utilizes this interactive and dynamic model for policy formulation, social consensus, donor coordination and project service provision.
3. The second CCF highlights the role of UNDP in the areas of advocacy and policy leadership, resource mobilization, donor coordination within and outside the United Nations system, and core business service provision. Critical to this model is its content, the policy leadership function, and its cost-effectiveness, which reflects the continuing decline in core UNDP programme and administrative resources.
4. In short, while the country office has suffered resource cutbacks, by focusing on providing the products enumerated in the UNDP Business Plan, the office has marshaled growth of over 10 per cent per annum in portfolio management, while establishing leadership in the policy arena. In 2002, Honduras became the fifth largest disbursing country in Latin America, with over \$50 million in actual delivery. Planned growth incorporated into this CCF and the office business plan is designed to generate additional resources to reinvest in catalytic policy initiatives in a cost-effective manner.

5. Within the context of United Nations system coordination, the country team prepared the first United Nations Development Assistance Framework (UNDAF) for Honduras for the period 2002-2006, which provides a set of common strategies to channel cooperation to the Government. The UNDAF exercise also allows for the programming cycle of the United Nations Development Group (UNDG) to be synchronized, beginning in 2002. The Honduras UNDAF has been commended by the UNDG for its far-sightedness and linkage to the PRSP, as well as for providing concrete examples of collaboration, such as the Democracy Trust Fund, the HIV/AIDS Forum and the Joint Disaster Management System. United Nations system collaboration has become more coordinated and tangible since the completion of the UNDAF in 2001. A percentage of UNDP resources will be allocated to support joint initiatives within the context of the UNDAF.

I. Development situation from a sustainable human development perspective

6. *Sustainable human development indicators for Honduras.* The *Human Development Report 2001* places Honduras among the least developed countries in the Latin America region, with a human development index (HDI) of 0.634. It has been estimated that among the 299 municipalities in Honduras, some 60 per cent indicate an HDI significantly below the national average, reflecting very low incomes and lack of access to basic health and education services.
7. According to the Highly Indebted Poor Country (HIPC)-related PRSP, prepared with substantial UNDP assistance, 66 per cent of households were below the poverty line in 1999. (Honduras and Nicaragua were included in the extended HIPC process in 1999. The resulting PRSP was approved by the World Bank and the IMF in late 2001.) The PRSP intends to decrease poverty by over 30 per cent in 15 years by focusing on six major objectives: accelerating equitable and sustainable economic growth; reducing poverty in rural areas; reducing urban poverty; investing in human capital; strengthening social protection for specific groups; and guaranteeing sustainability of the strategy. The second CCF is designed to support the implementation of the PRSP. Poverty is predominantly rural in nature, presaging unsustainable emigration if

not correctly managed. Average annual economic growth in the country over the last 20 years has been 2.8 per cent, a rate equal to the rate of demographic growth. The impact of low historic growth rates is compounded by its inequitable character. Hurricane Mitch, which hit Honduras in October 1998, had devastating effects on poverty levels and living conditions. A different yet equally worrisome threat to the country is the HIV/AIDS pandemic. Honduras carries a disproportionate burden of the pandemic in Latin America, with more than one half of all cases reported from the Central America region.

8. As the Honduras PRSP states, "Poverty is part of an institutional environment that can either heighten or diminish it." A critical part of fighting poverty is thus ensuring an appropriate level of efficiency and transparency within the Government and in institutions that promote participatory democracy. Since the 1980s, Honduras has been engaged in a process of strengthening its democratic traditions. Important advances have been made in the last decade, including regular and transparent elections and the creation of the National Human Rights Commission, the Public Prosecutor's Office and a civilian police force. Constitutional democracy has been further reinforced by fully subordinating the armed forces to civilian authority. In the period since Hurricane Mitch, civil society organizations have been redynamized and new ones have emerged, providing a more propitious environment for an enhanced public debate as to future of the country and the most appropriate means of achieving national goals. Decentralization, as a mechanism to augment local participation and thus further consolidate the democratization process, has also garnered force since Hurricane Mitch. The new Government has made great strides in its first months to develop an institutional, judicial structure promoting decentralization, which replaces more ad hoc initiatives. Nevertheless, the PRSP still correctly identifies corruption, a lack of transparency, and a weak judiciary as stumbling blocks in the fight against poverty. UNDP views good governance as a lynchpin in fighting poverty and will invest heavily in this area during the second CCF.

9. *Donor assistance, the PRSP and future government development plans.* Hurricane Mitch changed the nature of donor aid and donor coordination in Honduras. Following the 1998

meeting of the Consultative Group for the Reconstruction and Transformation of Central America held in Stockholm, Sweden, six countries (Canada, Germany, Japan, Spain, Sweden and the United States of America) backed the Stockholm Declaration, which outlined principles for reconstruction and democratic transformation. In Honduras, the Group of Six has grown to include 15 members, including the European Union, UNDP, the Inter-American Development Bank (IDB), International Monetary Fund (IMF) and the World Bank, as well as other interested bilateral donors who regularly meet to discuss development priorities and aid coordination with the Government; the group is now known as the G-15. An extremely significant outpouring of new assistance resulted from the post-Hurricane Mitch Stockholm Consultative Group, enabling the Government in three years to complete the majority of priority reconstruction requirements. While donor support has begun to decrease to pre-hurricane levels, the donor community remains actively focused on the still very relevant principles of the Stockholm Declaration related to good governance and democratic transformation. Equipped with the G-15 mechanism for direct government dialogue and the UNDP-inspired Democracy Trust Fund, effective coordination in Honduras is assured. This will be bolstered by the close coordination of the donor community with the Government in the development of the HIPC-related PRSP approved for Honduras.

10. There is agreement within the PRSP and with the newly elected Government and the G-15 donors (including UNDP) that Honduras faces five major challenges in furthering its democratic process and economic development: (a) ensuring sustainable and equitable economic growth; (b) establishing a participatory and transparent democratic system that engenders the confidence of all national stakeholders, including the domestic and foreign investment community; (c) consolidating and implementing a plan to ensure the sustainable use of natural resources and the protection of the environment; (d) significantly reducing poverty, particularly rural poverty; and (e) reducing social and physical vulnerability. These five factors are principle tenets of the second CCF and the UNDAF.

II. Results and lessons of past cooperation

A. Key programme outcomes

11. The first CCF shares with its successor the three critical thematic areas of poverty reduction, democratic governance and environment. Promoting gender equity continues to be a cross-cutting theme that is given special attention under all three thematic areas. In addition, the devastating consequences of Hurricane Mitch brought about restructuring of the first CCF in order to bolster the disaster management system. Nevertheless, the issues addressed in the document remain relevant to the initiatives presented in the second CCF.
12. During the first CCF period, in the area of poverty reduction, UNDP contributed at the macro level with support to the preparation of the PRSP. UNDP also contributed with sectoral interventions for poverty reduction in rural areas. One of the major achievements was the design and implementation of a National Sustainable Rural Development Programme (PRONADERS), in partnership with the International Fund for Agricultural Development (IFAD), and in close collaboration with the Ministry of Agriculture. This effort resulted not only in the launching of PRONADERS, but also in support to the design of national mechanisms for rural poverty reduction. Under PRONADERS, a gender equity policy for agricultural development was adopted as the result of a Government of Sweden-UNDP project implemented during the CCF period.
13. In the area of democratic governance, UNDP played a major role in supporting newly created governance institutions such as the Public Prosecutor's Office, in partnership with the Government of Sweden, and the National Human Rights Commissioner's Office (Ombudsman), in partnership with the Government of the Netherlands. The Government Sweden and UNDP collaborated in the establishment of a foundation for significant reform in the legislative arena. Specific inputs were also made for the passage of particular laws, including the Gender Equity Law, the National Statistics System Law and HIV/AIDS legislation.
14. Key UNDP investments were made to augment information for decision-makers and the public,

with the creation of the National Statistics Institute and the National System for Government Management. UNDP actively supported the elaboration of the Gender Equity Law and the creation of the National Institute for Women (INAM), which provide a solid base for addressing the problems faced by women in Honduras. Upon request from the Government, UNDP initiated support for the modernization of the armed forces, including the first armed forces audit by UNDP in Latin America.

15. UNDP also provided support to decentralization and strengthening of municipalities. Five major municipalities (and some smaller ones) received UNDP support to strengthen their management systems in different areas. Under the leadership of the Government, particularly with the Ministry of Agriculture through PRONADERS, this project also established links between municipalities and public investment groups for better coordination of public investment projects at the local level. Promoting the central government's role in effective decentralization remains an issue to be addressed, however.

16. In the area of environment, particularly in relation to climate change, policy recommendations were proposed to promote energy efficiency and renewable energy by removing barriers that inhibit the introduction of these technologies, in order to reduce dependency on fossil fuel. An inventory of greenhouse gases was also prepared. The National Biodiversity Strategy and the Forestry Law were prepared in partnership with UNDP. Although these initiatives respond to global environmental concerns, the process also proved that these are key issues for national development priorities as well. For example, renewable energy is now considered an instrument to combat rural poverty.

17. In responding to disasters caused by Hurricane Mitch, UNDP, in cooperation with other donors and the United Nations system, set up a national disaster management system and provided technical support to draft the legislation for disaster management and to strengthen municipalities.

B. Advocacy

18. In keeping with the Administrator's Business Plan, in 2000 UNDP launched important policy and advocacy initiatives, which have had far-reaching

impacts on democracy and governance in Honduras. The Democracy Trust Fund greatly facilitated civil society's direct participation in the process of governance and democracy. The Trust was identified as a best practice model by the UNDP/UNFPA Executive Board during its 2001 visit to Honduras. It provided opportunities for civil society to participate in a variety of areas, including: significantly augmented participation in PRSP formulation and implementation; unprecedented public dialogue with the presidential candidates and the five political parties; first-ever monitoring by civil society of the electoral process, which was covered in three publications (a book, *Proceso Electoral 2001: Monitoreo desde la Sociedad Civil*, documents and summarizes the major findings of the 2001 electoral process and will serve as an excellent reference for other elections); and the signing of a series of pacts with the presidential candidates on electoral reform, the role of youth, commitment to women and gender equity, and a commitment to the joint development of a 20-year nationwide vision and plan of action to accompany the PRSP initiative.

C. Lessons

19. Programme and project implementation in Honduras has been chronically weak, suffering from delays and a lack of transparency. UNDP has therefore assisted the Government with project implementation and with capacity-building. As a result, funds managed by UNDP have grown over 10 per cent per year. This partnership continues to grow based upon new agreements signed between UNDP and the Government. Generated revenues helped to finance new project initiatives, to offset office costs and to support, to a modest degree, headquarters operational requirements.

20. The first CCF confirmed a principle of the Administrator's Business Plan: the importance of building networks and partnerships to render government and UNDP-led interventions successful. Discussions with the Government and donors, and a review of two successive donor surveys covering UNDP performance in the years 2000 and 2001, show that UNDP has improved its technical competencies, its service menu and its image within the country. UNDP is considered a "close-in" policy advisor to the Government, a consensus builder and intermediary for government, donors and civil society, and a project implementer. For example, UNDP has worked

closely with the incoming Government and all five political parties to continue important advances in electoral reform. These efforts have resulted in congressionally ratified agreements in 2002 to eliminate universal immunities for congressional deputies, to enable the right of plebiscite, to depoliticize the national electoral tribunal and to move towards direct elections for representatives in Congress.

21. The organizational challenges espoused by the Administrator's Business Plan require competency in various areas. Based on the tools developed and refined during the first CCF, today in Honduras, UNDP generates policy and development alternatives through its National Human Development Reports and various other studies carried out by the country office Policy Think Tank. Consensus-building processes are facilitated through the Democracy Trust Fund, HIV/AIDS Forum and various governance and rural development projects. And UNDP is playing a growing role in national programme formulation and project implementation. Professional service delivery within the context of this broadened agenda is a well-established management priority in UNDP Honduras. Significant investments have been made in line with the UNDP global policy of country office restructuring to effect social transition among staff, as evidenced by sustained growth vectors and donor surveys.

III. Objectives, programme areas and expected results

22. Given that the PRSP is the Government's long-term poverty reduction plan, aligning UNDP interventions with the PRSP constitutes the core of the 2002-2006 CCF strategy. The CCF will build upon previous CCF structures and achievements. Additionally, and noting UNDP valued contributions identified during the first CCF, including advocacy, intellectual leadership, resource mobilization and programme implementation, UNDP will continue to provide professional services on the ground and to monitor the implementation of national plans and political agreements brokered by UNDP and the Democracy Trust Fund.

23. Within the context of the UNDP Business Plan and the Honduran PRSP, UNDP support over the course of this CCF period will focus on: (a)

knowledge generation and advocacy; (b) facilitating consensus-building processes around good governance and poverty reduction; (c) national programme/project design and partnership-building to facilitate resource mobilization; and (d) implementation support services to facilitate public investment projects.

A. Knowledge generation and advocacy

24. From its privileged position as a neutral partner in the promotion of policy dialogue, its network of partnerships and its experience with sustainable human development, UNDP will continue its efforts to ensure that issues concerning the quality of human life become an integral part of the social debate in Honduras.

25. For the last three years, UNDP has effectively utilized the National Human Development Report to foster active debate on the linkages between economic growth and human development, and as an instrument to appraise national strategies, such as the PRSP. As a result, the sustainable human development paradigm has been permanently embedded in public debate and within the PRSP. During the second CCF, UNDP services for knowledge generation and advocacy will go well beyond the production of National Human Development Reports to include direct advisory services to the Government, civil society and the donor community. The country office delivery mechanism is the Policy Think Tank, housing five permanent researchers and additional visiting fellows. This division, since its inception in 2001, has produced 26 publications on such seminal topics as poverty reduction, gender and the economic impact of HIV/AIDS in Honduras. Another mechanism is the subregional resource facility (SURF), whose policy advisors and knowledge connection framework provide crucial support. Without question, these two mechanisms will become critical signature UNDP services.

B. Facilitating consensus-building

26. UNDP, as the originator of the Democracy Trust Fund, has access to a pre-eminent national forum where key development challenges are openly discussed. Additionally, many UNDP projects, such as the women's caucus, the forestry agenda initiative, military reform and electoral

reform, provide important forums for consensus-building and decision-making.

27. Implementation of the PRSP will require significant and well-structured local-level efforts to support participation and consensus-building mechanisms related to agenda items contained in the strategy. UNDP, with its neutrality and technical capability to guide dialogue, will continue to provide the opportunity for stakeholders to discuss and reach consensus to support and, more importantly, directly participate in the Government's poverty reduction efforts. This process has been greatly facilitated by the Anti-Poverty Partnership Initiative (APPI) established with the assistance of the Government of Italy. Within Honduras, these funds will be designated to promote local-level capacity-building for effective implementation of the PRSP.

C. Programme interventions, partnerships and resource mobilization

28. The CCF will have three main programme focus areas: poverty reduction in rural areas, good governance and natural resources management. Each of the three areas is a priority within the 15-year PRSP. Given that programmes of structural change require decades, not years, to implement, and that Honduras has committed itself to a long-term vision to fight poverty, UNDP must contribute in the areas where it has a proven competency and where in-house accumulated knowledge exists.

29. Programming during the second CCF within the three established areas will focus on cutting-edge initiatives linked to critical issues, identified jointly by the Government and donor community. Timely and catalytic areas include judicial reform, electoral reform, congressional reform, military reform, public security, decentralization and linkage, rural poverty-fighting initiatives and policy reform in the agricultural sector.

30. UNDP resources will be used in new programme areas and initiatives and will pave the way for broader donor financing under government and/or UNDP management. In recent instances, UNDP contributions on the order of no more than \$50,000 have stimulated national initiatives costing hundreds of thousands, or millions, of dollars. UNDP has been successful in developing close

relations with both national and international institutions that share concerns over sustainable human development, good governance and poverty eradication. Through an aggressive outreach strategy and improved service orientation, UNDP will maintain and expand this network to serve the Government more effectively in its resource mobilization efforts.

31. United Nations system collaboration has become more coordinated and tangible since the completion of the UNDAF in 2001 and its direct alignment with the PRSP. Action teams in the priority thematic areas of the UNDAF have been established and are moving towards coordinated action in the field. In support of this effort, a percentage of UNDP resources will be allocated to support joint United Nations initiatives, including the Democracy Trust Fund and the HIV/AIDS Forum.

D. Implementation support services

32. Efficient and transparent implementation of public investment projects remains a key issue in Honduras. Measures are being implemented, particularly through interventions by the Governance Cluster, to address such structural problems as poor information management and weak institutional capacity. In addition to these medium- and long-term measures to build national capacity, UNDP will provide implementation support services to national investment projects through its newly created Business Centre. These services will be made available in close coordination with the Ministry of Finance. The transfer of technical capacity, such as management of financial and procurement activities, is a key signature input within this service area.

E. Thematic programme areas

33. *Good governance.* Given the significant breakthroughs fostered to date in improving democratic processes in Honduras, UNDP will strongly support the incoming Government in its efforts to reinforce democratic processes with broader local participation, decentralization and structural political reforms evoking greater transparency. In general, the goal of UNDP is to promote a political climate that engenders the most basic principles of democracy, including

transparency, a separation of powers between the executive, judiciary and legislative branches, non-corrupt systems of governance and administration, decentralization and opportunities for popular participation. UNDP will support the reform of institutions that are key to strengthening democratic governance, namely Congress, the Supreme Court, the National Electoral Tribunal, the armed forces and, if requested, political parties. In this context, processes initiated in the previous CCF cycle will be strengthened. Many Hondurans see corruption as the major impediment to progress towards development. In this context, UNDP will continue to support the National Anti-Corruption Committee and related initiatives of the Government and civil society.

34. In light of the critical importance given by the new Government to decentralization and municipal capacity-building as mechanisms to implement the PRSP and improve efficiency, popular participation and transparency, UNDP has accepted the challenge of serving as a policy advisor and programme designer and implementer in this area. UNDP will invest in strengthening central government capacity to promote effective decentralization and support municipalities in management capacity.

35. The full promotion of gender equity pursued by UNDP will be enhanced by specific gender-relevant initiatives through the National Institute for Women and the Women's Caucus established under the Democracy Trust Fund. UNDP will also utilize the HIV/AIDS Forum mechanism established under the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the UNDAF to coordinate inputs with the Government, donors and over 100 NGOs active in this field. Initial UNDP contributions will finance the social infrastructure for the HIV/AIDS Forum, including city and regional chapters, the General Assembly structure, an AIDS trust fund and the Executive Board, wherein policy decisions will be made jointly by the Government, donors and civil society.

36. *Reduction of poverty in rural areas.* The main elements of UNDP rural development interventions will include: (a) consolidation of the local development management capacity under the leadership of municipalities and the participation of local communities; (b) extension of coverage of

rural credit to small farmers; and (c) transfer of agricultural and commercial techniques and better natural resources management practices.

37. These interventions are expected to provide income-generating options for rural communities. Continued support to PRONADERS, in alliance with IFAD, will constitute a major pillar to achieve this objective. In addition, in the second CCF cycle, UNDP will seek to strengthen the linkage between agro-industry and small farmers and will promote non-agricultural income-generating activities, such as tourism, to expand the range of options for rural development.

38. In close coordination with IFAD and with funds provided by the Government of Italy for the Anti-Poverty Initiative, UNDP will work to incorporate local-level successful practices of rural poverty eradication financed by IFAD into PRSP planning and implementation practices. In this way, contemporary macro PRSP planning processes can be based on positive practical experiences to ensure that HIPC funds are properly used at the grass-roots level, in a manner that strengthens local democracy and responsibility.

39. By providing income-generating opportunities and institutionalizing community participation mechanisms for small farmers in the areas most affected by poverty, the rural development programme is expected to promote equity. By introducing appropriate natural resources management techniques, it is likewise expected to have an impact in reducing physical vulnerability, thereby contributing to the construction of a more secure society.

40. *Natural resources management.* The UNDP natural resources management programme for the second CCF moves well beyond a conservationist approach to the promotion of sustainable, income-generation alternatives. The new Government has identified the forest sector as key to the country's growth. In this context, UNDP will provide assistance to the Government in sustainable management of forestry resources. Special attention will be given to the integration of forestry management in such related issues as water, territorial management and biodiversity.

41. A short energy supply is also a constraint to economic growth. This problem is acute in rural

areas, hampering the efficiency of productive activities where, in fact, most poverty is concentrated. The promotion of energy efficiency and renewable energy will therefore constitute the second major pillar of UNDP support to the Government to promote productive activities in a sustainable manner. The promotion of the participation of the private sector, particularly the banking sector, in reducing the entry costs to invest in this sector will be a strategic element in promoting renewable energy, with particular emphasis in remote rural areas.

42. Hurricane Michelle demonstrated that further strengthening of the national disaster management system is necessary. It also pointed to the need to incorporate disaster mitigation measures in national and local development planning. In this context, support to establishment of a national disaster management system and introduction of an adequate watershed management system will be emphasized to reduce physical vulnerability of the country.

IV. Management arrangements

43. National execution will be the dominant modality of project and programme execution. However, national capacity is irregular. Consequently, while continuing to provide services to institutions in the execution of projects and programmes, UNDP will strike a balance between direct support and the need to build national capacity. In certain areas, including knowledge generation, consensus-building and the implementation of sensitive projects such as electoral reform and modernization of the armed forces, direct execution will be used. UNDP neutrality is a critical asset, providing trust and transparency.

44. UNDP will expand its efforts to work in tandem with its sister United Nations agencies. United Nations system coordination has been publicly and very effectively jump-started with the active implementation of three joint agency initiatives: (a) the Democracy Trust Fund, formally launched by the President of the Republic with the diplomatic community, which has played a very active role in developing civil society participation in ensuring transparent electoral processes, and has augmented the role of local actors in PRPS

implementation; (b) the HIV/AIDS Forum, which is Latin America's first effort to bring together the United Nations system (under the auspices of UNAIDS), the donor community, the Government and over 100 NGOs working to ensure a broad-based, multisectoral response to the HIV/AIDS epidemic nationwide; and (c) the United Nations Disaster Response Team, which was designed within the UNDAF, and was one of the first to respond to government needs for support and also among the first to assist with national assessment efforts during the Hurricane Michelle disaster.

45. In summary, the 2002-2006 CCF positions the UNDP country office as a donor of critical catalytic import well beyond its financial contribution. It presents an interactive and dynamic structure which includes policy formation, social consensus, donor coordination and project service provision. As stated previously, programmes of structural change require decades, not years, to implement, and Honduras has committed itself to a long-term effort to fight poverty. UNDP will continue to support the Government in the areas where it has proven competency. An additional element of this strategy is the linkage between this second CCF and the UNDAF. As was the case in the previous CCF cycle, UNDP will continue to assign core resources to resource mobilization and partnership-building efforts, as well as to upstream policy interventions through knowledge generation and consensus-building services.

Annex

Resource mobilization target table for Honduras (2002-2006)

<i>Source</i>	<i>Amount</i> <i>(In thousands of</i> <i>United</i> <i>States dollars)</i>	<i>Comments</i>
UNDP regular resources		
Estimated carry-over	25	
TRAC 1.1.1	3 263	
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	50	
Subtotal	3 338_{a/}	
UNDP other resources		
Government cost-sharing	80 584	
Third-party cost-sharing	1 683	
Funds, trust funds and other	5 001	
Subtotal	87 268	
Grand total	90 606_{a/}	

a/ Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.