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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR HONDURAS

Note by the Administrator

I. THE PREPARATORY PROCESS

1. The formulation process started in 1990 during a process of consultations between the Government and UNDP on the impact of cooperation on the economic adjustment, social compensation, production reactivation and modernization of the State and environmental development programmes of the Government. A high-level joint working group composed of representatives of the Ministry of Planning and UNDP met on various occasions to analyse the strategy for UNDP assistance, the conclusions of the Consultative Group, the mid-term review of the fourth country programme, sectoral policies of the Government, the programmatic orientations of UNDP, particularly those contained in General Assembly resolution 44/211 and decision 90/34 of the UNDP Governing Council.
2. An exhaustive review was carried out by the Ministry of Planning on the basis of the advisory note of UNDP. The United Nations agencies in Honduras participated actively in the definition of the assistance according to priority areas identified by the Government. The fifth country programme, which was prepared by the Government with the support of the local UNDP Office, reflects the consensus among governmental authorities, agencies of the United Nations system and UNDP.

II. ANALYTICAL COMMENTARY ON THE COUNTRY PROGRAMME

3. The objective of the fifth country programme, which covers the period 1992-1996, is to strengthen the capacity of the Government to carry out priority development programmes through institution-building, the formulation of national programmes, the implementation of pilot projects to test the viability of their replication on a massive scale, including the mobilization of international technical and financial resources to this effect, technology transfer, promotion of participation by NGOs, grass-roots organizations and the private sector, and the evaluation of the programmes.

4. The strategy of the fifth country programme is aimed at using the UNDP resources as seed money to mobilize resources for complementary assistance making use of UNDP's comparative advantage including access to universal sources of knowledge, international experience with external cooperation, flexibility, agility in responding to the Government's requests, ability to promote Central American integration, political and sectoral neutrality, and capacity to administer other resources. UNDP will continue to coordinate with United Nations agencies and multilateral banks. The selected areas of concentration coincide with UNDP's human development goals. The programmes or projects will be implemented by the Government, and the United Nations agencies will participate as cooperating agencies. The evaluation of the impact of the programme within the framework of national programmes is of particular importance. The indicators of impact identified in each of the areas of concentration will be applied with the participation of UNDP, the Ministry of Planning and the institutions concerned. The "programme approach" will be introduced gradually to the areas of concentration with certain exceptions, namely, the fourth area, on sustainable environmental development, and the sub-areas on agriculture, in the second objective, and experiences on municipal decentralization in the third objective, which will be handled as clusters of projects.

5. The fifth country programme is concentrated in the following areas:

- (a) support for the economic modernization and social development programme;
- (b) strengthening of productive sectors and improvement in employment and income;
- (c) reform, modernization and decentralization of the State;
- (d) sustainable environmental development.

6. The first area of support for the economic modernization and social development programme, which has been assigned 30.2 per cent of the combined IPF and cost-sharing resources, will have three basic components, namely, support for economic modernization, targeting of social expenditure and achievement of human development goals, and promotion of cooperation for social development. This envisages capacity-building to measure the impact of social and economic macroeconomic measures, to implement the national public investment programme, including strategic planning and training, improve conditions for international trade, manage the debt, improve the targeting of beneficiaries to attain the human development goals adopted at the Central American Presidential Summit meeting held in December 1991, and mobilization of resources for education, health, drinking water, nutrition, food security

and housing programmes. IPF and cost-sharing resources assigned to this area amount to 30.2 per cent of the combined IPF and cost-sharing resources envisaged.

7. The second area, strengthening of the productive sectors and improvement in employment and income, will support the national scientific and technology programme through promotion of the participation of universities and private enterprises; the industrial restructuring programme through advice on industrial reconversion, promotion of foreign investment and formulation of investment projects in strategic productive sectors; pilot export promotion programme involving the private and public sectors; national microenterprise programme including capacity-building in the management by the public, private and non-governmental sectors; and the agricultural programme, aimed at replicating productive projects on a massive scale. Expenditures planned for this area amount to 15 per cent of the combined IPF and cost-sharing resources envisaged.

8. The third area, reform, modernization and decentralization of the State, will be directed to support three components, namely, administrative modernization in support of the activities of the Presidential Commission for the Modernization of the State established in December 1991 and its Executive Secretariat through the Management Development Programme (MDP) including planning and management of institutional restructuring and privatization programmes; decentralization and municipal development in support of the Law on Municipalities of 1991 and the Presidential Commission on the Modernization of the State and its Executive Secretariat, on policy formulation, definition of intergovernmental relationships and transfer of functions to municipalities, and institutional support to municipalities; and human rights to support the presidency on institutional development, training and promotion of human rights including those of women and children. The combined IPF and cost-sharing resources envisaged for this area amount to 35 per cent of the total.

9. The fourth area, on sustainable environmental development, will support the Government's efforts to mobilize resources from other sources to implement the National Action Plan on the Environment and projects contained therein. This will include two main aspects, first, support (to Congress) for the formulation of the Law on Natural Resources, forestry and energy policies, disaster prevention, management and use of protected areas, set-up of a new institutional order for environmental management, including the participation of the private sector, community environmental organizations, municipalities and non-governmental institutions. The second aspect entails support for the implementation of pilot projects on environmental education, and management of forests and fragile ecosystems having mangroves and coral reefs, as well as mobilization of resources for them. This area will command 19.9 per cent of the combined IPF and cost-sharing resources.

10. The Administrator notes that the fifth country programme will support the Honduran Human Development Programme, the "programme approach" and national execution, that its areas of concentration respond to the Government's

priorities, and that two of its areas of concentration relate directly to two out of the six areas of focus contained in decision 90/34 of the UNDP Governing Council, namely, development management and environmental problems and natural resource management.

11. The fifth country programme has resources estimated at \$38,541,000 consisting of \$12,991,000 in IPF, and cost-sharing of \$25,550,000, with IPF acting as seed money for the mobilization of resources. Assistance outside thematic area, related to support in the administration, coordination and implementation of international cooperation in the Ministry of Planning will be funded through Special Programme Resources estimated at \$200,000, National Technical Cooperation Assessment and Programme (NaTCAP).

III. MANAGEMENT OF COUNTRY PROGRAMME IMPLEMENTATION

12. The mid-term review of the country programme, which will coincide with a change of Government, will be used to verify the validity of the areas of concentration and the allocation of resources to them.

13. The coordination, monitoring and evaluation of the programme will be the joint responsibility of UNDP and the Ministry of Planning. Each area of concentration will have a Coordination and Evaluation Committee, composed of representatives of the Ministry of Planning, UNDP and the implementing entities.

14. The Government and UNDP coincide in their interest in strengthening the national execution capacity, for which it is intended to strengthen the unit of operations of UNDP, conceived as a support mechanism for national execution. Maximum use will be made of national technical capacities, resorting to international technical consultancies only when national capacities are not available locally. The United Nations agencies will cooperate in the implementation of highly specialized components.

15. The use of Technical Cooperation among Developing Countries (TCDC), particularly from Latin America, United Nations Volunteers and United Nations International Short-Term Advisory Resources (UNISTAR) will be strengthened during the implementation of the fifth programme and linkages will be reinforced with global programmes, with emphasis on the Special Plan of Economic Cooperation for Central America and the Regional Programme for Latin America and the Caribbean.

IV. RECOMMENDATION OF THE ADMINISTRATOR

16. The observations made in the present note reflect the Administrator's belief that the fifth country programme for Honduras is relevant in its support to the principal development priorities of the country; follows the recommendations of the UNDP advisory note; is the result of a consensus between the Government and UNDP and reflects extensive coordination with other

United Nations agencies and donors; and has the Government's full support to make its implementation possible.

17. For the above reasons, the Administrator recommends that the Governing Council approve the fifth country programme for Honduras.
