
INTERNATIONAL CAPACITY BUILDING FOR ENVIRONMENTAL COMPLIANCE AND ENFORCEMENT

BECKER, SUSAN

Environment Management Adviser, Sustainable Energy & Environment Division, United Nations Development Program (UNDP)

405 East 45th Street, FF1006, New York, NY 10017, USA

SUMMARY

A summary of UNDP's primary objectives, modes of operation and forms of support for building capacity in environmental enforcement and compliance is provided.

1 THE UNITED NATIONS DEVELOPMENT PROGRAM

1.1 General description of the organization

The United Nations Development Program (UNDP) is the United Nations largest provider of grant funding for development, and the main body for coordinating UN development assistance. UNDP's purpose is to help developing countries, and countries moving from centrally planned to market economies, build capacities for "sustainable human development" - development that center's on people.

UNDP has three overriding goals:

- To help the United nations become a powerful and cohesive force for sustainable human development.
- to focus its own resources on a series of objectives central to sustainable human development, namely: poverty elimination; creation of jobs and sustainable livelihoods; advancement of women; and, protection and regeneration of the environment.
- To strengthen international cooperation for sustainable human development and serve as a major substantive resource on how to achieve it.

Within the framework of sustainable human development, UNDP's Executive Board has recognized "poverty elimination" as the overriding priority in UNDP programs. It has also decided that countries with annual per capita incomes of US \$750 or less should receive 88 per cent of UNDP's core resources.

1.2 Universality

UNDP derives its core resources, totaling about \$1 billion a year, from the annual voluntary contributions of governments that are members of the United Nations or its agencies. All major policy decisions and financial allocations are determined by a 36-member Executive Board, whose members are from both contributor and program countries.

1.3 Global reach

With 136 offices worldwide, UNDP has the largest on-the-scene representation of any development assistance organization. Through these offices it supports the development efforts of 175 countries and territories, working with governments, organizations of civil society, and the people who benefit from its support. Eighty-five per cent of UNDP's staff members serve in country offices and 15 per cent at its Headquarters in New York.

This extensive network also enables UNDP to facilitate the cooperation for development provided by the UN system as a whole. The Resident representatives that head UNDP offices are usually also Resident Coordinators of UN operational activities for development and represent many UN organizations. Their duties include administering special-purpose funds such as the UN Capital Development Fund (UNCDF); the United Nations Volunteers (UNV); and the UN Development Fund for Women (UNIFEM).

When disasters or emergencies occur, Resident Coordinators play an important role in coordinating relief efforts, in cooperation with the UN Under-Secretary-General for Humanitarian Affairs and other UN agencies. In addition, the resident coordinator is expected to take the lead in mobilizing international assistance for rehabilitation in countries that are recovering from major disasters and emergencies.

1.4 Access to worldwide expertise

To execute the programs and projects it supports, UNDP draws upon developing countries' own national technical capacities, as well as the expertise of over 30 international and regional agencies, academic and research institutions and many non-governmental organizations. This enables it to deliver the exact type of specialized assistance required. It also ensures the effectiveness of UNDP's global and interregional programs which address worldwide concerns such as food security, safe motherhood, tropical disease control and HIV and AIDS.

1.5 Catalytic role

Over and above its core funding, UNDP helps to mobilize additional financial support for governments' priority programs. Contributions of some \$900 million yearly are provided for UNDP administered special purpose and trust funds, and for particular programs through "cost sharing" contributions from both donor and program countries.

In addition, UNDP support activities stimulate some \$9 billion a year in collaborative funding from public and private sources.

1.6 Program activities

UNDP works both "upstream," giving governments essential policy advice, and "downstream," providing funds for activities with short term tangible benefits. Support is provided to:

- Build governments' capacities to manage development. Areas of assistance include public sector reform; aid coordination; economic management and market reform; democratization (encompassing electoral processes, human rights protection and establishment of independent judiciaries); and improving cooperation with organizations of civil society.
- Help countries develop operational frameworks for sustainable human development, for example, by defining development goals, linking global themes and resources to national priorities and identifying external financing and technology needs.

- Assist governments in identifying, designing and implementing long-term development programs, including strategies and plans which respond to national development objectives.
- Help countries mobilize additional financial resources needed for their development activities - from domestic sources, or from multilateral lending institutions such as the World Bank and regional development banks.
- Promote access to and adaptation of scientific knowledge and suitable technologies.
- Further Technical cooperation Among Developing Countries, whereby countries work together for development or match needs and capacities for their mutual benefit.
- Strengthen capacities in civil society for participatory grassroots development that empowers people and their non-governmental and community based organizations.
- Directly finance projects that validate policy ideas, demonstrate grassroots success or launch promising innovative activities.
- Help forge North-South partnerships and secure international agreements on global issues, such as desertification control and climate change.
- Contribute to peace building and conflict prevention through support for national and regional reconciliation, reintegration of returning refugees and displaced people, reconstruction of war-torn communities and the training of demobilized soldiers for remunerative employment.

1.7 Programming tools

UNDP work includes the preparation of several program and project documents, some of which are prepared every 3-5 years and others which are prepared on an as required basis. These major documents, by their generic name, include a Country Strategy Note, Program Note, Cooperation Framework and specific thematic programs and projects.

2 CAPACITY BUILDING

The breadth of the topic of capacity development, much like that of sustainable development, encompasses a wide range of aspects including the human, technological, organizational, financial, scientific, cultural and institutional. It does not lend itself to clear definitions or a consensus on its meaning. Indeed, most discussions on the topic quickly tend to broaden out to deal with the overall process of development. It therefore may be useful to restate the definition in Agenda 21, i.e., that capacity building is "*the process and means through which national governments and local communities develop the necessary skills and expertise to manage their environment and natural resources in a sustainable manner within their daily activities.*" The main ideas, according to UNDP, behind this concept are the following:

- strengthening peoples' capacity to achieve sustainable livelihoods;
- a cross-sectorial multi-disciplinary approach to planning and implementation;
- an emphasis on organizational and technological change and innovation;
- an emphasis on the need to build social capital (i.e. voluntary forms of social regulation) through experimentation and learning; and
- an emphasis on developing skill and performance of both individuals and institutions.

To assist in the field of capacity building, UNDP gives attention to the enabling environment or the broader context of capacity building programs — political, social, cultural, legal, institutional — and ways in which key stakeholders can support or prevent progress. In other words, capacity building for UNDP is defined in its broadest sense and is not limited to training and education activities.

In the context of UNCED, UNDP was given the responsibility to task-manager on capacity building for Agenda 21.

3 TECHNICAL SUPPORT FOR CAPACITY BUILDING IN ENVIRONMENT

3.1 Sustainable energy and environment division (SEED)

3.1.1 General description

An important element in turning UNDP's sustainable human development mandate into reality is SEED — the Sustainable Energy and Environment Division. Established in 1994, SEED consolidates UNDP's wide range of energy, natural resources management and environmental support activities into one division. By bringing this wealth of substantive expertise into a coherent whole for the first time, SEED enhances UNDP's technical capacity, competence and responsiveness to country demand. This innovative consolidation provides UNDP - and its partners in government and civil society - with new possibilities for improving the effectiveness of global and national policies and programs related to energy, the atmosphere, agriculture, forests, waters, land biodiversity and other natural resources, and environmental management as a whole.

3.1.2 Integrating environment and development

SEED's primary objective is to support the integration of environmental protection and management with other aspects of UNDP's development program. In addition, SEED seeks to maximize the effectiveness of UN operational activities and strengthen international cooperation in support of strategies, policies and programs focused on the essential linkage of environment and development. It works towards these goals through UNDP's country offices and regional bureaus at headquarters by providing support in the following areas:

- Helping to incorporate environmental concerns at the earliest possible stages of national planning and economic decision making.
- Helping to design and implement projects and programs to promote sustainable energy, encourage sustainable management and use of natural resources, protect biodiversity and combat desertification and land degradation.
- Disseminating knowledge, training, tools and technologies to build capacity in both government and civil society to help achieve the goals of Agenda 21.

3.1.3 Divisional structure, synergy and collaboration

Five operational units, each with its own program responsibility and areas of technical expertise, comprise SEED. While the units actively make inputs into one another's programs - and increasingly collaborate operationally - they continue to maintain their own distinctive nature and focus. SEED represents an innovation through synergy and diversity, rather than uniformity.

The five existing SEED units, based in New York, are: Energy and Atmosphere Programs; Natural Resources Management; The Global Environment Facility; UNSO-Office to Combat Desertification and Drought; and, Capacity 21.

3.1.4 SEED supported activities related to compliance and enforcement

a) Capacity 21

While each of the units has a particular segment of environmental compliance and enforcement which it could support, the primary unit responsible for this topic is Capacity 21.

Capacity 21 was launched at the United Nations Conference on Environment and Development in Rio de Janeiro in 1992. The program is a novel and catalytic initiative that supports developing countries in building their capacity to integrate the principles of Agenda 21 - the plan of action for sustainable development endorsed by more than 180 countries - into national development.

Capacity 21 pursues three main objectives: assisting countries to incorporate the principles of sustainable development into their development plans and programs; assisting countries to involve all stakeholders in development planning and management; and creating a body of experience and expertise in sustainable development and capacity building that will be of continued material value to developing countries, UNDP, UN specialized agencies, NGOs, donors and others. At the end of its second year of operation, Capacity 21 had on-going programs in more than 40 countries; additional activities are under development in 10 other countries.

One of the more relevant, yet unique, examples of Capacity 21 support for compliance and enforcement is seen in the project RAF/93/013 Environmental Law and Capacity Building in Africa. The project involves 10-12 African countries and is managed through a cost sharing arrangement with the Government of the Netherlands, UNDP, UNEP and the IUCN. It addresses the following needs:

- Strengthen the capacities and capabilities of participating Government institutions with a view to facilitating a switch from vertical functioning attitudes, especially policy initiatives and decision-making to integrating multi-sectorial management approaches to environmental legislation, and enforcement for sustainable development;
- Institute a program for human resource development related to legislative and institutional strengthening, including training and dissemination of information;
- Create enabling environment through improvement/ revision of existing environmental and related institutional mechanisms with a view to promoting efficient, rational and sustainable utilization of natural resources.

In each of the targeted countries the project will develop country specific responses that:

- Provide a detailed needs assessment of legal and institutional regimes for sustainable environmental management both on a sector and cross sector basis.
- Assist in preparation of national legislation.
- Assist in implementing environmental legislation, including the putting in place of institutional structures which ensure that managerial functions at all levels are properly integrated and coordinated to provide an effective framework for environmental management, including inter-ministerial coordination and conflict resolutions.

- Provide institutional capacity building in the form of training, dissemination of information and exchange of experiences.
- Promote consensus building for environmental legislative reform processes.

Capacity 21 is a UNDP trust fund managed by SEED. In order to access these funds countries must make requests to their local UNDP offices which in turn forward the request to their respective geographic bureau at UNDP-HQ New York. A Capacity 21 Management Group meets occasionally to review requests for Capacity 21 funds submitted through the Regional Bureaus. Capacity 21 programs are traditionally broad in scope, rather than focusing on a single aspect of Agenda 21. Two examples of relevant Capacity 21 projects are attached herein as Annex 1. The criteria for obtaining Capacity 21 support through a UNDP country office includes those listed in the checklist in Annex 2.

b) Forest capacity program

The purpose of the Forestry Capacity Program (FCAP) is to support building capacity in developing countries to implement their National Forestry Programs. The focus of this Program is to design and implement policies that will encourage the various actors to make decisions which result in sustainable management of tropical forests for socio-economic development and environmental conservation.

As demand is expected to exceed the availability of resources, their allocation under the program will be guided by criteria which include:

- (a) degree of government commitment to the FCAP goals and objectives;
- (b) importance of the country's forest resources;
- (c) contribution of the sector to the national economy and the respective development potential;
- (d) severity of forest degradation and the number of people affected;
- (e) needs for conservation of biodiversity as well as soil and water resources; and
- (f) type and extent of FCAP assistance needed.

It is important to establish a participatory planning and implementation process, and a multi-disciplinary approach to forest issues. A variety of local institutional arrangements which bring together relevant ministries, international organizations, NGOs and CBOs may be appropriate to support such an approach. This project would provide assistance for supporting existing institutional arrangements or setting up new ones where needed. Coordination of donor participation in NFPs requires further institutional capabilities which this program also aims to support.

The detailed design of a FCAP should be based on a comprehensive assessment of the national and local capabilities to initiate and undertake long term forestry planning and to implement programs and projects. The purpose of the program is to fulfill the essential technical and institutional conditions for forestry development planning, while simultaneously enabling the country to begin, or enhance, the FCAP process, particularly with regard to sectorial and project planning, consultative mechanisms, policy design and implementation, and monitoring and evaluation.

Given the above, the FCAP has the ability to deal with legislation, policy and regulations governing the forest sector. The projects supported through this special fund do not deal solely with compliance and enforcement, but includes these issues as part of overall forest sector management. Assistance through an FCAP project may entail drafting new legislation, writing

regulations, implementing legislation, guidelines, codes of practices, and monitoring and enforcement thereof. For example, in the Cameroun, an FCAP project was mandated to provide the team responsible for writing the specific text for the application of the new forestry law and accompanying degrees. Similarly, the FCAP project in Bhutan has enabled the country to finalize text for a new Forest and Nature Conservation Act (1995), which has been approved by the Cabinet for submission to the National Assembly. The enforcement of many sections of the new Act will require the preparation of rules and regulations, which will be entrusted to a Task Force, also supported by the project.

Support for FCAPs can be obtained directly through the Natural Resources Management Unit of SEED.

4 ADDITIONAL UNDP SUPPORT FOR CAPACITY BUILDING GENERALLY

UNDP can support capacity building in environmental compliance and enforcement through its regular country level activities. Country programs are developed by countries in consultation with UNDP country offices. These activities are designed to provide support in the thematic areas listed under 1.1 above. Governmental and non-governmental organizations seeking assistance for support in capacity building for environmental compliance should therefore contact the resident representative in their country to discuss methods of obtaining support from the UNDP core allocation to the country.

In the past support has been provided for training, institution building, programs in governance and democratization processes, support for the creation of market based systems, grants for civil society activities and so forth. The spectrum is broad, and requirements and needs vary in each country.

5 UNDP'S RECENT EXPERIENCE WITH REGULATIONS AND COMPLIANCE

In 1992 UNDP issued the Handbook and Guidelines for Environmental Management and Sustainable Development. These guidelines were based on the rules and procedures of UNDP at the time, and had some resemblance to strategic environmental assessment criteria. A significant training program was launched after the guidelines were released, and over 120 country offices hosted the training course. Although the guidelines are considered relevant and necessary, their implementation has been limited. Communication about the guidelines was abundant when they were distributed, yet the guidelines were issued without any compelling reasons for their utilization, either negative or positive. From this experience, UNDP is in the process of drafting a new policy on the implementation of the guidelines which will hopefully provide incentives and disincentives for the use of these protective measures.

6 CONCLUSIONS

UNDP is committed to capacity building for sustainable human development. Indeed, using the broad definition of capacity development explained above, nearly all of UNDP's support falls within this category, and certainly it is UNDP's priority in topics related to Agenda 21. UNDP support is country driven - requests emanate from the countries, not from or through the organization's headquarters. New proposals stemming from government or civil society for support in areas related to capacity building for environmental compliance should accordingly be discussed with UNDP country offices directly.

ANNEX 1 UNDP Capacity 21 Program Examples

These are two of a series of summaries of Capacity 21 programs currently under implementation around the world. One is for Lebanon and one is for Honduras. Series documents and general program information are available through the UNDP Internet Gopher Server at gopher.undp.org. Please address any questions by e-mail to CAP21@undp.org or by mail to the Coordinator, Capacity 21, Sustainable Energy and Environment Division, United Nations Development Program, 1 United Nations Plaza, FF-10th Floor, New York, NY 10017, USA. Fax 1 (212) 906 6973.

A. Capacity 21 Program Summaries, Number 3, Lebanon

Program Title: Establishment of an enabling environment for integrating the principles of sustainable development in Lebanon.

Program Number: LEB/93/G81

Start Date: September 1994

Duration: 2 years

Executing Implementing Agency: Government of Lebanon, Ministry of the Environment

Cooperating Agencies: UNEP and METAP

Capacity 21 Contribution: 550,000 US\$

Cost Sharing: 60,000 US\$, UNEP
42,675 US\$, IPF Subline

1 In Brief

After seventeen years of war, and the social and environmental turmoil associated with it, the Government of Lebanon faces the extraordinary task of planning, financing and executing a comprehensive reconstruction of the country's infrastructure. The Government has also chosen this as an opportunity to improve its development strategies and will use Capacity 21 support to create an enabling environment for sustainable development. Included will be plans and strategies for sound environmental management and capacity building for all sectors involved in the sustainable use and development of Lebanon's resources.

2 Background

Environmental profile. Political and social attitudes during the war placed few limitations on the use of natural resources, and Lebanon's environment has severely deteriorated from overexploitation. The depletion and degradation of land, water, air, coastal and other resources have reached critical levels, as has pollution by solid waste, sewage, chemicals and industrial development. A laissez-faire attitude has prevailed in Lebanon regarding land use planning, environmental regulation and the exploitation of natural resources, and no regulatory or monitoring legislation currently exists.

Cultural profile. The years of civil conflict in Lebanon were also socially devastating. Emigration of skilled Lebanese was widespread, and by 1990 almost 750,000 people were displaced, exacerbating both human and economic suffering. Disadvantaged and vulnerable groups were particularly affected, compounding previous regional imbalance. Disparities between men and women have also been widened.

Lebanon's response. The Government of Lebanon has embarked on the implementation of a US\$ 2.25 billion Program of National Emergency and Reconstruction (NERP). The NERP concentrates primarily on the rehabilitation of water, waste water, solid waste, electricity, housing

and education sectors. The Program is broadly managed by the Council for Reconstruction and Development (CDR). While the NERP has an implicit environmental component, it does not adequately integrate environmental concerns into its proposed rehabilitation and reconstruction.

The Government has also established the Ministry of State for the Environment. However, an outdated legislative framework and nonexistent enforcement mechanisms hinder Lebanon's ability to regulate activities to ensure sustainable development. Current development and reconstruction practices are therefore often launched in ways that are neither environmentally sound nor sustainable.

3 Points of Emphasis

Though the main thrust of this program will be support for environmental management, all sectors that impact sustainability will be supported and involved in implementation.

This is the first attempt to integrate environmental and sustainable development issues into the national planning process of reconstruction and development.

4 Anticipated Results

- National institutions established for sustainable development.
- An effective legal and regulatory framework for sustainable development and effective administration and enforcement of this framework, including economic instruments and market incentives.
- Enhanced capacity of stakeholders to participate in and apply the Environmental Impact Assessment (EIA) process.
- Ability of the Ministry of Environment and other stakeholders to:
 - ensure coordination of environmental monitoring;
 - use the information acquired for improved decision making,
 - establish systems for integrated environmental; and
 - economic accounting, promote greater awareness of the need for sustainable development, and facilitate greater access to information for sustainable development.
- Availability of and access to resources necessary for sustainable development.

5 Development Objectives

- To create an enabling environment for integrating the principles of sustainable development in decision making processes in Lebanon

6 Immediate Objectives

- 6.1 To establish national institutions for the sustainable management of development

Indicators of Achievement

- A program for the consultation and participation of all stakeholders in the planning of the mandate and functions of the Ministry of Environment (MOE) agreed and in operation
- Ministry of Environment Development plan approved by government

- Legislation to support the Ministry of Environment
- Ministry of Environment established

How will Achievement be assessed

- Capacity 21 reports

6.2 To develop an effective legal and regulatory framework for sustainable development

6.3 To propose actions for effective administration and enforcement of this framework, including economic instruments and market incentives

Indicators of Achievement

- Review of all policies, strategies and institutional arrangements relating to sustainable development
 - Existing laws revised
 - New laws drafted and presented to Government

How will Achievement be assessed

- Capacity 21 reports
 - Review of government legislative process

6.4 To enhance the capacity of stakeholders to participate in and apply the Environmental Impact Assessment (EIA) process

Indicators of Achievement

- Stakeholder groups identified and consulted
- Procedures for stakeholder participation and consultation, including criteria for participation, developed
- A program of awareness and training in operation

How will Achievement be assessed

- Interviews with stakeholder representatives: government, private sector, NGOs
- Workshop reports

6.5 To enhance the ability of the Ministry of Environment of Lebanon to:

- Ensure coordination of environmental monitoring.
- To use the information acquired for improved decision making; and
- To establish systems for integrated environmental and economic accounting.

Indicators of Achievement

- Environmental monitoring requirements and capacities of all sectors reviewed and assessed

- A cooperative inter-institutional program of environmental monitoring drawn up and agreed by cooperating parties
- Equipment, personnel and training needs defined
- Priority equipment obtained
- Environmental monitoring program in operation

How will Achievement be assessed

- Capacity 21 reports and interviews with representatives of sectors and institutions
- Capacity 21 reports
- Government of Lebanon reports

6.6 To enhance the capacity of the Ministry of Environment and of other stakeholders:

- to promote greater awareness of the need for sustainable development;
- to facilitate greater access to information to help secure the objectives set for sustainable development

Indicators of Achievement

- Implementation of the Sustainable Development Network Program (SDN) Proposal

How will Achievement be assessed

- SDN Program reports

6.7 To ensure that the necessary short and long term resources are made available for sustainable development

Indicators of Achievement

- Government strategy for funding development in a sustainable fashion
- UNDP strategy for IPF investment in sustainable development prepared
- A program of resource mobilization among donors operating

How will Achievement be assessed

- Government reports
- Country Office reports
- Capacity 21 reports

B. Capacity 21 Program Summaries, Number 10, Honduras

Program Title: Integrated Program to Strengthen Indigenous Groups to Protect the Environment and the Cultural Patrimony

Program Number: HON/93/G81

Start Date: September 1993

Duration: 3 years

Executing Agency: Honduran Institute of Anthropology and History

Capacity 21 Contribution: 700,000 US\$

UNDP / IPF Funds: 300,000 US\$

Cost Sharing: 300,000 US\$, Government of Honduras, in-kind contribution 500,000 US\$, Third Party Cost Sharing

1 In Brief

By working with indigenous groups who live in the most ecologically fragile Honduran forests, Capacity 21 will help Honduras to build legal instruments, technical resources, and human capacities that will harmonize external pressures with environmental protection. Institutional capacity in Honduras will be strengthened in order to integrate environmental conservation with human development in a manner that satisfies the aspirations of indigenous minorities, who are typically alienated from mainstream patterns of development.

2 BACKGROUND

Environmental Profile. Tropical forests are currently being deforested at rapid rates by migrant farmers and cattle ranchers, leading to loss of biodiversity and environmental degradation. Estimates of destruction are 15,500 hectares per year for coniferous forests and 64,500 hectares per year for broadleaf deciduous forests, the latter being the most important ecosystem for biodiversity. If these rates continue, the tropical forests of Honduras will disappear within the next twenty years.

Cultural Profile. Competing economic interests (primarily of migrant farmers, cattle ranchers and tourism developments) are forcing indigenous groups off their traditional lands, leading to a gradual extinction of these ethnic communities. The threat to survival of these communities is also a threat to their vast knowledge and a threat to the endangered species such as tapirs, spider monkeys, harpy eagles and others which have coexisted together for centuries.

Honduran Response. To combat the intensified occupation and degradation of their traditional lands, representatives of the Toplan, Lenca, Tawakha, Miskito, and Garffuna tribes recently presented a series of petitions to President Callejas requesting guarantees for "land tenure, personal security, and self-determination of their autonomous cultures". The President has recognized the need to support these indigenous groups in their efforts and has, in turn, supported the integrated environmental and development strategies proposed in this program.

3 Points of Emphasis

The social and economic aspirations of the communities that depend on natural resources for their survival must be considered and integrated into environmental protection plans and conservation goals.

Ethnic groups who still inhabit the forest are living examples of ecological harmony and can provide a wealth of knowledge regarding the forest flora and fauna.

This program is multi-disciplinary, involving indigenous groups and specialists in anthropology, agro-ecology, education, health, artisans and eco-tourism development..

4 Anticipated Results

A legal framework that guarantees the survival of forest-dwelling ethnic groups while permitting the viable protection of biodiversity in fragile zones and the conservation of the nation's cultural patrimony.

A protected corridor system from the Rio Platano Biosphere to the Bosawas Reserve in Nicaragua.

A legal and functional consolidation of ethnic settlements in ecologically fragile zones and creation of buffer zones to contain deforestation by cattle ranchers and migrant farmers.

A technical plan for integrated resource management, combining elements of customary and modern management systems. A group of pilot communities will also be established to test this plan.

Strengthened public administration systems of the indigenous groups through training in community development, natural resource management, forest/biological reserve administration, eco-tourism and other fields.

A package of demonstration micro-projects at the village level, encompassing sustainable resource management, agroforestry, food security, primary health care, bicultural education, traditional crafts and eco-tourism under tribal control. Funding strategies for the implementation of these projects will also be created.

5 Development Objectives

5.1 Involve indigenous communities in the economic, political and cultural development of Honduran society

5.2 Achieve a rational use of natural resources, guaranteeing their continued existence to ensure ecological balance and to provide the population with the benefits of their sustained use as a basis for development of the region

6 Immediate Objectives

6.1 Define a development concept for the region which incorporates the sustainable use of natural resources, by achieving the following objectives:

6.2 Reform the public, private and non-governmental institutional structure for the promotion, management and coordination of development programs

Indicators of Achievement

- An understanding developed in government and in communities of traditional public administration systems
- Minimum capacities identified that is needed to guarantee survival of ethnic groups and biodiversity
- Indigenous people trained through specially designed training programs
- Increase in sharing of information between ethnic groups

How will Achievement be assessed

- An interdisciplinary study of indigenous systems
- Interviews with representatives of government and communities
- Capacity 21 reports
- Reports on training sessions. Interviews with trained people
- Interviews with representatives of groups

6.3 Involve local populations in the management and use of resources and in benefiting from them

Indicators of Achievement

- The legal and functional consolidation of ethnic settlements
- Creation of buffer zones to contain deforestation by rancher and migrant farmers
- Integration of traditional management systems and new technology in a plan for integrated resource management
- Plan tested in pilot communities
- Communities involved in micro-projects, and funding strategy for micro-projects in place

How will Achievement be assessed

- Government legislation documents, visits to settlements
- Government legislation, inspection of management plans for buffer zones
- Review of plan
- Reports on pilot programs
- Reports on micro-projects and funding strategy

6.4 Conserve and protect the ethnic cultural heritage of the indigenous population of the region as a means of strengthening their cultural and national identity

Indicators of Achievement

- Development of a legal framework that guarantees the survival of indigenous forest-dwelling groups while permitting the viable protection of fragile biodiversity and national patrimony
- Creation of new protected areas : establishing a protected corridor from the Rio Platano Biosphere to the Bosowas Reserve in Nicaragua

How will Achievement be assessed

- Government legislation
- Review of legal status of protected areas

ANNEX 2. CHECK LIST FOR ASSESSING PROPOSALS TO CAPACITY 21

This checklist is a tabulated compilation of criteria and guidelines established by the UNDP Governing Council for programs to be supported under Capacity 21. Everything in the table supports the central principles of Agenda 21, to which UNDP Program Countries are signatories.

REQUIREMENT	SOURCE OF REQUIREMENT	COMMENT
<p>Country has demonstrated <u>strong commitment to implementing Agenda 21</u> and to achieving sustainable development. Commitment will normally be demonstrated through the actions of UNDP's main counterpart ministries, especially those concerned with central planning and finance. Commitment of specialized agencies, including environmental agencies may be insufficient if they do not have adequate support. Adequate funding of the agencies responsible for the implementation of Agenda 21 may be a good indication of commitment.</p>	<p>UNDP Governing Council. <i>Agenda 21, Chapter 8 Integrating environment and development in decision making.</i> <i>Agenda 21 Chapter 8, Section 8.12 - Strengthening National Capacity.</i></p>	
<p>The nation's development plans in general and the Country Program in particular manifest support to sustainable development, and planning frameworks recognize the <u>long term nature</u> of investment in sustainable development. An aim is to bring about changes in commitment and attitude towards sustainable development.</p>	<p>UNDP Governing Council. <i>Agenda 21, Chapter 8 Integrating environment and development in decision making.</i></p>	
<p>The program that Capacity 21 will support is designed to assist the achievement of sustainable development through the <u>integration of processes of sustainable development into national development planning.</u></p>	<p><i>Agenda 21, Chapter 8 - Integrating environment and development in decision making.</i></p>	

REQUIREMENT	SOURCE OF REQUIREMENT	COMMENT
Country has adopted, or plans, a <u>broad programmatic approach</u> to achieving sustainable development.	Agenda 21, Chapter 8 - Section 8.12 - <i>Strengthening National Capacity</i> .	
The Capacity 21 proposal is of <u>central importance</u> in helping to shift development processes towards sustainable development. (i.e. it is not "just another" conventional program, and Capacity 21 is not simply being used to compensate for general shortage of resources).	UNDP Governing Council.	
The Capacity 21 proposal is <u>innovative</u> i.e. it helps to bring about a genuinely new and pioneering approach to sustainable development in the country concerned.	UNDP Governing Council.	
The catalytic nature of the Capacity 21 proposal can be demonstrated and will lead to the <u>mobilization of resources</u> for sustainable development by helping to plan national budgetary requirements, by helping to allocate national resources appropriately, and by securing external resources.	UNDP Governing Council.	
Although the outputs of Capacity 21 proposals will be national in impact, there must be <u>consistency with regional and global initiatives</u> , including the GEF, Montreal Protocol etc.	UNDP Governing Council.	
Capacity 21 proposals should be formulated locally on the basis of a <u>participatory and transparent process</u> that	Agenda 21, Section 3 - <i>Strengthening the Role of Major Groups</i> - Chapters 27-32.	

REQUIREMENT	SOURCE OF REQUIREMENT	COMMENT
involves consultation with NGOs, the private sector, government, UN agencies and other donors. Proposals should give full support to the participation of civil society to participate in program execution.		
UN agencies should be included in consultations at all stages of proposal preparation, and involved in program execution where appropriate.	UNDP Governing Council.	
Proposals will normally give consideration to <u>improving access to information</u> and networking within the country and between countries.	Agenda 21, Chapter 40 - <i>Information for Decision Making</i>	
Preference given to good programs from <u>LDCs</u> .	UNDP Governing Council.	