

COUNTRY PROGRAM EVALUATION OF THE REPUBLIC OF HONDURAS SUMMARY REPORT

November 2002

IC Net Limited

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The currency unit of Honduras is the Lempira. One Lempira is equivalent to ¥7.93 as of January 1st 2002 (This exchange rate, based on each exchange rate to the US dollar, is retrieved from Oanda.com <http://www.oanda.com /converter/classic>). The fiscal year for Honduras begins on January 1st and ends on December 31st.

The content of this report is based on the information available in May 2002 when the evaluation team conducted the field study in Honduras.

The opinions expressed in this report are those of the authors and do not necessarily represent the views of the Japan International Cooperation Agency (JICA).

Third Party Evaluation
entrusted by JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
in JFY 2001 - 2002

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OF
THE REPUBLIC OF HONDURAS

SUMMARY REPORT**

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1. Background to and aims of the evaluation study

1.1 Background to the evaluation study

In order to strengthen its approach from a macrocosmic standpoint, since Japanese Fiscal Year (JFY) 1998 JICA has, in addition to the conventional evaluation of individual projects, undertaken to carry out country program evaluation. The first such evaluation to be carried out focused on Bangladesh, which is the poorest country in SW Asia. In the following fiscal year consideration was given to ensuring transparency and objectivity with a view to improving the quality of the evaluation through the development of evaluation methods. In JFY 1999 the system of Evaluation by External Organizations was instituted, and evaluation studies began to be commissioned to universities, research bodies and consultants with specialist knowledge in development assistance. So far evaluation studies have been carried out for Mexico, which is a middle-income country in South America (in JFY 1999), as well as in Tanzania in Africa and Bolivia in South America (in JFY 2000).

In JFY 2001 a comprehensive examination was made of requests by departments in JICA headquarters and overseas offices, of the need for a revision of JICA Country Program and of the past record of country program evaluation (regions and development levels of the countries evaluated), as a result of which it was decided that project evaluation by external organizations should be carried out for two countries in Central America, namely Honduras and Panama.

Honduras is economically one of the poorest countries in Central and South America, with a per capita GDP of US\$899 (estimated for 2000 by the Central Bank). This country is also one of the countries to which the debt relief initiative for Heavily Indebted Poor Countries (HIPC) is applicable and for which a Poverty Reduction Strategy Paper (PRSP) has been formulated; the country is the target of international action to reduce poverty. Hurricane Mitch, which hit the country in 1998, took many lives and destroyed the basis of people's livelihood, and restoration from this disaster is the priority development issue at present. The Government of Japan has a record of grant aid cooperation and technical cooperation in sectors, including agriculture and health / medical care. Japan provided emergency relief assistance at the time of the hurricane disaster, and has since provided support for restoration.

The study was carried out in two stages; in the First Field Study of November 2001 an agreement on the larger framework of the study was formulated with the Government of Honduras (*see* Annex 1. Minutes), and in March – May 2002 the Second Field Study implemented a detailed evaluation and analysis.

1.2 Objectives of the Study

The Objectives of the Study are to carry out a comprehensive evaluation of the contribution made by JICA projects to the development of Honduras and to extract from the results of the study recommendations and lessons for the improvement of JICA Country Program (the establishment of development issues /

programs), as well as recommendations and lessons for the formulation and implementation of cooperation programs / projects.

2. Subject of the study

2.1 Region covered by the study

The region covered by the study is the whole of the country of Honduras.

2.2 Important sectors for evaluation

The important sectors in the evaluation study were infrastructure development (roads and bridges, as well as disaster prevention facilities), development of social infrastructure (health and sanitation facilities), development of key industries such as agriculture and fisheries, human resources development (education and vocational training) and environmental preservation.

2.3 Projects Covered

The total value of projects in each sector implemented during the period covered by the evaluation (1991 – 2000) amounted to approximately ¥40,200 million¹, US\$300 million² or approximately 5,000 million lempira³ (up to JFY 1999: figures for 2000 have not yet been announced).

The sector-wise evaluation covers all projects implemented during the evaluation period, but the 33 projects shown in the “List of Projects for Individual Evaluation” below were evaluated individually. It should be noted that the selection and implementation of the grant aid cooperation projects were under the jurisdiction of the Ministry of Foreign Affairs, while JICA undertook the basic design study of the projects and the task of promoting the implementation of the projects. JICA obtained the consent of the Ministry of Foreign Affairs before carrying out the evaluation of grant aid cooperation projects that are closely linked to JICA’s technical cooperation projects.

¹ ODA White Paper

² The exchange rate as of January 1, 2002 was 1US\$ = 131.63 yen.

³ The exchange rate as of January 1, 2002 was 1 Honduras lempira = 7.93 yen

List of Projects for Individual Evaluation

NB1: Projects marked P1, P2 etc., in the Program column are strongly inter-related; projects marked with the same number are evaluated together as a single program.

NB2: Shading signifies that the program (P4, 5,7) is a program implementing a survey of local residents. An asterisk (*) indicates a matter in which a questionnaire survey was carried out using local consultants.

Sector	Sub-sector	Program	Modality	Project Name
Infrastructure development	Transport	P1	Development study	The Tegucigalpa Urban Transport Study
			Grant aid cooperation	Project for Construction of New Choluteca Bridge
	Debris-slide protection	P2	*Individual experts	Sabo Works and Flood Control: 3 Experts
			Development study	The master plan study on the erosion and sediment control in the pilot river basin, Choloma, San Pedro Sula, Cortes in the Republic of Honduras
			Grant aid cooperation	Project for Flood Control on Choloma River
			Grant aid cooperation	Project for the Erosion and Sediment Control of Choloma River
Social infrastructure development	Sanitation	P3	Development study	The Study on the Strategies and Plans for the Upgrading of Health Status
			Grant aid cooperation	Project to Improve the Metropolitan Hospital Network
			Individual expert	Planning Development for Health Service: 2 experts
	Waterworks / Water resource development	P4	Project-type technical cooperation	The Project on the Fortification of Nursing Education
			*Acceptance of trainees	In-country Training Program for Nursing Education Staff
			Grant aid cooperation	Project for Water Supply in Marginal Areas in Tegucigalpa City
Agriculture / fisheries	Agriculture	P5	Grant aid cooperation	The Agricultural Development and Training Center (CEDA) Construction Project
			Project-type technical cooperation	The Agriculture Development Training Center Project
			*Individual experts (long-term)	Irrigation Engineering 3 experts
			Project-type technical cooperation	The Technology Development Project on Irrigation and Drainage in Honduras
			Development study	The Feasibility study on rehabilitation of Coyolar dam and irrigation improvement project in Comayagua Valley
			Development study	Feasibility study on the irrigated agricultural development project in Jesus de Otoro, Intibuca department
	Stock raising	P6	Project-type technical cooperation	The Swine Production Development Project in Honduras
			*Individual experts (long-term)	Extention in Swine Technology
	Fishery ⁴	P7	* Team dispatch of individual expert teams	Local Fishery Modernization Project of the Coastal Area of Torgillo
			*Individual experts (long-term)	Fisheries Development

⁴ The JOCV group dispatch that had originally been subject to individual evaluation under the fisheries sector was excluded from the evaluation because after consultations with the JICA Honduras Office it was determined that it was not applicable to a group dispatch that should be included in the same programme (P7) as other items.

			Development study (M/P)	The Master Plan Study on the Small Scale Fisheries Development Project on the North Coast
			Grant aid cooperation	Project to Modernize the Artisanal Fisheries of the North Coast
			*Individual experts (long-term)	Administration of Small Scale Fisheries on the North Coast
Human resources development	Elementary education	P8	Project formulation study	Project Formulation Study on Primary Education in Honduras
			Grant aid cooperation	Basic Design Study on the Construction of the National Institute for Research and Education Training (INICE)
			Research cooperation	Joint Study Project on In-Service Training for Teachers of Elementary and Secondary Education
			*Dispatch of individual experts	Long-term Expert: 2 experts 1. Educational and Investigation Development 2. Educational Technology (Computer Education) Short-term Experts: 6 experts 1. Educational Research (2 experts) 2. Teacher Education (2 experts) 3. Science and Technology Education (2 experts)
			*Dispatch of Japanese Overseas Cooperation Volunteers (JOCV)	Mathematics for Primary Schools: 30 volunteers
Environmental preservation	Waste	P9	Grant aid cooperation	Project for the Improvement of the Metropolitan Cleaning Service ⁵
			Development study	The study on solid waste management of the urban area of Tegucigalpa's central district
			*Acceptance of trainees	Waste Management Techniques: 5 trainees ⁶

2.4 Period covered

The period covered by the evaluation is 10 years from 1991 to 2000.

⁵ This project name is derived from a translation of its official Spanish name, since no official English name has been determined.

⁶ Number of trainees participating the 5 year training course (JFY 1997 - 2001) until JFY 2000.

3. Framework of the Evaluation

As was seen in '1.2 Objectives of the Study', the main purpose of the present study is as follows:

- (1) To carry out a comprehensive evaluation of the contribution made by JICA projects to the development of Honduras
- (2) To extract from the results of the study recommendations and lessons for the improvement of the JICA Country Program for the country (the establishment of development tasks / programs), as well as recommendations and lessons for the formulation and implementation of cooperation programs / projects.

Evaluation of (1) was carried out in the following manner;

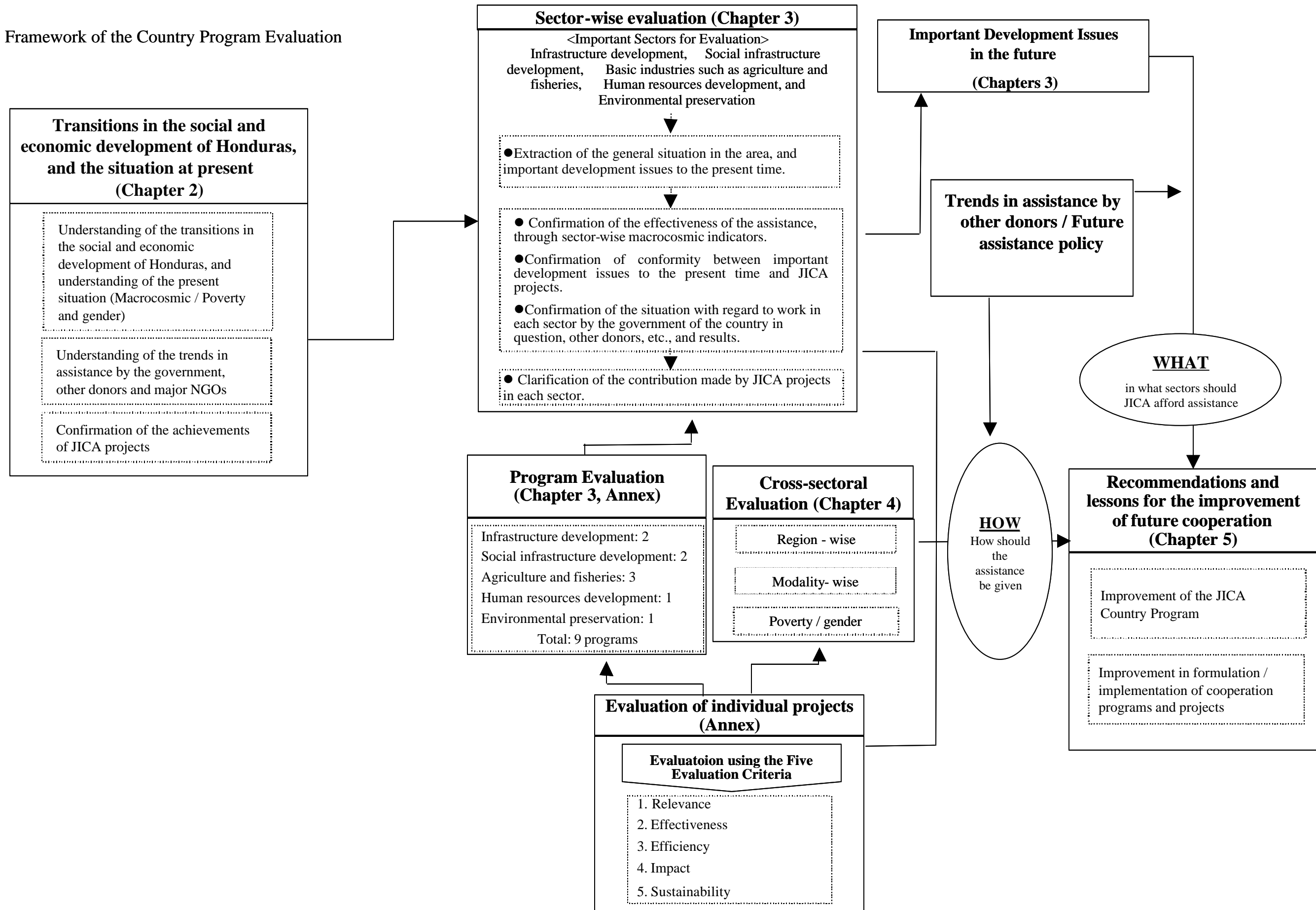
- 1) Understanding of the transitions in the social and economic development of Honduras, and understanding of the present situation.
- 2) Evaluation of projects (Confirmation of the effectiveness of each JICA project in each of the priority areas covered by the evaluation)
- 3) Sector-wise evaluation (confirmation of the effectiveness of JICA projects in each of the important sectors covered by the evaluation)

In addition, JICA projects were studied in the following three aspects as well.

- Region-wise evaluation (in order to make the evaluation results useful in the formulation of programs/projects by region)
- Modality-wise evaluation (in order to make the evaluation results useful in the formulation of effective approaches in different aid modalities)
- Analysis from the viewpoint of poverty and gender problems, which are development issues considered important globally at present

Next, for (2), the recommendations and lessons obtained from the results of each evaluation were organized from the standpoint of WHAT (in what sectors JICA should afford assistance) and HOW (how the assistance should be provided) in the future. The framework for country program evaluation is laid out in the chart on the following page.

Framework of the Country Program Evaluation



4. Study / evaluation method

The methods used in the study and evaluation are as shown below.

4.1 Understanding of the transitions in the social and economic development of Honduras and understanding of the present situation. (Dealt with in Chapter 2 of the Main Report)

A study was made of the social and economic trends in Honduras, government policy on development, donor / NGO trends and the activities of JICA, and clarification was made on the following items which are prerequisite to an evaluation.

- (1) Understanding of the transitions in the social and economic development of Honduras, and understanding of the present situation. (A macrocosmic analysis of the economy and society was carried out using data from the World Bank, United Nations organs, JICA study reports, etc.)
- (2) Understanding of the trends in assistance by the government, other donors and major NGOs (Confirmation was made in terms of the amount of budget input and the number of projects, as to which sectors or development issues the government, other donors and the major NGOs had provided assistance for, using data obtained by asking the government, donors and major NGOs, or from existing materials and statistics in their possession.)
- (3) Confirmation of the achievements of JICA projects (Confirmation was made in terms of the amount of budget input and the number of projects, as to which sectors or development issues JICA has worked on, using data from JICA materials.)

4.2 Sector-wise evaluation (Dealt with in Chapter 3 of the Main Report)

First of all, in this section, government bodies were asked about the five important sectors of the evaluation study and a review made of study reports by the World Bank and United Nations organs, in order to clarify the general situation in each sector over the past ten years. At the same time confirmation was made of what the principal development issues (**‘Important development issues to the present time’**) had been during this period, i.e., the 1990’s.

Next, a sector-wise evaluation was carried out from the following two standpoints:

- 1) Confirmation of the development effect from sector indicators / sub-sector (regional) indicators
- 2) Evaluation of the relevance of JICA projects

In 1), information applicable to the sector indicators / sub-sector (regional) indicators was gathered from existing documents, materials, statistics, etc., and the ‘Development Objective System Diagram in the 1990s’, which is a systematization of the **‘Important development issues to the present time’**, was used

to ascertain whether or not projects implemented by JICA in Honduras had led to any kind of developmental effect in combination with projects by the government of Honduras and assistance from other donors. In 2), confirmation was made of how individual JICA projects had corresponded to the 'Important development issues to the present time' in each important sector clarified above. In doing this consideration was given to consistency with the important development issues to the present time, whether or not there was cooperation and coordination with other donors, and the effectiveness of the JICA projects.

The 'Evaluation of the relevance of JICA projects' mentioned above was based on the program evaluation and evaluation of individual projects implemented in this study.

For the 33 Individual Projects Covered by the Evaluation, evaluation was carried out using the 5 criteria of the DAC⁷. Specifically, methods used were analysis of the PDM on completion and various reports, written and oral questionnaire surveys and interviews to those taking part in the project (Japanese experts and local counterparts (C/P), beneficiaries and others involved, and on-site inspection. (For the results of evaluation of individual projects, please refer to Annex No. 3, Results of the Evaluation of Individual Projects)

Focus of the five criteria

- | |
|---|
| <ol style="list-style-type: none">1. Relevance: Whether the assistance project is justified. Do the aims of the project match the needs of the beneficiaries? Is the project consistent with the policies of the recipient country?2. Effectiveness: Verification that implementation of the project truly does bring benefits to the target group; verification of the effectiveness of the project in question.3. Efficiency: Verification of whether the project was efficient from the point of view of the effective use of resources .4. Impact: Observation of the longer-term indirect effects or ripple effects brought about by implementation of the project.5. Sustainability: Verification of whether the impact of the project continues after the assistance has terminated. |
|---|

Of the 33 projects covered by the individual evaluation, several groups of projects are closely linked and carry the same kind of overall goal. These are evaluated together as one program, on the basis of the DAC Five Evaluation Criteria. (For details of the Program Evaluation Results, please see Annex 4. Results of Program Evaluation).

⁷ Development Assistance Committee: one of the three major committee members of the OECD (Organisation for Economic Cooperation and Development). In recent years the Committee has set up numerous guidelines on development cooperation, including improvements to the procedures, methods and structure of project evaluation.

4.3 Cross-sectional Evaluation (Modality-wise evaluation / Evaluation of poverty / gender) (Dealt with in Chapter 4 of the Main Report)

The results of the evaluation of individual projects and the program evaluations were reorganized from the following three viewpoints, and a cross-sectional evaluation of the sectors was made to improve the evaluation study:

- 1) Region-wise evaluation
- 2) Evaluation from the viewpoint of poverty and gender
- 3) Modality-wise evaluation

5. Evaluation Results

5.1 Sector -wise evaluation and project evaluation

Taken overall, it is thought that JICA projects have provided cooperation in the sectors considered important as a matter of policy by the Government of Honduras and the major donors, and it may be said that taken as a whole there are no particular problems with the direction of JICA projects in Honduras. Below follows a summary of the results of the sector-wise evaluation and project evaluation, for each of the five sectors that are both the principal sectors for assistance and the sectors on which the evaluation was focused.

(1) Development of Infrastructure (including roads / bridges as well as disaster prevention facilities)

- 1) The development situation seen in terms of sector indicators / sub-sector indicators (Chapter 3 of the Main Report)

In this sector, the principal issues were “the efficient provision of a quality economic infrastructure service” and “the reduction of human casualties and economic damage from flood and landslide disasters”. The degree of accomplishment for the former issue differs from sub-sector to sub-sector. Roads and bridges have been more or less fully restored from the damage caused by Mitch, and have been repaired to a relatively satisfactory level. However, no major improvement in city traffic in the Tegucigalpa Metropolitan Area has been seen. The railways play a small role. The ports still have problems in the quality of services. However, the airport has been successfully privatized. While privatization of the electric power sector has progressed to a certain extent, electric power is still not widely available in rural areas. The telephone service has become more widespread, but the industry has not been privatized, and the quality of service is a major problem. The water supply and drainage facilities have become more widespread, but the quality of service in urban water supply is still low.

With regard to the latter issue, “the reduction of human casualties and economic damage from flood and landslide disasters”, various efforts to reduce socioeconomic vulnerability to disaster phenomena have been made in the aftermath to Hurricane Mitch, and it may be thought that some progress has been made.

2) Relevance of JICA projects (Chapter 3 of the Main Report)

Conformity between JICA projects and the important development issues of each sector

JICA projects in this sector have concentrated on the road traffic and disaster prevention sectors, both of which are principal issues for the sustainable growth of the Honduran economy. In the large view, therefore, the JICA projects are deemed to conform to the principal issues in this sector. As can be seen from the very small proportion of government budget allotted to the disaster prevention sector, however, in the economic development policies of the 1990s flood control and debris-slide protection projects were not necessarily priority issues compared to other economic infrastructure, such as roads.

Coordination and cooperation with other donors

In the road traffic sector, there were tie-ups coordinated by the Government of Honduras in which other donors provided assistance in the construction of road sections and Japan provided assistance in the construction of bridge sections, as in the example of the New Choluteca Bridge. In the flood control and debris-slide protection sector, the Sula Valley National Commission was the implementing agency for all assistance by other donors, but this commission does not have a very close relationship with the SOPTRAVI Hydraulic Works Department that is the implementing agency for JICA projects. The sites of the JICA projects are adjacent to the sites of the Sula Valley National Commission projects, but there has not been any particular active coordination at either the planning level or the project level.

Effectiveness of JICA projects

In the road traffic sector, the Master Plan formulated in the “The Tegucigalpa Urban Transport Study” is not of a high quality. The project proposed in this study has been partly implemented, but has not necessarily turned out as planned. The “Project for Construction of New Choluteca Bridge” was completed as planned, and functioned as part of the bypass for Choluteca City on the Pan-American Highway for half a year until its access road was damaged by Hurricane Mitch. The total investment amount for both projects implemented was only about 1% of the gross investment made in the 1990s.

In the Erosion and Sediment Control sector, the costs for the solutions proposed in the master plan study on erosion and sediment control in the pilot river

basin, Choloma, San Pedro Sula, Cortes were high, and there is no prospect for their realization except for the emergency programs that were partly implemented under grant aid cooperation projects (Project for Flood Control on Choloma River and Project for the Erosion and Sediment Control of Choloma River). The only programs that were directly connected to the reduction of Honduras' vulnerability to socioeconomic damage from flood and sediment disasters were the "Project for Flood Control on Choloma River" and the "Project for the Erosion and Sediment Control of Choloma River" (grant aid cooperation projects).

3) Evaluation of Programs / Individual Projects (Chapter 3 of the Main Report)

The cooperation in this sector was relevant in the large view, but the disaster prevention related projects were less relevant because of the high cost of the solutions adopted. The two grant aid cooperation projects were evaluated relatively highly as regards effectiveness (achievement of project purpose) and impact. However, the flood control and debris-slide protection projects, to which there were design changes and additional works, were given a relatively low evaluation for efficiency of implementation. The two development studies were evaluated highly for efficiency of implementation, but the development study of metropolitan traffic had a rather low evaluation for effectiveness. While the proposals were partly realized, the impact was so low that evaluation was difficult. Good technical proposals were made for the development study for flood control and debris-slide protection projects, but the solutions were expensive and the feasibility was low, so that effectiveness was not high. Apart from the bridge projects, where maintenance was relatively easy, technical and financial factors meant that the evaluation for sustainability was rather low.

(2) Social infrastructure Development (Health and Sanitation)

1) The development situation seen in terms of sector indicators / sub-sector indicators (Chapter 3 of the Main Report)

In this sector, there are three major programs: “Improvement of health standards”, “Expansion of the population with access to safe water” and “Greater protection of the poor and socially weak”. For the **“Improvement of health standards”**, several health indicators showed that efforts had been successful to a certain extent. For the **“Expansion of the population with access to safe water”**, the percentage of the population with access to safe water rose from 90% in 1992 to 94% in 1998 in urban areas and from 53% in 1992 to 70% in 1998 in rural areas. However, during the dry season the water supply is low in quality and insufficient in quantity. For the **“Greater protection of the poor and socially weak”**, the major success during the 1990s has been the establishment and spread of both FHIS and PRAF.

2) Relevance of JICA projects (Chapter 3 of the Main Report)

Conformity between JICA projects and the important development issues of each sector

In the health and sanitation sector, JICA projects covered a wide range of programs from the establishment and equipping of a hospital network and the enhancement of nursing education to health and medical care development studies, as well as the procurement of medical equipment and enhancement of regional health administration. In the waterworks and water resources development sector, deep wells and a water supply system were provided under Grant Aid Cooperation. In the health and sanitation sector, all the projects, including the “Project to Improve the Metropolitan Hospital Network” are aimed at the resolution of principal development issues in this sector and may be considered relevant.

In waterworks and water resource development, during the 1990s efforts were concentrated on the development of water resources, especially in regions such as Comayagua, and the provision of a water supply system in the poorer districts of the Metropolitan Area, with the aim of increasing the percentage of the population with access to safe water. Japan's assistance in this sector can be said to have been relevant.

Coordination and cooperation with other donors

Japan's cooperation with regard to nursing education, expansion of the hospital network and the water supply was implemented so as to keep duplication of the efforts of other donors to a minimum. However, implementation of the Study on the Strategies and Plans for the Upgrading of Health Status was determined in the midst of health sector reform and a pilot project by the World Bank and IDB, and it is unclear whether there was sufficient prior discussion on the allotment of roles. It may be that until recently active coordination and cooperation with other donors was not carried out.

Effectiveness of JICA projects

The JICA projects for the three programs in this sector have had the following effects. The “enhancement of nursing education” had only a small impact on individual health and medical care service facilities, but by raising the level of nursing education throughout the country the program had a positive influence on the entire nation, so that overall the impact was large. On the other hand, in “health and medical care enhancement”, while grant aid cooperation and development studies had hardly any synergy effect, some impact was evident, limited to the Metropolitan Area. No information for “water supply” is available outside the Metropolitan Area, but in the districts in the Metropolitan Area where

access to safe water during the dry season had been very bad, there was an impact in that access was improved.

3) Evaluation of Program / Individual Project (Chapter 3 in the Main Report)

Cooperation in this sector conformed to issues with a high degree of importance, and the relevance of the projects was relatively high. However, there was disparity between projects in their effectiveness, efficiency and impact, according to the skill or otherwise of specific approaches. For this reason, discrepancies in terms of cost-effectiveness were also apparent from project to project. In many cases there was no prospect of a budget for equipment renewal, even for programs and projects with relatively high effectiveness and impact, whether these were under project-type technical cooperation or grant aid cooperation. Thus, sustainability was deemed to be middling.

(3) Development of Key Industries such as Agriculture and Fisheries

1) The development situation seen in terms of sector indicators / sub-sector indicators (Chapter 3 of the Main Report)

This sector consists of four sub-sectors: “Agriculture”, “Stock raising”, “Fisheries” and “Management of Forest Resources”. The GDP in agriculture fell in 1999 and 2000 because of Hurricane Mitch, but seen over the period of ten years, it has grown reliably. Coffee and bananas, which are the traditional exports, account for a large part of the GDP, and the growing production of new farm products for export, such as melons, pineapples and oil palms, is showing results in the diversification of farm produce exports. The increase in the amount of vegetables produced may also be considered a result of development. However, there has been a gradual decrease in the quantities of major cereals produced, with a marked growth in imports.

Exports of beef have fallen and its share of GDP within the sector has decreased. The GDP in stock-raising has stagnated or fallen over the decade. Production of chickens, eggs and milk has grown, but does not satisfy national demand.

The increased production of cultivated lobsters for export improved the GDP in fisheries. However, lobster farming is done by commercial enterprises, and does not lead to any improvement in the living standards of small-scale fishermen.

Forests have the function of conserving water resources, maintaining species diversity, and, in recent years, preventing global warming. The Forestry industry needs to maintain these functions while raising productivity. For this purpose, the sustainable management of forest resources is important. Forestry’s share of GDP within the sector

is falling, and the number of trees cut for timber is also falling. However, over the decade the production of firewood and charcoal has increased drastically. The reduction of the forests close to the urban areas means that forest resources are not being managed appropriately.

2) Relevance of JICA projects (Chapter 3 of the Main Report)

Conformity between JICA projects and the important development issues of each sector

The JICA projects in this sector concentrated on irrigated agriculture and small-scale fisheries on the north coast. In addition, a sizable amount of aid was provided for pig breeding and vegetable cultivation. Forestry is one of the most important sectors from the viewpoint of environmental preservation, but the only JICA projects were one development study and the dispatch of individual experts. However, there are many other donors, including GTZ, providing assistance for forestry, and it is thought that this resulted in the small scale of JICA projects in this sub-sector. The JICA projects were aimed at realizing the principal development issues as shown in the Development Objective System Diagram, and it could be said that JICA narrowed down from a large number of development issues those in which assistance was possible.

Coordination and cooperation with other donors

In this sector, cooperation by other major donors has focused on development issues in various forms. As for cooperation between donors, a number of donors are financing a fund for sustainable regional development. JICA is providing assistance narrowed down so as not to duplicate that of other donors.

Effectiveness of JICA projects

Here it may be considered appropriate to look at effectiveness by program. In the “**The Technology Development Project on Irrigation and Drainage in Honduras**”, the fact that the training of irrigation technicians and farmers continues without problem even now, after completion of the cooperation program, and the fact that the facilities and equipment are being maintained in good condition and are being made effective use of in the training, can be rated highly. However, the ripple effect on agricultural production and the irrigation works construction sites

has been limited. In the **“The Swine Production Development Project in Honduras”**, the spread of improved breeds among the small-scale farmers, which had been the aim of the program, has not yet been realized, and at the present time the number of farmers benefiting from the program is limited to about 400. In the **“Small Scale Fisheries Development Program on the North Coast”**, the number of beneficiaries (small-scale fishermen) over the entire north coast area is only a few hundred households, so the impact of this program has been limited in terms of the fisheries industry or the poorer classes as a whole; but the fact that the program has been of great benefit to individual beneficiaries is an indication of the effectiveness of this program; its significance as a model project for the reduction of poverty is huge.

3) Evaluation of Programs / Individual projects (Chapter 3 in the Main Report)

Cooperation in this sector conforms to issues with a high degree of importance, and relevance is relatively high. However, with regard to the effectiveness and impact, there are differences from program to program. This means that efficiency in terms of cost-effectiveness also differs from program to program. Sustainability as seen at the project purpose (implementing agency) level and at the program target level (overall goal) is deemed to be by and large middling.

(4) Human Resources Development (education and vocational training)

- 1) The development situation seen in terms of sector indicators / sub-sector indicators (Chapter 3 of the Main Report)

In this sector, there are four main issues, aimed at realizing the uppermost goal of “promoting human resources to act as the mainstay of society”. These are “Rectification of regional disparities”, “Improvement of elementary education”, “Improvement of education at other levels” and “Improved efficiency in educational administration”. With regard to “**Rectification of regional disparities**”, while there is still obvious regional disparity in the literacy rate, over the decade there was little growth in the literacy rate in urban areas, while in rural areas there was a growth of about 10%: the disparities between urban and rural areas are steadily narrowing. With regard to “**Improvement of elementary education**”, the school enrolment rate was already at a high level at the beginning of the 1990s, and has continued to improve steadily throughout the 1990s. Internal efficiency, however, is not sufficient, considering that for every 1000 pupils enrolled only 509 graduated in 1999⁸. With regard to “**Improvement of education at other levels**”, the priority is lower because in Honduras more effort has been being made in elementary education; but there are said to be some issues in secondary education and vocational education. The background to the issue of “**Improved efficiency in educational administration**” is that a lot of the educational budget has been appropriated to items other than educational facilities and activities, and not enough funds have been used for the construction of schools, improvement and development of curricula and teaching materials, amendments to the educational law, etc. Not enough information on the degree of improvement made during the 1990s was necessarily available.

- 2) Relevance of JICA projects (Chapter 3 in the Main Report)

Conformity between JICA projects and the important development issues of each sector

The JICA projects were implemented in two groups of projects focusing on the education of teachers. One group of projects was intended for the re-education of teachers in a facility (National Educational Practice Research Institute [INICE]) constructed under grant aid cooperation. The other was the group dispatch of JOCV members for the re-education (**arithmetic project**) of teachers at elementary

⁸ Secretaria de Educación, “Educación en Cifras Decada de 1990 al 1999”, 2000

schools. This education of teachers (including the development of teaching materials) is aimed at realizing the principal development issues as shown in the Development Objective System Diagram, and the degree of conformity to this purpose was high.

Coordination and cooperation with other donors

The Japanese assistance programs do not seem to have had any coordination with other donors, but a closer coordination with other donors might have been beneficial, for example in the preparation of teaching materials for arithmetic. Although there were opportunities for cooperation between donors, there seems to have been little sharing, cooperation or complementary work between donors in practice.

Effectiveness of JICA projects (Chapter 3 in the Main Report)

Of the above-mentioned two groups of projects, it was difficult to evaluate accurately the results of the **training of teachers by INICE (National Educational Practice Research Institute)** because no follow-up research into the training impact on teachers undergoing the training, and no measurement of achievement by the pupils taught by the teachers, was conducted. However, as arithmetic and mathematics, to which importance had been attached originally, are not being taught much recently, and from interviews with those concerned, it appears that there has been no great impact. The **arithmetic project** may be thought to have had a relatively high impact, according to the evaluation carried out as part of the project. In achievement tests conducted on about 30,000 pupils in classes taught by Honduran teachers who had been trained by JOCV members or by Honduran teachers (instructors) trained by the JOCV members, these pupils had higher scores than other pupils who had not been so taught. In addition, the teaching methods promoted by this project were adopted for the workbooks distributed by the Ministry of Education to children throughout the country, and the officials concerned in the Ministry of Education commented favorably on the project.

3) Evaluation of Programs / Individual Projects (Chapter 3 in the Main Report)

Cooperation in this sector conformed to issues with a high degree of importance, and its relevance was relatively high. However, there was disparity between projects in their effectiveness and impact, according to the skill or otherwise of specific approaches.

In the arithmetic project however, the teaching techniques of teachers and the achievements of school children were improved to some extent. This means that efficiency in terms of cost-effectiveness also differed from program to program. Sustainability as seen at the project purpose (implementing agency) level and at the program target level (overall goal) is deemed to be middling.

(5) Environmental Preservation

- 1) The development situation seen in terms of sector indicators / sub-sector indicators (Chapter 3 of the Main Report)

In this sector, there were two major issues, “Preservation of forest resources” and “Environmental improvement in residential areas”. With regard to **“Preservation of forest resources”**, the importance of forest preservation was recognized widely in the 1990s, and progress made in the legal system and management and organizational structures was a major impact; but approximately 550km² of forest per year are still being lost to slash-and-burn farming, and reforestation has not increased notably. However, the national parks and protected forest districts have been clearly defined and expanded, reaching approximately 26,000km² throughout the country by 2000. The achievements in **“Environmental improvement in residential areas”** were evaluated from a complex viewpoint from indicators covering air, water and soil pollution and solid waste. While experiments such as the introduction of lead-free gasoline were approved in the 1990s, so that there is a tendency towards the improvement of air pollution, the pollution of water resources continued and no progress was made nationwide in the disposal of waste. Environmental hygiene has tended to deteriorate.

- 2) Relevance of JICA projects (Chapter 3 of the Main Report)

Conformity between JICA projects and the important development issues of each sector

In the sector of environmental preservation, JICA projects in the 1990s dealt mainly with solid waste management, forest management and mine pollution prevention. Of the issues relating to environmental preservation in Honduras, forest preservation is clearly the most important issue, but the second most important issue is water pollution. Waste management is a cause of water pollution, and of the environmental pollution issues it is one that has become more important in recent years. Thus, JICA's assistance in tackling these issues may be

considered relevant.

Coordination and cooperation with other donors

In this sector, both the World Bank and IDB had environmental projects under grant aid and loan aid, and the amount contributed was huge. USAID and GTZ have been implementing forest preservation community projects and environmental education projects through NGOs and residents' organizations. With regard to forest preservation, it is unclear what level of cooperation and coordination Japan had with other donors. With regard to solid waste management, no other donors were involved in a big way during the 1990's.

Effectiveness of JICA projects

Of JICA projects in this sector, individual project evaluation was carried out only on the 3 projects related to waste management, and effectiveness was evaluated for these. It turned out that regular refuse collections were being made for about 100,000 people in illegal residential districts, though this did not cover all illegal residential areas. This would not have been done without the project review and organizational enhancement resulting from the provision of equipment through grant aid cooperation and the development study carried out, so the impact of this project is not small. However, while existing services were improved as a result of the development study, other new projects, such as a system of charges for collection, have not been implemented.

3) Evaluation of Programs / Individual Projects (Chapter 3 in the Main Report)

Cooperation in this sector conformed to issues with a high degree of importance, and its relevance was considerably high. Effectiveness, efficiency and impact of the projects were also considerably high. As the same implementing agency was engaged in all the programs the sustainability produced the same result, and apart for some financial anxiety, it is deemed that the sustainability of the impact of these programs has been secured to some degree.

5.2 Cross-sectional Evaluation

(1) Region-wise Evaluation

1) Relevance of region selection (macrocosmic evaluation)

The following table shows the four regions under evaluation together with their important sectors.

Region	Important sectors
Olancho region (Olancho department)	Health care, stock raising
North coast region (Atlantida and Colon departments)	Fisheries
Esperanza region (Esperanza city, Intibuca department)	Agriculture
Metropolitan area (Tegucigalpa city, Francisco Morazan department)	Education, environmental hygiene, health care

If we look at the JICA situation with regard to all the departments containing the above four regions, first of all, there is a moderate overall correlation between the need for development and the level of poverty on the one hand, and the scale of input by JICA on the other. Assistance is deemed to be aimed at the regions where it is needed.

Concerning the important regions (departments), however, while in the metropolitan area and Olancho, input matches the need for development and the level of poverty, in the north coast region (especially the Colon department) and in Intibuca department, input is greater compared to the need for development and the level of poverty.

2) Overall evaluation of JICA projects by region

To sum up the (four) important regions, the relevance of projects was high except in the Olancho department and, in many cases, projects were carried out that matched the principal issues of each region. The effectiveness (achievement of project purpose) would appear to be rather high, although there is not sufficient information. Efficiency is probably middling although, again, sufficient information could not be acquired. Impact seems to vary more between projects than between regions. Sustainability also seems, generally speaking, to be middling.

(2) Modality-wise Evaluation

1) Project-type technical cooperation

In this modality, planning was generally relevant; the relevance of input and appropriateness of operation and management was relatively high, but the achievement of project purpose was given an average rating of only 3.2 on a scale of five. However, the cause of this seems to be problems within the projects, because the external environment had little adverse effect on the realization of project purpose. Sustainability of the counterpart implementing agencies was middling. Since the external environment had little influence on the realization of the overall goals, the achievement of project purpose reflected directly on the impact such as overall goals (an average of 2.8 on a scale of five). There have been hardly any negative effects. The following issues remain: **ambiguity of purpose needs to be rectified in relation to relevance, and a clearer understanding of the external conditions for achievement of the purpose needs to be gained when the project is being planned. It is also important to improve efficiency** by eliminating waste in the input.

2) Grant aid cooperation

In this modality, planning was generally appropriate; the relevance of input and appropriateness of operation and management was relatively high, and the achievement of project purpose was given a satisfactory average rating of 4.1 on a scale of five. The external environment had little adverse influence on the realization of project purpose.

Sustainability of the counterpart implementing agency was middling. However, the achievement level of overall goals and other impacts was held back because of the influence of external obstructions to the realization of overall goals (an average rating of 3.9 on a scale of five). There have been hardly any negative effects. By and large, the evaluation was satisfactory.

3) Development study

With regard to the relevance of projects, the level of conformity with the needs of Honduras and the appropriateness of plan formulation, etc. were high. Although relevance of input and appropriateness of operation and management was relatively high, achievement of project purpose was middling, with an average rating of 3.3 on a scale of five. The organizational strength of the implementing agent at the completion of the project was evaluated harshly by those concerned with the project, and sustainability in

this Study was given a rather low rating.

As mentioned above, the level of commercialization of the plans by and large was low, partly because the achievement of project purpose was given only a middling rating, added to which the "confirmation of the external conditions necessary for the project purpose to link up with the overall goal " was rather weak. Although there were some external obstructions to the realization of the overall goal, the initially hoped impact appeared to a certain degree (an average rating of 3.3 on a scale of five). **It is necessary to "confirm the external conditions necessary for the project purpose to link up with the overall goal" and improve the quality of the actual report of the development study which is the project purpose in this modality.**

(3) Poverty/gender evaluation

1) Poverty

In Honduras, a considerable part of the total project number or budget was directed toward poverty reduction. Since the relevance and necessity of projects in many other programs that are not aimed at poverty reduction or consideration of poverty are considered high and the poorer classes are by no means excluded as beneficiaries, **all the projects in which JICA participated are considered to have a strong commitment to the problem of poverty.** According to the evaluation of the impact of individual programs, three of the above four projects judged to be poverty reduction projects "showed significant impact" (rated 4 on a scale of five for impact) and one project "showed some impact" (rated 3 on a scale of five for impact). Therefore, **the JICA projects seem to have promoted poverty reduction to some degree not only in their intention, but also in fact.**

2) Gender

While not many JICA projects implemented in Honduras are distinctly aimed at closing the gender gap, a certain degree of consideration is given to the gender problem. According to the impact evaluation for individual programs, all three projects judged to be projects aimed at closing the gender-gap "showed significant impact" (all rated 4 on a scale of five for impact).

6. Recommendations and lessons for future cooperation⁹

6.1 Review of the JICA Country Program

In this section, we first of all confirm the basic directionality of development in Honduras; then we clarify from the important sectors of the evaluation the principal issues in which JICA should support Honduras (priority issues in which Japan should provide assistance). We then take into account the direction of other donors and narrow down the 'priority issues in which Japan should provide assistance'. The review of the JICA Country Program was undertaken by the comparison between these final 'priority issues in which Japan should provide assistance' and the content of the existing 'JICA Country Program'.

In this section, it is assumed that Japan can provide technical assistance to specific sectors and issues, even if PRSP is implemented on a full-scale. The specific order of the work is as follows¹⁰.

1. Check of basic direction of development in Honduras

2. Selection from these of sector-wise important issues.

3. Extraction of issues that have technological priority for Japan.

4. Establishment of 'priority issues in which Japan should provide assistance' (first draft).

5. Confirmation of assistance sectors / issues of importance of other donors.

6. Establishment of 'priority issues in which Japan should provide assistance' (final draft).

7. Compilation of recommendations for the 'JICA Country Program' through a comparison of the 'priority issues in which Japan should provide assistance' (final draft) and the 'JICA Country Program'.

Finally, an attempt was made to classify the issues as follows, through collating the 'priority issues in which Japan should provide assistance' (final draft) and the 'JICA Country Program'.

⁹ In the 2001 issue of the Plan three development issues are laid down (see P.28), but there is no direct connection between these and the important sectors in the evaluation, which were selected from important project sectors over the past ten years.

¹⁰ The criteria for selection of the issues shown here are general ones; in the actual selection of issues and the adoption of items, there would be a need to consider the relationship between Japan and the recipient country in question, in terms of economics, politics, culture etc., as well as the national interests of Japan.

Category	Definition
Category A	Development issues that are indicated in the 'JICA Country Program' and also come under the 'priority issues in which Japan should provide assistance' (final draft)
Category B	Development issues that are indicated in the 'JICA Country Program' but do not come under the 'priority issues in which Japan should provide assistance' (final draft)
Category C	Development issues that are not indicated in the 'JICA Country Program' but do come under high priority in the 'priority issues in which Japan should provide assistance' (final draft)

The basic thinking for each category is as follows.

Category A: principal issues, which should remain development issues as at present.

Category B: grounds for strongly promoting the issues as 'development issues / programs' are weak, in the view of the study team

Category C: It is hoped the handling (addition) of these issues as development issues will be considered.

As a result of the inspection of 22 programs in seven development issues in three sectors that come under the JICA Country Program in FY2001, 13 out of the 22 programs were confirmed to be important, as Category A issues; and it is considered appropriate to continue providing assistance (see the next and subsequent pages).

However, there is also the possibility that coordination between donors, and the narrowing-down of sectors for which each donor has charge, may be looked into in the process of stepping up the current PRSP. In this sense, the total number of issues given above seems to be a little excessive in terms of total cost effectiveness. It is considered more desirable if the issues to be tackled can be narrowed down through future coordination between donors and an exhaustive investigation regarding the sectors that are Japan's forte.

Therefore, the Study Team picked out those Category A issues in which Japan has technical superiority and for which the conditions to promote the issue are considered to be ready, as issues on which greater emphasis should be placed (A+).

Table: Inspection of Important Sectors and Issues in the JICA Country Program for Honduras

Development issue		Name of JICA program	Priority issues in which Japan should provide assistance' (NB1)	Category (NB2)	Recommendations
(1) Revitalization of economic activities	Development of economic infrastructure	Transport and traffic network development program		A	In the transport and traffic network, the road network plays a major role. With the completion of disaster restoration already in view, the need for investment in road network development has diminished. It is deemed necessary that the appropriate management of road funds and the formulation of strategic nationwide road development plans be firmly established, and consideration given to plans and designs to minimize damage from natural disasters and the impact on the environment. However, in the roads sector other donors continue to provide cooperation and technical cooperation concerning these themes is already being implemented, so the results of this need to be scrutinized when considering new technical cooperation by Japan.
		Public works plan and administrative system enhancement program	-	B	For the time being, there is deemed to be little need for Japan to provide new technical cooperation in this field, for the following reasons. - In the electric power and communications sectors, efforts to improve management, such as privatization, are being continued with assistance from other donors. - In Tegucigalpa and San Pedro Sula, the enhancement of planning and administrative capabilities for public works, and the promotion of partial privatization, are being undertaken comprehensively with assistance from other donors. Although the enhancement of planning and administrative capabilities for public works still remains to be tackled in many small and medium provincial cities, the priority is low in comparison to the two major cities. Additionally, the provincial cities are troubled by a shortage of manpower and lack of funding. Unless a certain degree of progress is made in decentralization, the impact of technical cooperation is not so promising.

	Fostering of comparatively superior industries	Participation-type community development program	-	B	The content of the program is not completely understood, but if a special environment is assumed where irrigation agriculture cannot be carried out (dry land, sloping land, swamp, etc.), then in parallel with the "produce distribution system improvement program" not only agricultural development suited to the peculiarities of the region but also regional development and other wide-ranging efforts will be necessary. However, in terms of priority this program should be implemented after the "appropriate technological development and produce diversification program", for which the number of beneficiaries is overwhelmingly high.
		Produce distribution system improvement program	-	B	A program that will become important after completion of the "appropriate technological development and produce diversification program" (the "appropriate technology program"). Following the development of irrigated farmland, the selection of appropriate crops and the diffusion of cultivation techniques, the organization of farmers will be carried out (up to this point, under the "appropriate technology program"); and after that market research of sales channels and the construction and improvement of the produce distribution systems will become important. The construction of the produce distribution system itself will be difficult without a stable supply of appropriate produce and the selection to a degree of principal crops. Therefore, this program should be implemented in line with the progress of the "appropriate technology program", and simultaneously with the second half of the "appropriate technology program."
		Appropriate technological development and produce diversification program		A	In this program, specific indicators should be increased in order to promote the "development of irrigated farmland" that forms the basis of the program. Even with the development of appropriate technology, a good production district will be important in linking the technology to productivity growth. If technical cooperation is limited to a degree to irrigated farmland which is good production land, cooperation should be provided in which advice can be given on determining the priority of regions, design and construction plans for facilities, and all aspects of irrigation techniques (a project-type technical cooperation is appropriate because this would be too much work for individual experts). As long as the securing of a production district is set as an external condition, it seems any project will have little impact, regardless of how technically advanced the project implemented is.
		Stock-raising promotion program		B	Demand for stock-raising products, especially pork, for processing, is growing but this accounts for only about 10% of all stock-raising produce. The issues, including the organization of producers, implementation of market trend research, and the construction of a distribution system and network of processors, extend over a number of sectors. At the moment, importance seems low in view of the small percentage of total production this accounts for, and the difficulty of implementation.

		Small-scale fisheries promotion program		A+	A program that has been successful in regional trials. About one-third of the program under the development study has been put into effect. For further commercialization, the construction of relationships with the consumer regions (market research) and the construction of a distribution system will be important issues. Additionally, with regard to the technologies to be transferred to the fishermen, introduction should be incremental for economical reasons, with the emphasis on sustainability. Furthermore, it is important that there be more resource-preserving activities, and that the raising of productivity should not be the only program goal.
		Mining promotion program			Not looked into closely because the program does not come under the sectors covered by the present evaluation.
		Tourism Development program			Not looked into closely because the program does not come under the sectors covered by the present evaluation.
(2) Improvement of residents' living standards	Improvement of health care	Regional medical standards improvement program		A	A program is proposed that is limited to the spread of preventive information and the enhancement of prevention activities and recommendations on nutrition improvement to be carried out by regional health center nursing assistants and NGOs. Furthermore, the regional health care volunteer system, including the system of information sharing and the remuneration scheme, needs to be reviewed, and it is thought that a contribution can be made using the network of nursing assistants and regular nurses. However, this is a sector in which many donors are involved in various regions, and information sharing and coordination with other donors are considered essential.
		Health care service improvement program		A	In the 90s, a development study was carried out one of the objectives of which was the enhancement of the planning, management, and evaluation capabilities of Ministry of Health personnel. In this sector, however, there was no substantial cooperation or organizational enhancement, and the impact was small. Therefore, the planning and management capabilities of Ministry of Health personnel still need to be enhanced. When hospitals, health centers or emergency clinics are to be founded, the setting of clearly-defined goals and the participation of a citizens' support committee in personnel recruitment and the upgrading of equipment are proposed, similar to what was done in the obstetric building of the San Felipe Hospital.
		Nursing personnel enhancement program		A+	Cooperation in the enhancement of continued education for nursing assistants and regular nurses already engaged in health care services, making use of past experiences in elementary nursing education, is expected to have a significant impact. The program was evaluated as satisfactory because of the status of assistance by other donors to the health care services. With regard to nursing personnel, however, PAHO is the only contributor among the other donors to contribute to this sector. In terms of accomplishments, the overwhelming superiority of Japan is recognized.

		Sustainable water supply system development program		A+	Careful consideration is needed because of the possibility of the acceleration of privatization in comparatively affluent areas of the large cities. Emphasis should be placed on the urban poverty areas and rural areas with poor water supply access. A strengthening of SANAA's system of water supply service in urban poverty areas and contributions to the securing of drinking water and the spread of sterilization in rural areas are proposed.
	Beefing-up of efforts on environmental measures (Environmental measures for sustainable development)	Living environment improvement program		A	With regard to the beefing up of administrative capabilities for waste management in the large cities, it is mainly only Japan that is providing assistance that has an impact. In Tegucigalpa, however, close coordination with IDB projects is needed. For the next few years, attention must be paid to the trend of IDB projects in Tegucigalpa. It is proposed that for new issues after that, Japan should provide assistance that makes the most of previous experience.
		Natural environment preservation program		A	The introduction of forest preservation techniques such as agro-forestry and natural forest operation from neighboring countries (such as Panama) is very efficient, and high-impact cooperation can be hoped for. The spread of these techniques by NGOs, resident organizations and local government needs to be similarly enhanced. However, efficiency will not be assured if the organizational infrastructure - such as approval of the Honduras forest preservation plan by the national assembly - is not completed.
		Disaster prevention capability improvement program		A	In technical cooperation in the disaster prevention sector, which tends to have a lower priority, the aim should be cooperation in cheaper, highly cost-efficient issues and the development and transfer of appropriate technologies. Solutions ought to be sought that do not significantly exceed the financial capabilities of the partner government. Additionally, there is a call for different kinds of disaster prevention measures to be efficiently coordinated and put into practice. In consideration of the above points and the content of the assistance provided by other donors, Japan can cooperate in the development of appropriate technologies concerning flood and sand erosion control and the construction of facilities using these technologies; the preparation of disaster prevention systems / forecast, warning, and evacuation systems for local government or communities; disaster prevention training and education for policy-makers and the general public; the preparation of risk maps for cities and surrounding areas; and river basin preservation through the diffusion of agro-forestry.
		Enhancement of elementary education	Local education system enhancement program		B

		Educational method improvement program		A+	This program includes specifically the improvement of educational techniques and methods of currently serving staff. The Study Team has confirmed through the selective process for the series of issues described separately that this issue is a principal issue for Honduras and an area in which Japan has technical superiority. Japan can make a particular contribution in arithmetic education, making use of experience in the arithmetic program. However, it is thought that a number of other donors may be working on this issue, and coordination between donors is considered important.
		Educational environment improvement program		A+	This program includes specifically the improvement of school facilities and teaching materials. The Study Team considers this to be an important issue for Honduras and an area in which Japan has technological superiority. Japan can make a particular contribution in the improvement of arithmetic teaching materials. However, it is thought that a number of other donors may be working on this issue, and coordination between donors is considered important.
(3) Skills development for the poorer classes	Assistance for economic self-sufficiency of the poorer classes	Employment opportunity expansion program		A	This was considered to be a promising issue for cooperation because Japan has experience and know-how in the area of job training. However, sufficient basic study is required before cooperation is implemented, because the corporate employment situation is strongly influenced by economic trends and the rules and legal systems that surround corporate management.
	Assistance for the socially vulnerable	Female empowerment program			Not looked into closely because the program does not come under the sectors covered by the present evaluation.
		Physically handicapped people support program			Not looked into closely because the program does not come under the sectors covered by the present evaluation.

NB1: =issue of maximum importance, = issue of importance, items on which no particular importance is placed are marked –

NB2:

- A: Development issues that are indicated in the 'JICA Country Program' and also come under the 'Priority issues in which Japan should provide assistance' (final draft)
 B: Development issues that are indicated in the 'JICA country program' but do not come under the 'Priority issues in which Japan should provide assistance' (final draft)
 C: Development issues that are not indicated in the 'JICA country program' but do come under high priority in the 'Priority issues in which Japan should provide assistance' (final draft)

Source: drawn up by the study team.

6.2 Formation of cooperation projects / Improvement of implementation

In this section we look at the question of HOW: in what way should JICA implement its projects in the future. For this task, we set up two stages of viewpoint, namely in terms of the program and in terms of the project.

As a result of the evaluation and analysis being conducted from a broad perspective, the recommendations may include elements that concern not only the implementation of assistance but also policies. Since JICA is an assistance-implementing agency, recommendations concerning policy are, strictly speaking, beyond the range of the responsibility and authority of JICA. However, we have ventured to list such recommendations where they are considered to be exceedingly beneficial for the improvement of future cooperation by JICA. Since the projects evaluated in this study were started in the 90s and some time has elapsed since then, the following recommendations may include some that have already been implemented.

(1) Recommendations for programs

- 1) Establishment of a framework and methodology for the full-scale introduction of the program approach

As JICA moves its emphasis from cooperation in terms of individual requests or modalities, as has been the case up until now, to the introduction of a program approach, it will be necessary to establish a sound framework and methodology. Specifically, it will be necessary to set up a standard process from the drawing up of the program to its operation, monitoring and evaluation, and to draw up a concrete methodology for each phase. In such case the application of PLM¹¹, the log frame for programs that has been used experimentally in this instance, will be fully possible.

- 2) Stronger linkage and coordination between projects to ensure the success of the program

What the program evaluation has made clear this time is the fact that **the proper combination of projects making up the program correlates to some extent to the size of the impact of the program as a whole.** This indicates that in order to draw up a program with true impact, it is necessary to define clearly the role not only of the main project but also of the individual related projects that contribute to the main project.

In order for a program to succeed, it goes without saying that the success of the individual projects is a necessity; but the proper combination of individual projects as indicated below is also necessary.

¹¹ For details, see 1-16 in the Main Report.

(Checkpoints)

Selection and combination of project purpose: the choice and combination of project purpose (cooperation issue, cooperation sector or cooperation theme) to support the program purpose should be appropriate from the standpoint of the necessity and importance of each cooperation issue, supportive relationship, synergy effect and balance.

Selection and combination of C/P agencies: the choice and combination of C/P agencies to support the program purpose should be appropriate from the standpoint of the organizational, technical and financial capacity of each C/P agent, the relationship between C/P agencies and the overall balance between related agencies.

Selection and combination of cooperation modalities: the choice and combination of cooperation modalities to support the program purpose should be appropriate from the standpoint of the choice of modalities to meet needs, compositeness or diversity, the balance with modality combinations, etc.

Coordination between projects: the projects included in a program should be coordinated not in conception but in practice (such as shifting from proposal to implementation, or a specific working together, cooperation, and sharing of information between projects), in order to accomplish effectively the purpose of the projects and of the program.

3) The need for a program leader or coordinator to provide liaison between projects

An overview of the evaluation results for each program shows us that **how efficiently the planning and implementation of individual projects can be coordinated** significantly influences the success of the program. In a number of programs, individual experts are dispatched in between individual projects. These experts, acting as program coordinators in the planning, implementation, and follow-up phases of the program, are effective in bringing about a certain degree of effectiveness, efficiency and impact of the program.

The problem here is that, in the actual implementation of a program, **although the role of such individual experts is exceedingly important it is not institutionalized as a system. In the future, a clearly-defined TOR should be established for dispatched experts as coordinators.**

4) Combination of "technological development" and "the spread of technology" in programs

In Honduras, the structural reforms made in the 90s meant that the administrative function of the government, especially in the agricultural sector, specialized in research and development while "the spread of technology" was entrusted to the private sector, resulting in the problem of a deterioration in services for "the spread of technology" to farmers.

With regard to the "irrigated agriculture" and "pig breeding" projects that were evaluated, when a program was planned (here the group of related projects is regarded as a program), "the spread of technology" was not planned as an internal program activity. Since the structural reforms, the weakening of activities to spread technology seems to have pulled down the efficiency of the entire program. In contrast, in the "fisheries development" projects "the spread of technology" was incorporated into the program action plan, and thus methods of spreading the technology were planned and established through training unique to the program and through gatherings of the beneficiaries.

For the future, it is recommended that **"technological development" and "the spread of technology" should be planned as consecutive components within the program activities**, if planning is considered in terms of the enhancement of services to spread the technology to the beneficiaries.

(2) Recommendations for projects

1) Development study

Cooperation should begin only after confirmation of the external conditions for application of the proposed plan.

Studies of revenue sources for the project, the trend towards privatization, legal system for the overall plan, the legal standing of the proposed plan etc., need to be stepped up, and implementation of the cooperation determined only after these have been confirmed.

In the development study on the Tegucigalpa transport network, planning had to be based on many assumptions, because there were no land-use plans, etc., to form an overall plan. Additionally, in the development study on the improvement of national health care, the progress in health care sector reform and decentralization had to be assumed. These points have influenced the accuracy of plans.

Sufficient consideration for inputs is needed for a development study that presupposes grant aid cooperation.

As exemplified in the development studies on disaster prevention and small-scale fisheries promotion, with a development study that presupposes grant aid cooperation there is the possibility that the proposals may be so costly that they can be realized only through grant aid cooperation. In a case like this there is no collateral for funds for maintenance or replacements, resulting in a lowering of sustainability. Furthermore, a development study that presupposes grant aid cooperation often makes no reference to any comparative or alternative plans because grant aid cooperation is foreseen, so that the plan has fewer options. However, in a developing country where the financial resources for the project cannot easily be secured, if implementation of the project is the priority issue then the plan must include comparative or alternative proposals. At the present time especially, when the trend is for ODA to be reduced, the presentation of comparative and alternative proposals that take into account cost efficiency and the phased introduction of the plan is both necessary and important. In a development study that presupposes grant aid cooperation, therefore, **in consideration of continuing sustainability care must be taken that the plan does not involve an excessive input, and full consideration must be given to alternative proposals.**

Greater emphasis on specific short- and middle-term proposals than on long-term plans that are affected by external conditions and are rarely brought to fruition.

In the country in question, where the C/Ps are frequently replaced according to changes in government and the procurement of funds depends on the intentions of the donors, a plan covering ten years or more has little likelihood of being realized. As in the case of the development study for the comprehensive plan for national health care improvement, the loss of one key person can mean there is no one left who is familiar with the plan. **The focus on specific short- and middle-term plans will improve efficiency.** Where a long-term plan is necessary, the plan must first be institutionalized as a formal national plan that will not be affected by regime change; and for this, sufficient consultation with the Honduran people will be necessary. Rather than work in the short term through development studies, it is considered more desirable to provide advice as the need arises, by for example, dispatching policy advisers.

Development studies with the emphasis on enhancement of the capability to

reviewing plans are conducted.

One lesson that has been learnt is that **the formulation of a M/P not accompanied by capability enhancement through collaborative work or verification work should be avoided wherever possible.** In the development study on national health care, collaborative work was weak, and the report has remained almost unused¹². In contrast to this, as was demonstrated by the development study on waste management, time spent in discussions with the C/Ps in the planning phase and in completion of the report made it possible to strengthen the capabilities of the counterparts in the process. Therefore, it seems appropriate that more emphasis be put on this kind of approach.

- 2) Project-type Technical Cooperation (Note: From JFY 2002 the Technical Cooperation Project has been introduced as the basic unit for JICA projects. The former Project-type Technical Cooperation will be integrated into the Technical Cooperation Project, and is described here for reference.)

Clarification of purpose and strict monitoring

There are not a few projects for which the project purpose is vague, no distinction is made between the project purpose and the overall goal, or where the purpose as a whole is no more than a wish or an ideal. For the projects covered by the present evaluation the clarity with which the purpose was stated was also evaluated on a scale of five, and the mean value was less than middling. Combined with inadequate monitoring, the establishment of an ambiguous purpose gives rise to makeshift activities and discrepancies in the directionality of activities by experts, and does not lead in the end to the accomplishment of a satisfactory development effect. **The project purpose and its indicators should be set as specifically as possible, and monitoring should be rigidly enforced.** If we look at the results of the modality-wise evaluation there are a number of items for which the external conditions needed to link the project purpose with the overall goal are not fully ascertained beforehand, and it is thought that this has an adverse effect on the final impact. **There is a need to gain a sound understanding of the external conditions necessary for accomplishment of the purpose, at the time the project is planned**

¹² This seems to be because one key person on the Honduran side resigned after the implementation of the study.

Implementation of measures that presuppose the leave of a C/P after the project is completed

From time to time, a regular C/P who has participated in the project will eventually leave his post. In the future, it will be necessary to work with the implementing agency on measures that presuppose the loss of a certain percentage of the C/Ps who have received technical transfer. More specifically, the following measures are proposed:

Responsibility	Implementing body	Specific measures
Japanese side	Overseas office and headquarters of JICA	<ul style="list-style-type: none"> • Institutionalize the secondary spread of technology by C/Ps by including it in the purpose for PDM. (This presupposes, of course, that the C/Ps themselves have improved their technical capabilities. However, in the current PDM there is no rule that the improvement of the technical capabilities of C/Ps should necessarily be given as a purpose. For a start, it would be a good idea to make this a rule for establishing the purpose.) • As targets for technical development, use lots of technical staff who are relatively less likely to leave their jobs, as exemplified in the nursing project, in which 70 nursing teachers from all over the country were assigned as C/Ps. • Make the transfer of technology to those who are not likely to be replaced a principal activity. In this case, the transfer of technology should not be limited to government organizations only but extended also to NGOs and resident organizations. One successful case is the "Esperanza Agricultural Project" in the agricultural sector. • Make the mainstay of the project the creation of organizations or systems in which appropriate development can be continued, rather than the development of human resources: Successful cases of this are the assistance for curriculum modification in the nursing project and the loan of fishing boats and outboard motors in the small-scale fisheries project. • Attach importance to the visible output such as planning documents, technical guidelines manuals, etc. which are passed on even if the person in charge leaves.

Include improvement of management control to raise financial sustainability

Training Centers and other similar institutions find themselves in difficult circumstances financially. The improvement of management control to raise financial sustainability after completion of the project must be an important and integral part of the project. Specifically, the following proposals are made.

Responsibility	Implementing body	Specific measures
Japanese and Honduran sides	Implementing agency and JICA overseas offices	<ul style="list-style-type: none"> • Both parties should share a clear understanding of the need for cost recovery, should consider practical means of recovering costs, and should incorporate into the project those factors needed to bring this about. The scope of cost recovery is at the three levels described below, but in order to elevate sustainability the project should be planned with level b. at least in mind. (It goes without saying that level c. is preferable if it is possible). <ul style="list-style-type: none"> a. Recovery of the costs of operation / maintenance b. In addition to a. above, recovery of investment costs for the renewal of materials past their period of usability. c. In addition, recovery of the costs needed for the future expansion of activities.
Japanese side	Departments in JICA headquarters	<ul style="list-style-type: none"> • In practice, in a country like Honduras the financial basis of the national government is fragile, and in many cases it cannot be expected that the partner organization will be completely sustainable after the project is completed. With regard to this problem, it may be necessary to raise the priority of the principal issues and themes so that long-term assistance can be provided.
Honduran side	Supervisory organization of the project implementing agencies	<ul style="list-style-type: none"> • Consider requiring trainees to pay part of the costs, even in institutions with a strong public nature.

3) Grant aid cooperation

Encouraging the reservation of update costs through the loan of grant aid equipment

Under the grant aid cooperation “Project to Modernize the Artisanal Fisheries of the North Coast”, equipment bought through grant aid cooperation (fishing boats, outboard motors, etc.) is loaned to the beneficiary group with the aim of organizing the fishermen by fishing boat and modernizing fishing methods; and this has shown considerable impact. However, the impact is expected to continue only for the life of the equipment. The management of funds to renew and replace equipment is a major issue.

Where the minimum unit of equipment is of relatively low cost, as in this project, the renewal of equipment should have been taken into consideration, and the reservation of a rental charge should have been planned from the beginning. In the future, such preparations in terms of the system should be made carefully.

Clarify organizational capability issues through an organizational analysis of

agencies providing services, and link them to the follow-up of soft components

As was done in the cleaning project, it is important to enhance the organizational analysis of organizations that provide services using the materials, equipment and facilities bought through grant aid cooperation, and to define the direction of the organizational enhancement. Planning the follow-up of soft components after implementation is also effective in raising the impact and sustainability.

If the implementing agency does not have sufficient financial collateral, it is necessary to share this recognition and to examine together with the implementing agency specific proposals for financial reinforcement. In the grant aid cooperation project for the maternity ward of the San Felipe Hospital, for example, such efforts led to the setting up of a support committee consisting of leading persons in the city who support the maintenance, management, and renewal of the equipment and who have promised to give special consideration to the maternity ward.

Preparations required when a resident committee takes on the burden of maintenance and management costs

In the Tegucigalpa water supply grant aid cooperation project, some local residents who would receive the water supply service organized themselves into a Water Committee, which planned to raise funds for the maintenance and management expenses through the collection of charges. This in itself is an excellent system, and has shown a huge impact. However, some communities were delayed in organizing themselves during construction, making it difficult for the work to be completed on schedule. Measures such as going ahead with organization before the implementation of the project will be necessary for similar grant aid cooperation projects in the future.

4) Acceptance of trainees

Experience gained in the regional special training course for Central America "Waste Management Techniques" (five trainees from Honduras) and the "In-country Training Program for Nursing Education Staff" (677 participants on 22 local domestic training courses), suggested the importance of enhanced pre-dispatch orientation in the case of training in Japan, and the necessity of post-training follow-up. Recommendations for training projects drawn from this experience are as follows.

Rigid implementation of training evaluation and monitoring

This is already done for many training projects; in addition to conducting a survey of the trainees at the completion of every training course, holding an evaluation meeting to review the course, etc., appropriate evaluation and monitoring and systematic reflection of the results in subsequent training will continuously raise the quality of the training.

Preparation of trainees before they come to Japan and stepping up the transmission of technology to other staff after training are needed.

Trainees should always be asked about the pre-training course; 'Did you gain relevant information?' 'Was the information sufficient?' and 'What information was lacking?' The answers are reflected in prior liaison for the next course. Overseas offices should carry out orientation prior to the training.

The organizations to which trainees belong to are required to encourage them to transmit the technology to other staff after training. In order to achieve this, follow-up studies are also necessary.

Local domestic training is effective, but local coordinating personnel are needed.

As was observed in the nursing education enhancement project, local domestic training that can reach many trainees may be considered effective for the enhancement of capabilities through project-type technical cooperation, etc. and the updating of those technologies. However, the detailed training needs must be communicated from the country in question to JICA; and if a Japanese instructor is most appropriate, advice must also be given as to where the instructor can be recruited in Japan. Therefore, long-term experts are needed to carry out coordination in the country in question in such a case.

For the future, it is recommended that a task team be created in Japan for each program, and support given for the recruitment of short-term experts to be dispatched as instructors.

5) Japan Overseas Cooperation Volunteers

Dispatch of groups with a clear role.

Attention should be paid to the fact that effective coordination between volunteers engaged in technical cooperation does not necessarily occur spontaneously. Even when volunteers are dispatched in a group¹³ it is advisable to make preparations in line with team dispatch¹⁴, so that through the preparation of planning documents (PDM, PO etc) and the introduction of monitoring and evaluation, the volunteers, JICA (Overseas Offices / Overseas Cooperation Secretariat) and the agencies of the partner country can share a full understanding of the plan and of the aims of the volunteers' activities.

A greater input of time and human resources would reduce the merits of group dispatch in terms of procedure and timing compared with team dispatch, narrowing the gap between group and team dispatch. Thus the group dispatch modality itself, including the question of whether it should be continued, needs to be re-examined.

For similar reasons, in cases where individual volunteers are dispatched to the same place, more effective orientation needs to be provided for the newly-arriving volunteers in order to aid the handing over of duties from volunteer to volunteer and to promote a sense of common purpose.

6) Others

Final Reports of project implementation should be stored under a standardized rule in JICA.

In preparing for the post evaluation, official project names in Japanese, Spanish and English are required. However, it often takes a lot of time and effort to collect the necessary information because final reports are not always documented and stored following standardized rules.

Therefore, it is necessary for JICA to standardize its rule on documentation and storage. Official English names need to be given even on projects implemented in

¹³ Group dispatch: This refers to those cases that are similar to a team dispatch, but where for some reason, such as all the conditions for a team dispatch not being ready, the volunteers are not dispatched as the category of "team dispatch".

¹⁴ When a number of volunteers are dispatched together with the aim of developing together with local residents cooperation that is both systematic and comprehensive, to attain a greater impact than an ordinary dispatch. Because this requires the recipient country to take on some of the burden (in manpower, materials, budget), usually minutes are drawn up between the Secretariat (or Overseas Office) and the government of the recipient country. In a team dispatch of volunteers, the team leader (senior) and the TOR of the project are clearly determined, and normally a great deal of time is needed for preparation. With a group dispatch, preparation time is the same as for the ordinary dispatch of volunteers, with a number of volunteers being sent to the same country and the same sector; there is no distinct leader or TOR.

non-English-speaking countries.