

Chapter 2 ● Country-program Evaluation for Honduras

2-1 Outline of Evaluation Study

(1) Background and Objective of Evaluation Study

Honduras is one of the countries with lowest income 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 Countries¹ (HIPCs)² is applicable, and for which a Poverty Reduction Strategy Paper (PRSP)³ has been formulated; the country is the target of international action to reduce poverty. The country has recently struggled to recover from the damage caused by the Hurricane Mitch, which hit the country in 1998 and took many lives and destroyed the people's livelihood, set as the priority development issue. The Government of Japan has a record of Grant Aid Cooperation and Technical Cooperation in a number of sectors, including agriculture and health. Japan provided disaster relief at the time of the hurricane, and has since provided support for restoration.

Under these circumstances, 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 lessons learned and recommendations from the results of the study for the improvement of JICA Country Programs (the establishment of development issues/programs), as well as to extract lessons and recommendations for formulation and implementation of cooperation program/projects.

- 1) HIPCs is an acronym for Heavily Indebted Poor Countries and means the poorest developing countries with the heaviest debts. In 1996, IMF and the World Bank made the standard for HIPCs of (1) less than 695 dollars GNP per capita in 1993, and (2) the total debt at present value is equal to or more than 2.2 times its total exports, or equal to or more than 80 percent of its GNP in 1993.
- 2) The initiative was agreed at the Cologne Summit in 1999. The initiative expands the "HIPC Initiative" which is an existing international debt relief initiative to heavily indebted poor countries (HIPCs) with "quicker, wide and deeper" relief.
- 3) PRSP is an acronym for Poverty Reduction Strategy Paper and is a document that enables the World Bank and the IMF board to determine if the country in question should be applicable for debt reduction and is fulfilling basic prerequisites such as policy reform. The PRSP includes the country's economic policies and measures to alleviate poverty.

(2) Outline of Evaluation Survey Team

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(3) Period for Study

FYs 2001 - 2002

Preliminary Study:

17 November 2001 – 26 November 2001

Full-scale Study:

23 March 2002 – 4 May 2002

Evaluation Seminar:

17 September 2002 – 21 September 2002

Table 4-2 List of Projects by Sectors/Cooperation Schemes

Cooperation Scheme	Sectors	1. Infrastructure Development	2. Social Infrastructure Development	3. Agriculture/ Fishery	4. Human Resources Development	5. Environmental Preservation	6. Others	Total
Grant Aid		12	7	4	1	1	0	24
Project-type Technical Cooperation		0	2	4	2	2	1	11
Expert Team Dispatch/Research Cooperation Development Study		5	3	3	0	2	0	13
Acceptance of Trainees		1	3	0	0	1	1	6
Equipment Supply		0	0	0	0	0	18	18
Dispatch of Individual Experts (person)		6	3	6	8	1	210	234
Dispatch of Japanese Overseas Cooperation Volunteers (JOCV)/Senior Volunteers (person)		0	0	40	30	0	1031	1101
Project Confirmation Study		0	1	0	0	0	0	1
Grant Aid for Increased Food Production		0	0	1	0	0	0	1
Project Formulation Study		2	1	0	2	0	0	5
Total*2		25	20	57	43	7	1261	1413

Note*1 The followings are excluded; 1) Project formulation advisors 2) Overseas special coordinator 3) U.N. Volunteers 4) Acceptance of trainees (general)
5) Grant Aid for Cultural Activities 6) Grant Assistance for grassroots projects 7) Resource development study

Note*2 Acceptance of trainees" shows the number of "in-country training programs," "third-country training programs," and "region-focused training programs."

Table 4-3 List of Projects for Evaluation

Sector	Sub-sector	Program	Scheme	Project Name
Infrastructure Development	Transportation	Road Traffic	Development study	The Tegucigalpa Urban Transport Study
			Grant aid cooperation	Project for Construction of New Choluteca Bridge
	Sediment Control	Disaster Prevention	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, Corte in the Republic of Honduras
			Grant Aid Cooperation	Project for Flood Control on Cholima River
		Grant Aid Cooperation	Project for the Erosion and Sediment Control of Choloma River	
Social Infrastructure Development	Sanitation	Health Care Enhancement	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
			Project-type Technical Cooperation	The Project on the Fortification of Nursing Education
		Enhancement of Nursing Education	Acceptance of trainees (local in-country training)*	In-country Training Program for Nursing Education Staff
	Waterworks/Water Resource Development	Water supply	Grant Aid Cooperation	Project for Water Supply in Marginal Areas in Tegucigalpa City
Agriculture/ Fisheries	Agriculture	Technology Irrigation and Drainage	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 the Irrigated Agricultural Development Project in Jesus de Otoro, Intibuca Department
			Development Study	Feasibility Study on the Irrigated Agricultural Development Project in Comayagua Valley
	Stock Raising	Swine Production Development	Project-type Technical Cooperation	The Swine Production Development Project in Honduras
			Individual experts (long-term)*	Extension in Swine Technology
	Fishery	Small Scale Fisheries development on the North Coast	Team dispatch of individual expert teams*	Local Fishery Modernization Project of the Coastal Area of Torgillo
			Individual experts (long-term)*	Fisheries Development
Development study (master plan)			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	Primary Education	Primary Education	Project formulation study	Project Formulation Study on Primary Education in Honduras
			Grant Aid Cooperation	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 persons: 1. Educational research plan 2. Educational engineering (computer education) Short-term Expert 6 persons: 1. Educational research (2 persons) 2. Teachers education (2 persons) 2. Science and mathematics education (2 persons)
			Dispatch of Japanese Overseas Cooperation Volunteers (JOCV) (Group Dispatch)*	(Arithmetic Project) 30 persons
Environmental Preservation	Waste Control	Solid Waste Management	Grant Aid Cooperation	Project for the Improvement of the Metropolitan Cleaning Service
			Development Study	The Study on Solid Waste Management of the Urban Area of Tegucigalpa's Central District
			Acceptance of trainees*	Central American Area Specially Offered Training (Waste Management Techniques): 5 trainees

(Note1) Projects numbered as P1, P2, etc., in the Program column are strongly inter-related, so projects marked with the same number are evaluated together as a single program.

(Note2) Blue-colored cell signifies that the program was subjected to survey of local residents in this evaluation. An asterisk (*) indicates a cooperation in which a questionnaire survey was carried out using local consultants.

2-2 Framework for Evaluation

(1) Subject of the Evaluation Study

1) Priority Sectors for Evaluation

The prioritized sectors for evaluation in the study were the following five sectors.

- Infrastructure development (roads and bridges, as well as disaster prevention)
- Development of social infrastructure (health and sanitation facilities)
- Development of basic industries such as agriculture and fisheries
- Human resources development (education and vocational training)
- Environmental preservation

2) Evaluated Period

The period covered by the evaluation is ten years from 1991 to 2000 (the 1990s).

3) Evaluated Programs/Projects

The study covers all the projects implemented during the

evaluation period(Refer to Table4-2, 4-3). The evaluation by sector covers all the projects implemented during the above-mentioned evaluation period, among which 33 projects were evaluated individually.

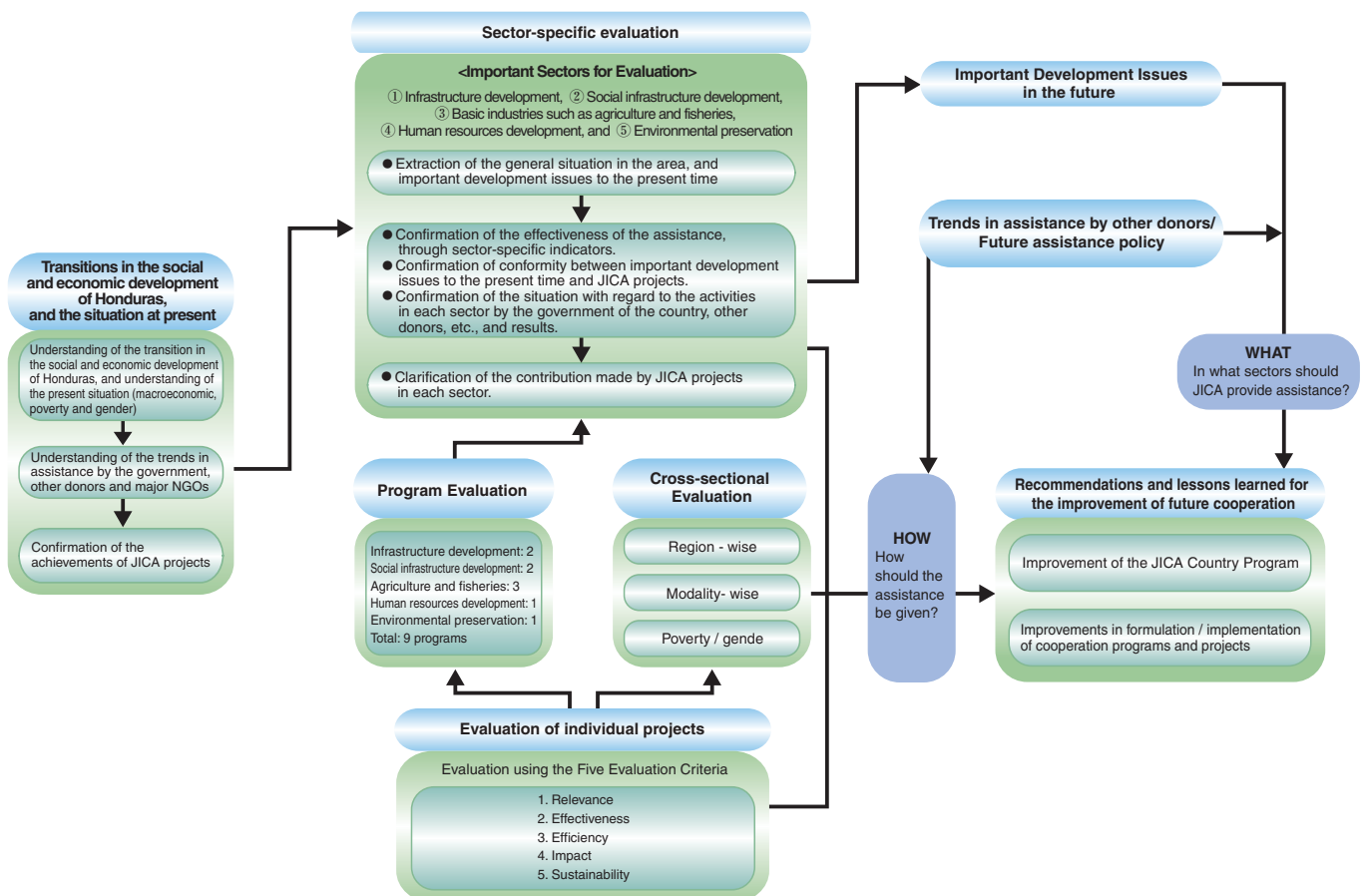
(2) Evaluation Methods

The framework of evaluation in this evaluation study is shown in Figure 4-1 below. Using this framework, this evaluation study carries out a comprehensive evaluation of the contribution made by JICA projects to the development of Honduras in order to draw lessons learned and recommendations for the improvement of JICA country programs (the establishment of development issue/programs), as well as for formulation and implementation of cooperation program/projects. The adopted study/evaluation methods are described below.

1) Understanding the Transition in the Social and Economic Development of Honduras and the Present Situation

As a prerequisite of the evaluation, the study clarified the transition in the social and economic development of Honduras and the present situation, trend of aid by other

Figure 4-1 Framework of Country Program Evaluation for Honduras



donors and major NGOs, and the achievement of JICA projects.

2) Sector Evaluation

In order to clarify the general situation in each sector over the past ten years, the study conducted a hearing to the government bodies on the important sectors described above in 2-2 (1) “1) Priority Sectors for Evaluation”, and reviewed the study reports by the World Bank and international organizations. At the same time, confirmation was made on the principal development issues (“important development issues to the present”) during this period, i.e., the 1990's to evaluate (1) the development effects by sector / sub-sector indicators and (2) the relevance of the JICA projects. “The relevance of JICA projects” was based on program evaluation and evaluation of individual evaluations implemented by this study.

3) Cross-sectional Evaluation

A cross-sectional evaluation of the sectors was conducted based on the results of the evaluation of individual projects and the evaluation by sector, and the results were reorganized from three viewpoints: (1) region-wise evaluation, (2) evaluation from the viewpoint of poverty and gender, and (3) modality-wise evaluation.

4) Lessons and Recommendations for Improvement of the Future Cooperation

The lessons and recommendations obtained from the results of each evaluation were organized from the standpoint of WHAT (in what sectors JICA should provide assistance) and HOW (how the assistance should be provided) in the future.

2-3 Evaluation Results

(1) Sector-wise Evaluation

1) Development of Infrastructure (including disaster prevention)

In this sector, the principal issues have been “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 varies from sub-sector to sub-sector. Roads and bridges have been more or less fully restored after the damage caused by Hurricane Mitch, or have been repaired to a relatively satisfactory level.



Mudslide-control dam by the “Project for Flood Control along the Choloma River”.

However, no major improvement in city traffic in the Tegucigalpa Metropolitan Area has been observed. The railways play a small role. 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, various efforts to reduce socioeconomic vulnerability to disaster have been made in the aftermath to Hurricane Mitch, and it is considered that progress has been made to a certain degree.

JICA projects in this sector have concentrated on the road traffic and disaster prevention sub-sectors, both of which are principal issues for the sustainable growth of the Honduran economy. In this regard, Japan's assistance in this sector has been relevant. As can be seen from the very small proportion of the government budget allocated to disaster prevention, however, it is considered in the economic development policies of the 1990's, that flood and sediment control projects were not necessarily among priority issues compared to other economic infrastructure, such as roads.

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

In the erosion and sediment control sub-sector, the costs for the solutions proposed in the “Master Plan Study on the Ero-

sion 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 Cholima River and Project for the Erosion and Sediment Control of Choloma River”). The only examples that were directly connected to the reduction of vulnerability to Honduran socioeconomic damage from flood and sediment disasters were the “Project for Flood Control on Cholima River” and the “Project for the Erosion and Sediment Control of Choloma River” (Grant Aid Cooperation projects).

2) Social Infrastructure Development (Health and Sanitation)

In this sector, there are three major areas of effort for Honduras: “Improvement of health standards”, “Expansion of the population with access to safe water” and “Greater protection of the poor and the socially weak”. For the “Improvement of health standards”, several health indicators showed that efforts had been successful to a certain extent. Indicators such as infant mortality rate, mortality rate of children under five, maternal mortality rate and life expectancy at birth had been improved. For the “Expansion of the population with access to safe water”, the percentage of the population with access to safe water rose from 90 percent in 1992 to 94 percent in 1998 in urban areas and from 53 percent in 1992 to 70 percent in 1998 in rural areas. However, during the dry season the water supply quality is low and the quantity insufficient. For the “Greater protection of the poor and the socially weak”, the major success during the 1990s has been the establishment



Interview with local residents in the “The Project to Improve the

and spread of both FHIS (Funds of Honduras Investment to Society) and PRAF (Program for Assistance of Family).

JICA projects in Social Infrastructure Development (Health and Sanitation) can be divided into two sectors: “the health and sanitation sector” and “the waterworks and water resource development.” 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 development studies of health, 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. In order to improve the health condition, it is necessary to construct public healthcare facilities as well as to improve the quality of service at the facilities and to increase the satisfaction of its people. In the early 1990s, reflecting on past experience, it was recognized that to increase the overall local health condition was needed more, through the efforts of cooperation among hospitals, than the provision of facilities and equipment for individual hospitals. The “Project to Improve the Metropolitan Hospital Network” is one of these efforts to establish a network among facilities for emergency and obstetrical cares.

As nursing assistants and nurses are the direct service providers to the local health centers, the improvement of basic nursing education was necessary to improve the quality. The development of a Master Plan made by “the Study on the Strategies and Plans for the Upgrading of Health Status” can be considered as relevant since it aims to serve as the system to maintain coherency under the frequent change in personnel. However, the coverage of the Plan was too huge. Other projects under this sector were also relevant for they aimed to solve the health issue which is one of the important development issues.

In waterworks and water resources development, with the aim of increasing the percentage of the population with access to safe water, 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 in the 1990s. Japan's assistance in this sector can be said to have been relevant.

The JICA projects that can be categorized into three programs in this sector have had the following effects. The “enhancement of nursing education” program, on the one



Harvesting of rice in the test field of “The Technology Development

hand, had only a small impact on each healthcare service facility. However, by raising the level of nursing education throughout the country, the program had a positive influence on the entire nation, so the impact seems to be large as a whole. On the other hand, in the “health care enhancement” program, while Grant Aid Cooperation and development studies had hardly any synergy effect, some impact can be observed if only for the Metropolitan Area. No information for the “water supply” program was available outside the Metropolitan Area in this study, but in those districts in the Metropolitan Area where access to safe water during the dry season had been very bad, a positive impact, improved access has been observed.

3) Agriculture/Fisheries

This sector consists of four sub-sectors: “Agriculture”, “Stockbreeding”, “Fisheries” and “Forest resources management”. The production in agriculture fell in 1999 and 2000 because of Hurricane Mitch, but seen over the period



Organizing Fishermens’ Association :selecting their representatives. (“The Master Plan Study on Small-scale Fisheries Development Project along the Northern Coast”).

of ten years, it has grown steadily. Exports of beef have fallen, and its share of the GDP within the sector has decreased. Hence, the stockbreeding sub-sector has stagnated or fallen over the decade. The increased production of cultivated lobsters for export improved the GDP in fisheries. However, lobster farming is conducted by commercial enterprises, and does not bring any improvement to the living standards of small-scale fishermen.

Although the production of firewood and charcoal has increased drastically over the decade, forestry’s share of the GDP within the sector is falling. The reduction of the forests close to the urban areas indicates that forest resources are not being managed efficiently.

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 swine husbandry breeding and vegetable cultivation. JICA cooperation in the field of forestry was limited to one development study and the dispatch of individual experts. However, this smallness in scale partly stemmed from the existence of many other donors’ activities, including GTZ, providing assistance for forestry. Also, as the JICA projects were aimed at realizing the principal development issues, it could be said that JICA narrowed down the development issues for which JICA could provide assistance.

It may be considered appropriate to look at relevance by program in this section. In “the technology irrigation and drainage” program, the current condition can be highly evaluated because of the fact that the training of irrigation technicians and farmers has been implemented without problems since completion of the JICA cooperation. The facilities and equipment have been maintained in good condition and made effective use of in the training. However, the ripple effect on agricultural production and the irrigation facilities has been limited. In the “swine production development” program, the spread of improved breeds among the small-scale farmers, which was the good of the program, has not yet been realized, and the number of farmers benefiting from the program is limited to about 400 at the time of this study. In the “small scale fisheries development on the North Coast” program, the number of beneficiaries (small-scale fishermen) over the entire North Coast area is limited to only a few hundred households, so the impact of this program has been limited in terms of the fisheries industry or the low-income households in Honduras 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. Therefore, it retains significance as a model project for the reduction of poverty.

4) Human Resources Development

In this sector, there are four main issues, aimed at realizing the uppermost goal of “development of human resources to play central roles in society”. These are “Rectification of regional disparities”, “Improvement of primary education”, “Improvement of education at other levels” and “Improved efficiency in educational administration”.

With regard to “Rectification of regional disparities”, there is still obvious regional disparity in the literacy rate. While there has been a little growth in the literacy rate in urban areas over the decade, there was a growth of about 10 percent in rural areas, meaning that the urban-rural disparities are steadily narrowing. With regard to “Improvement of primary education”, the school enrollment 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 1,000 pupils enrolled, only 509 graduated in 1998. With regard to “Improvement of education at other levels”, the priority has been lower because in Honduras, most of the effort has been made in primary education; but some issues need to be addressed in secondary education and vocational education. Not enough information on the degree of improvement about “Improved efficiency in educational administration” made during the 1990s was available.

The JICA projects were implemented in two groups of projects both focusing on the education of teachers. One group of projects was intended for the re-education of teachers in a facility, the “National Educational Practice Research Institute (INICE)”, constructed under Grant Aid from Japan. The other was the group dispatch⁴ of JOCV members for the re-education (arithmetic project) of teachers at elementary schools. This education of teachers (including the development of teaching materials) is aimed at realizing the above-mentioned principal development issues, and the degree of conformity to this purpose was high.

Considering the effectiveness of JICA projects, of the above-mentioned two groups of projects, it was difficult to evaluate accurately the results of the training of teachers by INICE because no survey on the training impact on teachers undergoing the training could be conducted. It

appears that there has been no great impact for the following reasons; the cascade system, which expects trained teachers to transfer knowledge and techniques learned to their colleagues, did not function well and the effects were limited to the teachers who were directly trained; arithmetic and mathematics, to which importance had been attached originally, are not taught much recently. In addition, positive evaluations could not be observed from interviews with those concerned.

However, the arithmetic project may be thought to have had a relatively high impact, according to the survey 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 clearly achieved higher scores than 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 throughout the country, and the officials concerned in the Ministry of Education commented favorably on the project.

5) Environmental Preservation

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”, reforestation has not increased notably, and approximately 550km² of forest per year are still being lost due to the slash-and-burn farming. However, the importance of forest preservation was recognized widely in the 1990s, the national parks and protected forest districts have been clearly defined and expanded, and a major impact was observed in the progress made in the legal system and management and organizational structures.

With regard to the achievements in “Environmental improvement in residential areas”, while experiments such as the introduction of lead-free gasoline were approved in the 1990s, and there is a momentum to work on the improvement of air quality, the pollution of water resources continued, and no progress was made nationwide in waste disposal. Environmental hygiene has tended to deteriorate.

JICA projects in the 1990s dealt mainly with solid waste

4) Group Dispatch of JOCV differs from Team Dispatch of JOCV in several conditions but is similar in having a group of volunteers under a shared goal.

management, forest management and pollution prevention. Of the issues relating to environmental preservation in Honduras, forest preservation has been clearly the most important issue, but the second most important issue has been water pollution. Waste management is one of the causes of water pollution, and, is one of the environmental pollution issues that has been assigned more importance in recent years. Thus, JICA's assistance in tackling these issues may be considered relevant.

As for the effectiveness of JICA projects in this sector, the following can be said based on the results of individual project evaluation under this study that was included the three waste management projects. It turned out that regular refuse collections have been made for about 100,000 people in illegal residential districts, though this did not cover all such areas. This would not have been conducted without a project review and organizational enhancement resulting from the Grant Aid Cooperation "Project for the Improvement of the Metropolitan Cleaning Service" and the development study, "The Study on Solid Waste Management of the Urban Area of Tegucigalpa's Central District". This implied that the impact of these projects 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.

(2) Cross-sectional Evaluation

1) Region-wise Evaluation

① **Relevance of Region Selection**

JICA has placed emphasis on the following four regions. Each of the four regions has its priority sectors.

- a. Olancho region (Olancho department): Health care, stockbreeding
- b. North coast region (Atlantida and Colon departments): Fisheries
- c. Esperanza region (Esperanza city, Intibuca department): Agriculture
- d. 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 within the above four regions, first of all, there is a moderate correlation between the need for development⁵ and the level of poverty⁶ on the one hand, and the scale of input by JICA on the other. Thus, assistance is deemed to aim at the regions where it is needed.

Figure 4-2 Map of Honduras



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

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 that matched the priority sectors of each region were carried out. The effectiveness (whether the JICA projects achieve project purposes as a whole or not) would appear to be rather high, as far as information collected through this study is concerned. Efficiency (how was the achievement of project purpose against inputs) could probably be evaluated as moderate, although, again, sufficient information could not be acquired. Impact (overall impact of JICA projects) seems to vary more among projects than among regions. Sustainability also seems, generally speaking, to be middling.

2) Modality-wise Evaluation

Interviews and questionnaire survey were implemented on the projects of “Project-type Technical Cooperation (including team Dispatch of Individual Expert and Research Cooperation)”, “Grant Aid” and “Development Study”, and they were evaluated by the Five Evaluation Criteria of “Relevance”, “Efficiency”, “Effectiveness”, “Impact” and “Sustainability”.

① Project-type Technical Cooperation

In this modality, planning was generally reasonable; the appropriateness of input and operation and management was relatively high, but the achievement of project purpose was average. The reason for moderate achievement seems to be the problems within the projects, because the external environment was mostly identified as having little adverse effect on the realization of the project purpose. Since the external environment had also limited influence on the realization of the overall goals, the achievement of project purpose reflected directly on the overall goals. There have been hardly any negative impacts. Sustainability of the counterpart implementing organizations was middling.

② Grant Aid

In this modality, planning was generally reasonable; the appropriateness of input and operation and management

were relatively high, and the achievement of project purpose was at the satisfactory level. The external environment had little adverse influence on the realization of project purpose. Sustainability of the implementing organizations was middling. However, the achievement level of overall goals and other impacts was held back because of the influence of external impediments to the realization of overall goals. There have been hardly any negative effects. By and large, the evaluation was satisfactory.

③ Development study

With regard to the relevance of these studies, the level of conformity with the needs of Honduras, the adequacy of formulation of plans, which are the output of the studies, and etc., were high. The level of materialization of the suggested projects in the plans by and large was low, partly because the achievement of the purpose of the study 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. The organizational strength of the implementing organizations at the completion of the study was evaluated harshly by those concerned with the project, and thus sustainability in this evaluation study was given a rather low rating.

3) Poverty/gender Evaluation

① Poverty

In Honduras, a considerable part of the total project number or budget was directed toward poverty reduction. JICA cooperation in Honduras can overall be regarded as with strong orientation toward poverty alleviation since even the programs that are not directly aimed at poverty reduction also included the poor for their beneficiaries, on top of their high conformity with respective development needs. According to the evaluation of the impact of individual programs, three of the four projects identified as poverty reduction projects “showed significant impact”, and one project “some impact”. Therefore, the JICA projects seem to have promoted poverty reduction to some degree not only in their intention, but also in actual achievement.

5) The level of development of each department in this study is defined as follows: development needs are identified by subtracting 1 from the UNDP Human Development Index of each department in Honduras. By multiplying the obtained number by the population of each department, the study created the indicator for the level of development of the department.

6) As the indicator of the level of poverty, this study used the UNDP Human Poverty Index multiplied by the population of each department.

② Gender

While not many JICA projects implemented in Honduras are distinctly aimed at reducing 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 directly aimed at narrowing the gender-gap “showed significant impact”.

2-4 Lessons and Recommendations for Future Cooperation

(1) Review of the JICA Country programs

In this section, the basic directionality of development in Honduras is confirmed; and the principal issues in which JICA should support Honduras (priority issues in which Japan should provide assistance) is clarified; then those issues were reviewed taking into account the direction of other donors and the final version of “priority issues in which Japan should provide assistance” is formulated. In this way, an attempt was made to classify the issues as Table 4-5, through collating the “priority issues in which Japan should provide assistance” and the “JICA Country

Table 4-4 Classification of Issues (definition by categories)

Category	Definition	Recommendation
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”.	Principal issues, which should remain development issues as at present.
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”.	Grounds for strongly promoting the issues as “development issues / programs” are weak, in the view of the study team.
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”.	Addition of these issues to development issues should be considered.

Table 4-5 Priority Sectors and Issues in the JICA Country Program in Honduras

Development issue	Name of JICA program	Priority issues in which Japan should provide assistance	Category	
(1) Revitalization of economic activities	Development of economic infrastructure	Transport and traffic network development program Public works plan and administrative system enhancement program	○ —	A B
	Fostering of comparatively superior industries	Participation-type community development program	—	B
		Product distribution system improvement program	—	B
		Appropriate technological development and produce diversification program	◎	A
		Stock-raising promotion program	—	B
		Small-scale fisheries promotion program	◎	A+
		Mining promotion program*	—	—
	Tourism development program*	—	—	
(2) Improvement of residents' living standards	Improvement of health care	Regional medical standards improvement program	○	A
		Health care service improvement program	○	A
		Nursing personnel enhancement program	○	A+
		Sustainable water supply system development program	◎	A+
	Beefing-up of efforts on environmental measures	Living environment improvement program	○	A
		Natural environment preservation program	◎	A
		Disaster prevention capability improvement program	◎	A
	Enhancement of elementary education	Local education system enhancement program	—	B
		Educational method improvement program	◎	A+
		Educational environment improvement program	◎	A+
(3) Skills development for the poorer classes	Assistance for economic self-sufficiency of the poor	Employment opportunity expansion program	◎	A
		Female empowerment program*	—	—
	Assistance for the socially vulnerable	Physically handicapped people support program*	—	—

Note) programs with (*) were not examined thoroughly as they did not belong to the target sectors for evaluation in this study

Program”.⁷

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

However, there is also a possibility that coordination between donors, and the narrowing-down of sectors for which each donor has charge, may be considered in the process of implementing the current PRSP. Also, the total number of issues given above seems to be a little excessive in terms of cost effectiveness. It is desirable that these issues be narrowed down through future coordination between donors and through thorough consideration regarding the sectors that are Japan's forte. Therefore, the Study Team picked out and rated as (A+) those issues in which Japan has technical prowess and for which the conditions to promote the issue are considered to be ready, among those in Category A.

(2) Formulation of Cooperation Projects / Improvement of Implementation

1) Lessons at Program Level

① Establishment of a Framework and Methods

As JICA moves its emphasis from cooperation based on requests or individual schemes, as has been the case up until now, to a program approach, it is necessary to establish a sound framework and methods. Specifically, a standard process is needed from the drawing up of the program, its operation, to monitoring and evaluation, as well as concrete methods for each phase.

② Stronger Linkage and Coordination between Projects

The “proper combination of projects” making up the program correlates to the size of the impact of the program as a whole. This indicates that in order to formulate a program with impact, it is necessary to define clearly the role not only of the main project but also of the supporting projects that contribute to the main project.

③ The Need for a Program Leader or Coordinator

An overview of the evaluation results for each program shows that how efficiently the planning and implementation of individual projects can be coordinated also significantly influences the success of the program. In a number of programs targeted for this study, 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 high 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 role should be established for dispatched experts as coordinators.

④ Combination of “Technical Development” and “the Extension of Techniques”

In Honduras, the structural reforms have been carried out in the 1990s. Especially in the agricultural sector, the reform meant that the administrative function of the government specialized in research and development while “the extension of techniques” was entrusted to the private sector. As a result, the quality of extension services to farmers deteriorated. With regard to the “irrigated agriculture” and “swine husbandry” programs that were evaluated in the study, when a program was planned, “the spread of techniques” was not planned as an internal activity. The weakening of extension activities resulted from the reform seems to have pulled down the efficiency of the entire program. In contrast, in the “fisheries development” program extension activities were incorporated into the program plan, and thus methods of extension, such as training unique to the program and through gatherings of the beneficiaries, were planned and established. For the future, it is recommended that “technical development” and “extension services” should be planned as consecutive components within the program activities, for the enhancement of extension services directed to the end-beneficiaries.

2) Lessons at the Project Level

① Development Study

- a. Review of revenue sources for the realization of suggested projects by the study, the trend towards privatization, national plan and legal system, the legal standing of the proposed plan etc., need to be enhanced. The implementation of a development study should be determined only after these have been confirmed.
- b. In consideration of securing sustainability, care must be taken that the proposed plan does not involve an excessive input for a development study that presupposes Grant Aid, and full consideration must be given to alternative proposals.

7) This study is made on the assumption that even after the full-scale commencement of PRSP, the Government of Japan can implement technical cooperation in specific-sectors/issues.

- c. In the country in question, where the counterparts are frequently replaced due to changes in the 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. The focus on specific short- and mid-term plans will improve efficiency. When a long-term plan is necessary, the plan must first be institutionalized as a formal national plan that will not be affected by a regime change.
- d. It is advantageous that the plan be formulated not by the Japanese side only, but through collaborative work with the counterparts through discussions. Through this process, the counterparts can be strengthened, and the can review the plan later by themselves, when needed.

② Project-type Technical Cooperation

- a. Combined with inadequate monitoring, an ambiguous project purpose gives rise to ad hoc activities and discrepancies in the directionality of activities by the 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 precisely as possible, and monitoring should be rigidly enforced.
- b. Looking at the results of the modality-wise evaluation, there are a number of cases for which the external conditions for the achievement of the overall goal needed to be examined beforehand. As the link between project purpose and overall goal was not ascertained sufficiently, it is thought that this has an adverse effect on the impact. There is a need to gain a sound understanding of the external conditions necessary for the accomplishment of the purpose, at the time the project is planned.
- c. There were observed cases in which a counterpart in the project left his/her post. In the future, it will be necessary to work with the implementing organizations on measures that presuppose the loss of a certain percentage of the counterparts who will have received technical transfer.
- d. Training Centers and other similar institutions were in financially difficult circumstances. The improvement of management control to raise financial sustainability after completion of a project must be an important and integral part of the project.

③ Grant Aid

- a. Equipment procured by Grant Aid needs funds for renewal in the future. Therefore, it is necessary that such preparations in terms of the system should be made care-

fully.

- b. It is important to enhance the organizational analysis of organizations that provide services using the materials, equipment and facilities obtained through Grant Aid, and to define the direction of the organizational enhancement. Planning the follow-up providing technical services after completion is also effective in raising the impact and sustainability.
- c. In the Tegucigalpa Water Supply Project, some local residents who would receive the water supply service organized a Water Committee, which planned to raise funds for the maintenance and management expenses through the collection of charges. Measures for establishing such organization before the implementation of the project will be necessary for similar Projects in the future.

④ Acceptance of Trainees

As was observed in the nursing education enhancement project, In-country training can have many trainees participate. This may be considered an effective way to enhance capabilities through Project-type Technical Cooperation, etc., and for the updating of those techniques. However, the detailed training needs must be communicated from the target country 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 beneficiary country.

⑤ Japan Overseas Cooperation Volunteers

Even when volunteers are dispatched in a group, it is advisable to prepare a system in line with team dispatch⁸, so that volunteers, JICA and agencies of the counterpart country can share a full understanding of the plan and of the aims of the volunteers' activities.

8) When a number of volunteers are dispatched together with the shared and conduct activities aim with local resident cooperation both systematically and comprehensively, to attain a greater impact than an ordinary dispatch. In a team dispatch of volunteers, the team leader (a senior member) and the TOR of the project are clearly determined. Usually, a consensus document is organized between JICA and the government of recipient country.