

*Evaluation of the European Commission's
Cooperation with Honduras –
Country level Evaluation*

Final Report
Volume II: Annexes

August 2011

Evaluation for the European Commission





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Framework contract for
**Multi-country thematic and regional/country-level
strategy evaluation studies and synthesis
in the area of external co-operation**

**LOT 4:
Evaluation of EC geographic co-operation strategies
for countries/regions in Asia, Latin America,
the Southern Mediterranean and Eastern Europe
(the area of the New Neighbourhood Policy)**

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Co-operation with Honduras**

Country level Evaluation

**FINAL REPORT
VOLUME II : ANNEXES**

August 2011

This evaluation was carried out by



The evaluation was managed by the Joint Evaluation Unit (EuropeAid, DG DEV and DG RELEX).

The author accepts sole responsibility for this report, drawn up on behalf of the European Commission. The report does not necessarily reflect the views of the European Commission.

ACRONYMS

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Acronyms

€ bn	Billion Euros
€ m	Million Euros
\$	US Dollars
AECID	Agencia Española de Cooperación Internacional para el Desarrollo
AFD	Agence Française de Développement
AFE- COHDEFOR	Administración Forestal del Estado – Corporación Hondureña de Desarrollo Forestal
AIDCO	EuropeAid Co-operation Office
ALA	Asia and Latin America (1992 Regulation)
AMHON	Asociación de Municipios de Honduras
APERP	Apoyo Presupuestario a la Estrategia de Reducción de Pobreza en los campos de la educación y de la salud
APN	Apoyo al Plan de Nación
Apoyo EFA	Apoyo a la Educación Primaria en Honduras
Budget	Budget of the European Commission
BS	Budget support
CA	Central America
CACM	Central American Common Market
CDM	Clean Development Mechanism
CEP	Country Environmental Profile
COM	Communication of the European Commission
CRIS	Common RELEX Information System
CSP	Country Strategy Paper
DAC	Development Assistance Committee of the OECD
DCI	Development Cooperation Instrument
DEV	Directorate-General Development
DEVCO	Directorate-General EuropeAid Development and Cooperation
DG	Directorate-General of the European Commission
DIPECHO	Disaster Preparedness (implemented by) ECHO
DP	Devis-Programme
DTA	Disposiciones Técnicas y Administrativas (Technical and Administrative Provisions)
EAMR	External Assistance Management Report

EC	European Commission
ECHO	European Commission's Humanitarian Aid Office
EFA	Education For All
EQ	Evaluation Question
EU	European Union
FAO Semilla	Producción y comercialización de semilla artesanal mejorada y diversificada
FLEGT	Forest Law Enforcement, Governance and Trade
FT	Fixed Tranche
FOPRIDH	Foro de Organizaciones Privadas de Desarrollo de Honduras
FORCUENCAS	Fortalecimiento de la Gestión Local de los Recursos Naturales en las Cuencas de los Ríos Patuca y Choluteca
GoH	Government of Honduras
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
HIPC	Highly Indebted Poor Countries
I	Indicator
ICF	Instituto Nacional de Conservación y Desarrollo Forestal, Áreas Protegidas y Vida Silvestre
IDB	Inter-American Development Bank
IMF	International Monetary Fund
ITA	International Technical Assistance
JC	Judgement Criterion
LRRD	Linking Relief, Rehabilitation and Development
MDGs	Millennium Development Goals
MN	Meeting Notes
MoU	Memorandum of Understanding
MS	Member State (of the European Union)
MTR	Mid Term Review
NGO	Non-Governmental Organisation
NRM	Natural Resource Management
ODA	Official Development Aid
PA	Protected Areas
PASAH	Programa de Apoyo a la Seguridad Alimentaria
PASS	Programa de Apoyo al Sector Seguridad en Honduras
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management

PMRTN	Plan Maestro de la Reconstrucción y Transformación Nacional
PRAEMHO	Programa de Apoyo a la Educación Media en Honduras
PREVDA	Programa Regional de Reducción de la Vulnerabilidad y Degradación Ambiental
PROADES	Programa de Apoyo a la Descentralización en Honduras
PROCORREDOR	Gestión Sostenible de Recursos Naturales y Cuencas del Corredor Biológico Mesoamericano en el Atlántico Hondureño
PRODDEL	Programa Nacional de Descentralización y Desarrollo
PRRAC	Programa de Reconstrucción Regional para América Central
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
REDD	United Nations collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
RELEX	Directorate-General for External Relations
REP	Regional Environmental Profile
ROM	Results-Oriented Monitoring
RSP	Regional Strategy Paper
SAG	Secretaría de Agricultura y Ganadería
SEFIN	Secretaría de finanzas
SEPLAN	Secretaría de Planificación y Cooperación externa
SERNA	Secretaría de Recursos Naturales y Ambiente
SFM	Sustainable Forest Management
SGB	Secretaría de Gobernación y Justicia
SSR	Security Sector Reform
TA	Technical Assistance
TBD	To be determined
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
US	United States
USD	US Dollar
VT	Variable Tranche
WB	World Bank
ZONAF	Programa de Desarrollo de Zonas Fronterizas en América Central

Annexe 1: Terms of Reference



EUROPEAN COMMISSION

**Evaluation of the European Commission's co-operation
with
Honduras**

Country Level Evaluation

TERMS OF REFERENCE

1. MANDATE AND OBJECTIVES

Systematic and timely evaluation of its expenditure programmes is a priority of the European Commission (EC). It is key to account for the management of the allocated funds and for promoting a lesson-learning culture throughout the organisation. The focus is on the **impact** (effects) of these programmes against a background of greater concentration of external co-operation and increasing emphasis on **result-oriented approaches**, particularly in the context of the programmes of the Relex Family¹.

The evaluation of the Commission's co-operation with Honduras is part of the 2009 evaluation programme as approved by External Relations and Development Commissioners.

The main objectives of the evaluation are:

- to provide the relevant external co-operation services of the EC and the wider public with an overall independent assessment of the Commission's past and current cooperation relations with Honduras;
- to identify key lessons in order to improve the current and future strategies and programmes of the Commission.

2. BACKGROUND

Honduras, during the last almost 30 years, has faced the transition from a military regime (that took power in 1963 and ended in 1981) towards the consolidation of a democratic rule. Successive elections have been taken place regularly bringing into power alternately the two dominating parties, Partido Liberal and Partido Nacional, both parties having to face the same challenges: to stabilise the economy and deal with the country's² persistent levels of poverty, debt, corruption³ and crime⁴.

The last elected President, Jose Manuel Zelaya Rosales, took office in January 2006 for a four- years term but a coup d'état of the 28 June 2009 has put in power a *de facto* government run by Roberto Micheletti Bain, former congressional President and member of the same party⁵ of Mr Zelaya. After the removal of Mr Zelaya, most countries suspended aid with the exception of co-operation with civil society and humanitarian aid. Elections are going to take place on next 29 November.⁶ Mr Micheletti shall hand over power to a new elected government in January 2010. Next government will have to re-establish international

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- ¹ Directorates General of External Relations, (RELEX), Development (DEV) and the EuropeAid Co-operation Office (AIDCO).
 - ² For a full country profile, refer to the EIU 2008 Country profile, Poverty reduction strategy paper 2001-2015, Poverty reduction strategy progress report 2004 and CSP 2007-2013.
 - ³ Perception of corruption is very high; lack of transparency and governance, politicised civil service deficient judiciary system. The EIU democracy index ranks Honduras 78/167 countries.
 - ⁴ Honduras, like other neighbouring countries, faces the phenomenon of violent youth gang ("maras"): marginalisation, lack of education, lack of employment opportunities are increasing the phenomenon.
 - ⁵ The PL is divided between three factions led by Mr Santos, Mr Zelaya and Mr Micheletti. Mr Micheletti faction is close to former President Carlos Roberto Flores Facusse (in power between 1998 and 2002) whom remains an important influence within the party and on the Honduran politics in general. .
 - ⁶ For more detail on the Honduras governmental crisis and position of the international community towards electoral process (and results) reference can be made to the EIU Country reports.

relations, see resumption of international aid, economic sanctions lift, reinstatement to the Organisation of American States, clarify relations with the Alianza Bolivariana para los pueblos de las Americas⁷.

Honduras is one of the least developed economies in Latin America⁸, exchange earnings have traditionally come from Bananas and Coffee exports. From 2003 "*maquila*" (offshore assembly for re-export) goods and remittances⁹ from workers living in the US have become the main foreign exchange providers.

Institutional and trading links with the US are strong, US being the main Honduras' trading partner for both imports and exports. From 2006 Honduras is part of the Dominican Republic-Central America free trade agreement with the US (DR-CAFTA), which has had impact on the increase of investment inflows.

From mid-2008 several internal and external factors have contributed to the worsening of the economy. Sharp increase in oil prices accompanied by food price fluctuations have placed an extra burden to the national budget; the Government responded with a cut in the rate of energy subsidies, targeting only serious needs, and introduced some measures to improve the living standards of some groups, which have negatively impact the budget¹⁰. GDP growth has slow down from 6,3% (2007) to an expected -4,4% in 2009¹¹ and poverty rate worsened.

Mining and deforestation are also important economic exploitations in the country, which have caused environmental damage and heightened vulnerability to flooding.

The devastation caused¹² by the Hurricane Mitch (October 1998) has brought to Honduras an important increase in aid flow which was combined with wrote off of debts, deferred debt service payments¹³.

A Poverty Reduction Strategy Paper - PRSP (2001-2015)¹⁴ was developed within a broad framework of participation by Honduran civil society. The strategy aimed at reducing poverty in both rural and urban areas, sustainably, through economic growth and more equitably redistribution of benefits along with greater access for poor people to the factors of production, the development of human capital and social safety nets¹⁵.

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- ⁷ For a full economic policy outlook reference can be made to EIU October 2009 Country report.
 - ⁸ Honduras is a lower middle income country, with a per capita income of US\$ 1,190 in 2005
 - ⁹ In 2008 remittances reached almost 25 % of the GDP.
 - ¹⁰ The 60% increase in the minimum salary together with the automatic salary increases in the publics sector resulted in almost 90% of the government spending in current expenditure.
 - ¹¹ Investements has plummeted, remittances have dropped by 14%, domestic consumption shrunk.
 - ¹² The Hurricane Mitch and the subsequent international aid flow impact the whole Central America region.
 - ¹³ Debt relief initiatives have reduced debt stock from 80% of GDP to 26% in 2007.
 - ¹⁴ A revision of the PRSP was ongoing and now suspended. Nevertheless, only minor modifications are foreseen to restart its implementation and is expected to be operational by mid-2010.
 - ¹⁵ The percentage of population living in poverty is estimated being about 66%. Social indicators are among the worst in Latin America and social differences very high (Gini coefficient of 0.55) and the HDI ranks Honduras 115/177 in 2008, it compared poorly with most countries in the region, only ranking ahead Bolivia (117), Guatemala (118) and Haiti (146). For a detailed analysis on poverty and the response strategy reference can be made to the PRSP 2001-2015.

EC-Honduras relations and co-operation features

Art. 177 of the Treaty lays down the broad objectives of EC co-operation¹⁶ along with provisions set out in the "European Consensus"¹⁷.

A major role in shaping relations with the region and the principal channel for political dialogue is the San Jose Dialogue which normally takes place on an annual basis¹⁸, from its establishment in 1984 and has been followed by several political declarations¹⁹.

In application of Art. 179 of the Treaty, from January 2007 co-operation with Honduras is regulated by the DCI provisions. The co-operation arrangements are set since 1999 in the Framework co-operation agreement²⁰ while its 2003 review "Political dialogue and co-operation agreement"²¹ is still under ratification.

Honduras is the second largest recipient of EU assistance²² in Latin America. Until 2005 aid to Honduras was mostly²³ managed by the EC Delegation in Managua but along with the EC process of "*deconcentration*"²⁴ a regionalised EC Delegation in Tegucigalpa was set up in 2005 and the transfer of files started in 2006.

Regional aid versus bilateral aid roughly is divided in 60% (where 33% is aid following the Hurricane Mitch) and 40% (all bilateral instruments included).

Over the 2002-2006 period²⁵, 147mio EUR were allocated bilaterally to the Country. The three focal areas being: 1) management of natural resources, 2) education and 3) support to decentralisation. The non-focal sectors were: a) support to the productive sector (towards increasing of exports, attracting investments, strengthening the legislative framework, assisting the country within WTO negotiations), b) regional co-operation (supporting economic integration and the definition of common policies, the definition of the regional institutional framework and strengthening the role of civil society).

For the period 2007-2013²⁶ Honduras is receiving 223mio EUR: NIP I 127,5mio EUR (2007-2010) and NIP II 95,5 (2011-2013) the three focal sectors are 1) fight against poverty, 2) sustainable management of natural/forestry resources and 3) justice and public security.

"Fight against poverty" include support to the Health, Water and sanitation and Education sectors, activities for generation of employment, particularly through support of SME and

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- ¹⁶ Art. 177 sustainable economic and social development , smooth and gradual integration of developing countries into the world economy, fight against poverty, development and consolidation of democracy and the rule of law and respect of human rights and fundamental freedoms.
 - ¹⁷ The "European consensus" provides a common vision of co-operation of the EU as a whole (Member States and the European Community)
 - ¹⁸ Originally set up to support the peace process and democracy it has been expanded to include sustainable and equitable economic and social development, fight against insecurity and organised crime, the rule of law and social policy.
 - ¹⁹ See annex 1.
 - ²⁰ "Framework co-operation agreement between the EC and the republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama" (L63 of the 12.3.1999).
 - ²¹ "Political Dialogue and co-operation agreement between the EC and the republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama" – ratification is pending from Costa Rica and Greece.
 - ²² After Nicaragua
 - ²³ Please note that a Bureau was in place before setting up the Delegation.
 - ²⁴ Reform of the external service towards transferring of responsibility from Headquarters to Delegations.
 - ²⁵ Country strategy paper 2002-2006.
 - ²⁶ Country strategy paper 2007-2013.

export facilities. Between the three focal sectors the currently ongoing mid term review suggests an increased amount on priorities 1 and 2 with a decrease on priority 3.

Non-focal sectors: Regional integration facility (Fiscal policy reform, legislative and regulatory framework, support to private sector).

Cross cutting issues tackled: Environmental dimension besides being a focal sector is also streamlined through different interventions. Linked in a wider perspective to the focal sector of Justice and public security, Conflict prevention is also a cross-cutting issue. Gender issues, children's-rights and indigenous people rights have been factored and they are all highly interwoven with EC focal sectors and justified by country needs as identified in the PRSP.

Honduras has benefited from other aid instruments, particularly programmes Alis, Al-invest, URB-AL, ALFA, the Environment and natural resource programme and the Energy and Water facilities, Food security, the HIV/TBC/Malaria global fund, the Initiative for Democracy and Human rights.

The General System of Preferences (GSP+) is granted to Honduras while negotiations towards an EU-Central America agreement are to be resumed.

The EC, seeking greater efficiency and impact, has been narrowing down its portfolio of projects while increasing their average amount and introduced sector wide approaches and budget support operations.

The resumption of ongoing and future Budget support aid will depend on the new Government commitment and the establishment of a coherent National development plan and PRS with improved management of public finances and stable macroeconomic policy.

EC co-operation is inscribed within PRSP and closely coordinated with other donors. Co-ordination mechanisms are well established and include the main bilateral and multilateral co-operation partners. Namely the "G-16" group, initially set up to coordinate the international response to Hurricane Mitch, that has gained an ever increasing role and credibility in all co-operation issues and is a recognised interlocutor for the Government, with a steering role in view of the Paris declaration objectives on harmonisation and alignment. Furthermore, the donor community has set up informal sub-group of donors following the implementation through budgetary support²⁷.

The EC regional co-operation with Central America has shown a high degree of continuity regarding objectives, priorities and interventions sectors over the last decade. The priority areas have been: a) supporting integration and particularly the strengthening of the custom union, b) common policies and regional institutions. Support has been provided also c) to enhance participation of the civil society into the integration process. Furthermore, EC has provided support to renewable energy's projects.

Honduras also benefits from the Regional Programme for the Reconstruction of Central America (PRRAC) set up after the Hurricane Mitch devastation.

EU Member States' assistance account for 50% of the total EU co-operation with Honduras, and taken as a whole the total amount of EC and Member States aid accounts for more than 20% of the total aid provided to Honduras.

• ²⁷ Germany, Sweden, the WB and IDB have suspended their BS programmes at the end of 2008. The Budget support group is currently working on a minimum agenda for dialogue with new authorities. The WB, IDB, IMF and the EC will lead the donors' steering effort.

Honduras is eligible for European Investment Bank lending, yet the EIB so far has not been directly active in Honduras.

3. SCOPE

3.1. Temporal and legal scope

The scope of the evaluation is the Commission's co-operation strategies and their implementation during the period 2004-2009²⁸ and on the intended effects for the period under the current programming cycle 2007-2013.

The evaluation should be forward looking, providing lessons and recommendations for the continued support to the EC partnership with Honduras.

The Consultants must:

- Provide assessment of co-operation framework with the country, including main agreements and other official commitments between the EC and Honduras;
- Assess the coherence and consistency of EC policies towards Honduras with the general policy framework of the EC towards developing countries and the Latin America area and with Honduras national policies;
- Analyse the relevance, coherence and consistency²⁹ of the Commission's co-operation strategies (all instruments included, including the regional dimension, synergies with non-focal sectors and cross-cutting issues), for the period 2004-2013.

3.2 Thematic scope

The Evaluation should provide a full inventory of the Commission's activities (dialogue and funding).

The Evaluation should cover **all focal sectors**³⁰ of co-operation and **the mix of modalities implemented, including budget support**. Though the time scope remains 2004-2009, the evaluation should overview trends over the last two programming cycles.

The Evaluation will also assess:

- the implementation of the Commission's co-operation, focusing on impact, sustainability, effectiveness and efficiency for the period 2004-2009 and intended effects for the period under the programming cycle 2010-2013; links should be made to the transition from emergency aid (ECHO funds) to development strategies;
- the distribution of EC aid over the whole country and coherent response to population needs;
- the European added value³¹ particularly coherence, co-ordination and complementarity with Honduras' policies and with other donors' interventions (focus on Member states);

• ²⁸ Evaluation of the EC-Honduras co-operation 2004.

• ²⁹ The notion of consistency should be understood here as follows: (i) correspondence between the different objectives of a strategy, implying that there is a hierarchy of objectives (with lower level objectives logically contributing to the higher level ones); (ii) extent to which the resources foreseen are adequate in relation to the objectives set out in the strategy

• ³⁰ All focal sectors are specified in the above Background section as drawn from CSP and RSP programming documents from 2002 up to 2013.

- whether recommendations of the previous Country level evaluation, along with the Environment and Forest evaluation, have been taken into account and provide a detailed **analysis of the results achieved and lessons learned** in the Environment sector and **all priority sectors**.

The Evaluation shall provide recommendations based on the lessons learned analysis on the implementation of the Commission's co-operation.

4. KEY DELIVERABLES

The overall methodological guidance to be used is available on the web page of the EuropeAid evaluation unit under the following address:

http://ec.europa.eu/europeaid/how/evaluation/methodology/index_en.htm

Within 14 days after the reception of the ToR, the Consultants will present a **launch note**³² which should contain:

- their understanding of the ToR;
- a methodological note including the implementation of the quality control;
- the provisional composition of the evaluation team with CVs³³;
- a proposed budget³⁴.

Following the launch note, the main key deliverables are:

- The inception meeting;
- The inception report;
- The desk report;
- The final reports and seminar in the country.

4.1. The inception meeting

Upon approval of the launch note by the Evaluation Unit, the Consultant proceeds to the structuring stage leading to the production of an inception report.

The main part of the work consists in the analysis of all key relevant documents regarding the Commission's co-operation (past and present) with Honduras. The Consultants will also take into account the documentation produced by other donors and international agencies.

On the basis of the information collected and analysed, the Consultants will propose evaluation questions and prepare explanatory comments for each. The choice of the questions determines the subsequent phases of information and data collection, elaboration of the

• ³¹ See also definition under Section 5 "Evaluation questions"

• ³² In the case of a tender procedure, the launch note will be replaced by the financial and technical proposal of the tender

• ³³ All birthday dates must be written in the following Format: dd/mm/yyyy

• ³⁴ In the frame of a "framework contract"

methods of analysis, and elaboration of final judgements. The consultants will also identify appropriate judgement criteria.

A meeting will be held with the reference group to discuss and validate:

- the evaluation's regulatory framework, its context, main users and expected uses;
- the evaluation's central scope;
- the scope extended to related policies;
- the intervention logic according to official documents;
- the evaluation questions;
- explanatory comments associated to each evaluation questions (when possible, indicate judgement criteria).

Upon validation by the Reference Group, the evaluation questions become part of the ToR.

4.2. Inception report

At the end of the inception phase, the consultants must deliver an **inception report**, which finalises the evaluation questions and describes the main lines of the methodological design including the indicators to be used, the strategy of analysis and a detailed work plan for the next stage.

The inception report contains the following elements:

- the intervention logic;
- the validated evaluation questions;
- a limited number of appropriate judgment criteria per evaluation question;
- a limited number of quantitative and/or qualitative indicators related to each judgment criterion;
- a proposal containing suitable working methods to collect data and information in the Commission's headquarters and delegations, including information coming from the country itself and other donors in the country;
- a first outline of the strategy and the methods used to analyse the collected data and information indicating any limitations;
- a chain of reasoning for answering the question;
- a concise description of the development co-operation context of the Commission with Honduras and related to the evaluation questions;
- a detailed work plan for the next stage.

The report will also confirm if necessary:

- the final composition of the evaluation team and
- the final work plan and schedule.

The two latter points will be agreed and confirmed through a formal exchange of letters between the Consultants and the Commission.

This phase may include a short preparatory and exploratory visit of the Consultants to the field.

4.3. Desk report

Upon approval of the inception report the Consultants proceed to the final stage of the desk phase. At the end of this phase, the Consultants will present a desk report setting out the results of this phase of the evaluation including all the following listed elements (the major part of the inception report will be in the annex of the desk phase report):

- the evaluation questions with the agreed judgement criteria and its quantitative and qualitative indicators;
- the first elements of answer to the evaluation questions when available and the hypotheses to be tested in the field;
- progress in the gathering of data. The complementary data needed for the analysis and to be collected in the field have to be identified;
- methodological design, including evaluation tools ready to be applied in the field phase: (i) suitable methods of data collection within the country indicating any limitations, describing how the data should be cross-checked and specifying the sources, (ii) appropriate methods for data collection and to analyse the information, again indicating any limitations of those methods in Honduras;
- an exhaustive list of all the activities covered during the period and an exhaustive list of all activities examined during the desk phase, bearing in mind that activities analysed in the desk phase and the field phase (including ROM) have to be representative;
- a work plan for the field phase: a list with brief descriptions of activities, projects and programmes for in-depth analysis in the field. The consultants must explain the value added of the visits.

The field mission cannot start before the evaluation manager has approved the desk report.

4.4. Field reporting

The fieldwork shall be undertaken on the basis set out in the desk report and approved by the reference group (which includes the Delegation). The work plan and schedule of the mission are agreed in advance with the Delegation concerned. If during the course of the fieldwork it appears necessary to deviate from the agreed approach and/or schedule, the Consultants must ask the approval of the Evaluation Unit before any changes may be applied. At the conclusion of the field study the Consultants present the preliminary findings of the evaluation:

- (1) presentation during a de-briefing meeting with the Delegation;
- (2) presentation to the reference group shortly after their return from the field.

4.5. Final reports and seminar in the country

4.5.1. The Draft Final Report

The Consultants will submit the draft final report in conformity with the structure set out in annex 2. Comments received during de-briefing meetings with the Delegation and the reference group must be taken into consideration.

The Consultants may either accept or reject the comments but in case of rejection they must justify (in writing) the reasons for rejection (the comments and the Consultants' responses are annexed to the report). If the Consultants don't want to take them in the report, they must explain in a separate document the reasons why.

If the evaluation manager considers the report to be of sufficient quality (cf. annex 3), he/she will circulate it for comments to the reference group. The reference group will convene to discuss it in the presence of the evaluation team.

4.5.2. The Seminar

The Consultants will make the appropriate amendments based on comments expressed by the reference group and the Evaluation Unit. The revised draft final report will be presented at a seminar in Honduras. The purpose of the seminar is to present the results, the conclusions and the preliminary recommendations of the evaluation to the National Authorities, the Delegation as well as to all the main stakeholders concerned (EU Member States, representatives of civil society organisations and other donors).

The Consultants shall prepare a presentation (*Power point*) for the seminar. This presentation shall be considered as a product of the evaluation in the same way as the reports and the data basis. For the **seminar** 60 copies of the report and 10 reports with full printed annexes (see annex 2 of the ToR) have to be produced **in Spanish**.

4.5.3. The Final Report

The Consultants will prepare the final report based on the comments expressed at the seminar and on the basis of further comments from the reference group, the Delegation and/or the evaluation manager. The presentation (*Power point*) will be revised in accordance to the final report.

100 copies of the Final Report (without annexes) must be sent to the Evaluation Unit along with 10 Final Reports with fully printed annexes. Additional 20 copies of the final report will be provided in Spanish. A CD-Rom with the Final Main Report and annexes has to be added to each printed report.

The evaluators have to hand over on an appropriate support (electronical or paper) all relevant data gathered during the evaluation.

The contractor shall submit a methodological note explaining how the quality control and the capitalisation of lessons learned have been addressed.

The Evaluation Unit makes a formal judgement on the quality of the evaluation (cf. annex 3).

5. EVALUATION QUESTIONS

The evaluation will be based on the seven evaluation criteria: relevance, impact, effectiveness, efficiency, sustainability, coherence and the EC value added. The first five correspond to the traditional practice of evaluation of development aid and have been formalised by the OECD (DAC). The following two apply to all EC policies. The criteria will be given different weightings based on the priority accorded to the evaluation questions.

In general, questions (to a maximum of 10) will refer to the following main areas:

- **Relevance of the strategy/programme:** this includes both relevance to the general objectives of the EC and relevance to the needs and priorities of Honduras (including the choice of target groups).
- **Design, and [coherence³⁵] of the intervention strategy/programme:** this mainly concerns the extent to which the resources foreseen were adequate in relation to the objectives set out in the programming documents.
- **Consistency of the implementation in relation to the strategy:** the Consultants shall verify the extent to which the work plan, schedule and implementation of the activities (all types of interventions, geographical and sectoral distribution, instruments, and aid delivery channels included) were consistent with the strategy. They shall demonstrate who were the real beneficiaries, direct or indirect, of the intervention and compare them to the target population(s) in the programming documents.

The Consultants will also verify the extent to which the intervention modalities (instruments, aid delivery channels, etc.) were appropriate to the objectives.

- **Achievement of main impacts/effects:** the Consultants shall identify all recorded results and impacts, including any unintended ones, and compare these to the intended results and/or impacts. The Consultants will also identify the changes, which occurred in the areas in which EC programmes were supposed to produce an impact.
- **Efficiency of the implementation:** for the activities which were effective, it will be necessary to question to what extent funding, human resources, regulatory and/or administrative resources contributed to, or hindered the achievement of the objectives and results.
- **Sustainability of the effects:** an analysis of the extent to which the results and impacts are being, or are likely to be maintained over time.
- **Coherence:** The notion of coherence should be understood here as follows: (i) correspondence between the different objectives of a strategy, implying that there is a hierarchy of objectives (with lower level objectives logically contributing to the higher level ones); (ii) extent to which the resources foreseen are adequate in relation to the objectives set out in the strategy⁹.

³⁵ **Please note that the term and concept of coherence in this context has not yet been validated.** The notion of coherence should be understood here as follows: (i) correspondence between the different objectives of a strategy, implying that there is a hierarchy of objectives (with lower level objectives logically contributing to the higher level ones); (ii) extent to which the resources foreseen are adequate in relation to the objectives set out in the strategy

- **Key cross-cutting issues:** for example gender, environment and climate change, human rights, HIV/AIDS, institutional capacity building, etc. Verification should be undertaken, on the one hand, of the extent to which account has been taken of these priorities in the programming documents and, on the other hand, to what extent these issues have been reflected in the implementation modalities and in the effects of the intervention. **The 3Cs (co-ordination, complementarity and coherence):** co-ordination / complementarity with EU Members States and other donors; coherence with EU policies (including the Member States' own policies and eventual interventions of the EIB).
- **Value added of the EC interventions:** The extent to which the development intervention adds benefits to what would have resulted from Member States' interventions only in the partner country. The criterion is closely related to the principle of subsidiarity and relates to the extra-benefit the activity/operation generates due to the fact that it was financed/implemented through the EC.

There may be three practical elements to illustrate possible aspects of the criterion:

- 1) The EC has a particular advantage over Member States and how far is that visible;
- 2) The EC has a particular mandate in the framework of the '3Cs' and can draw member states to a greater effort together;
- 3) EC cooperation is guided by a common political agenda embracing all Member States and how far is that visible.

6. RESPONSIBILITY FOR THE MANAGEMENT AND THE MONITORING OF THE EVALUATION

The Evaluation Unit (AIDCO 03) is responsible for the management and monitoring of the evaluation with the assistance of the reference group.

Information will be given to the Consultants after the signature of the contract concerning the documents referred in Annex 1.

7. THE EVALUATION TEAM

The evaluation team should possess a sound knowledge and experience in:

- evaluation methods and techniques in general and, if possible, of evaluation in the field of development cooperation;
- Honduras and the Central America region;
- the following fields: Policy dialogue, management of environment and natural resources/forestry, education, public sector reforms (namely decentralisation reforms and judiciary reforms), food security, health and water and sanitation, economics of development, trade related issues and regional integration.
- the following language(s): English and Spanish. To carry out mission in the field and analyse the information collected team members must be **fluent in Spanish**.

The Evaluation Unit strongly recommends that the evaluation team should include consultants from the country or the region (notably, but not only, during the field phase) with in-depth knowledge of key areas of the evaluation.

Consultants must be strictly neutral. Conflicts of interests must be avoided.

It is highly recommended at least for the team leader to be fully familiar with the methodological approach set by the EC.

8. TIMING

After the approval of the launch note and the signature of the contract, the timing of activities will be set according to the following indicative work plan.

The dates mentioned in the following section may be changed with the agreement of all concerned.

<i>Evaluation Phases and Stages</i>	<i>Notes and Reports</i>	<i>Dates</i>	<i>Meetings/Communications</i>
ToR	Draft	End Nov 09	
Contract		December 09	
Work Start		May 2010	
Desk Phase			
Structuring Stage	Short presentation (logical diagram and EQ)	May 2010	RG Meeting
	Draft Inception Report	June 2010	Optional: Short preparatory visit of the consultants to the field.
	Final Inception Report	July 2010	A formal exchange of letters between the Consultants and the Commission confirms the final composition of the evaluation team and the final work plan and schedule.
Desk Study	Draft Desk Report	September 2010	RG Meeting
	Final Desk Report	October 2010	
Field Phase		November 2010	De-briefing meeting with the Delegation.
	Presentation	End November 2010	RG Meeting
Synthesis phase (seminar in the country)			
	1st draft Final report	January 2011	RG Meeting
	Revised draft Final report	February 2011	Seminar in Honduras 60 copies of the report and 10 reports with full printed annexes (nb languages).
	Final Main Report	April 2011	100 copies of the Final Main Report must be sent to the Evaluation Unit. Additional 10 reports with all printed annexes must be sent to the Evaluation Unit as well (nb languages).

9. COST OF THE EVALUATION

The overall costs include:

- The **evaluation** as such;
- 2.5% of the total budget excluding the costs of the seminar are to be used for **quality control**;
- A **seminar** in the country.

The total of these 3 elements must not exceed **€200.000**.

10. PAYMENTS MODALITIES

The payments modalities shall be as follows:

- 30% on acceptance of the Inception Report, plus 2.5% of the agreed budget to be used for quality control;
- 50% on acceptance of the Draft Final Report;
- the balance on acceptance of the final report.

Seminar related costs are to be invoiced and paid separately.

ANNEX 1: INDICATIVE DOCUMENTATION FOR THE EVALUATION (NOT EXHAUSTIVE)

- Framework co-operation agreement between the European Community and the Republic of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama (1993)
 - "Political dialogue and cooperation agreement between the European Community and its member states of one part and the republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama on the other part" (2003)
 - Development co-operation Instrument (DCI)
 - "Declaration of Vienna" (Council 9335/06 of the 12.5.2006)
 - "Lima declaration " (2008)
 - "Guadalajara declaration" (2004)
 - "Madrid declaration" (2002)
 - "Florence declaration" (***)

 - PRSP and Progress reports: www.imf.org

 - CRIS³⁶ (information on the projects and ROM³⁷) and other databases concerning the financed projects, engagements, payments, etc.;

 - Country strategy paper (2002-2006)
 - Country strategy paper (2007-2013)
 - Regional strategy papers
 - Regional Programme for Reconstruction of central America PRRAC

 - Conclusions of the Mid-term and End-of-Term Reviews;
 - Key government documents of planning and policy;
- Honduras statistical sources:
- Banco central de Honduras: Boletin estadistico on line (www.bch.hn)
 - Banco central de Honduras: Honduras en cifras (annual)
 - Banco central de Honduras: Memoria anual
 - Instituto Hondureno del Café
 - Asociacion Hondurena de Maquiladores
 - Instituto nacional de Estadistica Hondurena www.ine-hn.org

- ³⁶ Common Relex Information System
- ³⁷ Results Oriented Monitoring

- Evaluation reports of the projects;
- Relevant documentation provided by the local authorities and other local partners, and financial backers, etc.

2004 Country Evaluation

2004 Evaluation on Environment and Forest regulation

The three following documents are to be handed to the Consultants:

- 1- On access to the information contained by the ROM system for an evaluation;
- 2- Methodological note from Eureval concerning North-South approach to country level evaluations;
- 3- Template for Cover page.

In addition, the consultant will have to consult the documentation available on Internet (DAC/OCDE and EU Inventory websites in particular) as well as the documentation listed or available within the Evaluation Unit (AIDCO/0/3 Library).

ANNEX 2: OVERALL STRUCTURE OF THE FINAL REPORT

The overall layout of the report is:

- **Final report**

- Summary
- Context of the evaluation
- Answers to the evaluation questions
- Conclusions (1)
- Recommendations (2)

Length: the final report must be kept short (70 pages maximum excluding annexes). Additional information regarding the context, the programme and the comprehensive aspects of the methodology and of the analysis will be put in the annexes .

(1) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the 5 DAC criteria;
- The chapter on "Conclusions" has to contain a paragraph or a sub-chapter with the 3 to 4 principal conclusions presented in order of importance;
- The chapter on "Conclusions" must also make it possible to identify subjects, for which there are good practices and the subjects, for which it is necessary to think about modifications or re-orientations ;

(2) Recommendations

- Recommendations have to be linked to the conclusions without being a direct copy of them;
- Recommendations have to be treated on a hierarchical basis and prioritised within the various clusters (groups) of presentation selected;
- Recommendations have to be realistic, operational and feasible. As far as it is practicable, the possible conditions of implementation have to be specified;
- The chapter on "Recommendations" has to contain a sub-chapter or a specific paragraph corresponding to the paragraph with the 3 to 4 principal conclusions. Therefore, for each conclusion, options for action and the conditions linked to each action as well as the likely consequences should be set out.

- **Annexes (non exhaustive)**

- National background
- Methodological approach
- Information matrix
- Monograph, case studies
- List of institutions and persons met
- List of documents consulted

NOTE ON THE EDITING OF REPORTS

- The final report must:
 - § be consistent, concise and clear;
 - § be well balanced between argumentation, tables and graphs;
 - § be free of linguistic errors;
 - § include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - § contain one (or several) summaries presenting the main ideas. For example, the answers to the evaluation questions and the main conclusions could be summarised and presented in a box.
- The executive summary has to be very short (max. 5 pages);
- The final version of the report shall be typed in 1,5 lines spacing and printed double sided, in DIN-A-4 format;
- The font shall be easy to read (indicative size of the font: Times New Roman 12);
- The presentation shall be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout);
- The main report shall not exceed 70 pages including the cover page, the table of content, the lists of annexes and abbreviations. The annexes shall not be too long;
- The content must have a good balance between main report and annexes;
- Reports shall be glued or stapled; plastic spirals are not acceptable due to storage problems.

For the Cover page, please use the template mentioned in Annex 1.

Please, note that:

- The Consultant is responsible for the quality of translations and their conformity with the original;
- All data produced in the evaluation are property of the EC.

ANNEX 3: OVERALL STRUCTURE OF THE SEMINAR PRESENTATION

The Final **presentation** will include slides for:

- Context of the evaluation;
- Intervention logic and focus of questions
- Answers to the evaluation questions (1);
- Conclusions and
- Recommendations

(1) For every question 4-5 slides will present

- The theory of action (part of the intervention logic concerned) with the localisation of the EQ
- One table with Judgement criteria and indicators
- Findings (related to JC and Indicators) and their limits.
- Conclusions and recommendations

ANNEX 4 - QUALITY ASSESSMENT GRID

Concerning these criteria, the evaluation report is:	Unacceptable	Poor	Good	Very good	Excellent
1. Meeting needs: Does the evaluation adequately address the information needs of the commissioning body and fit the terms of reference?					
2. Relevant scope: Is the rationale of the policy examined and its set of outputs, results and outcomes/impacts examined fully, including both intended and unexpected policy interactions and consequences?					
3. Defensible design: Is the evaluation design appropriate and adequate to ensure that the full set of findings, along with methodological limitations, is made accessible for answering the main evaluation questions?					
4. Reliable data: To what extent are the primary and secondary data selected adequate. Are they sufficiently reliable for their intended use?					
5. Sound analysis: Is quantitative information appropriately and systematically analysed according to the state of the art so that evaluation questions are answered in a valid way?					
6. Credible findings: Do findings follow logically from, and are they justified by, the data analysis and interpretations based on carefully described assumptions and rationale?					
7. Validity of the conclusions: Does the report provide clear conclusions? Are conclusions based on credible results?					
8. Usefulness of the recommendations: Are recommendations fair, unbiased by personnel or shareholders' views, and sufficiently detailed to be operationally applicable?					
9. Clearly reported: Does the report clearly describe the policy being evaluated, including its context and purpose, together with the procedures and findings of the evaluation, so that information provided can easily be understood?					
Taking into account the contextual constraints on the evaluation, the overall quality rating of the report is considered.					

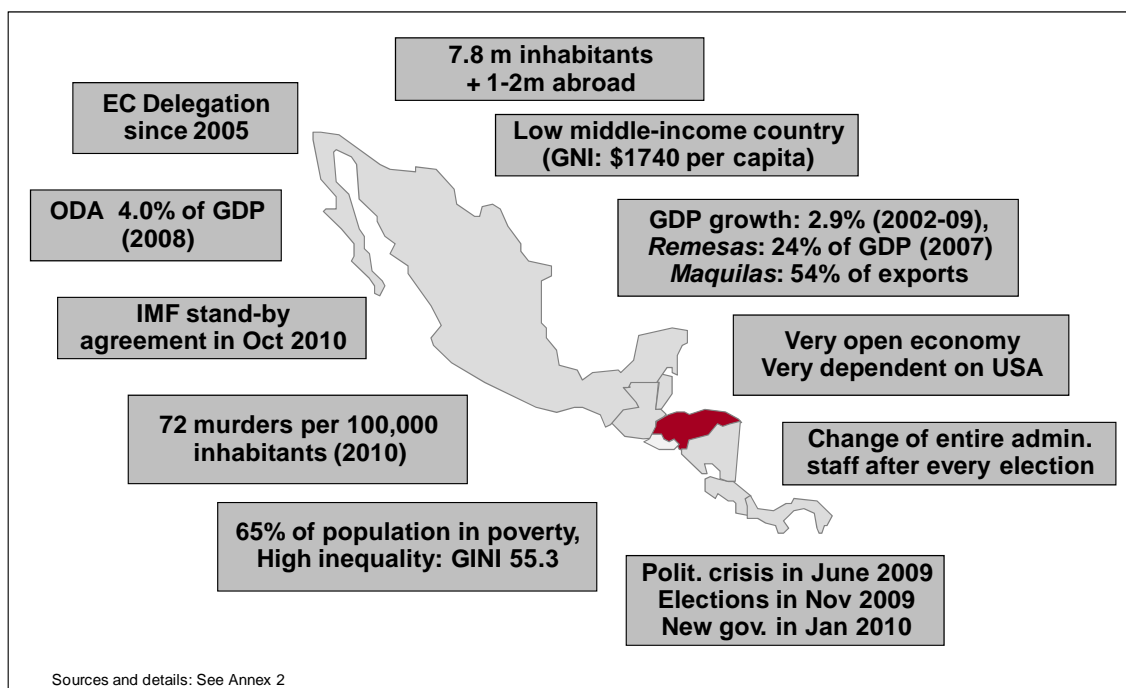
Annexe 2: National Background

1. Geography

As shown by the maps presented at the beginning of the main report, Honduras is located in Central America and is bordered by Guatemala, El Salvador, Nicaragua, the Pacific Ocean with the Gulf of Fonseca to the south, and the Caribbean Sea to the north, by a large inlet, the Gulf of Honduras. Its size is just over 112,000 km² with an estimated population of around eight million, which gives a density of only 70 inhabitants/km². Its capital is Tegucigalpa.

Key elements of the national background are summarised in the figure below, and described thereafter.

Figure 1: Country context



2. Political background

Since 1981, policy in Honduras has been relatively free from military interference and two main parties have in turn dominated the stage. They are little differentiated by ideology, reform proposals, regional or class representation, but base their membership on a personal commitment to a leader or to the political party. As a consequence most technical and administrative staff changes after each election because loyalty to the winner must be rewarded (*see Box 1 below*). These two parties are the National Party (*Partido Nacional de Honduras: PNH*) and the Liberal Party (*Partido Liberal de Honduras: PLH*). From 1981 to

2005, seven free elections were held and the country had five Liberal presidents and two Nationalists. Ricardo Maduro (PNH) was President from 2002 to 2005 and Manuel Zelaya (PLH) won the next election and was installed president in January 2006. But on **June 28, 2009** he was arrested by the army and flown to San José (Costa Rica). This “coup d’Etat”¹ stemmed from a confrontation between the President who wanted to organise a referendum on a change of the Constitution, and the Supreme Court which opposed this referendum, declaring it anti-constitutional, fearing that Zelaya was looking for the possibility of a second term (impossible under the present Constitution). Zelaya had also passed over the head of Congress in order to push ahead his constitutional reform opinion poll.² More generally the crisis was fuelled by the opposition between different interest groups, an opposition exacerbated by the more leftist ruling of Zelaya³ and a shift of international alliance towards the ALBA countries⁴ and Hugo Chávez from Venezuela.

At first no country recognised the *de facto* government lead by the Congress President Roberto Micheletti (from the same Liberal Party as Zelaya). **All donors suspended official aid with Honduras** (which have cost the country around 6% of its annual GDP according to an IMF study) and a significant amount of international pressure was put on reaching a negotiated agreement between Zelaya (who, meanwhile, had returned to Honduras and took refuge in the Brazilian Embassy) and Micheletti. These negotiations failed and the political crisis ended up dividing the Honduran society. All demonstrations in favour of Zelaya were severely repressed, and constitutional rights were suspended (personal liberty, freedom of expression, freedom of movement, habeas corpus and freedom of association and assembly). An opposition radio station and a television station were closed, opposition journalists and unionists were arrested and some were found dead.

The Micheletti government decided to organise a general election on the scheduled date (November 2009), despite the opposition of several countries arguing that the legal President (Zelaya) had first to be reinstalled. The election was won by Porfirio Lobo Sosa (PNH) who had come second to Zelaya in the 2005 election. The new government took office in January 2010 and was promptly recognised by the US. The European Union and the United States resumed their cooperation in March 2010 and most western countries slowly did the same. However the new government still faces the opposition of several Latin American countries (such as ALBA countries and Brazil). The US wants Honduras to retake its place in the Organisation of American States (OAS) as it is important for the full reinstatement of Honduras in the international community but this has not yet occurred

¹ On 7 July 2011, the Commission for Truth and Reconciliation (CVR) concluded that the events of 28 June 2009 were « a coup d’Etat against the executive ». It also stated that the decisions taken by Manuel Zelaya notably the organisation of a referendum that same 28 June 2009, violated the Constitution. Furthermore, prior to these Truth Commission’s conclusions, an agreement was signed in May 2011 between the former President Zelaya and the current President Lobo thanks to the mediation efforts of the presidents of Colombia and Venezuela; in this agreement, the events of 28 June 2009 are described as a “*Golpe de Estado*”.

² Zelaya also decided not to present his 2009 budget to Congress, although it is required by the Constitution.

³ In December 2008 the president declared a 60% increase of the minimum wage, which met strong opposition from the business sector.

⁴ The “Alternativa Bolivariana para las Américas” is a commercial and political alliance joined by Cuba, Venezuela, Bolivia, Nicaragua, Ecuador and 3 small Caribbean islands. It was briefly joined by Honduras, before the 2009 events.

(February 2011). This political stalemate is notably linked to the fact that Manuel Zelaya might not be able to return to Honduras without facing the charges filed against him.⁵

Until now, the slow return to a constitutional State has not improved the human rights situation. In 2010, there were 47 attacks, including 18 murders, against journalists, human rights activists or political opponents.⁶ All these crimes remain unsolved at present.

Box 1: The “Spoils System”

In the [politics of the US](#), the so-called “spoils system” consisted in awarding government jobs to the followers of the winner in the elections. It was introduced in the US in the 19th century to promote (supposedly) democracy because it was thought that it would increase people’s participation in government, diminish established interests and reduce the strong “inside” lobbying capacity which was thought to be inherent to a permanent administration. It was soon discovered that the spoils system provoked corruption and incompetence, but it took more than a century, thereafter, to replace it completely by a civil service based on merit. A similar system exists or has existed in most other countries where it is also known as a political patronage system. In Honduras, this system is applied radically, with as consequence that most technical and administrative staff changes after each election. This hinders progress of the public sector capacity and affects negatively national development as there is less continuity in public policies, less effects of training, less institutional memory, more decisions based on short term and opportunistic considerations. In brief, in such a system there is no real difference between the State and the ruling Government.

3. Economic background

Human Development

Honduras is a **lower middle income country** with a GNI per capita of 1740 current US\$. According to UNDP data, it ranks 112th out of 182 countries on an index scale of human development (HDI), at approximately the same level as Indonesia or Bolivia, but higher than Nicaragua or Guatemala. This HDI rose 0.94% annually, from 0.567 in 1980 to 0.732 in 2007, which is faster than the average Latin American growth but, in 2007, is still lower than the average regional level of 0.83⁷.

⁵ Since then, as mentioned above, the Presidents of Colombia and Venezuela (Santos and Chávez) encouraged all Honduran parties into negotiations which led to the signature of the “Cartagena Agreement” between the actual President Porfirio Lobo and the ex-President Manuel Zelaya on May 21, 2011. Zelaya returned to Honduras on May 23.

⁶ Paulo A. Paranagua, « *Les violations des droits de l’homme n’ont pas été sanctionnées au Honduras* », Le Monde, 23 décembre 2010, p.7.

⁷ See UNDP annual report, 2009: http://hdrstats.undp.org/en/indicators/indicators_table.cfm

Sectors

The three main economic sectors are, respectively, **manufacture, agriculture and commerce**. The following table shows a slow decrease of the importance of these sectors in the GDP composition but a very sharp increase of the importance of the financial sector.

Table 1 : Honduras GDP: sectoral composition in 2002 and 2009

As a percentage of total GDP at 2000 constant prices

	2002	2009
Agriculture and fisheries	15.9 %	13.8 %
Manufacture	23.8 %	21.5 %
Commerce	13.2 %	10.2 %
Financial intermediation	7.1 %	14.7 %

Source: ADE based on Banco Central de Honduras

- **The agricultural sector.** Honduras total land area is 11,2 million hectares out of which 1,7 million (15%) is suited for agriculture. Less than half of this area is planted with crops, the rest are pastures, forest and land owned by banana companies (Chiquita Brands International and Dole Food Company) or by the State. Out of the total land suited for agriculture, 44% (750,000 hectares) are seriously eroded⁸. The share of agriculture in GDP and employment has been declining slowly: from 22% of GDP and 61% of employment in 1999, to 14% of GDP and 39% of employment in 2009.

The most significant trend in this sector is the rapid increase of areas and production of African palm oil which almost tripled between 2000 and 2008, reaching 115,000 hectares (14% of the cropped area) and 380,000 MT in 2008. In 2005 the Honduran Ministry of Agriculture identified an additional 351,000 hectares of land suitable for potential expansion of African palm⁹. This trend should not have any significant impact on employment in Honduras, first because African palm is a labour extensive crop (employing little workers per hectares), and second because the expansion of this crop is often associated with the displacement of existing small farms, with an uncertain net effect on employment.

- The importance of **the manufacture sector** stems from the rapid rise of the “maquila” sector (offshore assembly products) in the 1990s. This stems from the creation of the Export Processing Zone system in 1987. This, along with a very cheap labour force and close political ties to the U.S., turned Honduras into an attractive site for multinational firms to locate their production facilities, especially textiles. Employment within export processing zones (EPZ), and free zones (FZ) increased more than 40 percent per year from 1990 to 1996. By 2005 the maquila sector accounted for about 65 percent of total exports. It is the most important sector in terms of value added, but only employs about 5% of the workforce.

⁸ See CIA World Factbook (1993)

⁹ See Honduras Biofuels Annual Report 2009

However, despite the lowest wages in Central America, Honduras' maquila sector has had trouble in recent years competing with Asian producers, where wages are much lower. As a result, the maquila share of exports has fallen significantly in recent years, and Honduras has been unable to move up the value-added chain of economic development towards segments that are not as heavily dependent on low wages and/or restricted labour rights.¹⁰

- After a significant decline following hurricane Mitch in 1998, the **financial sector** has experienced a spectacular boom in recent years.

Key macro-economic indicators

The long term evolution of key macro-economic indicators is shown in the following table:

Table 2 : Macro-economic indicators for Honduras : 1981-2009

Calendar Year	Index GDP per capita at constant prices. 2000=100	GDP Constant prices anual growth rate	GDP per capita in current US dollars	Current account of the balance of payment in % of GDP	Inflation end of period consumer price	Population (in millions)	Population growth (annual percentage change)
1981	102	2.5%	912	-9.0%	9.2%	3.69	3.3%
1986	93	0.7%	1,053	-2.2%	3.2%	4.31	3.1%
1991	96	3.3%	730	-4.1%	21.4%	5.01	3.0%
1996	99	3.6%	832	-2.5%	25.3%	5.78	2.8%
2001	100	2.7%	1,150	-6.3%	8.8%	6.58	2.5%
2002	102	3.8%	1,154	-3.6%	8.1%	6.74	2.4%
2003	104	4.5%	1,181	-6.8%	6.8%	6.89	2.3%
2004	108	6.2%	1,245	-7.7%	9.2%	7.05	2.2%
2005	112	6.1%	1,342	-3.0%	7.7%	7.21	2.2%
2006	117	6.7%	1,474	-3.7%	5.3%	7.36	2.1%
2007	122	6.2%	1,644	-9.0%	8.9%	7.51	2.1%
2008	124	4.0%	1,816	-12.9%	10.8%	7.67	2.1%
2009	119	-1.9%	1,823	-3.2%	3.0%	7.83	2.1%

Source: ADE based on IMF statistics, June 2010

- **GDP per capita** at constant prices was the same in 2002 as in 1981 (over 22 years!) which explains the lack of confidence in public institutions: at least until 2002 there was no reduction in poverty, no real improvement in the quality of life, and public opinion surveys show that Hondurans were dissatisfied with the government's capacity to respond to the problems that the country faced and to provide services that benefited the majority of the population¹¹. But **from 2002 to 2008, GDP has grown steadily,**

¹⁰ See Center for Economic and Policy Research (CEPR) – Honduras: Recent economic performance – José Antonio Cordero – November 2009

¹¹ See World Bank: “Strengthening performance accountability in Honduras”, 2009 p8; also World Bank: “Country Assistance Strategy for the Republic of Honduras”, November 2006, p3.

mainly due to a very high growth of the banking and communication sectors¹², a steady growth of some services such as general government, education and health, a good performance of the construction sectors, and a considerable growth of exports.

- The economy did well during the **Zelaya administration**, at least **from 2006 to 2008**: high growth rates¹³, significant reduction in poverty and in inequality, reduction of fiscal deficit and public debt. Inflation remained under control and reserves were maintained at a sufficient level while exchange rate remained stable. The government also used expansionary monetary policy, in the form of lowering reserve requirements, to counter-act the global credit crunch as it hit Honduras in 2008.
- **In 2009, GDP contracted** and reversed the trend, as a consequence of the political and fiscal crisis, added to the international crisis and severe floods at the end of 2008. The recession meant an increase in poverty, a decrease in consumption, investment, exports and imports, and remittances. It also meant an increase in the government's deficit¹⁴.
- The **current account of the balance of payment is structurally negative** and is essentially compensated by foreign investments (which constituted 6.2% of GDP in 2006) and debt relief.
- The evaluation period was characterized by **moderate inflation** (in comparison with the years 1989-98), but price rise reached two digits once more in 2008¹⁵. This was due mainly to the worldwide spike in commodity import prices and in oil. Inflation went back to very low levels in 2009 as a consequence of recession.
- The **population growth rate is high** but is slowing down (it moved from 3.3% at the beginning of the eighties to 2.1% in 2009), which illustrates the entrance of Honduras in the "second phase" of the demographic transition (slower birth rate). However, the last census was conducted in 2001; a new census is urgently needed to confirm that the country has not experienced a population decline due to migration, similar to what happened in El Salvador between 1992 and 2007.

The external sector

Honduras has a **very open economy**, with exports and imports accounting for around 40 and 50 percent of GDP respectively. There has been a gradual shift away from traditional export commodities (coffee, bananas and shrimp) which have been superseded by the rapid growth of the **maquila** exports. Traditional exports have fallen to around 20% of total exports, while exports from maquiladoras represented around 60 percent of the total between 2004 and 2006. But inputs for the maquila sector amounted to almost one third of

¹² This last one was fuelled by the privatization of the national telephone company.

¹³ From 2002 to 2008 Honduras had the highest growth rate of Central America, after Costa Rica. See the report "Honduras: Recent Economic Performance", José Antonio Cordero, Center for Economic and Policy Research (CEPR), November 2009.

¹⁴ See the EC's "Mid-Term Review of the 2007-2013 Country Strategy", 2009.

¹⁵ Inflation in Honduras followed the general trend of other Central American countries: higher than El Salvador but lower than Costa Rica or Nicaragua.

total imports in those same years. This shift also means a higher dependence on the USA which are increasingly the main buyers of exports and the main suppliers of import.

The **commercial balance** is not only structurally in deficit but this deficit is rapidly growing¹⁶. Until now it is mostly covered by fast growing remittances from Hondurans living in the USA. This high dependence on international trade, on a sector (maquila) subject to strong competition from Asia, on supply and demand in one particular country (the USA), and on remittances, makes the Honduran economy particularly fragile as it is very exposed to external shocks.

Remittances

Annual emigration rate is estimated at 5.3 percent. Around 1.5 million Hondurans could be living abroad (20% of the population) but the exact number is unknown. However, in 2007, the inflow on remittance or *remesas* was US\$ 369 per capita (as compared to the average Latin American level of US\$ 65) which represented almost 25% of GDP for the same year¹⁷. In comparison, ODA per capita reached US\$ 65 in 2007, or only 18% of remittances.

Public sector deficit

As shown in the next table, the public sector deficit stayed at very reasonable levels between 2000 and 2007, mainly because of fiscal reforms implemented during 2002-2003, which raised central government revenues and stemmed, at least temporarily, the public wage bill. However, tax revenues remain low in Honduras, moving from 14.5% of GDP in 2005 to 15.8% in 2008. As a consequence of the 2009 crisis and of a strong increase in the minimum wage in mid 2008, the public sector deficit is thought to have passed 6% of GDP in 2009.

Table 3 : Fiscal balance of the combined Public Sector (overall balance)

As a percentage of current GDP

2000	2001	2002	2003	2004	2005	2006	2007
-0.8	-3.2	-3.5	-5.2	-2.9	-1.6	-2	-2.3

Source: WB Honduras Public Expenditure Review, November 19, 2007, p6; and IMF: "Country Report", July 2008

IMF, structural reforms and public priorities

The Honduran Government approved a **Poverty Reduction Strategy Paper (PRSP)** in August 2001. This PRSP was updated in November 2003 and regularly monitored until 2006. But the plan was not formally endorsed by the Zelaya Government and its present status is still uncertain. Meanwhile Honduras benefited from a third consecutive Poverty Reduction and Growth Facility (PRGF) Arrangement with the IMF in early 2004, but this arrangement was allowed to expire in February 2007. In April 2008 the IMF approved a

¹⁶ From 2000 to 2008 the commercial balance deficit grew at an annual average of 28%: from 9 percent of GDP in 2000, it moved to 32 percent of GDP in 2008.

¹⁷ UNDP Annual Report on Human Development (statistical annexe).

12-month Stand-By Agreement for about US\$ 63.5m but the conditions were never met by Honduras.

Honduras reached the Highly Indebted Poor Countries (**HIPC**) Initiative's Completion point in April 2005 and benefited from substantial debt relief from 2005 to 2007, mostly under the Multilateral Debt Relief Initiative (MDRI)¹⁸.

Some reforms in international trade (on tariff as well as on administrative procedures) are linked to the Dominican Republic-Central America-USA **Free Trade Agreement** (DR-CAFTA) which came into effect in April 2006 and, in theory, should raise Honduras' attractiveness to private investors. Honduras was also briefly part of the ALBA agreement from 2008 to 2009.

A major reform has been passed in the Justice sector. Also, transparency and accountability of political actors has been strengthened with the implementation of the Result-Based Management System managed by the "Unidad de Asistencia Técnica" (UNAT), and the Transparency Law. According to some sources¹⁹, even in reformed sectors performance has not improved accordingly. The **efficiency of public spending** continues to be very low compared to regional standards and the capacity of the public administration is insufficient for ensuring the minimum goal of universal coverage of basic services.

According to most recent reports on economic and social development, the main public priorities in Honduras are poverty, employment and security.

4. Social background

Poverty and inequalities

According to the National Statistic Institute (INE), poverty and extreme poverty rates have decreased between 2005 and 2008 but have significantly increased since 2009, as shown in the following table:

Table 4 : Poverty and extreme poverty rates in Honduras between 2005 and 2010

Year	Poverty rate	Extreme poverty rate
2005	63.7 %	46.0 %
2008	59.2 %	36.2 %
2010	65.0 %	42.4 %

*The (extreme) poverty rate indicates the percentage of the total population living below the (extreme) poverty line.
Source: INE Honduras, poverty statistics 2010*

¹⁸ During these three years, debt relief amounted to US\$3.14m. See IMF: Request for Stand-by Arrangement, 2008, p29.

¹⁹ World Bank: "Strengthening performance accountability in Honduras" 2009 p8

But apart from being very poor, Honduras also has the highest rates of inequality in Central America and some of the highest in the world. The Gini index (2007) is 55.3²⁰. The poorest 10 percent of the population gets 0.7% of National Income, while the richest 10% gets 42.2%. This means that the income of the highest deciles is **60 times** the income of the lowest. There seems to be no trend towards a decreasing inequality²¹.

Public Security

Crime and violence are a major concern in the country, especially because the problem appears to be out of control: the repressive policies during the Maduro government have failed to improve the situation and no short to medium term alternative seems to exist. The 2009 UNDP report on human development for Central America ranked Honduras 4th for violence, with 46 murders per 100,000 inhabitants in 2006. But the same source estimates that the murder rate is currently higher than 60²², which would qualify Honduras as the most dangerous country in the region on this criterion. About 60% of homicides are related to drug trafficking and organised crime.

Insecurity deters investment, undermines social relations, impedes access to basic services, reduces employment opportunities, etc. It is increasingly seen as a major constraint to progress and development.

Education

Public expenditure in education averaged 7.2 percent of GDP in 2003-2006, which is a much higher share than the regional average (Table 5). Although Honduras has registered steady progress in key education indicators during the last decade, it does not appear that these efforts have resulted in superior education outcomes compared to its neighbours. This is due to the share of spending on teacher salaries, which, although already high, has increased sharply in the last years, and is accompanied by the opposition of teachers to any attempt to reform the sector and introduce performance measures. Other key shortcomings remain in terms of completion rates, secondary coverage and education quality²³.

²⁰ The Gini index lies between 0 and 100. A value of 0 represents absolute equality and 100 absolute inequality. Other values in Central America are: El Salvador: 49,7; Guatemala: 53,7; Nicaragua: 52,3.

²¹ UNDP Human Development Statistic Index, 2009

²² Some sources even puts it at 67 murders per 100,000 inhabitants, which is the planet's highest murder rate. See, for example, "The Economist" July 24, 2010.

²³ See *World Bank: Public expenditure Review, November 2007, p.25*

Table 5 : Education Outcomes in Central and Latin America; 2004

	Honduras	Costa Rica	El Salvador	Guatemala	Nicaragua	Average LAC
Adult Literacy rate, 2000-2004 (age 15+), %	80.0	94.9	85.0 ^{/1}	69.1	76.7	90.2
Primary completion rate, 2004, %	79.4	92.3	85.7	70.2	73.5	96.0
Net Primary enrollment, 2004, %	90.6	88.3 ^{/2}	92.3	93.0	87.9	95.3
Net Secondary enrollment, 2004, %	36.1	40.8 ^{/2}	48.1	34.0	40.7	65.5
Public edu, Spending % GDP, 2004	7.3 ^{/3}	4.9	2.8	1.7 ^{/4}	3.1	4.3

^{/1} Year 1990. ^{/2} Year 1995. ^{/3} Central Gov. Expenditure in education. ^{/4} Year 1995.

Source: World Bank: *Public expenditure Review*, November 2007, p.25

Health

Health expenditure represented 5.8% of GDP in 2005 and 6.2% in 2007, which amounts to current US\$ 107 per capita. Honduras has demonstrated progress in most national level health, nutrition and population indicators. It has reduced neonatal mortality, infant and child mortality, and to some extent chronic malnutrition. Significant gaps remain in terms of access and outcomes between rural and urban areas, regions, poor and wealthy segments of the population. The performance of the health sector has been superior to other sectors in regard to advancing reforms²⁴.

5. Environmental background

Honduras is very much exposed to natural disasters. In 1998 Hurricane Mitch killed at least 6,000 people, destroyed 70% of the roads and virtually every bridge in the country, destroyed 33,000 homes and damaged 55,000 others, leaving 20% of the population without shelter. In all, Honduras suffered an estimate of US\$ 2.5 billion in damages. Floods in October-November 2008 affected again the country and demonstrated that Honduras' preparedness is still inadequate.

Environmental problems have also been aggravated by population pressure, illegal logging (fuelling corruption²⁵), and weak administrative capacity to control and monitor natural resources. As a consequence, deforestation continues at a rate of 3.6% annually²⁶ and a large part of the area suited for agriculture is seriously eroded (see section 2.3).

²⁴ See World Bank: "Strengthening performance accountability in Honduras", 2009

²⁵ See EC Mid Term Review of CSP Honduras, 2010 p.7. This is confirmed by interviews held in June 2010 in the EC Delegation: "corruption is one of the tools of the illegal trade of timber".

²⁶ See EC: "Mid-Term Review of the 2007-13 Country Strategy programme", 2009.

There is also a link between the environment on one side and the poverty and inequality problem on the other. Distribution of land is highly skewed in Honduras: while 72% of land holdings are less than 5 hectares, these account for just 11.6 percent of farmland. In contrast, holdings of more than 500 hectares account for 1 percent of holdings but 23% of farmland, often in the most fertile areas. The rural poor are disproportionately concentrated in the country's public forest lands where uncertain land tenure hinders the development of agriculture and forestry as an effective poverty exit strategy and contribute to the degradation of the forest, soil and water resources²⁷.

6. Honduras national development policy

No National Development Plan was published during the reference period (2002-2009).

The very first draft of a "Plan Nacional de Desarrollo Sostenible 2021" was released in 2008 as a *"borrador preliminar para favorecer una cultura de responsabilidad social empresarial por medio de los principios bíblicos, el trabajo decente, creador e imaginativo y el Decálogo de Valores Cristianos de COFINSA y transparencia Honduras"*. It was entitled: *"Visión del Poder Ciudadano del Presidente José Manuel Zelaya Rosales para transformar a Honduras hacia el año 2021"*.

The only official document which can be referred to is the 2001 **Poverty Reduction Strategy Paper** (PRSP) updated in 2003 and revised, annually, until 2005. The PRSP defines five strategic policy areas:

1. prioritisation of actions that aim to reduce poverty in a sustainable manner;
2. prioritisation of actions favouring the least developed groups and areas of the country;
3. strengthening of civil society participation and decentralisation in the PRS;
4. strengthening of governance and participatory democracy within the PRS framework;
5. reduction of environmental vulnerability and its impact on poverty.

The six programmatic areas are:

1. accelerating equitable and sustainable growth;
2. poverty reduction in rural areas;
3. reducing urban poverty;
4. investing in human capital;
5. strengthening social protection for specific groups;
6. guaranteeing the sustainability of the strategy.

This document and the corresponding PRS strategy was strongly supported by the group of donors and by the Bretton Woods institutions, until the political crisis outdated it, at least temporarily.

Section 4.4 of the present report shows the linkage of the EC strategy with national development policies.

²⁷ See World Bank: "Country Assistance Strategy for the Republic of Honduras", November 2006, p8.

Annexe 3: EC - Honduras cooperation context and Inventory

This annexe consists of the following four sections:

1	THE (SUB-)REGIONAL COOPERATION FRAMEWORK	1
2	THE EC'S COOPERATION STRATEGY WITH HONDURAS	3
3	THE IMPLEMENTATION OF THE STRATEGY: INVENTORY	5
4	OTHER DONORS' COOPERATION	11

1 The (Sub-)Regional Cooperation Framework

The European Commission (EC) has been in relation with Latin and Central American countries since the 1960s, but strengthened ties significantly following the entry of Spain and Portugal to the European Community in 1986. Relations have consisted of policy dialogue, preferential trade agreements, and a cooperation framework²⁸. It is necessary to differentiate between regional level (Latin America), sub-regional level (Central America), and bilateral level (Honduras). Cooperation at (sub-)regional levels is described in this section; the bilateral level is addressed in Section 3.2.

At the level of Latin America (*regional*), the **Rio Group** was established in 1986 as a policy consultation forum. Annual meetings with the EU have been organised since then at ministerial level to build up understanding and facilitate strategic partnership. This dialogue has materialised in numerous horizontal cooperation programmes such as AL-Invest, Urb-AL, Eurosocial, ALFA, @LIS, etc.

The 1992 ALA Regulation²⁹ from the European Council relating to Asia and Latin America provided a **legal basis** for the main regional, sub-regional and bilateral budget lines and established priority sectors. This Regulation gave priority to strengthening the cooperation framework and to promotion of sustainable development and social, economic and democratic stability by means of institutional dialogue and economic and financial cooperation. It was replaced in 2006 by the Regulation establishing the EC's Development Cooperation Instrument (DCI)³⁰, which provides a new framework for the main regional, sub-regional and bilateral budget lines and defines current priority sectors, including in Latin and Central America.

At the level of Central America (*sub-regional*), policy dialogue specific to Central American countries was initiated by the EC and the EU MS in the 1980s. During its first years the so-

²⁸ Sources: Evaluation of EC regional strategy in Latin America (DRN, 2005), Evaluation of EC regional cooperation in Central America (DRN, 2007)

²⁹ European Council Regulation EEC n°443/92 of February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America

³⁰ Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation

called “**San José Dialogue**” targeted the peace-building process and democratisation of the region. This process was also supported by a significant increase in development aid and adoption of GSP measures (Generalised System of Preferences – see below). During the 1990s the EU-Central America (EU-CA) dialogue evolved to integrate new issues such as regional integration and disaster prevention and rehabilitation. In 2002 the EU-CA dialogue was renewed in the XVIII Ministerial Conference of San José, and was confirmed and completed in 2004 at the EU/LAC Guadalajara Summit with a focus on social cohesion. At the 2002 Conference the following themes were considered important for alignment of future cooperation:

- Democracy, human rights, rule of law, good governance and civil society
- Regional integration
- Economic relations between the two regions
- Security
- Environment and natural disasters
- Political consultation on international matters of common interest

There have been discussions since 1994 on preferential trade agreements with Central America. A **EU-CA Association Agreement was finally signed** at the Euro-Latin American Summit in Madrid on May 19, 2010. Historically, the 1994 Council strategy for Latin and Central America first entailed application of its new association models to the “emergent markets” of Mercosur, Mexico and Chile (“fourth generation agreements”), and second proposed for Central American countries continuation of the EU-CA Cooperation Framework Agreement signed in 1993 (“third generation agreement”). No establishment of a free trade area between the EU MS and Central America was envisaged at that time, but trade preferences of the GSP system were maintained³¹. Central American States have always considered this regime as being less advantageous than the “fourth generation” agreements as it is a unilateral, temporary and extra-ordinary strategy, which does not encourage investment and excludes some important products such as bananas. In 2003 a new EU-CA Political and Co-operation Agreement was proposed by the Council but was rejected by certain Central American Governments as well as by the European Parliament, as it was not considered to offer major advantages over the 1993 Agreement. In May 2006 it was resolved to initiate negotiations on a new EU-CA Association Agreement that would include the creation of a free trade area. Eight rounds of negotiations were held between October 2007 and March 2010. The June 2009 “Coup d’Etat” in Honduras delayed the process because meetings had to be postponed and because a debate started on whether to exclude Honduras from the negotiation process. It was decided to maintain Honduras and negotiations successfully ended at the beginning of 2010.

The EC started structuring its cooperation framework with Central America in 1998 with a first Regional Strategy Paper (RSP) covering the period 1998-2000. The subsequent regional strategies (EC-SICA MoU for 2000-2006, 2002-2006 RSP, 2007-2013 RSP) have until now shown a clear continuum, mainly in support of regional integration.

³¹ The GSP is a formal system of exemption from the more general rules of the World Trade Organization (WTO). The EU’s GSP was extended in favour of the countries of Central America in 1998. In 2005 the EC adopted the GSP-plus, which includes an incentive regime aimed at adoption before 31 December 2008 of labour and environmental legislation. Honduras has recently been confirmed as beneficiary of the 2009-2011 EU GSP+ scheme.

2 The EC's cooperation strategy with Honduras

This section presents a brief overview of the EC cooperation strategy with Honduras over the evaluation period 2002-2009. This strategy was laid down in the following documents:

- EC Country Strategy Paper (CSP) for the period 2002-2006; *and*
- EC Country Strategy Paper for the period 2007-2013.

A Mid Term Review of the 2007-2013 CSP is currently being finalised, with proposals for a few amendments for the coming years until 2013.

Earlier EC cooperation strategies consisted of two succinct documents: the Mid-term Strategy for 1996-1997 and the Country Strategy Paper for 1998-2000, which were described in the 2004 evaluation of EC cooperation with Honduras that covered the period 1992-2002³².

The EC and the Government of Honduras signed a **Memorandum of Understanding** (MoU) on 26 March 2001 that covered the period 2000-2006. It is the official basis for the cooperation, consisting of a signed agreement binding the two parties, unlike the CSPs which are EC documents on its strategy. The EC's Country Strategic Paper for 2002-2006 corresponds in general terms to the broad guidelines of the 2001 MoU. No other MoU has been signed with Honduras since then.

2002-2006 CSP

The CSP for the period 2002-2006 specified that EC action aims at substantial and visible contribution to the country's **poverty reduction strategy** set out in the 2001 PRSP. The CSP stated that there is a need for concentration of efforts through targeting in a **limited number of sectors** (with three focal sectors compared to the five sectors included in the MoU) where the EC could have a comparative advantage.

The three focal sectors were defined as follows:

- Sustainable management of **natural resources** (*integrated management of water resources*);
- Support to **local development** and **decentralisation** (*decentralised management of urban services*); *and*
- Support to the **education** sector (*secondary education*);

The Indicative programming board envisaged a total of €121m for these three focal sectors (45%, 26% and 21% respectively), with an additional reserve of €10m, besides contributions on other budget lines of €12m for debt reduction (HIPC) and €119m for the post-hurricane Mitch PRRAC reconstruction programme.

³² Evaluation de la stratégie de coopération de la Commission européenne avec le Honduras, MWH, 2004

2007-2013 CSP

The CSP for the period 2007-2013 also highlighted the principle of **concentrating aid** in sectors where the EC offered an added-value, but added explicitly considerations from the 2005 European Consensus on Development (e.g. focus on **social cohesion**) and from the 2005 Paris Declaration (notably **donor harmonisation** and **alignment** with the domestic agenda).

Three focal sectors were determined as follows:

- Human and social development – Making the PRSP a catalyst for **social cohesion** (*global budget support to the PRSP's education and health sectors*);
- The environment and sustainable management of **natural resources** – promoting forestry reform; *and*
- Justice and **public security**.

The National Indicative Programme (NIP) envisaged a total of €223m for these three focal sectors over the 7-year period, of which €127.5m for 2007-2010 (NIP-1) and €95.5m for 2011-2013 (NIP-2). Respective distribution between focal sectors was of 50%, 30% and 20% for the entire period 2007-2013.

As shown in the synthetic table below, the 2007-2013 CSP has shifted focus compared to the 2002-2006 CSP, by abandoning direct support to certain areas (decentralisation), adding new areas (justice and public security), and changing focus within two areas: from water to forestry in natural resources, and from direct support to secondary education to general budget support to social sectors (education and health).

Table 6 : EC focal sectors by period

CSP 2002-2006	CSP 2007-2013
• Decentralisation	• Justice and public security
• Secondary education	• Budget support to PRSP for education and health
• Integrated management of natural resources: Water	• Integrated management of natural resources: Forestry

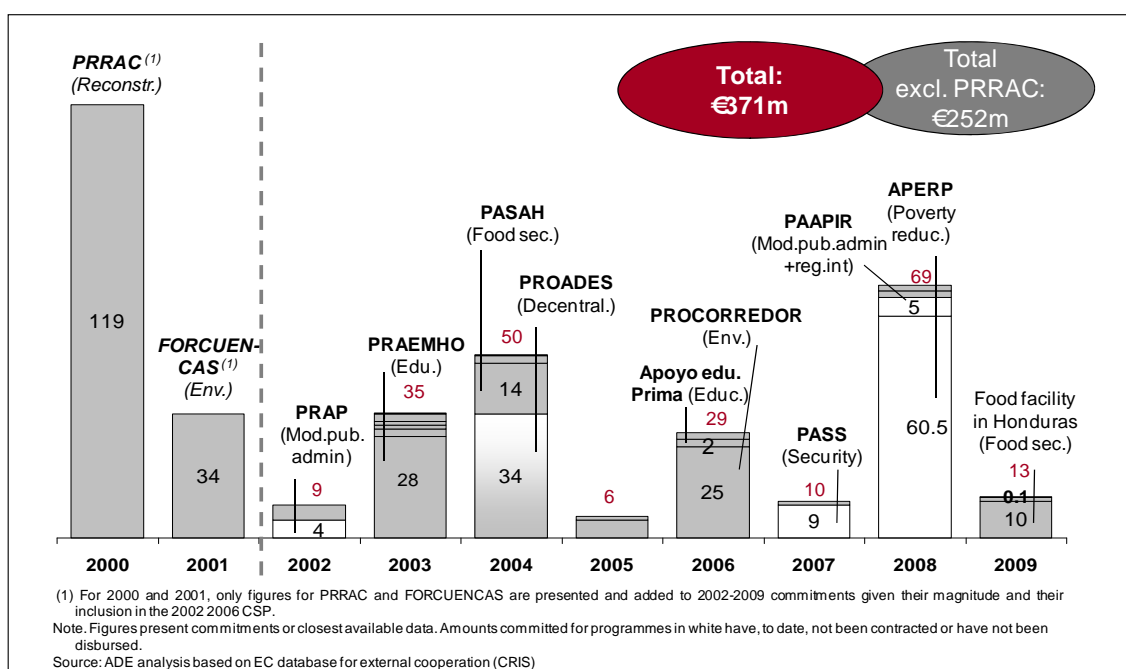
EC cooperation objectives per period are further detailed in Chapter 4 on the Intervention Logic.

3 The implementation of the strategy: Inventory

The EC committed a **total of €371m** projects and programmes in Honduras over the evaluation period 2002-2009 on resources relating external co-operation (DG RELEX, DG DEV and EuropeAid, as from now on referred to as EC support)³³. Out of the total of €371m, €119m was allocated to the “Programa de Reconstrucción Regional para América Central - Subprograma Honduras” (PRRAC), a single post-hurricane Mitch rehabilitation programme. It represents 32% of total EC support to Honduras over the evaluation period. Total EC support between 2002 and 2009, excluding the PRRAC programme, amounts to €252m.

The figure below presents the chronology of EC support between 2002 and 2009.

Figure 1 : EC commitments to Honduras, €m, 2002-2009 – per year



Whilst 41 interventions³⁴ in total were committed between 2002-2009, the EC’s cooperation with Honduras is in fact characterised by the **prevalence of several large interventions**. Indeed, Commitments made for the 5 largest interventions amount to almost three quarters (74%) of total EC support to Honduras between 2002 and 2009 or, excluding the PRRAC, to almost half (49%) of total EC support.

³³ Resources from the EC humanitarian office ECHO and other EC Directorates General are not included (falling out of the scope of this evaluation)

³⁴ Decisions specific to Honduras and contracts specific to Honduras but released from global and regional decisions.

The following pre-2002 interventions have been included in the inventory of EC support to Honduras³⁵; the magnitude of those programmes and their inclusion in the 2002-2006 CSP justified this choice:

- the €119m PRRAC³⁶; *and*
- the €34m FORCUENCAS intervention to strengthen the local management of natural resources in the Patuca and Choluteca river basins.

From 2002 to 2009, the following large interventions were committed:

- in 2003, the €28m Apoyo a la educación media en Honduras (PRAEMHO);
- in 2004, the €34m Programa de apoyo a la descentralización en Honduras (PROADES, budget support);
- in 2006, the €25m Gestión Sostenible de Recursos Naturales y Cuencas del Corredor Biológico Mesoamericano en el Atlántico Hondureño (PROCORREDOR); *and*
- in 2008, the €60.5m Apoyo Presupuestario a la Estrategia de Reducción de Pobreza en los campos de la educación y de la salud (APERP, budget support).

In recent years however, **some interventions have either not been contracted or have had a low disbursement rate** (in the figure above, they are shown in white or in shaded tones), they are:

- APERP budget support, which has, to date, not been contracted;
- PAAPIR (“Proyecto de Apoyo a la Modernización de la Administración Pública y a la Integración Regional”) which has, to date, not been contracted;
- PASS (“Programa de Apoyo al Sector Seguridad”): to date, only 1% has been contracted; *and*
- PROADES budget support as no more than €14m out of the total of €34m committed amounts have, to date, been disbursed.

The table on the following page presents the 15 largest EC interventions across the evaluation period.

³⁵ Additionally, the PRAP programme (“Apoyo a la Modernización de la Administración Pública en Honduras”) is presented with 2002 commitments: it was initially approved in 1998, but was not contracted before 2002, on the basis of a revised financing agreement.

³⁶ The commitment for the overall PRRAC structure dates from 2000, although contracts for underlying programmes or activities have been signed during the whole evaluation period.

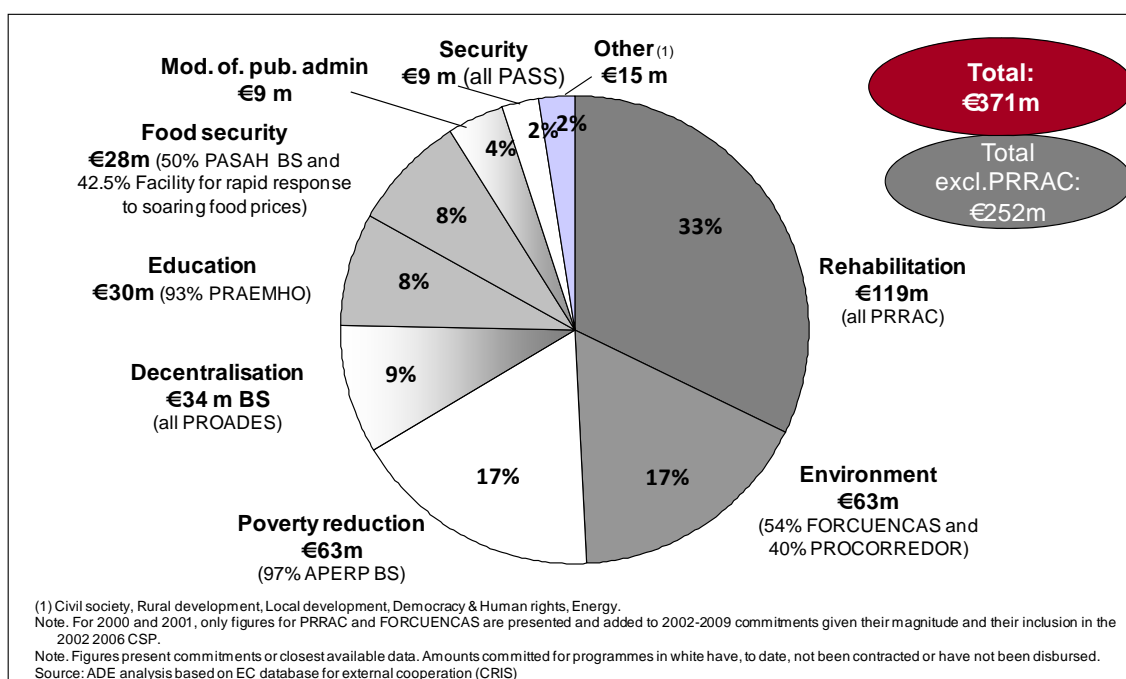
Table 7 : EC funding to Honduras, 2002-2009 – 15 largest interventions

Name	Sector	Budget line	Commit. in €m	Contracted in €m	Commit. year
Programa de Reconstrucción Regional para América Central - Subprograma Honduras (PRRAC)	Rehabilitation	ALA	119	117	2000
Apoyo Presupuestario a la Estrategia de Reducción de Pobreza en los campos de la educación y de la salud (APERP)	Poverty Reduction	ALA	61	0	2008
Strengthening the local management of natural resources in the Patuca and Choluteca river basins (FORCUENCAS)	Environment	ALA	34	32	2001
Programa de apoyo a la descentralización en Honduras (PROADES)	Decentralisation	ALA	34	34	2004
Apoyo a la educación media en Honduras (PRAEMHO)	Education	ALA	28	27	2003
Gestión Sostenible de Recursos Naturales y Cuencas del Corredor Biológico Mesoamericano en el Atlántico Hondureño (PROCORREDOR)	Environment	ALA	25	23	2006
Programa de apoyo a la seguridad alimentaria (PASAH)	Food security	FOOD	14	14	2004
Facility for rapid response to soaring food prices	Food security	FOOD	10	10	2009
EC response to soaring food prices			2	2	2008
Programa de Apoyo al Sector Seguridad en Honduras (PASS)	Security	ALA	9	0.1	2007
Proyecto de Apoyo a la Modernización de la Administración Pública y a la Integración Regional (PAAPIR)	Mod. of pub. admin	ALA	5	0	2008
Apoyo a la Modernización de la Administración Pública en Honduras (PRAP)	Mod. of pub. admin	ALA	4	4	2002
Apoyo a la educación primaria en Honduras	Education	EDUC.	2	2	2006
Prestation d'assistance technique dans le Ministère SETCO	Food security	FOOD	2	1.5	2003
Desarrollo agroempresarial y conservación de suelos y agua en la Cuenca del Río Jicatuyo - Adendum	Environment	ALA	1.4	1.4	2003
Produccion y comercializacion de semilla artesanal mejorada y diversificada (FAO)	Food security	FOOD	1	1	2003

In terms of **payments**, to date, 93% of funds committed by the EC have been contracted (or 52.5% excluding PRAAC) of which 81% have been paid (€234m payments on the €288m contracted for the interventions reported in CRIS)³⁷.

In terms of **sectors supported by EC funding**, the figure below shows that in total, 14 different sectors were supported. However 92% of support is concentrated in 6 major sectors. Additionally, those **major sectors were supported by one or two large programmes**, as detailed in the figure below.

Figure 2 : EC funding to Honduras, commitments, 2002-2009 – per sector supported



Sectors shown in white in the figure, whilst having been identified as areas of cooperation and supported by financial commitments, have not, to date, been effectively supported as interventions have not been contracted. This is the case in 2 sectors, namely “poverty reduction” and “security”, supported by APERP and PASS respectively.

Similarly, sectors of cooperation “decentralisation” and “the modernisation of public administration” are presented in shaded tones in the figure as some of the interventions they are being supported by have, to date, either not been contracted or have a low disbursement rate. For instance, less than half (41.5%) of PROADES - the single intervention in support of the ‘decentralisation’ focal sector - has been disbursed, and, out of 3 interventions in support of the ‘modernisation of the public sector’, the largest intervention -PAAPIR- has, to date, not been contracted.

³⁷ Payments in CRIS are aggregated disbursement data from signature of contract to date of extraction (12.05.2010), for contracts signed since 2001. Less information is thus available on payments vis-à-vis commitments (e.g. breakdown per year).

In terms of **sources of funding**:

- 86% of commitments originated from the EC geographical budget line **ALA** (incl. DCI-ALA). It was to support 20 interventions (decisions and contracts) as presented in the table below.
- In terms of number of interventions supported, the thematic budget line NGO-Co-financing (incl. DCI-NSAPVD) was to fund almost half of interventions committed (36/80), which however represented only 4% of total amounts committed.

Table 8 : EC commitments to Honduras, 2002-2009 – per EC budget line

	Commitments* in €m	Share	# Interventions
ALA (incl. DCI-ALA)	320	86%	20
FOOD (incl. DCI-FOOD)	28.5	8%	10
NGO (incl. DCI-NSAPVD)	16	4%	36
ENV	3	1%	4
EDUCATION	2.2	1%	1
EIDHR	0.6	0,2%	9
TOTAL	371	100%	80

Note. PRRAC (2000, ALA) and FORCUENCAS (2001, ALA) have been included given their magnitude and their inclusion in the 2002-2006 CSP.

Note. Figures present commitments or closest available data.

Source: ADE analysis based on EC database for external cooperation (CRIS)

Aside from the 41 Honduras-specific EC interventions, the country also benefited from EC **regional cooperation**. Amongst those regional interventions, four significant ones with strong links to Honduras are presented in the table below. Regional interventions are out of the evaluation's scope; the table below is thus for information purposes only.

Table 9 : Main regional EC programmens in Central America relating to Honduras, Commitments, 2002-2009

Short name	Decision year	Total Commitments in €m	HN-specific Commitments in €m
PREVDA ⁽¹⁾ (Env.)	2005	20	~2.3
ZONAF ⁽²⁾ (Local dev.)	2003	40	14
Programa Binacional SLV-HN ⁽³⁾ (Border programme)	2000	30	16
PRESANCA ⁽⁴⁾ (Food sec.)	2003	12	~1.7

(1) PREVDA: Programa Regional de Reducción de la Vulnerabilidad y Degradación Ambiental

(2) ZONAF: Programa de Desarrollo de Zonas Fronterizas en América Central

(3) Programa Binacional SLV-HN: Programa binacional de desarrollo fronterizo Honduras - El Salvador

(4) PRESANCA: Regional Program on Food Security and Nutrition in Central America

Source: ADE analysis based on EC database (CRIS) and EC Note on Regional Cooperation (23/03/2010)

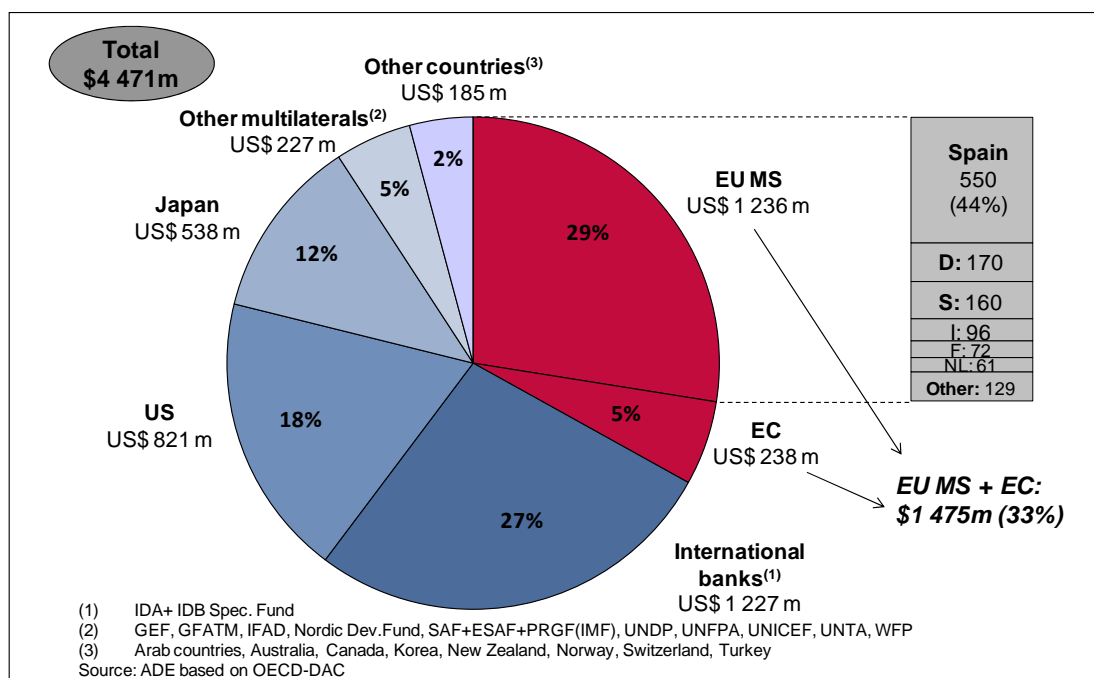
Here it is especially insightful to highlight that, out of the total commitments made by the 4 main EC programmes funded in Central America over the evaluation period, approximately 33% benefited Honduras.

A hurricane-prone country, Honduras was also granted 19 contracts from **ECHO**, the Humanitarian Aid Office of the EC, worth €8.2m in total between 2002 and 2008. They mainly funded disaster prevention and risk- and crisis-management measures. ECHO's support is also out of the evaluation's scope (it is hence not included in this evaluation under the reference "EC funding") and this information is thus also for information purposes only.

4 Other donors' cooperation

Honduras received a total of \$4,472m net disbursements of official development aid (ODA) from the donor community over the period 2002-2008, according to OECD-DAC data. In 2002, ODA represented 5.9% of Honduras' GDP that year. In 2008, this share dropped to 4.0% of Honduras' GDP. In 2008, average ODA *per capita* was \$74.8.

Figure 3 : Donors' ODA to Honduras, 2002-2008 (net disbursements in current prices, USD)



The EU, represented by its Member States and by the European Commission, disbursed a total of \$1,475m worth of official development aid between 2002-2008. This represents a third of total ODA across that period. Amongst EU member states, Spain represented almost half of total support. The US and Japan, the other largest single country donors with Spain, represented 18% and 12% of total ODA respectively.

The table below presents details at the level of individual donors during the period 2001-2008. It is based on OECD-DAC statistics of ODA to Honduras in terms of net disbursements in current prices in million USD.

Table 10 : Individual donors' ODA to Honduras, 2002-2008 (net disbursements, in current prices, USD)

Donor	EU MS	2001	2002	2003	2004	2005	2006	2007	2008	2001-2008
Austria	x	0.01	0.01	0.02	0.03	0.03	0.02	0.02	0.03	0.2
Belgium	x	0.5	0.4	0.57	1.3	1.8	1.9	1.8	5.2	13.4
Czech Republic	x		0.01	0.01	0.01	0.02	0.03	0.04	0.04	0.2
Denmark	x	3.35	12.74	3.93	-0.02	10.91	3.68	3.61	2.52	40.7
Finland	x		0.76	1.16	1.24	2.28	0.45	0.79	1.34	8.0
France	x	4.11	3.91	1.18	21.3	4.51	34.76	1.55	1.42	72.7
Germany	x	17.3	13.41	17.14	26.14	24.01	13.74	26.15	32.17	170.1
Greece	x				0.01	0.01		0.01	0.05	0.1
Ireland	x	1.03	2.01	2.72	3.05	3.21	5.74	5.65	5.07	28.5
Italy	x	12.76	4.67	7.78	19.62	23.51	17.08	4.58	6.1	96.1
Luxembourg	x			0.01	0.09	0.05	0.09	0.14	0.22	0.6
Netherlands	x	10.11	8.85	6.45	16.11	16.32	1.07	0.41	1.15	60.5
Portugal	x	0.15							0.06	0.2
Spain	x	33.04	36.36	57.61	54	95.02	44.31	110.82	117.56	548.7
Sweden	x	31.34	11	13.48	27.66	20.32	18.71	19.77	17.48	159.8
United Kingdom	x	1.17	1.89	1.1	1.23	30.23	1.09		0.03	36.7
EC		14.71	23.89	26.37	47.96	27.81	32.33	41.31	23.77	238.2
Japan		76.31	94.85	31.99	31.34	103.47	138.01	20.76	40.86	537.6
Canada		5.96	7.06	12.73	9.37	28.62	15.1	13.11	14.17	106.1
United States		201.26	97.25	70.11	112.08	88.38	84.1	71.1	96.33	820.6
Other countries ³⁸		25.33	3.07	7.2	8.78	3.24	3.42	13.39	14.02	78.45
IDA		94.49	82.46	35.8	113.42	143.82	54.73	45.59	51.13	621.4
IDB Spec. Fund		96.15	40.46	72.02	116.16	42.5	76.06	57.78	104.21	605.3
Other Multilaterals ³⁹		27.91	17.06	22.36	48.03	21.83	37.76	26.39	25.83	227.17
Total EU MS		115	96	113	172	232	143	175	190	1236
Total EU MS + EC		130	120	140	220	260	175	217	214	1475
Total All Donors		657	461	394	658	690	594	464	564	4,483.2

³⁸ Arab countries, Australia, Korea, New Zealand, Norway, Switzerland, Turkey

³⁹ GEF, Global Fund (GFATM), IFAD, Nordic Dev. Fund, SAF+ESAF+PRGF (IMF), UNDP, UNFPA, UNICEF, UNTA, WFP

Annexe 4: Intervention logic

This Annexe presents the intervention logic (IL) of EC cooperation with Honduras during the evaluation period. It represents the hierarchy of strategic objectives and expected impact pursued by the EC. The intervention logic is the backbone for the evaluation, delineating the set of objectives against which the EC intervention will be assessed. It is based on the official documents that set out the EC strategies in the country, in particular the two Country Strategy Papers for Honduras covering the periods 2002-2006 and 2007-2013. The evaluators stayed as close to the texts as possible, in line with the enunciated strategy (*see Section 3.2 for a description of these documents*). The intervention logic presented can actually be considered as 'faithful' to a high degree, in the sense that objectives were relatively clear in the CSPs and that there was no need to 'reconstruct' it, *stricto sensu*⁴⁰. The hierarchical links for attaining expected impacts are made explicit in the diagrams.

The intervention logic is presented in the form of three expected impact diagrams, shown and detailed hereafter, namely:

- the Expected Impact Diagram **2002-2006**, relating to the corresponding EC Country Strategy Paper;
- the Expected Impact Diagram **2007-2013**, relating to the corresponding EC CSP; *and*
- the Expected Impact Diagram **compiled for 2002-2006 and 2007-2013**, showing in a single, simplified diagram the key elements of both periods.

The intervention logic differentiates between four levels of expected impacts which correspond to five levels of objectives, and the intended activities for attaining the results:

- Global impact (corresponding to global objectives, in the long term);
- Intermediate impact (corresponding to intermediate obj., in the long-medium term);
- Specific impact (corresponding to specific objectives, in the medium term);
- Results (corresponding to operational objectives);
- Outputs (corresponding to intervention deliverables);
- Activities.

Additionally, the main national policies supported by EC cooperation in its focal sectors (*detailed in section 4.4*) are shown in a column between activities and outputs on request of the Joint Evaluation Unit.

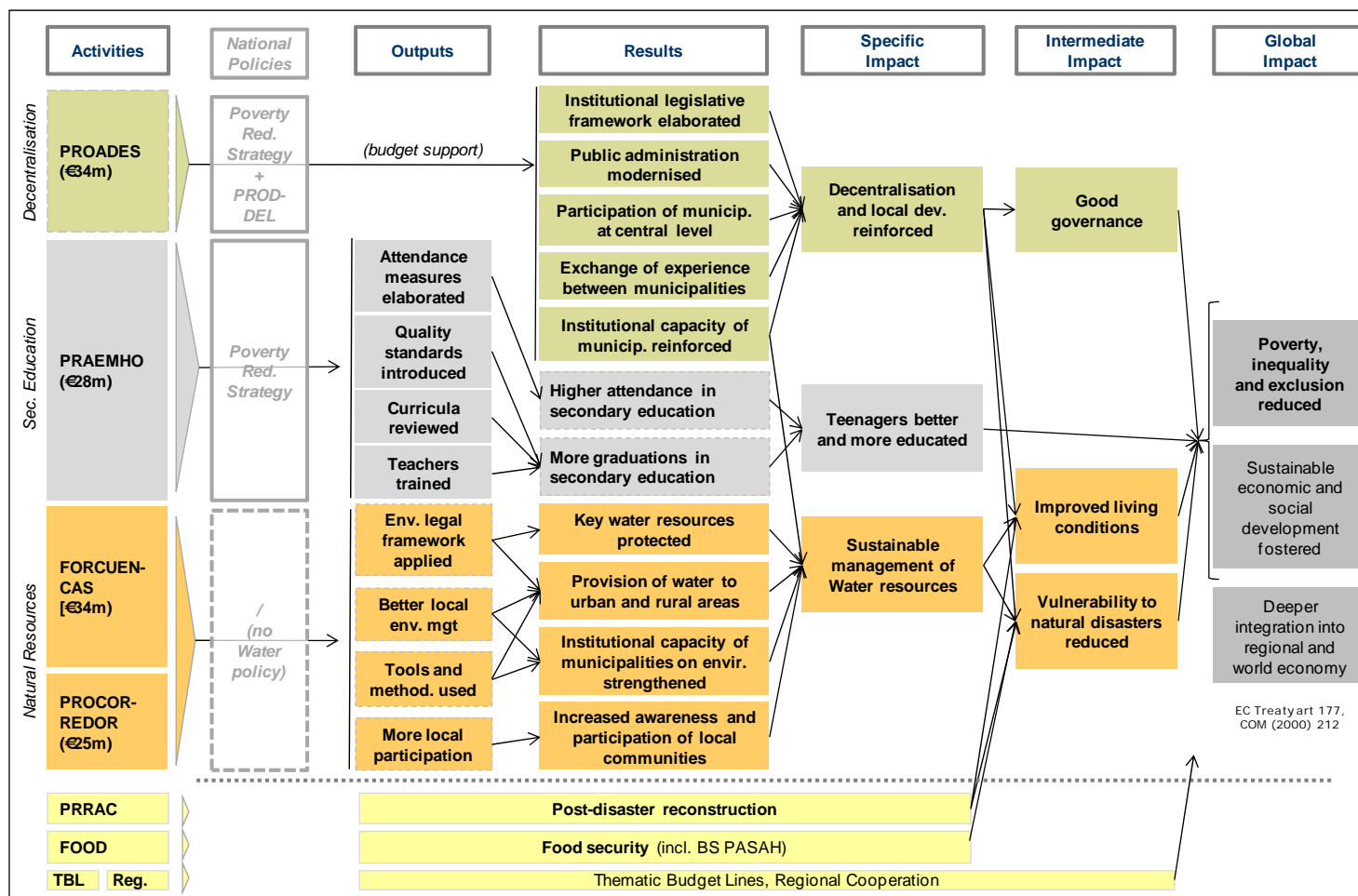
The diagrams below show additionally other EC instruments with their own objectives and expected impact, such as the post-Mitch PRRAC reconstruction programme, thematic budget lines, and regional programmes, which also benefited Honduras.

Each focal sector is represented by a separate colour in a diagram and the main bilateral programmes corresponding to each sector are mentioned in the diagrams. Given that the EC bilateral cooperation with Honduras consisted essentially of one (or sometimes two) large programmes per focal sector, as described in the Inventory (in Section 3.3), the level of 'activities' hence represents those programmes⁴¹.

⁴⁰ Intervention logics are by definition reconstructed by the evaluators, in that they are not provided as such in EC documents like Country Strategy Papers. Nevertheless, there was no need in this case to build separate intervention logics that were 'faithful' to the texts vs. 'reconstructed', given that EC objectives and hierarchical links were relatively clear in the CSPs.

⁴¹ Meanings of the acronyms are given in the acronyms section at the beginning of the Main Report.

Diagram 1 : Intervention Logic : Expected Impact Diagram 2002-2006⁴²



⁴² PRODDEL: Programa Nacional de Descentralización y Desarrollo Local

Diagram 2 : Intervention Logic : Expected Impact Diagram 2007-2013

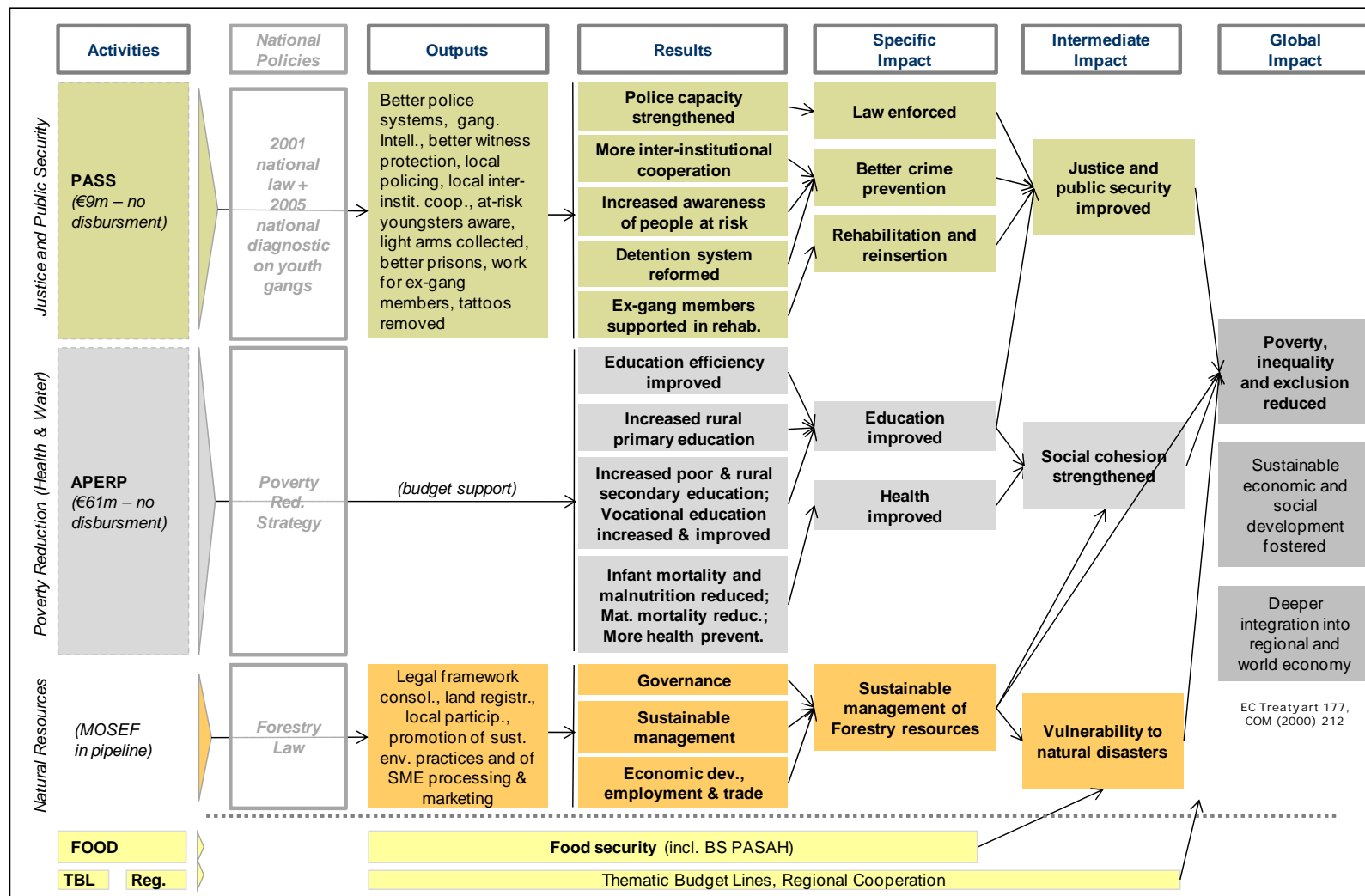
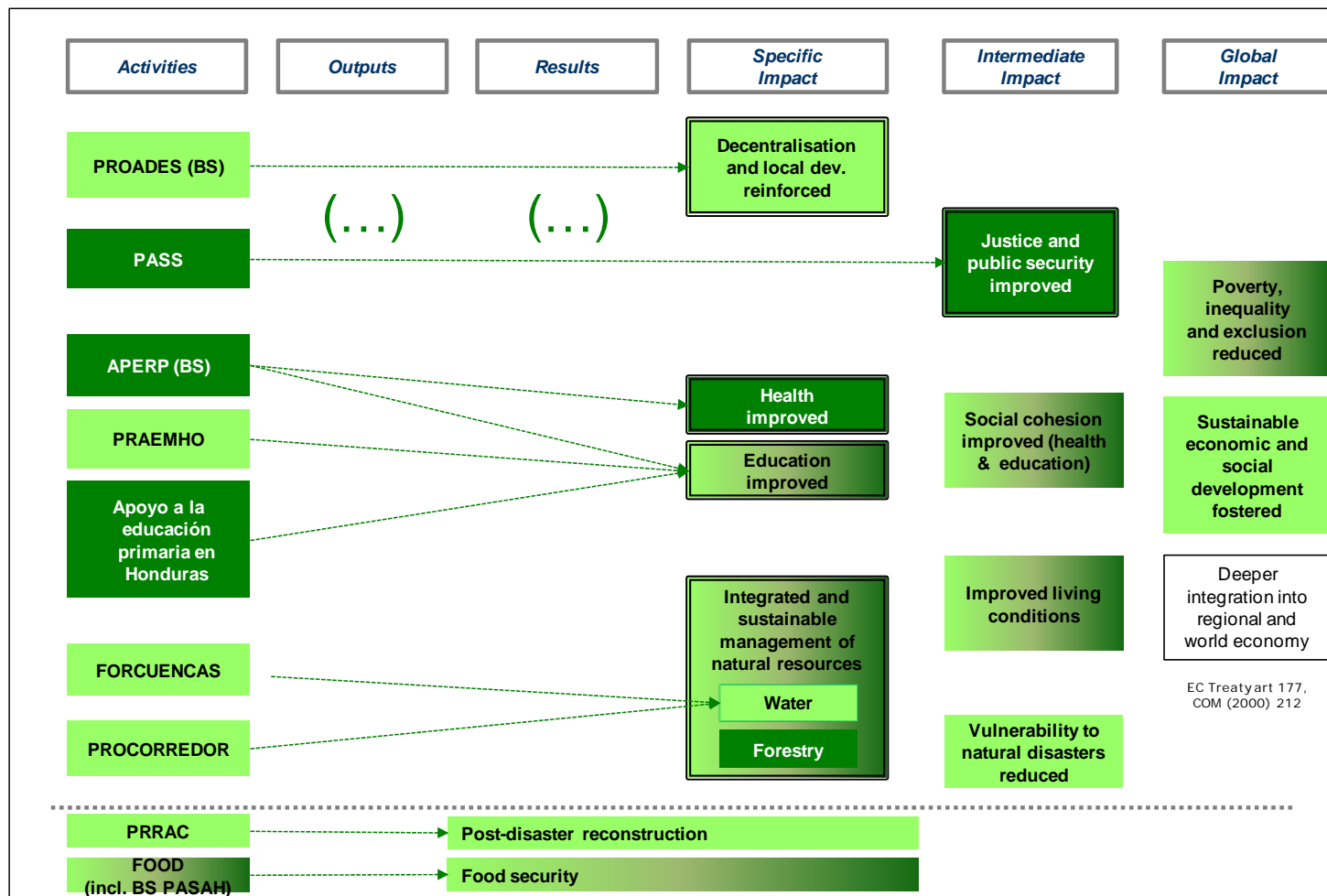


Diagram 3 : Intervention Logic : (Simplified) Expected Impact Diagram compiled for 2002-2006 + 2007-2013⁴³



⁴³ Light green stands for relation with the 2002-2006 CSP; Dark green for the 2007-2013 CSP; Graduation from light to dark green for objectives in both CSPs.

1 Intervention Logic for 2002-2006

This section briefly describes the intervention logic of the first CSP, for the period 2002-2006, in descending level of expected impact.

Global impact

The intervention logic presents the three global impacts pursued by the EC. These global impacts correspond to the three priority objectives for the general development policy of the European Community laid down in Article 177 of the **1992 Maastricht Treaty**: (i) support for sustainable economic and social development; (ii) gradual integration of the developing countries into the world economy; and (iii) the campaign against poverty. The global impacts are the long-term effects on society expected from the EC interventions in the country.

The diagram further emphasises the global impact “Poverty, inequality and exclusion reduced” shown in bold in the diagrams, given the recent focus on poverty reduction. The CSP indeed refers to the **2000 Joint Statement** by the Council and the Commission⁴⁴, which followed a Communication by the Commission to the Council and the European Parliament, **COM (2000) 212**. This joint statement required EU cooperation to focus primarily on the reduction and gradual eradication of **poverty**.

Specific and intermediate impacts

The three specific impacts correspond to the three focal sectors defined in the 2002-2006 CSP: (i) support to local development and decentralisation; (ii) education; and (iii) sustainable management of natural resources.

The corresponding intermediate impacts are respectively the following, as explained in the CSPs: (i) good governance; (ii) reduction of poverty and inequality; and (iii) reduction of vulnerability to natural disasters, along with improvement of living conditions.

Results

The 2002-2006 CSP names explicitly or implicitly a number of objectives at operational level for attaining the specific objectives. The evaluation team has grouped them in a number of clusters with a view to categorising them. Examples of such expected results include the elaboration of an institutional legislative framework for decentralisation, higher secondary education attendance, and strengthened institutional capacity of municipalities in management of natural resources.

⁴⁴ European Community Development Policy Statement (DPS) by the Council and the Commission, 20 November 2000.

Outputs

Outputs are deliverables of the interventions, in the sense of goods/services produced/delivered. The 2002-2006 CSP names explicitly or implicitly a number of outputs, such as quality standards for secondary education or environmental impact assessments. This does not apply by definition to budget support programmes, which objectives are at the level of impacts. The evaluation team has grouped the numerous expected outputs in a number of clusters with a view to categorising them.

Activities

Activities do not pertain to the hierarchy of objectives and expected impacts, but correspond to the operational actions envisaged for attaining the objectives specified in the EC country strategy. As explained above, the activities represented here correspond to the one or two large EC programmes aimed directly at addressing each focal sector.

2 Intervention Logic for 2007-2013

This section describes now the intervention logic of the second CSP, for the period 2007-2013.

Global impact

The three global impacts pursued by EC cooperation for the period 2007-2013 are basically the same as for the 2002-2006 period, while focusing explicitly on the EC primary objective of poverty reduction. These objectives and focus are in line with the “**European Consensus on Development**” signed in 2005 by the European Council, the European Commission and the European Parliament – COM(2005) 311. This consensus document presents the common vision for development between the European Commission and EU MS, and a commitment to more and better EU aid. The global impacts are further in line with regional initiatives such as the **2004 Guadalajara summit** and the **2006 Vienna summit**, as mentioned in the CSP 2007-2013.

Intermediate impact

The three intermediate impacts correspond to the three focal sectors defined in the 2007-2013 CSP: (i) justice and public security; (ii) human and social development – ‘making the PRSP a catalyst for social cohesion’; and (iii) the environment and sustainable management of natural resources – promoting forestry reform. The latter aims at alleviating rural poverty, fostering social cohesion and increasing resilience in the face of natural disasters.

Specific impact

Specific impacts in the field of justice and public security relate directly to the intermediate impact: law enforcement, crime prevention, and rehabilitation and reinsertion. Specific impacts in the field of social cohesion relate explicitly to improvement of education and

health, the two areas in which the EC budget support to the PRSP is restricted. In the field of natural resources, see above under “intermediate impact.”

Results

The 2007-2013 CSP names explicitly or implicitly a number of objectives at operational level for attaining the specific objectives. Examples include strengthening of police capacity, reduction of infant and maternal mortality, and sustainable economic development of forestry resources.

Outputs

The 2007-2013 CSP names explicitly a number of outputs, such as better witness protection measures, collection of light arms, land registers, and forestry SME marketing. This does not apply by definition to the budget support programme, which objectives are at the level of impacts.

Activities

As explained above, the activities represented here correspond to the single EC programmes aimed directly at addressing each focal sector. They are shown by a dotted line or even no line in the diagram as none of the three programmes currently envisaged in relation with the 2007-2013 CSP have actually been implemented: the PASS and the budget support APERP have been committed but not been contracted so far, and there is still no commitment for the programme envisaged for Modernisation of the Forestry Sector (MOSEF).

3 Intervention Logic for 2002-2006 and 2007-2013

Diagram 3 above presents a simplified, synthetic compilation of the intervention logic of the two CSPs. It shows that there were **five main strategic areas** of EC cooperation during the evaluation period, corresponding to one or both CSPs (*see Annexe 3*):

- Decentralisation and local development: (2002-2006 CSP)
- Justice and public security: (2007-2013 CSP)
- Social sectors – Education: (2002-2006 CSP) and (2007-2013 CSP)
- Social sectors – Health: (2007-2013 CSP)
- Natural resources – Water and Forestry: (2002-2006 CSP) and (2007-2013 CSP)

4 Intervention Logic and national policies

Diagrams 1 and 2 above present a synthetic overview of the main national policies supported by EC cooperation in its focal sectors⁴⁵:

- *Decentralisation and local development*: the EC cooperation supported the national programme for decentralization and local development named PRODDEL (Programa Nacional de Descentralización y Desarrollo Local) and aspects in this field from the country's 2001 Poverty Reduction Strategy;
- *Justice and public security*: EC cooperation was based on a national law from 2001 and a 2005 national diagnostic on youth gangs⁴⁶;
- *Health*: The EC envisaged to support health as part of the APERP budget support to the country's 2001 poverty reduction strategy (PRS) in the field of education and health;
- *Education*: Both the EC direct support to secondary education through PRAEMHO as general budget support through the APERP took place in the context of the 2001 PRS.
- *Water*: There was no real national policy in this field, but the EC cooperation aimed precisely at strengthening the legislative framework; *and*
- *Forestry*: EC cooperation in forestry explicitly aimed at promoting and complementing the country's bill for forestry reform (meanwhile passed into a law).

⁴⁵ An overview of the national development policy of Honduras, including the five strategic policy areas and the six programmatic areas of the PRSP, is presented in section 2.6.

⁴⁶ "Diagnostico de los Servicios de Prevencion, Rehabilitacion y Reinsercion social de Personas vinculadas a Pandillas o Maras in Honduras", Programa Nacional de Prevencion, Rehabilitacion Y Reinsercion Social, Unidad desconcentrada de la Presidencia de la Republica de Honduras, 2005

Annexe 5: Evaluation Questions

This Annexe presents the Evaluation Questions (EQ), the related Judgement Criteria (JC) and their respective indicators (I) for this evaluation. These Evaluation Questions represent and address the fundamental issues with respect to the EC cooperation strategy with Honduras and its implementation and results. They can be summarised in the following table.

Table 11 : Overview of the Evaluation Questions

EQ 1	Natural Resources Strategy	To what extent has the EC approach in natural resources been relevant in the national context and ongoing dynamics, and contributed to the strengthening of the public strategy in the sector?
EQ 2	Natural Resources Achievements	To what extent has local capacity for integrated and sustainable management of natural resources been strengthened and to what extent has the EC contributed to it?
EQ 3	Food Security	To what extent has the EC contributed to strengthening conditions for food security?
EQ 4	Secondary Education	To what extent has secondary education been strengthened and has the EC contributed to it?
EQ 5	Public Security	To what extent has the EC approach in public security been relevant in the national context and ongoing dynamics?
EQ 6	LRRD⁴⁷	To what extent did the EC interventions with respect to rehabilitation following Hurricane Mitch link relief, rehabilitation and development?
EQ 7	Budget Support	To what extent have the EC's interventions through Budget Support been adapted to the national context, and to what extent have they contributed to strengthening the framework for public policy and expenditure?
EQ 8	Aid Modalities	To what extent were the chosen EC aid modalities adequate in the national context?

⁴⁷ Linking Relief, Rehabilitation and Development

The Evaluation Questions cover the main focal sectors in the EC country strategies having benefited from effective cooperation (Secondary education and Natural resources), having represented an important part of cooperation (Food security and post-Mitch Rehabilitation) or being high on the current agenda although not having started implementation yet (public security). A specific evaluation question further assesses the use of Budget Support in the country. A final question covers the broader consideration of the choice of the most adequate aid modalities.

The proposed set of Evaluation Questions hence provides an ambitious, comprehensive questioning per EQ that encompasses detailed understanding of the EC approach and of the national context in each of the key sectors of cooperation. These evaluation questions indeed cover a broad spectrum of investigation areas, such as relevance of the EC approach in each of those sectors, alignment with national policies and dynamics, coherence, complementarity and synergies with other EC programmes, coordination and harmonisation with other donors, EC value-added, and integration of cross-cutting issues, in addition to assessment of effectiveness, impact and sustainability (*see Table 2 below*).

This set of EQs cover furthermore all key sectors of effective EC cooperation with Honduras. As explained above in the Inventory (*Section 3.3*), key support programmes to certain focal sectors did not materialise during the 2002-2009 evaluation period. Indeed: disbursements for the €34m decentralisation budget support programme PROADES were limited owing to changes in Government policies; the €9m PASS programme planned in public security has not yet been contracted; the MOSEF project planned as support to forestry reform has neither been allocated nor contracted yet; and the €61m APERP programme aiming at poverty reduction (incl. health and education) consists of a global budget support, for which, additionally, no disbursements have been made either. Nevertheless, decentralisation is treated thoroughly in the evaluation questions relating to Natural resources achievements (EQ 2) and Food security (EQ 3); public security is treated in a specific EQ assessing the relevance of the EC strategy in this field; and the first steps for launching the APERP will be taken into account in the EQ on Budget Support.

The diagram on the page after next provides an overview of how the Evaluation Questions cover the main elements of the intervention logic. EQ 1 to EQ 6 relate to attainment of results or impact at sector level⁴⁸, while EQ 7 and EQ 8 are shown in the column of activities as they relate mainly to aid modalities. It is also shown that EQ 2 (Natural Resources Achievements) and EQ 3 (Food security) will address decentralisation. Boxes in white and shaded tones indicate that there have been no corresponding contracts or limited disbursement respectively so far.

The table below provides a schematic overview of the coverage of the evaluation criteria and key issues by the Evaluation Questions.

⁴⁸ The circle for EQ 5 on Public Security refers to *expected* impact, as this evaluation question relates essentially to the EC strategy given that no programme has been contracted in this field.

Table 12 : Coverage of evaluation criteria and key issues by the EQs⁴⁹

<i>Evaluation criteria</i>	EQ1 Nat Res. Strategy	EQ2 Nat Res. Achiev.	EQ3 Food Security	EQ4 Secondary Education	EQ5 Public Security	EQ6 LRRD	EQ7 Budget Support	EQ8 Aid Modalities
Relevance	■		■	■	■	■	■	□
Effectiveness	■	■	■	■		■	■	□
Impact		■		■				
Sustainability	■	■	■	■	■	■	■	□
Efficiency						■		■
Coherence	■		■	■	■	■		
EC added value	■		■	■	■	■	■	□
Key issues								
Cross-cutting issues		■	■	■			■	
3Cs	■		■	■	■	■	■	■

Largely covered
 Treated

The proposed set of EQs has been defined with particular attention so as to take into account (i) the latest (April 2010) guidelines from the Joint Evaluation Unit for country-level evaluations; (ii) specific lessons learnt from recent EC evaluations, such as of cooperation with neighbouring countries Nicaragua and El Salvador⁵⁰ and with Central America and Latin America⁵¹, of thematic areas⁵² or of aid modalities⁵³; and (iii) the fact that this is a '2nd generation' evaluation in the sense that there has been a prior evaluation on EC cooperation with Honduras, for the period 1992-2002⁵⁴.

With regard to this prior evaluation, the set of EQs, JC and Indicators for the present evaluation has been defined so as to largely integrate into our questioning the extent to which the EC has taken account of the recommendations from the first evaluation.

⁴⁹ The understanding of the evaluation criteria is based on the definitions of the OECD DAC Glossary 2002 for effectiveness, impact, sustainability and efficiency, and on the Joint Evaluation Unit's Notes for the File of 13 March 2008 for Commission value added, and of 12 January 2009 for relevance and coherence (in the sense of coherence with other development interventions by the EC in the country). The understanding of the "3Cs" (coordination, complementarity, and coherence with other European Community policies) is based on the Joint Evaluation Unit's Note for the File of 12 January 2009.

⁵⁰ Evaluation of EC cooperation with Nicaragua, ADE, 2009; Evaluation of EC cooperation with El Salvador, ADE, 2010

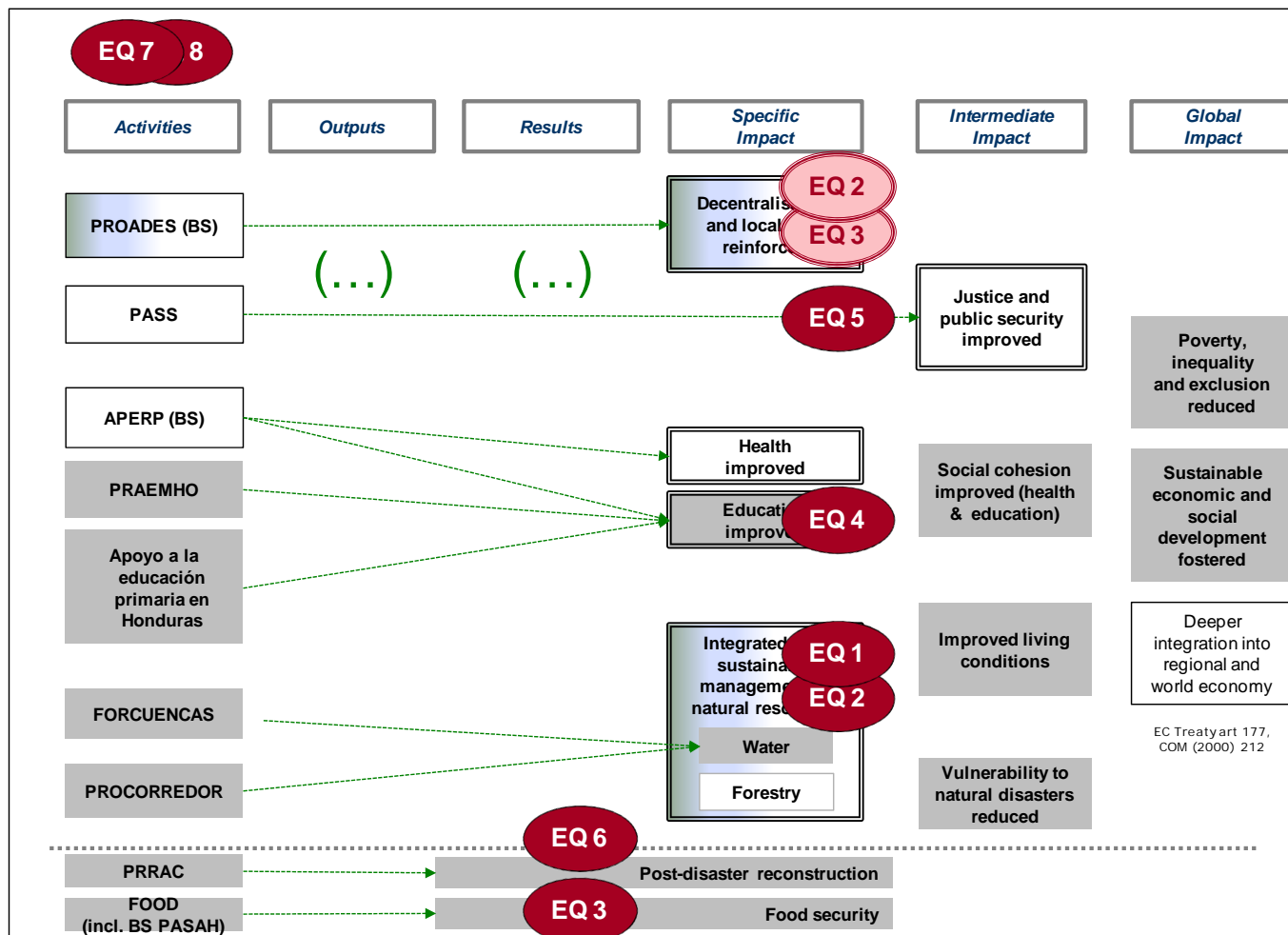
⁵¹ Evaluation of EC regional strategy in Latin America, DRN, 2005; Evaluation of EC regional cooperation in Central America, DRN, 2007

⁵² E.g. Evaluation of the Environment and Forests Regulations 2493/2000 and 2494/2000 2004, DRN, 2004

⁵³ E.g. Evaluation of European Commission's support to partner countries through the United Nations family, ADE, 2008; Evaluation of European Commission's funds delivered through the Development Banks and EIB, ADE, 2008; Evaluation of EC aid delivery through Civil society organizations, ECDPM, 2008; Joint Evaluation of General Budget Support 1994-2004, IDD and Associates, 2006

⁵⁴ Evaluation de la stratégie de coopération de la Commission européenne avec le Honduras, MWH, 2004

Diagram 4 : Expected Impact Diagram, compiled for 2002-2006 and 2007-2013: Coverage by Evaluation Questions⁵⁵



⁵⁵ Boxes in white and shaded tones indicate that there have been respectively no corresponding contracts or limited disbursement so far.

EQ 1 and EQ 2 on Natural Resources

Justification for and coverage of the two questions on natural resources:

Sustainable management of natural resources is a focal sector for EC cooperation in both the 2002-2006 and the 2007-2013 CSPs. The EC has provided direct or indirect support in this field through various interventions, but primarily through the €34m FORCUENCAS and the €25 PROCORREDOR programmes, committed in 2001 and 2006 respectively. Both fell into the €59m indicative programme relating to the 2002-2006 CSP. Another programme is in the pipeline: the MOSEF on the modernization of the forestry sector.

As the two main programmes on natural resources that have been implemented followed an integrated approach and therefore were not strictly limited to one resource (e.g. water), the Judgement Criteria's and Indicators will not refer to a specific resource either.

The topic of natural resources is addressed through two questions.

*The first question (**EQ1 on Natural Resources Strategy**) tackles the problem at a macro and strategic level. It starts from the real causes of the existing problems in the management of natural resources and its links to poverty and land distribution, and from the evolution of the public strategy. It assesses the extent to which the EC responded to the causes of the problems, took into account the ongoing dynamics and EC policies in this field (e.g. on biodiversity, deforestation, forest governance and trade⁵⁶) and contributed to the strengthening of the public strategy at a central level, including the legislative aspects of resource management. It provides a comprehensive questioning at sector level, including also the relations, at a strategic level, with the non public sector.*

This is essentially a question of relevance but it also assesses the coherence with the prevailing EC policies in the field of the environment; division of labour, coordination, harmonisation and synergies with other donors (with a focus on EU MS).

*The second question (**EQ2 on Natural Resources Achievements**) addresses the EC interventions in terms of achievements, mainly in terms of impact. It assesses the ongoing dynamics in the management of natural resources and links it to the decentralization policies conducted until 2005. It further analyzes the extent to which the EC contributed to strengthening such management of natural resources. It also assesses the evolution of the EC strategy towards a stronger insistence on information and coordination between actors at different levels, central and local. The shift in the EC implementation approach is also taken into account.*

It is fundamentally a question of impact and sustainability; it assesses hereby also operational objectives. Additionally, it also covers coherence with other EC cooperation interventions (notably cooperation through NGOs, the EC programme PASAH and PRRAC in Honduras and the EC regional programmes PREVDA⁵⁷ and ZONAF⁵⁸),

⁵⁶ EC policies include for instance the Biodiversity Action Plan, the Communication on deforestation and the FLEGT (Forest Law Enforcement, Governance and Trade) Action Plan.

⁵⁷ Programa Regional de Reducción de la Vulnerabilidad y Degradación Ambiental

⁵⁸ Programa de Desarrollo de Zonas Fronterizas en América Central

EQ 1 on Natural Resources Strategy

EQ1: To what extent has the EC approach in natural resources been relevant in the national context and ongoing dynamics, and contributed to the strengthening of the public strategy in the sector?

Justification for and coverage of the question: See above (previous page)

Judgement Criteria	Indicators
JC 1.1 – The EC approach to natural resources responded to the causes of the problem and was flexible enough taking into account the ongoing dynamics.	<ul style="list-style-type: none"> ▪ I-1.1.1 – Documented EC analysis of the causes of the mismanagement of natural resources ▪ I-1.1.2 – Evidence that these causes were taken into account in the EC programmes on natural resources. ▪ I-1.1.3 – Evidences that the ongoing dynamics were taken into account in the EC programmes on natural resources
JC 1.2 – The EC approach to natural resources took into account the ongoing strategies (public and private) and had a positive effect on these strategies and on their application	<ul style="list-style-type: none"> ▪ I-1.2.1 – Frequency of meetings with the government on management of natural resources ▪ I-1.2.2 – Quality of meetings with the government on management of natural resources ▪ I-1.2.3 – Testimonies/references that this policy dialogue had an influence on the legislative framework of natural resources management ▪ I-1.2.4 – Frequency of meetings with the non governmental sector ▪ I-1.2.5 – Quality of meetings with the non governmental sector
JC 1.3 – The EC approach to natural resources was coherent with the prevailing overall EC cooperation policies, notably in the field of natural resources	<ul style="list-style-type: none"> ▪ I-1.3.1 – Justification for EC approach in natural resources ▪ I-1.3.2 – Consistency of EC interventions with its CSPs ▪ I-1.3.3 – Linkages, synergies and contradictions of EC interventions with overall EC policies in natural resources
JC 1.4 – The EC approach to natural resources was coordinated with and complementary to other donors' cooperation	<ul style="list-style-type: none"> ▪ I-1.4.1 – EC comparative advantage to EU MS in the field of natural resources (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I-1.4.2 – Mandate given by EU MS to the EC in the field of natural resources ▪ I-1.4.3 – Quality of dialogue with other donors in the field of natural resources ▪ I-1.4.4 – Division of labour between main actors in the field of natural resources management ▪ I-1.4.5 – Synergies with other donors in the field of natural resources ▪ I-1.4.6 – Overlaps with other donors in the field of natural resources
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ Overall EC cooperation policies, notably in natural resources ▪ National policies; Civil Society initiatives ▪ Evaluation of the Environment and Forest Regulations 2493/2000 and 2494/2000 2004, DRN, 2004 ▪ Interviews with EC staff, Government, project staff, Civil Society, and other donors 	

EQ 2 on Natural Resources Achievements

EQ2: To what extent has integrated and sustainable management of natural resources been strengthened and to what extent has the EC contributed to it?

Justification for and coverage of the question: See above (the page before EQ 1)

Judgement Criteria	Indicators
JC 2.1 – Capacity and participation of local actors in management of natural resources have increased	<ul style="list-style-type: none"> ▪ I-2.1.1 – Existence of land use planning and cadastres ▪ I-2.1.2 – Number of land registrations or legalisations ▪ I-2.1.3 – Number of local initiatives or proposals in the field of sustainable management of natural resources ▪ I-2.1.4 – Number of bank credits used for sustainable management of natural resources ▪ I-2.1.5 – Number and quality of linkage in local development plans with sustainable management of natural resources ▪ I-2.1.6 – Evidence of EC contribution to increased capacity and participation of local actors in management of natural resources
JC 2.2 – The capacity of national institutions to intervene in sustainable management of natural resources at the local level has increased.	<ul style="list-style-type: none"> ▪ I-2.2.1 – Effectiveness of protection in those areas (in terms of logging and poaching for instance) ▪ I-2.2.2 – Local population's participation in management and protection of those areas ▪ I-2.2.3 – Link between the increased capacity of local institutions and the decentralization policy ▪ I-2.2.4 – Evidence that existing rules and laws on natural resource management are being better applied ▪ I-2.2.5 – Evidence of EC contribution to increased capacity of national institutions to intervene in sustainable management of natural resources at the local level
JC 2.3 – The EC implementation approach followed a learning process and has improved over time	<ul style="list-style-type: none"> ▪ I-2.3.1 – Existence of evaluations of the EC implementation approaches in the field of natural resources ▪ I-2.3.2 – The results of these evaluations have been taken into account ▪ I-2.3.3 – Opinion of main actors concerning the improvement of the EC implementation strategy
JC 2.4 – The EC optimised synergies in the field of natural resources with its other cooperation programmes	<ul style="list-style-type: none"> ▪ I-2.4.1 – Linkages, synergies and contradictions in the field of local development planning between EC interventions in natural resources and in food security in Honduras⁵⁹ ▪ I-2.4.2 – Linkages, synergies and contradictions in the field of natural resources between EC national and regional interventions ▪ I-2.4.3 – Linkages, synergies and contradictions in the field of natural resources between EC bilateral cooperation and its cooperation through NGOs
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ Civil Society initiatives ▪ Local development plans, land use plans, cadastres ▪ Interviews with EC staff, Government, project staff, municipalities, local actors and citizens, and Civil Society 	

⁵⁹ Same indicator as under EQ 3 on Food Security

EQ 3 on Food Security

EQ3: To what extent has the EC contributed to strengthening conditions for food security?***Justification for and coverage of the question:***

While food security is not an EC focal sector in either the 2002-2006 or the 2007-2013 CSP, there has been significant support to Honduras in this field during the evaluation period (€28.5m) through the EC thematic budget line for Food Security. It essentially consisted of the €14m PASAH budget support programme (in line with similar PASA programmes in other Latin American countries), and of projects in Honduras under the worldwide €1 billion Facility for rapid response to soaring food prices (informally referred to as “Barroso’s Billion”), established for a three-year period in December 2008 in the aftermath of the 2007-2008 food crisis. Another, smaller, EC intervention in food security consisted of the €1m project entitled “Produccion y comercialización de semilla artesanal mejorada y diversificada”, implemented by the FAO.

This question assesses the extent to which the EC contributed to strengthening conditions for food security in the country. It is hence fundamentally a question of effectiveness. In addition, it provides a comprehensive questioning at sector level in the sense that it considers the relevance of the EC approach in the national context, alignment with national policies and dynamics, coherence with other EC cooperation interventions (notably the EC programmes FORCUENCAS and PROCORREDOR in Honduras, the EC regional programme PRESANCA, and sister PASA interventions in other Latin American countries), division of labour, coordination, harmonisation and synergies with other donors (with a focus on EU MS), EC value-added, integration of Gender and Decentralisation as a cross-cutting issue, and sustainability of the approach.

This question on food security is close for certain parts to that on natural resources in the sense that the EC strategies and interventions in both sectors aimed, among other objectives, at strengthening institutional capacities and participation in particular at the municipal level. They should nevertheless not overlap as both their thematic and geographical focuses are quite distinct.

Judgement Criteria	Indicators
JC 3.1 – The EC approach to food security was adequate given national dynamics	<ul style="list-style-type: none"> ▪ I-3.1.1 – Justification for EC approach in food security ▪ I-3.1.2 – Linkage between EC and Government approaches ▪ I-3.1.3 – EC policy dialogue with Government ▪ I-3.1.4 – Linkage between EC and other national dynamics ▪ I-3.1.5 – EC dialogue with Civil Society ▪ I-3.1.6 – Degree of EC flexibility to changing national dynamics
JC 3.2 – The EC optimised synergies with its other cooperation programmes	<ul style="list-style-type: none"> ▪ I-3.2.1 – Linkages, synergies, and contradictions between EC national interventions in the fields of food security and of natural resources ▪ I-3.2.2 – Linkages, synergies, and contradictions between EC national and regional interventions in the field of food security ▪ I-3.2.3 – Linkages, synergies, contradictions and capitalization between EC national interventions in food security and sister interventions in other Central and Latin American countries
JC 3.3 – The EC approach to food security was coordinated with and complementary to other donors’ cooperation	<ul style="list-style-type: none"> ▪ I-3.3.1 – EC comparative advantage to EU MS in the field of food security ▪ I-3.3.2 – Quality of dialogue with other donors in the field of food security ▪ I-3.3.3 – Synergies with other donors in the field of food security ▪ I-3.3.4 – Overlaps with other donors in the field of food security

JC 3.4 – Institutional management of food security has improved at the central level	<ul style="list-style-type: none"> ▪ I-3.4.1 – Degree of public inter-institutional cooperation on food security ▪ I-3.4.2 – Degree of social consultation on food security ▪ I-3.4.3 – Quality of the monitoring and evaluation system for impact measurement of the Government's food security programmes ▪ I-3.4.4 – Evidence of EC contribution to improvement in institutional management of food security at the central level
JC 3.5 – The municipalities' capacity for local development planning and support to food security has increased.	<ul style="list-style-type: none"> ▪ I-3.5.1 – Evidence that EC interventions supported most vulnerable municipalities in terms of food security ▪ I-3.5.2 – Existence of legal land use planning and cadastres in EC-supported municipalities ▪ I-3.5.3 – Existence of local development plans in EC-supported municipalities ▪ I-3.5.4 – Quality in local development plans of linkage with sustainable management of natural resources ▪ I-3.5.5 – Quality in local development plans of linkage with local economic development ▪ I-3.5.6 – Quality in local development plans of support of local community-based initiatives in food security ▪ I-3.5.7 – Number of local socio-productive initiatives relating to food security in EC-supported municipalities ▪ I-3.5.8 – Evidence of EC contribution to increased municipalities' capacity for local development planning and support to food security
JC 3.6 – The EC approach and actions in food security were sustainable	<ul style="list-style-type: none"> ▪ I-3.6.1 – Sustainability of EC support and EC-funded actions ▪ I-3.6.2 – Sustainability of financing of local socio-productive initiatives ▪ I-3.6.3 – Sustainability of technical support for strengthening and promoting these initiatives ▪ I-3.6.4 – Quality of EC exit strategy in interventions ▪ I-3.6.5 – Continuity of EC support to food security ▪ I-3.6.6 – Level of national ownership in generation and implementation of interventions
JC 3.7 – Availability, access and utilization of food have structurally changed for women	<ul style="list-style-type: none"> ▪ I-3.7.1 – Degree of gender considerations in local development plans ▪ I-3.7.2 – Level to which the changes in food access and availability have influenced this access and availability for women ▪ I-3.7.3 – Level to which women can exert better control over food utilization ▪ I-3.7.4 – Level to which the changes in food access and availability for women are sustainable ▪ I-3.7.5 – Degree of integration of gender equality considerations into the design of EC interventions in food security ▪ I-3.7.6 – Evidence of EC contribution to improvement in gender equality in food security
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ National policies; Civil Society initiatives ▪ Local development plans, land use plans, cadastres ▪ Interviews with EC staff, Government, project staff, municipalities, local actors and citizens, Civil Society, and other donors 	

EQ 4 on Secondary Education

EQ4: To what extent has secondary education been strengthened and has the EC contributed to it?***Justification for and coverage of the question:***

Education is considered as part of the EC focal sectors in both the 2002-2006 and the 2007-2013 CSPs. In the latter CSP it is actually considered as global support to the national Poverty Reduction Strategy. This evaluation question treats the overall EC approach to education, while focussing in terms of impact on secondary education, for three main reasons. First, because the 2002-2006 CSP prescribed focus on secondary education ('as the WB already put emphasis on primary education'). Second, EC action corresponding to the 2002-2006 CSP's education focal sector consisted of support to secondary education, through the €28m PRAEMHO programme. Third, EC support to education in the 2007-2013 CSP consisted of global budget support to the national PRS (through the €61m APERP programme for which no disbursements have been made so far), rather than of a specific EC strategy or approach in education. The question will also cover vocational training as part of secondary education, where relevant.

This question assesses improvement in secondary education, notably in terms of access and quality, and the extent to which the EC contributed to such improvement. It is fundamentally a question of impact (at the level of 'specific impacts'), which is largely based on effectiveness (at the level of results). It additionally provides a comprehensive questioning at sector level in the sense that it considers the relevance of the EC approach in the national context, alignment with national policies and dynamics, coherence with then prevailing EC cooperation policies, division of labour, coordination, harmonisation and synergies with other donors (with a focus on EU MS), EC value-added, integration of the cross-cutting issue of Gender, and sustainability of the approach. Hence the question goes beyond the mere EC implementation programme and addresses topics at a sector level.

Judgement Criteria	Indicators
JC 4.1 – The EC approach in education was adequate given national dynamics	<ul style="list-style-type: none"> ▪ I-4.1.1 – Justification for EC approach in education ▪ I-4.1.2 – Justification for evolution in EC approaches in education ▪ I-4.1.3 – Linkage between EC and Government approaches ▪ I-4.1.4 – EC policy dialogue with Government ▪ I-4.1.5 – Linkage between EC and other national dynamics ▪ I-4.1.6 – EC dialogue with Civil Society ▪ I-4.1.7 – Degree of EC flexibility to changing national dynamics
JC 4.2 – The EC approach in education was coherent with then prevailing overall EC cooperation policies, notably in the field of education	<ul style="list-style-type: none"> ▪ I-4.2.1 – Justification for EC approach in education ▪ I-4.2.2 – Consistency of EC interventions with its CSPs ▪ I-4.2.3 – Linkage, synergies or contradictions of EC interventions with overall EC cooperation policies, notably in education
JC 4.3 – The EC approach in education was coordinated with and complementary to other donors' cooperation	<ul style="list-style-type: none"> ▪ I-4.3.1 – EC comparative advantage to EU MS in support to education (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I-4.3.2 – Mandate given by EU MS to the EC in the field of education ▪ I-4.3.3 – Quality of dialogue on education with other donors ▪ I-4.3.4 – Synergies in support to education with other donors ▪ I-4.3.5 – Overlaps in support to education with other donors

JC 4.4 – The quality of secondary education has improved	<ul style="list-style-type: none"> ▪ I-4.4.1 – Number of quality standards introduced ▪ I-4.4.2 – Number of existing curricula reviewed ▪ I-4.4.3 – Number of new curricula elaborated and adopted ▪ I-4.4.4 – Number of teachers trained ▪ I-4.4.5 – Number of graduations in secondary education ▪ I-4.4.6 – Evidence of EC contribution to improvement in the quality of secondary education
JC 4.5 – Secondary education attendance has increased	<ul style="list-style-type: none"> ▪ I-4.5.1 – Quality of measures for increased attendance ▪ I-4.5.2 – Net enrolment rate in secondary education ▪ I-4.5.3 – Evidence of EC contribution to improvements in attendance to secondary education
JC 4.6 – The EC approach and actions in secondary education were sustainable	<ul style="list-style-type: none"> ▪ I-4.6.1 – Sustainability of EC support and EC-funded actions ▪ I-4.6.2 – Quality of EC exit strategy in interventions ▪ I-4.6.3 – Continuity of EC support to secondary education ▪ I-4.6.4 – Level of national ownership in generation and implementation of interventions
JC 4.7 – Gender equality has improved in secondary education	<ul style="list-style-type: none"> ▪ I-4.7.1 – Sex ratio in secondary education enrolment ▪ I-4.7.2 – Sex ratio in secondary education drop-out rate ▪ I-4.7.3 – Sex ratio in secondary education graduations ▪ I-4.7.4 – Gender stereotypes in secondary school textbooks ▪ I-4.7.5 – Parental views of benefits of girls schooling ▪ I-4.7.6 – Degree of integration of gender equality considerations into the design of EC interventions in secondary education ▪ I-4.7.7 – Evidence of EC contribution to improvement in gender equality in secondary education
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ Overall EC cooperation policies, notably in education ▪ National policies; Civil Society initiatives ▪ National and international statistics; Civil Society analyses ▪ School textbooks ▪ Interviews with EC staff, Government, project staff, Teachers, Pupils, Civil Society, and other donors 	

EQ 5 on Public Security

EQ5: To what extent has the EC approach in public security been relevant in the national context and ongoing dynamics?***Justification for and coverage of the question:***

Justice and public security are a focal sector for EC bilateral cooperation in the 2007-2013 CSP (not in the previous CSP), reflecting a problem which has become particularly acute over the last decade. The EC has planned direct support in this field with the commitment in 2007 of €9m to the PASS (Programa de Apoyo al Sector Seguridad en Honduras). However, it has not led to any contract so far⁶⁰ and hence nothing has been undertaken or implemented on the ground.

Assessment of concrete EC results or impact in this field is hence not possible. Nevertheless, an interesting ex ante question remains as to what extent the EC strategy and approach to public security was relevant in the national context and ongoing dynamics. This includes aspects of dialogue with the Government and with the civil society. It also encompasses consideration of the underlying reference documents or practices on which the EC strategy and approach were based. The coherence with other EC public security programmes in Central America will further be assessed, and the use of transferable lessons and search of synergies with these other programmes. The question will additionally verify the EC value-added in this field and the division of labour and coordination with other donors (with a focus on EU MS), and the integration of the cross-cutting issue of Gender.

Judgement Criteria	Indicators
JC 5.1 – The EC approach to public security responded to the causes of the problems	<ul style="list-style-type: none"> ▪ I-5.1.1 – Evidence that the EC analysed the causes of the problems in the field of public security ▪ I-5.1.2 – Evidence that the EC analysed internationally-recognised good practices in the field of public security ▪ I-5.1.3 – Evidence that these causes and good practices were taken into account in the EC strategy and public security programmes
JC 5.2 – The EC conducted effective policy dialogue on public security in the country	<ul style="list-style-type: none"> ▪ I-5.2.1 – Evidences of an effective EC policy dialogue with the government on public security ▪ I-5.2.2 – Evidence that an effective EC dialogue was conducted with the non governmental sector on public security
JC 5.3 – The EC approach to public security was coordinated with and complementary to other donors' cooperation	<ul style="list-style-type: none"> ▪ I-5.3.1 – EC comparative advantage to EU MS in the field of public security (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I-5.3.2 – Mandate given by EU MS to the EC in the field of public security ▪ I-5.3.3 – Quality of dialogue with other donors in the field of public security ▪ I-5.3.4 – Synergies with other donors in the field of public security ▪ I-5.3.5 – Overlaps with other donors in the field of public security
JC 5.4 – The EC transferred lessons from and optimised synergies with its other public security programmes in Central America	<ul style="list-style-type: none"> ▪ I-5.4.1 – Use in Honduras of transferable lessons from EC public security interventions in other Central American countries ▪ I-5.4.2 – Linkages, synergies, and contradictions between EC public security interventions in Honduras and in other Central American countries

⁶⁰ Except a TA of €86,704 for launching the programme (“Asistencia Técnica de arranque al programa PASS”)

<p>JC 5.5 – The EC approach to public security integrated the gender dimension</p>	<ul style="list-style-type: none"> ▪ I-5.5.1 – References to gender in the EC CSPs and interventions relating to public security ▪ I-5.5.2 – Evidence that EC consideration of gender in its CSPs and interventions corresponded to international best practices ▪ I-5.5.3 – Gender-related performance indicators in EC public security interventions
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ National policies; Civil Society initiatives ▪ Internationally-agreed good practices in the field of public security ▪ Interviews with EC staff, Government, Civil Society, and other donors 	

EQ 6 on LRRD

EQ6: To what extent did the EC interventions with respect to rehabilitation following Hurricane Mitch link relief, rehabilitation and development?

Justification and coverage of the question:

Hurricane Mitch (October/November 1998) was probably the worst natural disaster suffered by Honduras in the 20th century. This led the EC to launch an emergency aid programme followed by a rehabilitation programme (PRRAC) which committed more than €119m to Honduras over six years. This programme is additionally included in the evaluation because Honduras is one of the cases where the link between relief, rehabilitation and development (LRRD) can be examined and from which lessons can be drawn for the future. The rehabilitation programme alone represents one third of total EC commitments during the evaluation period. The country is very vulnerable to natural disasters; it suffers regularly from hurricanes which are becoming more frequent and violent. Hence the importance of disaster preparedness and the need to understand how to consolidate the country's own institutions to cope with disasters.

The starting point for the question on rehabilitation is the set of conclusions of the audit by the EC Court of Auditors, especially those concerning the link between rehabilitation and development, and the integration of a rehabilitation programme into a development strategy. These are the most relevant for a multi-country evaluation and are also those which were treated in less depth by the Court's audit. Thus they are also those where the evaluation can have higher value added.

This question does not address the direct effectiveness or impact of the rehabilitation programme itself, which have been analysed in the general evaluation of PRRAC in 2009, but the overall effectiveness and efficiency of the LRRD approach. It assesses hereby coordination between EC interventions, and also with other donors' interventions. Furthermore it presents a structure similar to that in the Nicaragua country evaluation⁶¹ in order to permit comparisons between two country programmes which, although very similar, were in fact independent in their execution.

Judgement Criteria	Indicators
JC 6.1 – Rehabilitation programmes had concrete relations with relief operations and specially those financed by ECHO	<ul style="list-style-type: none"> ▪ I-6.1.1 – Evidence of a continuity between ECHO operators and PRRAC operators in order to foster coordination ▪ I-6.1.2 – Link between problems generated by Mitch and EC interventions ▪ I-6.1.3 – Number of times previous relief operations are mentioned in PRRAC documents (identification missions, FA and other official documents) ▪ I-6.1.4 – Existence of formal as well as informal relations between the two programmes
JC 6.2 – Rehabilitation operations had concrete relations with development programmes and the EC strategy in Honduras	<ul style="list-style-type: none"> ▪ I-6.2.1 – Number of interventions involving construction of new infrastructures compared with interventions entailing rebuilding of infrastructure destroyed by Mitch ▪ I-6.2.2 – Evidence that rehabilitation interventions are included in the CSP and that the CSP addresses explicitly the linkage issue between rehabilitation and development ▪ I-6.2.3 – Concrete relations between interventions (for example in water and sanitation financed through the PRRAC and through the food security budget line)

⁶¹ Evaluation of EC cooperation with Nicaragua, ADE, 2009

JC 6.3 – Rehabilitation operations had concrete relations with disaster preparedness programmes	<ul style="list-style-type: none"> ▪ I-6.3.1 – Number of interventions including a significant number of crisis/risk prevention and/or disaster-preparedness measures (including self-help capacity of the population and civil protection) ▪ I-6.3.2 – Number of institutions oriented to disaster preparedness supported ▪ I-6.3.3 – Evidence that PRRAC had concrete relations with sub-regional preparedness: common early alert system, coordination mechanism for urgent aid and rehabilitation
JC 6.4 – Rehabilitation interventions were coordinated with other donors' interventions (focusing on EU MS)	<ul style="list-style-type: none"> ▪ I-6.4.1 – Relations with other donors' relief operations ▪ I-6.4.2 – Relations with other donors' development programmes ▪ I-6.4.3 – Relations with other donors' disaster preparedness programmes
JC 6.5 – Rehabilitation interventions are sustainable	<ul style="list-style-type: none"> ▪ I-6.5.1 – Level of participation of local institutions and people in the design and implementation of the interventions ▪ I-6.5.2 – Existence of a phasing out/exit strategy or measures (capacity building dimension) ▪ I-6.5.3 – Evidence of an effective support supplied by local institutions for continuity, when needed ▪ I-6.5.4 – Evidence of an assistance and strengthening of public institutions responsible for long-term sector strategies
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ Intervention documents: Financing Agreements. Activity reports. ROM reports. mid-term and final evaluations. identification fiches ▪ Global evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), TRANSTEC, July 2009 ▪ Audit of the EC Court of Auditors: Special Report "European Commission Rehabilitation Aid Following the Tsunami and Hurricane Mitch" (2008) ▪ COM(2001) 153 Communication from the Commission to the Council and the European Parliament Linking Relief, Rehabilitation and Development – An assessment ▪ Evaluation des Actions de Réhabilitation et de Reconstruction Financées par la CE dans les pays ACP/ALA/MED/TACIS (2003) ▪ Evaluation of EC regional cooperation in Central America, DRN, 2007 ▪ EC documents on strategy in Honduras: CSPS and MoU of the period ▪ Interviews with EC, GoN, ex-GoN, beneficiaries ▪ Semestral reports from Delegation ▪ Regional (Central America) strategic documents ▪ Strategies and documents of other donors ▪ ECHO documents and reports 	

EQ 7 on Budget Support

EQ7: To what extent have the EC's interventions through Budget Support been adapted to the national context, and to what extent have they contributed to strengthening the framework for public policy and expenditure?

Justification for and coverage of the question:

The first mention of budget support as a new cooperation instrument appears in the 2002-2006 CSP. The document specifies that the emphasis of EC cooperation is in sector programmes and elaboration of strategic focus rather than in individual projects. It further mentions briefly the possibility of using Budget Support (BS) and the necessity to investigate this modality through policy dialogue with the Government. Five years later the CSP 2007-2013 specifies that the PRSP and the forestry sector should be supported through Budget Support.

This strategy change is rapidly taken into account and there are, presently, three cases of budget support in Honduras, two of which were approved during the 2002-2006 period, and one corresponds to the CSP 2007-2013 (see the Inventory):

- *PROADES: commitment approved in 2004 for €34m sector budget support to decentralisation,*
- *PASAH: commitment also approved in 2004 for a €14m sector budget support to food security, and*
- *APERP: a commitment approved in 2008 for a €60.5m general budget support to the PRSP in the field of education and health.*

These three budget support programmes represent 29% of funds committed between 2002 and 2009 (evaluation period) or 43% of these funds excluding PRRAC.

The coverage of this EQ is necessarily limited, as this is not an evaluation specific to global or sector budget support. Considering the experience with budget support in Honduras, the evaluation will focus on the adaptation of the instrument to the Honduran context at both the macro and policy levels, and at the implementing level. This will include an analysis of the change of strategy out of decentralization. As usual, induced outputs will further be analysed in terms of improved public financial management (PFM) and improved policy design.

Judgement Criteria	Indicators
JC 7.1 – The EC interventions through BS have been adapted to the macroeconomic and national policy and political context	<ul style="list-style-type: none"> ▪ I-7.1.1 – Level of public finance deficit ▪ I-7.1.2 – Evolution of main macro-economic indicators ▪ I-7.1.3 – Evidence that EC interventions responded to demand (from the GoH, joint donor initiative, harmonisation and alignment...) ▪ I-7.1.4 - Evidence that EC interventions responded to a State policy ▪ I-7.1.5 – Evidence that EC interventions responded to public administrative capacity ▪ I-7.1.6 – Evidence that the EC took into account a risk evaluation of the political stability ▪ I-7.1.7 – Evidence that the EC took into account a risk evaluation of the stability of the national policies supported by budget transfers
JC 7.2 – The implementation procedures have been adapted to the national context	<ul style="list-style-type: none"> ▪ I-7.2.1 – Evidence that conditions are based on policy dialogue with the GoH (ownership), are functional and are being respected ▪ I-7.2.2 – Evidence that disbursement calendars are coordinated with GoH and possibly with other donors ▪ I-7.2.3 – Evidence that technical cooperation is adequate (needed and offering results)

<p>JC 7.3 – The EC's interventions have contributed to improving public financial management.</p>	<ul style="list-style-type: none"> ▪ I-7.3.1 – Existence of an Action Plan to improve public financial management. which offers clear priorities and sequences ▪ I-7.3.2 – Level of transparency of information and accountability of expenditure ▪ I-7.3.3 – Evidence that Budget is credible ▪ I-7.3.4 – Evidence that Budget is based on policies ▪ I-7.3.5 – Evidence that Budget execution is predictable and controlled ▪ I-7.3.6 – Evidence that EC interventions improved inclusion of external assistance in public policy and public finance processes
<p>JC 7.4 – The EC budget support effectively supported public policy in the targeted areas.</p>	<ul style="list-style-type: none"> ▪ I-7.4.1 – Evidence of increased adequacy of public policies in the targeted area (incl. sector planning, effectiveness of administration) ▪ I-7.4.2 – Evidence that BS has effectively increased the budget in the target areas ▪ I-7.4.3 – Evidence that technical assistance and policy dialogue are adequate in the targeted areas
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ Intervention documents: Financing Agreements, Activity reports, ROM reports, mid-term and final evaluations, identification fiches ▪ Reports from Delegations, including External Assistance Management Reports ▪ Guidelines on the Programming, Design and Management of General Budget Support, AIDCO, DEV, RELEX, January 2007. ▪ Methodology of Evaluation of Budget Support Operations at Country Level, Issue Paper May 2008, Evaluation Unit ▪ Joint Evaluation of General Budget Support 1994-2004, IDD and Associates, 2006 ▪ EC CSPs and Multiannual Indicative Programmes ▪ GoES official documents on development strategy ▪ World Bank Public Expenditure Reviews ▪ PEFA report 2008 ▪ Interviews with EC staff , GoES staff, ex-GoES staff, intervention staff, beneficiaries, other donors 	

EQ 8 on Aid Modalities

EQ8: To what extent were the chosen EC aid modalities adequate in the national context?***Justification for and coverage of the question:***

This evaluation question is ambitious and innovating in the sense that it aims at assessing the overall adequateness of the (mix of) aid modalities chosen for EC cooperation in Honduras. It aims at evaluating ex ante adequateness, to the national (political, macroeconomic, social) context at the time of decision, but also ex post adequateness, taking into account the evolution over time of such context. There are several indications that the choice of aid modalities has been, and still is, an important question in cooperation in the country. Several budget support programmes for instance face or have faced difficulties, and other interventions were not implemented according to aid modalities initially envisaged (e.g. PRAEMHO, PROCORREDOR). Additionally, some key interventions in the country had specific set-ups (e.g. PRRAC, APERP) or were funded on thematic budget lines (e.g. PASAH). The range of possible instruments has also evolved during the evaluation period.

This question relates fundamentally to efficiency, but its comprehensive character relates it also to aspects of relevance, effectiveness, sustainability, coordination and harmonisation, and also possibly to EC value-added (if certain EC aid modalities -budget support?- proved to bring specific value in European or even international aid delivery). It also specifically addresses strengthening of the counterparts, be it for instance the Government or Civil Society organisations.

Note 1. The evaluators refer in this exercise with the term 'aid modality' to a variety of cases, including for instance project, programme, and budget approaches; geographical or thematic budget lines; centralised, decentralised or delegated management.

Note 2. The answer to this evaluation question will be based on study at the level of the individual interventions selected for desk and field study.

Judgement Criteria	Indicators
JC 8.1 – The choice of EC aid modalities was adequate in terms of division of labour	<ul style="list-style-type: none"> ▪ I-8.1.1 – EC documented analysis of options for aid delivery through other cooperation actors (incl. Government, other donors, Civil Society) ▪ I-8.1.2 – Evidence of coordination with cooperation actors on choice of aid modality ▪ I-8.1.3 – Comparative advantage of chosen aid modality compared to aid modality alternatives
JC 8.2 – The country's political and socio-economic contexts were duly taken into account in the choice of aid modalities	<ul style="list-style-type: none"> ▪ I-8.2.1 – Level of consideration of the political stability in the choice of aid modality ▪ I-8.2.2 – Level of consideration of the macroeconomic stability in the choice of aid modality ▪ I-8.2.3 – Level of governance considerations in the choice of aid modality ▪ I-8.2.4 – Level of absorption capacity considerations in the choice of aid modality and in the definition of project size ▪ I-8.2.5 – Level of consideration of strengthening Civil Society in the choice of aid modality

<p>JC 8.3 – The choice proved adequate in terms of inherent advantages and disadvantages of (EC) aid modalities</p>	<ul style="list-style-type: none"> ▪ I-8.3.1 – Evidence of analysis of options for aid delivery (incl. different EC modalities) ▪ I-8.3.2 – Degree of national ownership allowed by the choice of aid modality ▪ I-8.3.3 – Level of strategic approach allowed by the choice of aid modality ▪ I-8.3.4 – Quality of policy dialogue with the Government allowed by the choice of aid modality ▪ I-8.3.5 – Degree of capacity building of national institutions allowed by the choice of aid modality ▪ I-8.3.6 – Degree of sustainable strengthening of Civil Society allowed by the choice of aid modality ▪ I-8.3.7 – Degree of harmonisation of approach and procedures with other interventions ▪ I-8.3.8 – Number and importance of management and procedural constraints relating to the chosen aid modality ▪ I-8.3.9 – Delays directly or indirectly imputable to the chosen aid modality ▪ I-8.3.10 – Any evidence of lack of attainment of expected intervention results directly imputable to issues relating to the chosen aid modality
<p>JC 8.4 – The <i>mix</i> of aid modalities favoured the effectiveness and efficiency of EC cooperation overall</p>	<ul style="list-style-type: none"> ▪ I-8.4.1 – Justification of choice of aid modality in terms of overall mix of modalities ▪ I-8.4.2 – Variety of EC aid modalities used in cooperation with Honduras ▪ I-8.4.3 – Complementarity in advantages of different EC aid modalities used in Honduras ▪ I-8.4.4 – Complementarity in drawbacks of different EC aid modalities used in Honduras ▪ I-8.4.5 – Synergies between interventions in terms of advantages and drawbacks of aid modalities
<p>JC 8.5 – The choice of aid modalities proved adequate in terms of sustainability</p>	<ul style="list-style-type: none"> ▪ I-8.5.1 – Degree of national ownership allowed by the choice of aid modality ▪ I-8.5.2 – Degree of indirect strengthening of national capacities through EC support ▪ I-8.5.3 – Continuity in EC support relating to the choice of aid modality
<p>JC 8.6 – The choice of EC aid modalities proved adequate in terms of cost-effectiveness</p>	<ul style="list-style-type: none"> ▪ I-8.6.1 – Evidence of consideration of cost-effectiveness in the choice of aid modality ▪ I-8.6.2 – Implementation costs implications of choice of aid modality for the EC and counterparts ▪ I-8.6.3 – Management costs implications of choice of aid modality for the EC and counterparts
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC strategies, programming documents, management reports and intervention documents ▪ Documentation from the Government, Civil Society, and other donors ▪ Joint Evaluation of General Budget Support 1994-2004, IDD and Associates, 2006 ▪ Evaluation of European Commission's support to partner countries through the United Nations family, ADE, 2008; ▪ Evaluation of European Commission's funds delivered through the Development Banks and EIB, ADE, 2008; ▪ Evaluation of EC aid delivery through Civil society organisations, ECDPM, 2008; ▪ Interviews with EC staff, Government, project staff, Civil Society, and other donors 	

Annexe 6: List of EC interventions in Honduras

The table below shows the list of AIDCO managed decisions specific to Honduras during the evaluation period 2002-2009⁶². Decisions are ranked according respectively to their year of commitment (in chronological order) and then commitment amounts (from high to low). It is the result of data analysis by ADE based on a data extract in April 2010 from the EC CRIS database. Names of interventions are those reported in CRIS.

Analytical study on the portfolio of interventions is developed in the Inventory.

Decision year	Title	Committ ⁶³ , €m	Paid ⁶⁴ , €m
2000	PRRAC - Programa de Reconstrucción Regional para América Central - Subprograma Honduras	119	115
2001	Renforcement de la gestion locale des ressources naturelles dans les bassins versants du Patuca et du Choluteca	34	23
2002	pré-engagement P1	5	5
2002	Apoyo a la Modernización de la Administración Pública en Honduras	4	4
2003	Apoyo a la educación media en Honduras	28	26
2003	B76000 - PVD-PARTICIPATORY APPROACH TO REDUCE POVERTY AMONGST THE DISADVANTAGED PEOPLE IN THE COFFEE PRODUCING AREAS OF NORTHERN CENTRAL REGION, HONDURAS	2	2
2003	HONDURAS - Prestation d'assistance technique dans le Ministère SETCO	2	2
2003	Desarrollo agroempresarial y conservación de suelos y agua en la Cuenca del Río Jicatuyo - Adendum	1	1
2003	HONDURAS - FAO - Produccion y comercialización de semilla artesanal mejorada y diversificada	1	1
2003	Valoración de la Gestión de las Finanzas Públicas con un enfoque sobre la distribución y el destino de los recursos en el contexto del CFFA- TCREGP Honduras	0.2	0.2
2003	Audit du programme n° HND/B7-310/96/086		

⁶² Decisions specific to Honduras and contracts specific to Honduras but released from global and regional decisions.

⁶³ Or contracted amounts for Honduras-specific projects that are part of a regional or worldwide commitment.

⁶⁴ Payments in CRIS are aggregated disbursement data from signature of contract to date of extraction (12.05.2010)

	""Desarrollo agro-empresarial y Conservacion de suelos en la cuenca del río Jicatuyo	0.10	0.10
2004	Programa de apoyo a la descentralización en Honduras (PROADES)	34	14
2004	Programa de apoyo a la seguridad alimentaria	14	7
2004	Budget Article 210205: Call for proposals 2004-	2	1
2004	Enveloppe missions pré-programmation	0.2	0.2
2005	Pré-engagement dont dépendront les contrats pour les projets PVD	5	3.9
2005	Décision - Programme annuel de travail ENV 2005 -	1	1
2006	Gestión Sostenible de Recursos Naturales y Cuencas del Corredor Biológico Mesoamericano en el Atlántico Hondureño (PROCORREDOR)	25	16
2006	APOYO A LA EDUCACION PRIMARIA EN HONDURAS	2	2
2006	pré-engagement dont dependront les contrats PVD projets	2	0.9
2006	Thematic lines support expenditures programme 2006	0.04	0.04
2007	Programa de Apoyo al Sector Seguridad en Honduras (PASS) Fase 1	9	0.1
2007	Global commitment for local calls for proposals Objective 1 - PVD Projects - Non State Actors - AAP 2007	0.8	0.3
2007	Global commitment - Objective 1 - PVD projects - Local Authorities - AAP 2007	0.1	0.05
2007	DCI-FOOD support 2007 not covered by strategic papers	0.03	0.03
2007	Financial Audit of Project n°ALA/2001/5827 FORCUENCAS Fortalecimiento de la gestión local de los recursos naturales en las cuencas de los ríos: Patuca, Choluteca y Negro	0.03	0.03
2008	Apoyo Presupuestario a la Estrategia de Reducción de Pobreza (APERP)	61	-
2008	Proyecto de Apoyo a la Modernización de la Administración Pública y a la Integración Regional (PAAPIR)	5	-
2008	EC RESPONSE TO SOARING FOOD PRICES	2.0	0.8
2008	Global commitment -Objective 1- PVD projects - NSA - AAP 2008	0.56	0.20
2008	2008 AAP-CBSS		

		0.5	0.2
2008	ELE	0.1	0.1
2008	Renouvellement d'allocation globale de credits pour des actions "contrat-cadre"	0.1	0.1
2008	Auditoría del Programa Regional TROCAIRE ONG/2003/00601 - DCI-NSA Support 2008 - Allocation AIDCO/F	0.05	0.05
2008	DCI-FOOD support 2008 not covered by strategic papers	0.03	0.03
2008	GAUREE2 - Puesta en Practica de Soluciones Concretas	0.03	0.03
2008	Partial decision for EIDHR 2008	0.003	0.003
2009	Commission Decision for implementing the facility for rapid response to soaring food prices	10	6
2009	Global commitment - Objective 1 - PVD projects - NSA - AAP 2009	1.2	0.5
2009	Auditoría al Proyecto Apoyo a la Educación Media en Honduras	0.09	0.02
2009	EIDHR 2009 AAP - Without CBSS, targeted projects and EOMs	0.03	0.01

Annexe 7: Intervention Fiches

This Annexe presents a brief description of the interventions selected for desk study, in the form of a summary table per intervention. They are presented in the following order:

PRRAC.....	1
APERP.....	4
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PROADES.....	10
PRAEMHO.....	12
PROCORREDOR.....	14
PASAH.....	17
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FAO SEMILLA.....	24
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PRRAC

Intervention Title	Programa Regional para la Reconstrucción de América Central (PRRAC) – Subprograma Honduras
Commission Ref.	<ul style="list-style-type: none"> Decision number : ACR/B7-3130/IB/1999/0302 Contract number(s) : 055-471 ; 077-600 ; 079-129 ; 079-240 ; 101-101
EC aid modality	<p>PRRAC programme aid is delivered through the following types of modalities:</p> <ul style="list-style-type: none"> Direct centralised management with Projects Management Units-PMUs (representing over 90% of the total budget); Direct centralised management by the Delegation (making direct contracts with NGOs or other civil society organisations)
Intervention Start date & End date	<ul style="list-style-type: none"> The first Financing Agreement was signed in July 2000. There is a total of five Financing Agreements. The last one was signed in December 2003.
Budget: committed, contracted, disbursed	<p>There is a total budget of € 119.000.000 for the sub-programme Honduras and it has been contracted among the five Financing Agreements as followed:</p> <p>1st: 30.026.000 € 2nd: 22.680.000 € 3rd: 36.330.000 € 4th: 16.886.000 € 5th : 13.078.000 €</p> <p><i>(Source: Quinto y último Convenio de financiación n°ACR /B7-3130/IB/99/0302)</i></p>
Beneficiary	<ul style="list-style-type: none"> Direct beneficiaries : It is impossible to list here all the direct beneficiaries of all the projects implemented. The five intervention sectors listed below all benefited from the sub-programme in Honduras and the beneficiaries were state and non-state actors.

	<ul style="list-style-type: none"> ▪ Final beneficiaries : the populations affected by hurricane Mitch. Consequently, beneficiaries may be classified as highly vulnerable in terms of both their socio-economic and geographical conditions. <p><i>(Source: Convenio de financiación n° ACR /B7-3130/IB/99/0302)</i></p>
Intervention Description	<p>With a total committed budget of € 250.000.000 for the region, the PRRAC is a complementary programme to the existing EC cooperation in Central America. Even though, as mentioned below, the PRRAC is linked to hurricane Mitch, the objectives presented in the EC Communication showed that the aim was not to address urgent needs but to support the transformation prompted by the IDB in the Washington Consultative Group (“Reconstruction in the sense of transformation towards more sustainable development”).</p> <p><i>(Source: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999; Délégation de la CE, Programme Régional de Reconstruction pour l’Amérique Centrale (PRRAC), Rapport 2008)</i></p>
Programme Background & History	<p>The PRRAC delivered aid in Honduras as a multi-field sub-programme that was conceived in the general framework of the PRRAC (there are sub-programmes for each of the four beneficiary countries). The design of the PRRAC was directly linked to hurricane Mitch in October 1998. The European Parliament in its resolution of November 19 1998 has invited the Commission to draft a strategic communication on a reconstruction plan of the region. For the identification of such a plan, the first missions were sent in the first semester of 1999.</p> <p><i>(Source: Délégation de la CE, Programme Régional de Reconstruction pour l’Amérique Centrale (PRRAC), Rapport 2008)</i></p>
Overall objectives	<p>The PRRAC overall objectives are to contribute to the rehabilitation and the improvement of infrastructures, supply and management of education, sanitary and health services in the zones more affected by the hurricane Mitch and give support to the transformation towards more sustainable development model in the mentioned sectors.</p> <p><i>(Source: Convenio de financiación n° ACR /B7-3130/IB/99/0302)</i></p>
Specific objectives	<p>Specific objectives:</p> <ol style="list-style-type: none"> 1. to rehabilitate and to increase the infrastructures and equipment in education, health, sanitation and housing sectors. 2. to strengthen education, health and sanitation services including the management capacity of related governmental institutions with the aim to improve the efficiency, the quality and the access in particular of poorest population 3. to strength the local administrations and the civil society through the support to the encouragement and the implementation of rehabilitation and development plans and the support to the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural disasters. <p><i>(Source: Convenio de financiación n° ACR /B7-3130/IB/99/0302)</i></p>
Expected results	<p>There are expected results for each of the three above-mentioned specific objectives. They may be summarised in a non exhaustive way as follows:</p> <ul style="list-style-type: none"> ▪ rehabilitation and building of aqueducts and wells; ▪ rehabilitation and building of housing, hospitals, schools; ▪ training and capacity building in management;

	<ul style="list-style-type: none"> ▪ local institutional development; ▪ ... <p><i>(Source: Convenio de financiación n° ACR /B7-3130/IB/99/0302)</i></p>
Main Activities	<p>The activities will be concentrated in five main sectors of intervention (the amounts are for the whole Central American region):</p> <ul style="list-style-type: none"> ▪ Water and sanitation (124,2 M€); ▪ Education and training (74,6 M€) ; ▪ Health (26,2 M€) ; ▪ Local development initiatives (13 M€) ; ▪ Social Housing (12 M€). <p><i>(Source : Délégation de la CE, Programme Régional de Reconstruction pour l'Amérique Centrale (PRRAC), Rapport 2008)</i></p>

APERP

Intervention Title	Apoyo Presupuestario a la Estrategia de Reducción de Pobreza (APERP)																								
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : DCI-ALA/2008/019-893 ▪ Contract number(s) : not contracted yet at time of drafting (March 2011) 																								
EC aid modality	<ul style="list-style-type: none"> ▪ General budget support (but oriented towards education and health) 																								
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Decision made in 2008 ▪ Financial Agreement signed on 29-12-2009 ▪ Addendum with DTA signed in November 2010 (not contracted yet at time of drafting) ▪ Length: 60 months starting from the signature of the FA 																								
Budget: committed, contracted, disbursed	<ul style="list-style-type: none"> ▪ Committed from EC funds : € 60.5 M. out of which 59.1 M for budget support, 0.4 M for technical assistance and evaluation, and € 1 M for “communication and visibility”. ▪ Disbursed: € 0 (March 2011) <p>The budget breakdown is the following:</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th colspan="3">Table of the global budget. (€)</th> </tr> <tr> <th style="width: 60%;">Items</th> <th style="width: 20%;">EC (€)</th> <th style="width: 20%;">%</th> </tr> </thead> <tbody> <tr> <td>1. Appui Budgétaire (total)</td> <td>59.100.000</td> <td>97.69 %</td> </tr> <tr> <td>1.1 Tranches fixes</td> <td>35.600.00</td> <td>58.85 %</td> </tr> <tr> <td>1.2 Tranches variables</td> <td>23.500.000</td> <td>38.84 %</td> </tr> <tr> <td>2. Visibilité</td> <td>1.000.000</td> <td>1.65 %</td> </tr> <tr> <td>3 Audit & Evaluation</td> <td>400.000</td> <td>0.66 %</td> </tr> <tr> <td>TOTAL</td> <td>60.500.000</td> <td>100 %</td> </tr> </tbody> </table> <p>APERP was committed in 2008 (engagement budgétaire), which created the obligation to sign the FA at the latest on the 31-12-09 (D+1 rule). Then, the contract must be signed at the latest 3 years after the FA signature (N+3 rule), i.e. at the end of 2012.</p>	Table of the global budget. (€)			Items	EC (€)	%	1. Appui Budgétaire (total)	59.100.000	97.69 %	1.1 Tranches fixes	35.600.00	58.85 %	1.2 Tranches variables	23.500.000	38.84 %	2. Visibilité	1.000.000	1.65 %	3 Audit & Evaluation	400.000	0.66 %	TOTAL	60.500.000	100 %
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3 Audit & Evaluation	400.000	0.66 %																							
TOTAL	60.500.000	100 %																							
Beneficiary	Direct beneficiary: GoH, with a focus on the Secretary of Education and the Secretary of Health. This is indeed a General Budget Support but theoretically attached to the public Poverty Reduction Strategy, and more precisely to the improvement of services in the health and education sectors																								
Intervention Description	<p>APERP consists in a traditional EC general budget support programme covering five years and including fixed and variable tranches. According to the disbursement chronogram included in the FA, the fixed tranches should be disbursed in the years 1 to 3 while the variable tranches would be disbursed in the years 3 to 5. Conditions attached to the fixed tranches are:</p> <ul style="list-style-type: none"> ▪ Execution of an effective programme improving PFM ▪ Macroeconomic stability ▪ Execution of an effective PRS <p>Conditions linked to the variable tranches should include:</p> <ul style="list-style-type: none"> ▪ Execution of a plan to reform the management systems of human resources, the 																								

	<p>evaluation of the learning process and of teacher's achievements in the national public educational system</p> <ul style="list-style-type: none"> ▪ Execution of a strategy to reduce the maternal mortality rate <p>A matrix of results' indicators has been prepared by EC but not yet negotiated with the Government of Honduras (June 2010). Targets for year N must be evaluated in year N+1 in order to disburse the variable tranche in year N+2.</p> <p>The detailed committed budget is the following (in Millions of € and according to the APERP Financial Agreement):</p> <table border="1"> <thead> <tr> <th></th> <th>2010</th> <th>2011</th> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Fixed Tranche</td> <td>12.1</td> <td>12</td> <td>2</td> <td>0</td> <td>0</td> </tr> <tr> <td>Variable Tranche (maximum)</td> <td>0</td> <td>0</td> <td>10</td> <td>12</td> <td>11</td> </tr> </tbody> </table>		2010	2011	2012	2013	2014	Fixed Tranche	12.1	12	2	0	0	Variable Tranche (maximum)	0	0	10	12	11
	2010	2011	2012	2013	2014														
Fixed Tranche	12.1	12	2	0	0														
Variable Tranche (maximum)	0	0	10	12	11														
Programme Background & History	<p>In 2001 Honduras published a PRSP which was updated in 2003 and revised, annually, until 2005. But the Zelaya government which came to power in 2006 never backed officially the PRSP and neglected its monitoring. Even so the CE decided in 2008 to support the PRS through a general budget support and negotiations began with the government. The "coup d'Etat" of June 2009 interrupted the negotiation process and the project was frozen as most donors (including EC) suspended their bilateral cooperation with Honduras. But at the end of the year the de facto government stemming from the "Golpe" decided to organize free elections and to transfer power to a new government in January 2010. On this basis and in order not to cancel the funds previously committed⁶⁵, the EC signed a FA with the de facto government in December 2009, which did not include a precise indicator matrix. In stead, this matrix was left to be negotiated with the new government. This was done in November 2010.</p>																		
Overall objectives	Support the execution of the poverty reduction strategy of Honduras, focussing on improvement of education and health conditions.																		
Specific objectives	Improve the quality of primary education and of health services, focussing on the poorest regions of the country, following the Poverty Reduction Strategy (PRS) and the sector strategies in health and education																		
Expected results	<p><u>Education</u>: reduction of the drop out and repetition rates in basic education, improvement of the management systems of human resources, of evaluation of the learning process, and of teacher's achievements in the national public educational system.</p> <p><u>Health</u>: reduction of the maternal mortality rate.</p>																		
Main Activities	<ul style="list-style-type: none"> ▪ Financial transfers to the national Treasury ▪ Policy dialogue and monitoring of the execution of Poverty Reduction Strategy and in particular of the programmes improving the efficiency of the public education system and of the programmes reducing the maternal mortality. ▪ Policy dialogue and monitoring of the macroeconomic policy and of the programme improving the Public Finance Management (PFM). ▪ Technical assistance and evaluation of the execution of the PRS. 																		

⁶⁵ According to EC rules, if the budget of an intervention has been committed in year N, the FA must be signed, at the latest, on December 31 of year N+1.

FORCUENCAS

Intervention Title	Fortalecimiento de la Gestión Local de los Recursos Naturales en las Cuencas de los Ríos Patuca y Choluteca (FORCUENCAS)
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : ALA/2001/005-827 ▪ Contract numbers CRIS: 76342, 84449, 121885, 138383
Aid modality	<ul style="list-style-type: none"> ▪ Direct centralised management (with Project Management Unit – PMU)
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Identification: July-Aug. 2001; Formulation: Oct.-Nov. 2001. Presented SETCO: Nov. 2001; ▪ Phase 1: National Director started Sept. 2003; International TA began to arrive after July 2004; Planned end-date was 6 years after arrival of ATI - Julio 2010. Addendum 3 extended Project to 8 years total up to Dec. 2010, with a 6 month close-down phase. ▪ Phase 2: Following the change of Government in Jan. 2010, acc. to Addendum N° 4 to the Financing Agreement, the Project is extended to 96 months total duration, increasing operational length of of 72 months (established by Addendum # 3), from 19/05/2010 to an end-date of 19/05/2012. Closing phase of 6 months culminates 18/11/2012; financial commitment is extended to 31/12/2012. (Source 6.a Ficha Explicativa Addendum N° 4.doc)
Budget	<ul style="list-style-type: none"> ▪ Global commitment €44,700,000; EU contracted € 34,000,000. Figures remain unchanged despite the alteration by Addendum 4 in Project length, increasing this to the end of 2012.
Beneficiary	<ul style="list-style-type: none"> ▪ Institutional beneficiaries : SERNA; SAG; SGJ; ICF; SANAA; AMHON ▪ Direct beneficiaries : Project targets 25% of the inhabitants of the intervention area, approx. 450,000 inhabitants or 75,000 families living in poverty in rural areas in dependence on NR ▪ Final beneficiaries : Municipalities and civil society organizations (municipal authorities, associations of municipalities, community water associations, trusts, environmental clubs, agroforestry cooperatives) across 64 municipalities in the intervention area
Intervention Description	FORCUENCAS strategy approaches the improvement in NRM across three target watersheds by: supporting the strengthening of social capital in target areas, esp. Municipalities and civil society, through training, technical assistance and support of research for better NRM decision-making; coordination with projects and initiatives in partnerships to join up efforts technically and to leverage funds by developing a funding sources (Fodel). Financial assistance was provided to support project development, as well as to finance and follow-up for a large number of institutional strengthening projects. The concept has been to foster range of locally-relevant projects and programmes, run by bodies that formulate and implement their own projects.
Programme Background & History	FORCUENCAS has sought to respond to real environmental, social and institutional problems affecting a significant proportion of the population living within the intervention area, which features great environmental and human heterogeneity,

	<p>including major ethnic groups and several protected areas, meaning that a great many, highly variable, human activities threaten NR sustainability. Project addresses the issue through a broad facilitatory approach tackling the key elements of sustainable development (natural, social, human and financial capital). The design addresses issues such as institutional strengthening; participatory MNR; dissemination of best practices; and funding mechanisms; and seeks consistency with policies such as the PRSP and all relevant Honduran and regional policies. The Project seeks inclusion, participation and consultation in NRM, but depended on interests of different social and economic groups to overcome conflicts on all scales and of many types. The overall concept has been to achieve synergies between types of users and build up work based on consensus about NRM framework and its implementation. Regulatory bodies were completing the modernization of the legal framework throughout the project's lifecycle, with lack of clarity in affecting NRM implementation on the ground. The FORCUENCAS-supported Local Development Fund became operational in mid-2007 and manages Government of Honduras funds via BANHCAFE, and European Union funds via Atlantida Bank. Internally the project suffered significant setbacks due to the forced resignation of the National Director in July 2005. This led to the effective re-launching of the national TA in mid-2007 via and the replacement of the international Director in August 2008, in each case causing quite severe dislocation.</p>
Overall objectives	To support the conservation, recovery and rational use of environmental assets of Honduras, so as to enable sustained improvement in living conditions of the population and poverty reduction.
Specific objectives	Strengthen local management of natural resources, in a sustainable development framework based on land use and integrated watershed management, with a focus on decentralization and broad popular participation.
Expected results	<p>(i) Strengthened national institutional capacities to regulate natural resources management.</p> <p>(ii) Strengthened capacities of local governments to direct NRM.</p> <p>(iii) Strengthened capacities of civil society organizations involved in sustainable NRM, using appropriate tools for conservation, management and exploitation.</p> <p>(iv) Technical and methodological tools for sustainable use, conservation and recovery of natural resources have been made available to local actors.</p> <p>(v) Funding mechanisms for local NRM are operational.</p>
Main Activities	<p>Result 1: Strengthen capacity of national institutions to regulate local NRM</p> <p>A.1.1. Complement the political and institutional efforts to manage the legal, regulatory and operational frameworks for NRM, by disseminating municipal ordinances etc</p> <p>A.1.2. Increase capacity of national institutions responsible for NRM regulation. Study regional institutions to determine roles, training needs, capacity building needs of Municipal Environmental Units (UMA); supporting applications for institutional strengthening; meeting equipment needs of beneficiary institutions; supporting institutions to train technical staff in UMAs, InterMunicipal Technical Units (UTIs), and in SERNA, SAG and ICF; supporting implementation of permanent NR</p>

monitoring systems; preparing studies on a range of strategic issues, such as land use and management, forest inventories, etc.

A.1.3. Promote proper and effective implementation of laws, rules, regulations and instruments relating to the NRM at local and Department level through local actors, by: studying knowledge levels of different groups about NR legal status, especially UMA officials; local authorities and private companies involved in activities with environmental impact, such as forest management.

Result 2: Strengthen capacity of local governments to direct NRM

A.2.1. Strengthen management capabilities of the Municipalities emphasising the functionality of mechanisms for NRM by: identifying mechanisms to strengthen the Municipal Environmental Units through organizational assessment processes, defining job roles, training issues, design teaching tools, analyse potential trainers, design training plans, produce reference materials, run training plans; equip offices, support establishment of financial control mechanisms; facilitate formulation, implementation and monitoring of local NRM-related building projects; improve municipal access to internet; improve methodologies for calculating payments for potable water and solid waste treatment; approving projects financed via the Fund for Local Development (FODEL) Trust Fund; build-up the UMAs operating in FORCUENCAS area of influence.

A.2.2: Promote and support partnerships between municipal authorities for NRM by: identifying needs through a multi-agent organizational assessment processes; supporting inter-agency working and institutional strengthening; supplying InterTechnical Units with equipment; support preparation of plans for inter-municipal NRM.

R3: Strengthen capacities of civil society organizations involved in NRM, using appropriate tools for resource recovery, conservation and utilization.

A.3.1: Strengthen local institutions of civil society to participate in management decisions involving local NR, by: inventorying and assessing needs of relevant local actors in the field of management of natural resources, improving equipment and training of CSO representatives; supporting actions to strengthen second-tier CSOs (Associations of Water Committees; Associations of Residents Committees); approving projects managed by CSOs funded via the Fodel budget lines 'Investment in Natural Resources' and the 'Local Strengthening'.

A.3.2: Facilitate environmental education actions and raise local environmental awareness, by: applying mechanisms and instruments to investigate local NR-related attitudes and behaviours of target groups; evaluate environmental education teaching materials used by other projects; study approaches used for environmental education in the formal basic education system; validation of instruction materials with the Ministry of Education; define strategies for improved training in environmental issues for teachers; roll out an advertising campaign; develop proposals for strengthening and replication of PRACC local development project experiences; provide funding for school environmental project proposals; approve projects related to environmental education.

A.3.3: Improve the effectiveness and functioning of local businesses and service institutions in managing natural resources, by: studying environmentally-friendly

technologies and business practices; support environmental impact studies of businesses and industries in the area of influence of project and prepare proposals to mitigate negative impacts such as water pollution; validating appropriate technologies and methods; compiling experiences under other projects of approaches to technological improvement such as dairy processing companies, fuel-saving industrial stoves and wastewater treatment plants.

According to DTAs Nuevas DTA según Addendum No. 1.doc: this activity also involves: Encouraging the development and socialization of community forestry management plans in communities with access to forests; providing inventories of forest resource availability; enabling participatory development of community forest management plans; and facilitating local entrepreneurial capabilities for sound and productive forest management.

A.3.4: Facilitate and promote technologies and methodologies that promote NRM, by: collecting technological and methodological proposals nationwide and partnering with similar initiatives; studying technological proposals and carrying out demonstration projects; studying under-used or unexploited natural resources on which to base revenue-generating businesses and that strengthen UMA financial capacities; validated technologies and locally disseminate each project type, such as eco-stoves and rainwater harvesting methods.

Source: Adjusted Logical Framework Annex 2 of MTR 2007

PROADES

Intervention Title	Programa de Apoyo a la Descentralización en Honduras (PROADES)						
Commission Ref.	Decision number : ALA/2004/016-807 Contract numbers : 104492, 146658, 147353						
EC aid modality	Sector budget support (to decentralisation)						
Intervention Start date & End date	The programme was initially planned to last 7 years, from February 2005 to December 2011, but with the possibility to be extended if demanded by the beneficiary country.						
Budget: committed, contracted, disbursed	Initial budget committed: € 32 M. for budget support and 2M. for complementary activities (Technical Assistance and others). Initial disbursement schedule (according to FA) and effective disbursements:						
	Year 1 2005	Year 2 2006	Year 3 2007	Year 4 2008	Year 5 2009	Total	
Fixed tranche							
Committed	4	4	3	3	0	14	
Disbursed	4	4	0	0	0	8	
Variable tranche							
Committed	0	0	7	7	4	18	
Disbursed	0	0	4.55	3.85	0	8.40	
TOTAL							
Committed	4	4	10	10	4	32	
Disbursed	4	4	4.55	3.85	0	16.40	
Beneficiary	Direct beneficiary: Secretaría de Gobernación y Justicia. Final beneficiaries: the municipalities and the people benefitting from the PRODEL programme (Programa de Descentralización y Desarrollo Local).						
Intervention Description	There are 5 indicators/conditions/targets linked to the fixed tranches and 9 linked to the variable tranches. Most of these last indicators concern the application of an effective decentralization policy. The conditions attached to the FT disbursements are the following: <ol style="list-style-type: none"> 1. Positive evaluation by the European Commission of the macro-economic, tax and budgetary environment of Honduras 2. Establishment of indicators and base line for monitoring the improvement in PFM 3. Positive appreciation by the "Foro Tripartito de Descentralización" (FTD) of the implementation of PRODEL by the GoH. 4. The "Foro Tripartito de Descentralización (FDT) is functioning permanently in order to establish a dialogue between GoH, Civil Society and donors on decentralization. 5. Establishment of a base line with the budget lines corresponding to the principal activities of PRODEL with a 3 years projection considering two scenarios: with and without PROADES. The difference between the two would demonstrate a value added. 						

	<p>The conditions attached to the VT disbursements were the following:</p> <ol style="list-style-type: none"> 1. Expenditure on salaries and wages of the Central Government as percentage of the GDP (compensatory tax neutrality measure of the transfers to town councils) 2. Positive appreciation by the European Commission on the advance and improvement of PFM based on reports of SEFIN and the TSC. 3. Positive appreciation by the European Commission of the implementation of the PRS by the GoH. <p>The other 6 conditions are technical conditions directly linked to the decentralization process: budget of municipalities, audits, development plans, budget execution, monitoring, annual activity plan of PRODDEL, etc.</p>
Programme Background & History	<p>In August 2001 the Government of Honduras launched a Poverty Reduction Strategy, one of whose objectives was to support an effective decentralisation process and municipal development which would reduce poverty. This process was conducted through a special programme called PRODDEL. This programme was seen as an instrument to reduce poverty, incentive citizen participation in municipal administration, modernize municipalities to make them more efficient in supplying local public services, and reach a sustainable local economic development. After the release of CSP in may 2002, the EC prepared a support to this programme through sector budget support. An identification mission was sent to Honduras from November 2003 to January 2004 and was followed by a formulation mission in April 2004. The Financial Agreement was signed on December 2004 (or February 2005). The programme began to run into trouble in 2006 when the recent elected GOH showed less interest in decentralization and slowed the PRODDEL implementation. Since 2007 preoccupations about the macroeconomic situation and the fiscal policy lead to a suspension of the 3th disbursement (2007) of the FT.</p>
Overall objectives	Contribute to poverty reduction and to the establishment of a public administration modern and efficient
Specific objectives	<ol style="list-style-type: none"> 1. Execute the “Programa de descentralización y Desarrollo Local” (PRODDEL) 2. Contribute to the application of the decentralization plan of the different sectors 3. Strengthen municipal administration in planning, fiscal systems, and municipal civil service
Expected results	<ol style="list-style-type: none"> 1. Government institutions at the central and local (municipal) levels are strengthen for a decentralized administration efficient and effective. 2. Effective system of citizen participation in the decentralized public administration are established and strengthened. 3. The conditions which stimulate local socio-economic development are created and they are in line with the regional, inter-municipal and local territorial organization <p>(DTA, December 2004, p. 26)</p>
Main Activities	<ul style="list-style-type: none"> ▪ Financial transfers to the national Treasury ▪ Policy dialogue and monitoring of the execution of Poverty Reduction Strategy and in particular of the PRODDEL. ▪ Policy dialogue and monitoring of the macroeconomic policy and of the programme improving the Public Finance Management (PFM). ▪ Technical assistance and evaluation of the execution of the PRS.

PRAEMHO

Intervention Title	Programa de Apoyo a la Enseñanza Media en Honduras (PRAEMHO) (Support Program to Secondary Education in Honduras)
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : ALA/2003/005-747 ▪ Contract number(s) : 75280, 77528, 88068, 138282, 141123, 148765, 156206
EC aid modality	<ul style="list-style-type: none"> ▪ Decentralised management
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Agreement signature date: 09/12/2003 ▪ Agreement end date: 10/12/2007 ▪ Expiration of Agreement Date 18/03/2008
Budget: committed, contracted, disbursed	<ul style="list-style-type: none"> ▪ Total Project: €29.122.300 ▪ Commission contribution: €28.000.000 (or 94.15% of total) ▪ Counterpart contribution (GoH): €1.122.300 (3.85%)
Beneficiary	<ul style="list-style-type: none"> ▪ Direct beneficiary : The Ministry of Education of Honduras ▪ Final beneficiaries : 1.500 secondary school teachers and 13.414 students belonging to 19 schools.
Intervention Description	<p>The programme seeks to strengthen education in Honduras as a whole and more specifically professional education.</p> <p>The ministry of education will create a unit for monitoring, supervision and evaluation of the program in a continuous way. The activities of this unit will have lasted longer than 4 years. The monitoring and evaluation unit (M&E) will assist (regularly) the executing unit in task concerning progress of the program. This can be done by analyzing the degree of achievement of: program goals, quality of services, effectiveness and efficiency of the program. The M&E unit will advise on matters such as changing the general policy of the program. A technical assistant will: (i) advise the Minister of Education and the executing unit on the preparation of reports, (ii) advise the executing unit on how to perform the components of the program, (iii) oversee the achievement of the program goals and the program of activities and (iv) inform the EU on the program progress.</p>
Programme Background & History	<p>As a response to the request made by the Ministry of Education of Honduras, the EC decided to set up a programme to strengthen the secondary education, focusing on professional training, framed in the national policy of education transformation, policy that has been approved by all sectors involved in the National Forum of Convergence (FONAC). The programme was also in line with EC aid program for the period 2002-2006.</p> <p>Honduras was far from having adequate coverage at all levels of education. Although enrolment had increased in recent years, this had not been enough to ensure education services to all Hondurans. In 2004 only 23,7% of the population above 15 years old had secondary level education. The Honduras Poverty Reduction Strategy established four goals on education and one refers to secondary education, but due to limited access to public funds by the Ministry of Education, little progress had been made on the goal.</p>

	<p>The main problems facing the professional training had been :</p> <ul style="list-style-type: none"> ▪ Outdated services in professional training ▪ Professional training services are too diverse ▪ Lack of a strategy from Ministry of Education on technical matters ▪ The Ministry of Education was in a decentralization process.
Overall objectives	The overall objective of the program is to strengthen education in Honduras, specifically <i>Professional Training</i> .
Specific objectives	<ul style="list-style-type: none"> ▪ Establishing a legal framework for secondary teaching which differentiates between academic and professional education. ▪ Improving the quality of professional education centres. ▪ Favouring students that belong to social vulnerable groups ▪ Additionally, the program will strengthen the institutional capacity of the Ministry of Education to perform functions regarding norms for the education system and administration of the available resources in order to achieve national education objectives.
Expected results	<ol style="list-style-type: none"> 1. To obtain a legal norm with consensus 2. An approved accreditation system for diplomas 3. An approved (with consensus) basic national curriculum for professional training 4. An approved continuous training program for instructors of professional training education and put into operation. 5. A group of 1.500 instructors trained in their correspondent field of specialty for professional training education 6. Each director of the professional training centers (a total of 19) be trained in administrative matters 7. The reference centers network be equipped with the latest technology 8. A group of 6 experts from the central level of the ministry of education and a group of 18 district education directors (one from each geographical department) are trained in administrative matters. 9. A significant group of students be benefited with aid (1.200 youth in EIB (Basic School), 2.400 youth in Studies for Work, 4.800 youth in Labor Insertion, and 14.000 youth in specialized training.
Main Activities	<p>Main Activities of the program are :</p> <ol style="list-style-type: none"> 1. To set up the continuous training program for instructors of the professional training program and for administrative personnel. 2. Establish a process for equipment acquisitions, and maintenance of the network centers. 3. Set up training courses on resource assessment 4. Establish a selection process for students coming from EIB 5. Establish a selection process for students coming from “Trabajo por Estudio” (Work for Studies). 6. Establish a selection process for students coming from “Inserción Laboral” (Labor Insertion).

PROCORREDOR

Intervention Title	Gestión Sostenible de Recursos Naturales y Cuencas del Corredor Biológico Mesoamericano en el Atlántico Hondureño (PROCORREDOR)⁶⁶
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : ALA/2006/018-324 ▪ Contract number(s) : 133819, 138209, 148212, 159318
EC aid modality	<ul style="list-style-type: none"> ▪ Decentralised management
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Planned: Start date - planned 13/12/2006; End date - set 23/05/2012 ▪ Real and likely: Start date 13/12/2006; End date - likely 23/05/2012
Budget: committed, contracted, disbursed	<ul style="list-style-type: none"> ▪ Total cost: € 26.134.304 ▪ EC contribution: € 25.000.000 ▪ At end of 2009, EC had disbursed €3,675,254, leaving € 21,324,745 still to be utilised (Source Annual Report 2009)
Beneficiary	<ul style="list-style-type: none"> ▪ Direct beneficiary : Ministry of Natural Resources and Environment (SERNA) ▪ Final beneficiaries: Indirect beneficiaries are approx. 1.4 mn people in the whole Caribbean Corridor, emphasising 340,000 residents living in the direct areas influenced by the project. ▪ Three categories of direct beneficiaries: (a) population of municipalities, focused on farmers' groups and agro-forestry cooperatives; women/youth involved in farming; local bodies involved in environmental protection and reducing vulnerability; (b) CSOs and NGOs: PA co-management bodies, and local development organisations, Water Associations and related organizations; (c) Public institutions in the environmental sector, particularly SERNA and ICF (central/local level), municipalities/UMA's, Associations of Municipalities (MAMUCA and MAMUGA).
Intervention Description	<p>PROCORREDOR is a joint programme of GoH, through the Ministry of Natural Resources and Environment (SERNA), with the European Commission. PROCORREDOR works along the sectors of the Caribbean Biological Corridor that lie within the Dept of Atlántida (8 municipalities) to improve management of protected areas PAs), watersheds, land registration, land management and to strengthen relevant institutions. The approach is as a facilitator of actions by local agents through their own efforts to ensure sustainability. The project does not undertake direct actions, but supports local groups, NGOs and governmental to improve their capabilities to apply conservation measures and achieve sustainable NRM.</p>
Programme Background & History	<p>PROCORREDOR is based on a Memorandum of Understanding on Multiannual Guidelines for the Implementation of Community Cooperation, signed in 2001 between the EC and GoH. This memo stated that environmental management and</p>

⁶⁶ In English: Sustainable Management of Natural Resources and Watersheds of the Mesoamerican Biological Corridor within Honduran Atlántida Department

	land use planning are the responsibility of all levels of government and civil society; and that major efforts should be directed to implement a strategic and decentralized programme for ecosystem management and restoration. Other objectives were to make land and water use more efficient through integrated approaches; and to improve water supply and sanitation for rural and urban populations resident in target areas. A 2006 project identification mission prepared the key elements, with results being validated in an interagency workshop. The outputs formed the basis for the DTAs, as a basis for financing agreement signed in 2006 that regulates project implementation and stipulates contributions and responsibilities. SERNA is the direct beneficiary of the project. The initial project design was refined during preparation of the Global Operating Plan (POG), on consultation with key sector stakeholders, particularly ICF, INA and IP, with international cooperation projects, and a large number of local and regional actors including municipal governments and associations, REHDES, REMBLAH, AGAA, ODECO. Joint agreement was reached to support the proposal, consistent with public policies for poverty reduction, environment and biodiversity, with gender equity. (Source PROCORREDOR website)
Overall objectives	To contribute to improving local quality of life through management and restoration of the ecological and economic functions of the Honduran Caribbean Biological Corridor as an integral part of the Mesoamerican Biological Corridor.
Specific objectives	To improve and sustain environmental management at institutional and local levels for protected areas and interconnections within the Honduran Caribbean Biological Corridor, contributing to its conservation and recovery. This involves improving the basis for NRM by increasing land tenure security, improving management capacity of key institutions, raising environmental standards, implementing policies, applying useful tools, disseminating NRM options in interconnection zones, and generating support for PA and watershed management.
Expected results	<p>Result 1: The Regional System of Protected Areas making up the Honduran Caribbean Corridor is strengthened through efficient and participatory management.</p> <p>Result 2: Key watersheds are managed sustainably, with full participation of municipalities and local residents, generating environmental and socio-economic benefits.</p> <p>Result 3: Municipalities across the project intervention area are directing land use based on plans, land cadastre, using systems to regularize and legalize tenure and property rights.</p> <p>Result 4: Government Institutions within the Environment Sector have strengthened and more efficient environmental management capacities at central and local levels.</p>
Main Activities	<p>Global project activities on which the project works are:</p> <p>A 1.1 Strengthening legal frameworks and building social acceptance of established/proposed Pas</p> <p>A 1.2 Developing strategies and tools for PA management and facilitating their local and regional implementation, for example through construction and startup of the Centre for Interpretation and Communication of the Protected Areas of the Caribbean Biological Corridor (CREDIA).</p> <p>A 1.3 Promoting public attitudes in support of PA management, and provision of</p>

	<p>development support to communities related to PAs, by strengthening programmes of formal and informal environmental education and fostering co-management agreements with CSOs.</p> <p>A 1.4 Developing strategies for sustainable financing of protected areas of the CBC, including development of self-financing mechanisms managed by municipalities.</p> <p>A 2.1 Supporting the management of priority watersheds by municipalities and Water Associations, integrating measures for vulnerability reduction and disaster prevention.</p> <p>A 2.2 Establish economic alternatives for local development that harmonise with the management of interconnection zones and watersheds, such as reforestation, agroforestry systems and improved ranching methods, giving priority to women and youth groups.</p> <p>A 3.1 Updating and completing land-use surveys (rural and urban) by the eight municipalities of Atlántida Department via improved database management of cadastral information.</p> <p>A 3.2 Supporting ICF to carry out a census of inhabitants physically-settled within the core and buffer zones of selected PAs, ensuring the statutory demarcation of PAs, with PA management planning ensuring arrangements are made with users to benefit land and biodiversity management.</p> <p>A 3.3 Supporting municipalities in participatory development and implementation of Municipal Land Management Plans, that incorporate revenue collection methods through property taxation collection systems ensuring part of the proceeds is reinvested to run cadastral offices and UMAs</p> <p>A 4.1 Strengthening capacities of actors and institutions (SERNA, ICF, municipalities) responsible for PA management at regional and local levels for more efficient environmental management.</p> <p>A 4.2 Strengthen institutional structures, policies, strategies and standards; inter-agency coordination; and networking mechanisms; in order to build a regional PA system.</p> <p>A 4.3 Strengthen institutional capacities to foster micro-scale and local economic development.</p> <p>A 4.4 Strengthen land use planning and land cadastre at the regional level.</p> <p>A 4.5 Promote the regionalization of environmental management by ICF and SERNA including capabilities to monitor projects/programs in the sector and SERNA's capabilities to follow and ensure compliance with regional and international agreements and treaties.</p> <p>A 4.6 Promote leadership on environment and sustainable development within women's, youth and ethnic groups. Sources: DTAs following Add 3; logical framework and Annual Report 2009</p>
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PASAH

Intervention Title	Programa de apoyo a la Seguridad Alimentaria en Honduras (PASAH)																																											
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : FOOD/2004/017-003 ▪ Contract number(s) : 116697, 140953, 147548, 156782, 164563 																																											
EC aid modality	<ul style="list-style-type: none"> ▪ Sector Budget Support (based on currency facility: funds are transferred to the Treasury account in order to finance the import of basic food product strictly equivalent to the amount transferred) 																																											
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Intervention starts with the signature of the 1st Financial Agreement: 30-11-2005. The expiring date is the 31-12-2011 																																											
Budget: committed, contracted, disbursed	<table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th style="width: 15%;">Budget year of origin</th> <th style="width: 25%;">Amount committed in EC's budget (€)</th> <th style="width: 25%;">Amount contracted</th> <th style="width: 35%;">Amount disbursed (€)</th> </tr> </thead> <tbody> <tr> <td>2004</td> <td>800.000,00</td> <td>664.987,00</td> <td>110.992,00</td> </tr> <tr> <td>2004</td> <td>7.200.000,00</td> <td>.200.000,00</td> <td>5.000.000,00</td> </tr> <tr> <td>2005</td> <td>3.000.000,00</td> <td></td> <td></td> </tr> <tr> <td>2006</td> <td>600.000,00</td> <td></td> <td></td> </tr> <tr> <td>2007</td> <td>2.400.000,00</td> <td></td> <td></td> </tr> <tr> <td>TOTAL</td> <td>14.000.000,00</td> <td>7.864.987,00</td> <td>5.110.992,00</td> </tr> </tbody> </table> <p>Sources : PASAH Financial sheet Addendum 3, June 2010</p>				Budget year of origin	Amount committed in EC's budget (€)	Amount contracted	Amount disbursed (€)	2004	800.000,00	664.987,00	110.992,00	2004	7.200.000,00	.200.000,00	5.000.000,00	2005	3.000.000,00			2006	600.000,00			2007	2.400.000,00			TOTAL	14.000.000,00	7.864.987,00	5.110.992,00												
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Beneficiary	<ul style="list-style-type: none"> ▪ Direct beneficiary : Secretary of the Presidency ▪ Final beneficiaries: priority population of the 50 prioritised municipalities in the south of the department of Francisco Morazán, and the departments of Lempira and Valle. 																																											
Intervention Description	<p>PASAH consists in a sector budget support covering 6 years divided into 4 phases, the last one being a phasing-out. The FAs of the 3 first phases were signed on the 30-11-2005, 27-12-2005 and 11-02-2007.</p> <p>This programme is financed by de EC budget line “Food Aid and operations supporting Food Security”. As such it is theoretically linked to imports of food of a certain type and origin and thus constitutes a form of linked aid.</p> <p>The budget allocation between fixed and variable tranches is the following (in Million of €) :</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th style="width: 20%;"></th> <th style="width: 10%;">2006</th> <th style="width: 10%;">2007</th> <th style="width: 10%;">2008</th> <th style="width: 10%;">2009</th> <th style="width: 10%;">2010</th> <th style="width: 10%;">2011</th> <th style="width: 10%;">TOT.</th> </tr> </thead> <tbody> <tr> <td>Fixed Tranche</td> <td>2.0</td> <td>3.0</td> <td>1.5</td> <td>0</td> <td>(1)</td> <td></td> <td>6.5</td> </tr> <tr> <td>Variable Tranche (maximum)</td> <td>0</td> <td>2.5</td> <td>3.4</td> <td>0</td> <td></td> <td>(1)</td> <td>5.9</td> </tr> <tr> <td>Technical Assistance</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td>1.6</td> </tr> <tr> <td>Total</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td>14.0</td> </tr> </tbody> </table>					2006	2007	2008	2009	2010	2011	TOT.	Fixed Tranche	2.0	3.0	1.5	0	(1)		6.5	Variable Tranche (maximum)	0	2.5	3.4	0		(1)	5.9	Technical Assistance							1.6	Total							14.0
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	<p>The Support Programme for Food Security of Honduras has an International Technical Assistance component until January 2011.</p> <p>The phasing-out allows a maximum disbursement of €M. 2 equally divided between a fixed and a variable tranche.</p> <p>Disbursement of the fixed tranches depend on 7 conditions:</p> <ol style="list-style-type: none"> 1. Positive evaluation by the European Commission of the macro-economic, tax and budgetary environment of Honduras 2. Establishment of indicators and base line for monitoring the improvement in PFM 3. Presentation of the operative strategic National Plan of Food Security and Nutrition, integrated into the PRSP and based on the national policy of FS. 4. That the subject of Food and Nutritional Security is integrated in a permanent and operational way in the Consultative Council of the Poverty Reduction Strategy (CCERP), to enable dialogue and dialogue on implementation of the Food and Nutritional Security Policy with participation of the public sector, civil society and donors. 5. Positive appreciation by the European Commission on the advance in implementation of the Food and Nutritional Security Policy 6. Establishment of a base line in FS in each Department where PASAH intervenes, and of objectives for the 2007 and 2008 evaluation of the Variable Tranches. 7. Agreement on an inter-institutional coordination that states the main commitments of the institutions participating in PASAH, the proceedings and the working rules in order to make this agreement operational. <p>These conditions are the same in the 3 Financial Agreements.</p> <p>Disbursements of Variable Tranches also depend on 7 conditions:</p> <ol style="list-style-type: none"> 1. Expenditure on salaries and wages of the Central Government as percentage of the GDP (compensatory tax neutrality measure of the transfers to town councils) 2. Reduced rate of child malnutrition 3. Municipalities of Fco. Morazán, Lempira and Valle prioritised by the Food and Nutritional Strategy (FNS), with the declaration of micro-river basins, management plans and maps of zoning incorporated in the Municipal Development Plans 4. Municipalities with municipal property legalised using the establishment of property title on common forest lands and urban national and urban common lands in the priority municipalities of the FNS Strategy of Fco. Morazán, Lempira and Valle. 5. Number of women belonging to the productive groups benefitting from PASAH. 6. Annual Report of monitoring and follow-up based on Management by Results which enables implementation of the FNS Strategy to be measured in a simple and verifiable way 7. Positive appreciation by the European Commission on the advance and improvement of PFM based on reports of SEFIN and the TSC. <p>These conditions are also the same in the 3 FA, but some of them differ in the phase-out.</p> <p>The official counterpart of PASAH is the Ministry of the Presidency that is in charge</p>
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	of planning, execution and monitoring of activities. A coordination committee is formed under the leadership of the Ministry and is supported by a long term technical assistance. The programme is monitored by the Advisory Council for PRS ("Consejo Consultivo de la ERP – CCERP") composed of representatives of the GoH, civil society and donors.
Programme Background & History	<p>The Poverty Reduction Strategy (PRS) is the framework on which most effort in the fight against poverty concentrates since 2002. The Strategy for Implementation of the Food and Nutritional Security Policy, approved in 2006, is contained in this strategy both as a cross-cutting issue and as an operational component.</p> <p>PASAH is the last of a long list of EC interventions directly or indirectly related to FS. In the choice of the prioritized populations and activities (territorial planning, land ownership legalization, access to productive resources), it draws from the experience and lessons learned from the past EC projects. When the project was prepared (2004 and 2005) there was no single document presenting the public strategy towards FS. The whole preparation period took place under the Maduro Government, while the implementation began in 2006 with the Zalaya Government. At first it took some months for the newly elected Government to take on the ownership of the FS policy, but in October 2006 it approved the national Strategy for Implementation of the Food Security Policy (SFSP) and made it one of its priorities. The "Golpe" of June 2009 interrupted this process and the PASAH disbursements.</p>
Overall objectives	The general objective of the programme is to contribute to the achievement of the general objectives of the Poverty Reduction Strategy, in the framework of the MDGs, with special reference to rural poverty and reduction of child malnutrition, in order to contribute to the economic and social development of the population in a state of food insecurity and of the rural economy as a whole.
Specific objectives	DTAs mention three specific objectives: <ol style="list-style-type: none"> 1. Support access to land, improve legal security of land ownership and territorial planning through municipal cadastres. 2. Support decentralization process and strengthen municipal administration in marginal zones 3. Support development of agricultural production factors (sic!) and capitalization of productive units (re-sic!)
Expected results	Consolidate the most successful aspects of the PASAH: (a) the commitment of the municipalities with regard to investments in the micro watershed management plans; (b) improvement of municipal property land administration; and (c) strengthening the municipal planning process in food security, focussing on the gender issue. <u>Source: Action Fiche 2009</u>
Main Activities	<ol style="list-style-type: none"> 1. Strengthening inter-institutional coordination and social consultation on FS; 2. Territorial planning in order to improve local development capacity and land ownership security; 3. Specific productive activities in order to improve food security of the vulnerable population, especially women; <p><u>Source: DTA, 3th FA p.11</u></p>

PASS

Intervention Title	Programa de Apoyo al Sector Seguridad en Honduras (PASS)
Country / Region	Honduras
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : ALA/2007/019-235 ▪ Contract number(s) : n°2063; n°172085
EC aid modality	<ul style="list-style-type: none"> ▪ Project Approach - Decentralised Management by the Government
Intervention Start date & End date	<p>The Financing Agreement was signed in July 2008 and the length of the programme was to be 66 months. The DTAs were later modified and mentioned a period of 86 months; but the programme has so far not been implemented.</p> <p>In this respect, the EC Delegation in Honduras writes in its External Assistance Management Report (EAMR) in January 2010: “Under AIDCO Objectives 2 & 3 (and Priority 3 of the CSP) the PASS programme was halted due to the political crisis and the aggravation of the human rights situation in the country.”</p> <p><i>(Sources : Convenio de financiación n°DCI-ALA/2007/019-235 ; External Assistance Management Report (EAMR), EC Delegation in Honduras, 22 Jan 2010, p.2)</i></p>
Budget: committed, contracted, disbursed	<p>The total cost was evaluated at 10.090.000 euros with the EC contributing to a maximum of 9.000.000 euros and the Government of Honduras contributing 1.090.000 euros. However, only €86.704 has been contracted for technical assistance (as of December 2010).</p> <p><i>(Source : Convenio de financiación n°DCI-ALA/2007/019-235)</i></p>
Main stakeholders	<ul style="list-style-type: none"> ▪ Donor(s): European Commission (mainly) and GoH ▪ Implementing agencies: GoH ▪ Direct beneficiaries: The institutions of the security and justice sector (Ministry of Security, Public Ministry –<i>Fiscalía</i>-, Supreme Court of Justice ▪ Final beneficiaries: The population at large who suffers from the increasing violence and criminality.
Intervention Description	<p>The PASS will focus on the reforming and modernization of the Security Sector in order to provide the State with the necessary instruments to protect the Honduran society.</p> <p><i>(Source : Disposiciones Técnicas y Administrativas (DTAs), Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235)</i></p>
Programme Background & History	<p>In the past years, Honduras has experienced a period of continuous economic growth. However, organised crime, narco-trafficking and insecurity in general, are perceived as a real impediment to Honduras further economic development. Furthermore, the increasing public insecurity has now come to affect human rights in many respects. The Action Plan for the year 2007 addresses this problem within the framework of the Country Strategy Paper (CSP) 2007-2013 (Priority 3 “Security and Justice Programme” of the CSP) approved by the EC in March 2007. It is worth mentioning that a second phase to the programme was planned with a budget of 35M€. But, as mentioned above, no budget has been disbursed yet and the first phase of the programme has not been implemented due to the political crisis following the Coup in June 2009 and the aggravation of the human rights situation in the country.</p> <p><i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235 ; MN 400)</i></p>
Overall objectives	<p>To contribute to the Human Development of Honduras through the protection of the civil society against crimes and delinquency.</p> <p><i>(Source: Ficha de Acción para Honduras)</i></p>

Specific objectives	To support the reform of the security sector through the backing of the National Security Policy and the strengthening of the institutions in charge and responsible for providing such service to the Honduran population. <i>(Source: Ficha de Acción para Honduras)</i>
Expected results	Results expected on different levels (political, legal, training, etc.) due to the complexity of the Security Sector. <u>Normative-Sectorial Component</u> R1: The adoption of a sector approach to ensure the success of the reform process R2: The reform and harmonisation of the legal framework <u>Prevention Component</u> R3: Prevention policies in execution <u>Security and Primacy of Law Component</u> R4: To provide the sector with the adequate human, technical and logistical instruments for the prevention and investigation of crimes and offences. R5: The strengthening of coordination mechanisms between the relevant institutions R6: The improvement of the working conditions for the security personnel R7: The strengthening of anti-corruption units <u>Rehabilitation Component</u> R8: The implementation of rehabilitation policies R9: The reduction of the penitentiary population R10: The improvement of the living conditions in jails <i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235)</i>
Main Activities	The detailed description of the main activities may be found in the Annex II of the Financing Agreement. They involve: <ul style="list-style-type: none"> ▪ Technical assistance to the institutions of the sector ▪ Organisation of regional workshops ▪ Awareness raising campaigns ▪ Capacity building in prevention, investigation, anti-corruption ▪ Equipments for the new criminal investigation building (forensic lab) ▪ Creation of digital filing system ▪ Strengthening of the control system for firearms, explosives and private security companies ▪ Improvement of infrastructures (living conditions in prisons) ▪ <i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235)</i>
Main achievements	n.a. As mentioned above, the programme has been halted and only a very small amount of the budget has been disbursed so far. According to an EC staff member, one achievement may be the fact that the three beneficiary institutions are now making the effort to coordinate their activities and to adopt a sectoral security and justice approach to the reforms needed. This was not the case when the policy dialogue was initiated in 2007. <i>(Source : MN 412)</i>
Main difficulties	If the choice of a decentralised management by the government as aid modality allows for a strong national ownership of the measures undertaken within the programme, at the same time this aid modality has contributed to the non implementation of the programme. <i>(Source : MN 412)</i>

Apoyo EFA

Intervention Title	Support to the Education for All (EFA) program
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : ALA/2006/018-366 ▪ Contract number(s) : 141327
EC aid modality	<ul style="list-style-type: none"> ▪ Sector policy support programme, through Decentralised management ▪ The EC contribution is based on basked funding to a Government account relating to the EFA initiative. It could hence be considered as a special case of budget support (in the broad sense, not strictly speaking).
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Agreement signature date: December 2006 ▪ Agreement end date: October 2009 ▪ Expiration of Agreement Date : January 2010
Budget: committed, contracted, disbursed	<ul style="list-style-type: none"> ▪ Total Project: €62.000.000 approximately for 2003-2015, ▪ Commission contribution: €2.200.000,00 (3.5% of the program) ▪ Disbursement for 2007 : €750.000,00 (8.2% of 2007 program financing) ▪ Counterpart contribution : 7.8% in 2007
Beneficiary	<ul style="list-style-type: none"> ▪ Direct beneficiary : The Ministry of Education of Honduras ▪ Final beneficiaries : All students of primary education
Intervention Description	<p>The support program to primary education in Honduras started after the agreement adopted by the EC to provide additional resources to help the achievement of the Millennium Goals. The EC delegation in Nicaragua, after consulting with the Honduran government and other relevant donors in the sector, elaborated a proposal based on agreements around the Fast Track Initiative launched the de international community of donors in April 2002. An addendum to the General Framework Memorandum of Understanding was signed, in which the EC was incorporated as another partner.</p> <p>The payments were decentralized and put in common bank account that the government of Honduras maintains in the central bank, which is managed by the finance ministry</p>
Programme Background & History	<p>Honduras has given high priority to education, and within its education strategy has designed the “Plan Education for All 2003-2015” which responds to the challenges set by the “Fast Track Initiative- Education for All (FTI-EFA)”. Within this context, the government has focused its attention on the efficiency, equity and quality of education, especially primary education, without affecting coverage expansion and access for vulnerable groups.</p> <p>The objective of the plan is to achieve universal completion for sixth grade by the year 2015, improving the flow of students throughout the system, the quality of teachers, the supply of education services and the organization of the education system. To achieve this objective five programs of intervention are established, they will provide complementary actions to the ones being performed by the ministry of</p>

	<p>education.</p> <p>In 2006, Honduras receives financial support for education; approximately 45% comes from member states of the European Union. Honduras assigns 7.2% of its GDP to education and 45% of the public education budget goes to finance primary education.</p>
Overall objectives	The overall objective is to help Honduras achieve the MOG concerning primary education while supporting its school meal and free education programs. The program is framed in the Poverty Reduction Strategy (PRS) and the EFA Plan 2003-2015.
Specific objectives	<ul style="list-style-type: none"> ▪ Interventions on favor of an efficient flow of students through pre and primary school ▪ Quality improvement and increase in coverage at the kinder garden level ▪ Support to improve quality and efficiency of the teaching resources ▪ Set up programs to improve community participation and demand ▪ Set up programs to improve equity in the delivery of education services to rural and intercultural communities
Expected results	<p>The expected results are the ones that facilitate the attainment of the MOGs as regards primary education.</p> <ul style="list-style-type: none"> ▪ Efficiency of basic education. Guaranteeing access to first grade at an early age and achieving completion of sixth grade in 6 years ▪ Improved quality and efficiency of teachers. ▪ Pre-school level support: establishing a compulsory pre-school year of education for all children with 5 years of age. ▪ Improved access and equal opportunity to basic intercultural bilingual education. ▪ Creation of a rural education network to assure access to education for youngsters up to 15 years of age.
Main Activities	<ul style="list-style-type: none"> ▪ To establish the norm for efficiency in basic education and inform all persons concerned. ▪ To define the basic pupils learning prerequisites for each grade and course. ▪ To apply standardized tests at the departmental and municipal level . ▪ To establish alternative programs to level over age students. ▪ To establish programs for drop out students who are under 15 years of age. ▪ Revision of study plans and programs, adapting them to conform to academic standards for pre and primary school. ▪ Support the conversion of “<i>escuelas normales</i>” to meet the education needs of the beneficiaries

FAO Semilla

Intervention Title	Produccion y Comercializacion de Semilla Artesanal Mejorada
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number : FOOD/2003/005-598 ▪ Contract number(s) : 74089
EC aid modality	<ul style="list-style-type: none"> ▪ Joint management: Project implemented through FAO which got a 7% overhead on total EC disbursements for organizing, supervising and administrating the project which is executed by local NGOs. FAO organized and paid a small implementation unit (director Edgardo Navarro). EC contributed by the financing, monitoring and follow-up of the project.
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Financial Agreement signed on 10/12/2003 ▪ Length: 3 years from 15/04/2004 to 15/04/07
Budget	<ul style="list-style-type: none"> ▪ Budget line: Food Security ▪ Committed from EC funds : € 1 M.
Beneficiary	Beneficiaries are small rural independent producers or collective organizations which unite these producers. It is hoped to reach 130 producers or mixed groups
Intervention Description	The intervention consists in improving local seed varieties of basic grains in a sustainable way by converting small farmers into seed producers. These same producers would organize other services linked to the seed business: commerce and technical assistance.
Programme Background & History	Given the good results of a first phase of this Project, EC decided to implement a second phase which would strengthen the work done by the different participants to the first phase. The first phase was under the leadership of the Italian NGO Movimondo, with the technical support of FAO. This second phase is under the leadership and the coordination of FAO.
Overall objectives	Improve food security and quality of life of small rural producers
Specific objectives	Sustainable development of seed production and other vegetal material.
Expected results	<ol style="list-style-type: none"> 1. Small seed firms (or businesses) are chosen and organized 2. Quantity of seed produced increases 3. Small producers and firms are in contact with investigation centres 4. New improved germoplasms are validated 5. Production systems are validated 6. Local varieties of basic grains are saved and improved 7. Technicians and producers linked to the project are trained 8. Trade systems are functioning through small seed firms 9. Network supporting production, seed trade and other services is functioning within small seed firms
Main Activities	Corresponds to expected results

Bosques y Agua (Christian Aid)

Intervention Title	Protección y manejo sostenible de bosques y zonas productoras de agua en el Occidente de Honduras⁶⁷
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision number (CRIS): ENV/2005/017-079 ▪ Contract number(s) : 114114
EC aid modality	<ul style="list-style-type: none"> ▪ Direct centralised management (funding to the NGO 'Christian Aid' selected on a call for proposal on the Environment and Tropical Forest Line thematic budget line)
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Financing decision was on 18/03/2005; Date of grant 06/11/2006. Project ran from 01/01/2007, was expected to end on 31/12/2009, but extended due to wider political context delaying the delivery of results to 30/06/2010
Budget	<ul style="list-style-type: none"> ▪ Total Project cost was €1,426,177 of which 80%, €1,140,942, was committed by the EC. As of April 2010, €114,094 remained outstanding to be disbursed.
Beneficiary	<ul style="list-style-type: none"> ▪ Direct beneficiaries: were estimated at inception as 2, 039 persons (1,419 men and 620 women) who are members of various organizations within communities and the participating municipalities develop the project. This group includes 191 leaders (117 men and 74 women) as direct beneficiaries of training in agriculture ▪ Final beneficiaries : were estimated at 101,661 people (total population of the municipalities where the project was implemented)
Intervention Description	The Christian Organization for Integrated Development of Honduras (Organismo Cristiano de Desarrollo Integral de Honduras - OCIDIH), supported by the British NGO Christian Aid-UK, applied for funding from Environment and Tropical Forest Line (21.0401) line under call EuropeAid/121998/C/G. In western Honduras, two areas (Cerro Redondo and Las Nieves) of remnant cloud forest contain micro-watersheds that supply water to neighbouring municipalities. The project applied a community-led approach to tackle a range of environmental drivers and agents of forest loss, such as forest fires and agricultural burning; inappropriate human settlements and shifting cultivation; ranching; indiscriminate use of firewood for cooking; and illegal logging. The underlying environmental goal was to reduce soil/water pollution, landslides, and loss of natural forests and biodiversity.
Programme Background & History	The issue of poor micro-watershed management affecting key water-producing areas was identified through a micro community planning process, facilitated by the OCIDIH, which had been working for some years in the area. Local people identified and prioritized their needs, leading to a community action plan that formed the basis for this proposal.
Overall objectives	Contribute to poverty reduction and sustainable development in western Honduras.

⁶⁷ In English : Protection and Sustainable Management of Forests and Water-producing Zones in Western Honduras

Specific objectives	Protection and sustainable management of forests and watersheds of Cerro Redondo and Las Nieves, so as to ensure the sustainability of resources and increasing the income of the beneficiaries.
Expected results	<p>(1) Forest resources and biodiversity are conserved and managed effectively.</p> <p>(2) Social structures of communities and local governments are strengthened in their environmental management capacities.</p> <p>(3) Local production is sustainable and diversified; and is focused not only on consumption but targets the market as well.</p>
Main Activities	<p>Intervention strategy involved three activity areas:</p> <p>R1: Characterization of micro-watersheds, in coordination with municipalities and community water management associations. Environmental sanitation measures and support for water projects. Boundary demarcation of watersheds. Forest management plans. Reforestation and recovery of the original forest. Actions to reduce pressure on forests.</p> <p>R2: Strengthening of municipal structures to manage natural resources, alongside development of collaboration for watershed demarcation with forestry authorities. Strengthening of community structures (community water committees, Associations of Water Committees. Long term sustainability strategies involve affecting local NR policy development through citizen participation and strengthening transparency committees.</p> <p>R3: Actions in support of sustainable agricultural production to improve family living conditions, including improved land management for basic grains and non-traditional crops; development of integrated farming systems and organic production, via provision of farmer training, installation of small-scale irrigation systems and support to small businesses.</p>

Annexe 8: Data Collection Grid

This Annexe presents the **factual information collected at the level of each indicator**, which has been gathered through desk study (it should hence be regarded as part of a work in progress).

The information is structured per Evaluation Question (EQ), and within these EQs per Judgment Criterion (JC) and related Indicators (I). The set of EQ-JC-I (without the information collected) is provided in Annexe 5.

EQ1	To what extent has the EC approach in natural resources been relevant in the national context and ongoing dynamics, and contributed to the strengthening of the public strategy in the sector?
JC 1.1	<i>The EC approach to natural resources responded to the causes of the problem and was flexible enough taking into account the ongoing dynamics</i>
Non-intervention specific	The analysis of multiple documents shows that the overall approach to NRM laid out in both CSPs was sensitive to the perceived causes of poor NRM, as understood at the time of their framing.
BOSQUES Y AGUA	<p>The 2005 Grant Application Form prepared by Christian Aid establishes a robust logical framing, with the intervention “Contributing to poverty reduction and sustainable human development in western Honduras” given that it would: “(i) Improve soil fertility and water quality to improve agricultural productivity, thus, increasing agricultural production and reducing costs; (ii) Lead to diversification of agricultural production and articulation with the market, thus increasing food security and household income and; (iii) Support environmentally-friendly SMEs to generate employment (especially for women)”. The activities listed are consistent with known solutions to the problems facing the communities, by: (i) providing training to local authorities and the various CSOs; (ii) promoting participation, advocacy and resource mobilization for proposed projects by communities themselves; (iii) opening spaces for participation with local governments; (iv) improving economic activities, market access, and income levels. The SO focuses on more rational use of forests and water sources among the population and local authorities, engendering a “<u>culture of conservation</u>” based on watershed management planning, developed with UMAs, and on improvements to farming systems to reduce vulnerabilities. The approach appears to have been very responsive and flexible due to the local focus on a priority concern (lack of adequate clean water supplies), and the highly participatory nature of this project due to project conception, through a well-respected local NGO that has followed best practice in community development.</p> <p>MN 201: <i>The Project was developed within the framework of the National Plan for Reconstruction and Transformation (prepared following the devastation of Hurricane Mitch) and clearly sought to tackle the factors that increased the damage caused by extreme weather phenomenon. As well, the project has addressed the sensitive issues of social/environmental vulnerability in a holistic manner, focused on increasing DRM capacity within civil society; by coordination with local government; and by increasing agricultural production, employment and income. In spite of the transition period between AFE to ICF, the project worked effectively within the forestry sector’s legal framework.</i></p>

<p>FORCUENCAS</p>	<p>FORCUENCAS was already underway during the MTR of the 2002-2006 CSP, which noted with concern that “<i>EC support has been limited geographically to nature reserves, watersheds and other critical areas; and to specific actions, consistent with officially-announced national conservation policy, though not always ground realities. However....implementation of the Patuca-Choluteca watershed project (adopted 2002) has failed to promote coordination among institutions (SAG, AFE and SERNA), maintaining an ambiguous institutional status. It is hoped that a program of this unprecedented scale (€ 34 million) should significantly contribute to the formulation of a comprehensive policy on environmental regulation and management of watersheds</i>”.</p> <p>Moving forward in time, according to the FORCUENCAS MTR 2007, the project was then still highly relevant, as it was by then intervening in a focussed manner, facilitating wide inclusion and consultation on NRM, accounting for the interests of social and economic groups, attempting to resolve conflicts about use of resources, achieving synergies between types of users and consensus on the rules and their implementation. The 2008 Monitoring report noted detected a weakness, during previous phases of the project, in failing to open spaces for strategic debate among stakeholders on the key project themes. The concern was that the emphasis was on “<i>even more atomized projects without providing the strategy of strengthening social capital</i>”. The specific dynamic, that was seen by the MTR as being poorly-attended, was the development of “<i>large-scale projects that spanned large parts of the entire watershed, as strategic projects that then structure the specific projects being funded</i>”. This report noted that MTR recommendations were well-implemented, such as stream-lining approval of projects. However, the context had changed, with long-awaited changes in legal framework for forestry coming into effect, now allowing for clearer provision of strategic and practical support for community forestry.</p> <p>According to the 2009 Monitoring Report, the project had then significantly altered course over 2 years, with far more effective ATI and better internal project dynamics, and as well could count on dedicated Project officer in the Tegucigalpa DEL, rather than coordinating with difficulty with the Managua Regional Delegation. This enabled a better focus on systemisation of methods, strategic opportunities and partnerships and was energizing relationships between CSOs with local and state institutions. Major events like the damage to infrastructure due to the floods in late 2008, were attended to flexibly, and here the agility of the Project paid off, as the Municipalities appreciated that support from the Project as part of their post-disaster recovery.</p> <p>The 2009 Annual Project Report notes substantial adaptive project management and achievement during the last two years of</p>
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	<p>operations, with a range of innovative actions under an active national and international team, which robustly set the stage for the 2 year further phase agreed in Addendum 4. This Addendum also shows considerable political agility as it frames a key reason for a further phase as “<i>to base the extension on lessons learnt to date and the need to focus investments in line with the Country Vision and the National Plan, approved in January 2010 by the Congress of Honduras, in order for the project to complete contributions to identified problems such as set out in the original Financing Agreement</i>” to help resolve “<i>weak participatory management of land, which prevents the sustainable NRM, via improved local governance and facilitation of processes to improve the management of natural resources</i>”. In conclusion, despite considerable implementation difficulties of many kinds, the approach designed for this project responded robustly to concerns post-Mitch over poor watershed management, and operated effectively within the decentralised framework to build capacities. Once ICF was formed, post-2008, then the project was flexible in taking advantage of the new context to push forward on community forestry, as a key strategic concern for the long term sustainability of watersheds. With Addendum 4 approved, it is now positioning with its stakeholders to face new threats, such as climate change impacts.</p>
PROCORREDOR	<p>The Project DTAs (amended with Addendum 3) set out key causes for the problem of ...“<i>rapid environmental deterioration of the Honduran Caribbean Biological Corridor: (i) unsustainable management of natural resources is damaging interconnected areas of the Caribbean Corridor; (ii) poor management that is allowing degradation of protected areas; (iii) insecurity of land tenure and lack of land use planning creates conditions for mismanagement ; (iv) institutional weaknesses are impeding efficient environmental management</i>”. The project seeks to reconcile conflicting social, environmental and economic objectives that underlie the problem, balancing these factors in the selected geographical area. Based on the National Strategy for Poverty Reduction, the project sets out to “<i>conserve representative ecosystems and to improve local conditions, thus enabling NRM and income generation in the short, medium and long term</i>”. Correctly, the project proposes “<i>acting on the most sensitive factors in the chain of impacts - effects - problem - causes within small areas, so that the results can be achieved in the fastest time possible. This requires the project to act as a facilitator creating synergies, coordinating actions with central and local government, various CSOs and other donors’ programmes</i>”. The logic of the intervention appears to be clear, based as it is on facilitation, local ownership and attention to sustainability. By emphasizing active participation of municipalities, the project was designed to enhance their performance as facilitators themselves, clearly assigning local responsibility to this key set of actors. The project was conceived via a thorough problem analysis that has stood up well despite many implementation difficulties. The focus on social capital, collaboration, partnerships and networking was crucial in order to compensate for the weaknesses in the leading</p>

	<p>PA regulatory bodies (ICF/SERNA). Given the existence of NGOs and municipalities that are committed to management of local watersheds and PAs, the basic premise of supporting collaboration between these and key stakeholders in focussed intervention areas is highly likely to ensure ongoing flexibility, despite capacity deficiencies in civil society sector.</p> <p>MN 203: <i>The intervention logic expressed in the financing agreement did respond to the real causes of poor natural resources management. However, deficient implementation arrangements, mostly due to the "N+3" rule, meant that the PMU had to allocate almost all of the funds to implementing partners through grant contracts and services in a relatively short period (before 23 November 2009). Administrative procedures have not allowed significant changes to the content of these contracts, even when situations on the ground require alterations. This inflexibility has meant there have been few opportunities for course correction, or adaptations to grants and funded projects, so as to respond to changing priorities and demands of the beneficiaries of the project, as well as the particular beneficiaries of each sub-project.</i></p>
I-1.1.1	Documented EC analysis of the causes of the mismanagement of natural resources
Non-intervention specific	<p>The 2002-2006 CSP (p 17-19) framing of environmental issues around vulnerability to natural disasters was robust and led to the development of FORCUENCAS and PROCORREDOR as large scale responses, during the waiting period before the Honduran legal framework was clarified in the area of SFM, community forestry, PA/biodiversity management and watershed protection. Annex 5 of the 2007-2013 CSP, as well as the analysis in the body of the document (p15-16) is robust and do document the real causes of NR mismanagement.</p> <p>This was ratified by the MTR of the 2007-2013 CSP, that updated these analyses, noting <i>“Honduras remains one of the most vulnerable countries to natural disasters. Prolonged floods in the autumn of 2008 not only affected the poor and the economy .. but also demonstrated that the response capacity of Honduras is still inadequate.. environmental problems have been further aggravated by the impact of the relatively high recent economic growth until 2008..... rapid deforestation, continued at a rate of 3.6 % annually and biodiversity rapidly declined. Illegal logging is considered as a major reason for deforestation, andcontributed significantly to endemic corruption. In addition, the current demographic trends exert severe pressure on all natural resources, resulting in expansion into new areas protected areas lack administration and protection, which is compounded by legal insecurity on land tenure, low investment and lack of capacity in the State Forest Administration ... these areas are located in departments and municipalities with higher poverty rates and lower HDIs... as well as areas inhabited by minorities....limited access to the forest resource is one of the causes of forest loss and protected areas management</i></p>

	<p><i>has not contributed significantly to mitigating rural poverty nor generating economic and social development opportunities... challenges are ...closely linked to energy issues</i>". In conclusion, the EC analysis expressed in CSPs, and reviewed in the 2007 CEP annex, and the two MTRs of our target CSPs (2004 and 2009) has been thorough, and has been as robust a basis for programming as could be expected.</p>
<p>BOSQUES Y AGUA</p>	<p>In Christian Aid's 2005 grant application, the problem analysis focuses on a group of towns in western Honduras "<i>where catchments are dominated by areas of cloud forest that are highly productive of water. Micro-watersheds supply water to neighbouring municipalities, with poor land management leading to frequent downstream flooding in the Sula Valley. The drivers of forest loss are stated as being: (i) high incidence of forest fires and agricultural burning; (ii) human settlement within the watersheds and shifting cultivation practices; (iii) ranching; and (iv) illegal logging</i>". The impacts caused are listed as soil and water pollution, landslides, natural forest destruction, and biodiversity loss. It thus appears as if a robust analysis was carried out as the basis for this project, and that the close involvement of local groups has kept this valid.</p> <p>MN 201: <i>The proposal was designed based on a detailed full forestry, agriculture and agroforestry diagnosis carried out through a community-led planning process, where the actors directly identified their problems, the causes and alternative solutions, with different groups conducting their own analyses, each their own way. The project was a direct part of OCIDH's corporate plan. Root causes identified in the proposal were: (i) weak environmental management capacities of organizations; (ii) weak managerial capacities overall of CBOs; (iii) limited exposure to environmental education of the target population; (iv) no local institutions of government policies were effective and aimed at protecting the water-producing zones.</i></p>
<p>FORCUENCAS</p>	<p>According to the DTAs, a well-founded analysis was used to conceive FORCUENCAS, based on considerable donor, CS and government attention to NR and watershed management issues. The problem analysis was framed by the PRSP and 2002-2006 CSP, following post-Mitch awareness of Honduras's great vulnerability to extreme weather events. The DTAs frame the problems as: "<i>Specific problems identified are: (i) The regulatory and institutional framework is in a process of adaptation but suffers from a marked inability to enforce effective rules that would ensure orderly and sustainable management of natural resources, reflecting a lack of clarity in sector policies; (ii) At local level there is a total institutional vacuum in which central government actions are not effective, and where theoretical delegation of responsibilities to local governments is also not yet effective. This is due to a lack of technical tools and financial resources, and the absence of a clear framework in which to act; (iii) There is a marked imbalance between the real uses and land use potential across the watershed territory, due to the unbalanced distribution of population and resources, and the use of short term extractive practices inconsistent with NRM. Humans are attacking natural</i></p>

	<p>resources, partly due to the factor of lack of education, but mainly due to survival necessity. Correcting this imbalance implies a radical political and economic transformation at social and institutional levels; (iii) Ongoing processes of NR deterioration require actions to rehabilitate degraded resources, while preventing threats to existing resources. Integrated actions are needed specific to local situations and scales; (iv) Financing mechanisms are unavailable for local projects, and no systems are yet effective for payment of environmental services". This appears to be a well prepared description of the major problems affecting these three watersheds.</p> <p>MN 202 notes that: <i>In 2001 two identification missions examined the roots and structure of national problems in NRM and how these manifested in the Choluteca, Patuca and Negro watersheds. Interviews were conducted across all sectors (civil society/ Govt) and documents were consulted from a variety of sources (IDB, World Bank etc) on status of NRM in the target watersheds. These results were set out in a problem tree and then validated in workshops under SETCO coordination. The key issues highlighted as major primary causes of NR degradation were: (i) the lack of coordination between local and state institutions (ii) lack of quality in participation in rural development processes and; (iii) the gravity and extent of rural poverty meaning that family livelihood strategies were generally based on low levels of all kinds of assets.</i></p>
PROCORREDOR	<p>Project Identification notes that: <i>"a lack of a holistic view of environmental policy [means that] ...there is no single coordinating body. Programs and projects related to the environment are sometimes contradictory, with little involvement of civil society. ..the vision should prevail of socially just and environmentally-friendly development, arising as a result of informed, real and free of local populations.....an integrated watershed management and protected area system acting as a biological corridor could be an important step in improving quality of life....stakeholder interests and aspirations to take part in CBM management are determined by their current access to natural resources, socioeconomic conditions and cultural values and beliefs. [Benefits that could result from the project are:]...Survival of species otherwise becoming extinct if the trend continues toward loss of habitat....For landless migrants and indigenous groups, the expansion of protected areas and corridors and land use planning could resolve their land claims....For urban residents the project could mean cleaner water, and reduced migration to larger cities with improving socioeconomic conditions in rural areas. ...legalization and rationalization of timber through sustainable use, [might even reverse the disadvantages facing community user groups involved in legal timber production]. Success requires a common vision that recognizes the divergent needs are at stake and identifies the common interests of all stakeholders around ecological and socioeconomic sustainability...the trust among the various target groups will determine this ...[outcome]. .. the Regional Project will strengthen disaster prevention to regional authorities to respond to disasters by strengthening regional integration and risk management policies."</i> The 2008 Monitoring report, noted that the identification process leading to the current version of</p>

	<p>the DTAs, ensured the project design was in close alignment with public policy and the CSP; did respond to a clear demand by tackling the drivers of poor environmental management through improved landuse management, conflict resolution and promotion of sustainable development. However, the problem analysis was partly based on the assumption that local NGOs would guarantee robust processes based on social participation, and the logframe's design led to <i>“too much ground for subjective interpretation”</i>. The project was operating in a context where there was a <i>“legacy of distrust in communities about government agencies and NGOs”</i> and <i>“powerful families whose interests could easily be threatened by effective conservation actions and become negatively opposed to the project”</i>. The strategy of emphasising transparency about the availability and disbursement of funds was seen as an appropriate method to establish more horizontal relationships between executing agencies, municipalities, Garifuna communities, and poor farmers and fishermen. Generating a technical menu of effective income generating options was noted as requiring high time inputs from project and co-implementer staff, and this led to doubts of achieving a shift towards <i>“significant incentives at the household level that break the vicious circle of poverty - environmental degradation by: (i) revenue-generation through land cadastre for municipal cost recovery (ii) by development of tourism and craft businesses; (iii) payment for environmental services where upland communities can be connected with urban water users, as well as (iv) improved farm systems through agroforestry systems and crop diversification”</i>.</p>
I-1.1.2	Evidence that these causes were taken into account in the EC programmes on natural resources
Non-intervention specific	<p>The MTR of the 2007-2013 CSP documents that <i>“in 2008...the Forest, Protected Areas and Wildlife Law, was passed after almost a decade of discussion...this was strategically important for the environmental and economic stability of the country, employment generation, supply of waters, development of tourism and energy self-sufficiency...[despite a slow] process of transition from the old institution, AFE-COHDEFOR, to ICF ICF needs to be able to count on increased participation of, and cooperation with, municipalities and local authorities and organisations covering most of the country, especially rural and semirural areas, as well as state institutions, including ministries....consolidation supported by MOSEF ... is.. an opportunity for donor coordination, as several donors (WB, IDB, GTZ) are taking complementary actions.. previous EC projects, FORCUENCAS and PROCORREDOR...serve as a good examples of cooperation with authorities and...donors and provide ..lessons for the MOSEF project. FORCUENCAS provides lessons in how the local authorities can coordinate with ... communities and central government and in positive effects of ...beneficiaries managing their projects.....difficulties [facing] FORCUENCAS are that most of the partners in the project still need strong technical assistance....to guarantee a strategic effect ... and that ..activities were...widely distributed. PROCORREDOR, building on lessons learned from FORCUENCAS has experienced greater success,..establishing the project in the</i></p>

	<p><i>local offices of the Ministry and in municipal offices, to ensure better coordination and institutional continuity of the actions promoted by the project</i>". The MTR appears to thoroughly update previous problem analyses and to highlight ongoing opportunities.</p>
BOSQUES Y AGUA	<p>Christian Aid's grant application appears to fully describe the drivers of poor watershed management and forest loss, and so this project sought to respond as best it could by engaging with issues within its sphere of influence i.e. by altering local community behaviours, providing development benefits and supporting partnerships with local municipalities.</p> <p>MN 201: <i>(i) Most of the investments made by the project were in the area of capacity building; (ii) The Project encouraged local groups and leaders to make impacts on the policies, practices and institutions both of local governments and the target population; (iii) a vitally important strategy was the creation and strengthening of partnerships with other state and non-state actors who jointly addressed their common interests in improving environmental management; (iv) NRM organizational structures were formed and their roles promoted of types both on the first tier (households and communities) and at a second level (federations, cooperatives, local government units and groups).</i></p>
FORCUENCAS	<p>The project's DTAs show that the causes of poor NRM were accounted for in the approaches used. However, the main impediment in terms of the failure of forest law to be approved, and of COHDEFOR to become operational as ICF over such a long time period was a "killer assumption" that could not have been anticipated would take so long to resolve. According to the project's MTR in 2007, their evidence shows that "<i>the project accounts for all the essential elements of sustainable development (natural capital, human capital, financial capital), by adequately addressing: institutional strengthening at various levels; participatory management of natural resources; dissemination of best practices; application of funding mechanisms</i>". The project is consistent "<i>with policies relating to natural resources and poverty reduction, is well related to the MDGs, and forms an integral part of the EC's cooperation. The Project shows its appropriateness, both by: (i) having managed to focus efforts in geographical areas of intervention; and by (ii) facilitating wide inclusion, participation and consultation</i>". Causes accounted for with difficulty include "<i>Government's transfer of responsibilities....to local authorities, but with serious delays and implementation difficulties, with an example being Strategic Municipal Development Plans (PEDM) that with each change of government, are then not used or recognized by the incoming authorities; and the failure to approve various framework laws in covering water and forestry resources</i>".... However, despite the positive MTR, the 2008 Monitoring report emphasised the risk of "<i>the project losing its focus in its role as a facilitator and instead becoming a provider of financial capital and services and producing a spray of the interventions</i>" and that while, strengthening of human capital had occurred, not enough attention had been paid to strengthening of</p>

	<p>social capital.</p> <p>The situation is well-described by MN 202 which states that: <i>The project has used the Fondo de Fideicomiso to strengthen three major sectors: (i) institutions that generate and apply legal and normative frameworks (including AMHON); (ii) local governments and (iii) civil society. The Financing Convention emphasizes the facilitator role, explicitly allowing actors in development processes to work together (thus increasing their capacities) and steer their own processes. Proposals made by actors from each of these three sectors were prepared by themselves, and responded very directly to their own interests. As well, the project supported the designs of NRM methods and technologies, directed at institutions (e.g. municipal development plans designed to support the Secretaria de Gobernación y Justicia and Local Government); accounting systems for municipalities (for AMHON and local governments); land cadastre (for local governments). However due to start-up problems (changes in addresses, staffing and offices; adjustments to the design of the FIDEICOMISO and slow recruitment of international AT) the Project rather quickly entered into the problems of failure to disburse funds and not meeting financial performance targets. This has obliged overly rapid placement of funds in the middle and final phases of the Project.</i></p>
PROCORREDOR	<p>Documentary evidence shows that the project had to face many structural and dynamic issues, but that through constant adjustments has recovered and maintained its position, as seen in the 2009 Annual report. In detail, the implementation issues noted in the Monitoring Reports of 2008 and June 2009 were, <u>firstly</u> the real contradiction due to the fact that PA and biodiversity problems are multilateral, and that ICF is the agency directly involved in much of the ongoing responsibility for PA and watershed management support, PROCORREDOR “only has one operating partner, SERN.A. Ongoing changes in responsibilities and powers consequent following adoption of the 2008 forestry law, could further redistribute agency responsibilities towards ICF” as this retakes power over conservation, protected areas and wildlife issues, potentially “affecting the relevance of the project”. <u>Secondly</u>, the largest issue affecting the Project was the N+3 regulation, which caused significant worry in mid-2009 that the project would not disburse funds in time before Nov. 2009.</p> <p>MN 203: <i>During formulation that the real causes of NT degradation problems were considered, although not all were taken into account when setting objectives and finding solutions, as resolving some issues were clearly beyond project scope. These were: (i) the failure still at project start-up of Government approval of the 2007 Forest Law, and associated flux in legal and institutional frameworks, which led to disruptions in staff/methods, as AFE-COHDEFOR was converted into ICF; (ii) lack of clarity in procedures for reaching co-management agreements for the PAs; (iii) wider lack of awareness about the project and “ownership” by rural/urban populations, particularly in the corridors, defined as</i></p>

	<p><i>key zones for biological interconnection between the PAs; (iv) unclear criteria for the declaration of micro watersheds; (v) the POG and first POA documents were a weak basis for implementation, as neither the national nor the international TA fully participated in these key planning processes. These limitations all led to the need for flexibility in management, and for consistently high levels of effort, to address a series of over-lapping problems throughout project implementation. The key ongoing difficulty noted when applying the co-management approach to PAs and watersheds through implementing partners (NGOs, municipalities, communities, civil society groups) was that these suffered low levels of operational capacity. With international TA support, the limitations of implementing partners were identified and capacity-building measures put into place. Given the effort needed, it was clearly necessary to expand the number of technical and support staff for the Entidad Gestora. This all meant that key first actions were to: (i) refocus the strategy of the Project, emphasizing citizen participation, decentralization, devolution of management authorities to government bodies; (ii) build general linkages between local governments and the other major stakeholders; (iii) supply considerable ongoing coaching to partners during the implementation, by facilitating coordination meetings, and building strong links between organisations.</i></p>
I-1.1.3	Evidence that the ongoing dynamics were taken into account in the EC programmes on natural resources
Non-intervention specific	The response to the Indicator is covered sufficiently by the response to I-1.1.2.
BOSQUES Y AGUA	<p>No specific evidence is available on this issue in the single Monitoring report available. However, according to MN 201: <i>the OCIDH/EU/CAID project did take into account the current dynamics. Evidence includes: (i) During the coup of June 2009, many events occurred in our region (violation of human rights, control of freedom of expression, movement and association) that paralyzed some of the project activities, and the EC was open to extending the period before project closure to allow activities to be completed; (ii) the project was carried out throughout intensive period of forest sector institutional transition, and delays that this caused were understood and compensated for by the EC; (iii) an intelligent approach was followed to overcome conflicts with landowners using land around the target water sources (who are often protected by local authorities) and the project followed the strategy of involving higher authorities at Departmental level to carry out effective persuasion when land use and practices around the micro-watershed had to be altered; (iv) Given the limitation that the Municipal UMA technicians in charge of local policy, and who link local populations and local government, are only employed and subject to training for the 4-year period of one government, the project implemented the successful strategy of training leaders in environmental advocacy, creating considerable leadership capacities in them, so they can now demand attention on key local issue from local government. In that sense, the project has achieved considerable local empowerment.</i></p>
FORCUENCAS	The 2008 Monitoring mission report noted that clear

	<p>improvements over time were ensuring reasonable prospects for sustainable benefits. This document highlighted the possibility, in the new situation after approval of the Forest Law, of concerted synergetic actions to favour community forestry with a range of other actors such as GTZ, SNV, CIDA, SIDA, Rio Platano Biosphere Project and SGJ-PATH. It proposed deepening relationship with agencies such as USAID, FAO, IDB and UNDP and co-investing in areas where they already operate projects.</p> <p>The mid-2009 Monitoring Report showed very good progress with <i>“improvements in operational strategy, streamlined requirements and procedures of the FODEL trusts; identification of strategic projects that promote association between the various actors creating synergies such as work with Agenda Forestal and CONADEH”</i>; opening of forums for debate specifically about making community forestry operational via <i>“activation of synergies with SGJ-OT/DTR, ICF and AMHON, so the project recovers its role as facilitator”</i>.</p> <p>In conclusion, dynamics were tackled through collaborative activities, that prospered towards the end of the project, as seen in publications by FORCUENCAS with ICF and the <i>Agenda Forestal</i> in topics such as: systematization of the experience of setting up advisory forestry councils under approaches led by ICF to implement actions under the Forestry Law supported by FORCUENCAS. Other documents were produced in 2009 covering Community Forestry Strategy, and systematization of experience with drinking water, sanitation, micro-watershed protection projects. See bibliography for the links.</p>
PROCORREDOR	<p>Monitoring Reports of 2008 and June 2009 noted a set of <i>“contributing factors were a combination of: (i) significant start-up delays; (ii) inadequacy of the POG; (iii) difficulties overcoming the unfamiliar procedures and formats of the EC within the national team and most of the co-executors; (iv) failed tenders; (v) delays due to the need to approve larger bids above €50,000 by both DCEs in Managua and Tegucigalpa; (vi) inadequate quality of proposals for grants or contracts for services. This imposed the need on the DCEs for fast approval and limiting their objections to proposals. This focus on proposal approval meant that the project would be unlikely to attend to the structural issues facing the CBC such as training and support for implementing agencies; and there were continuing risks such as territorial conflicts, or inadequate networking between the diversity of actors”</i>. Thus we can note that despite an excellent project conception and design, the ongoing dynamics in the sector were complex, and the project struggled to find the correct niche and methods to operate in the face of substantial implementation difficulties.</p> <p>Positively, the June 2009 Monitoring report noted progress in taking causes and dynamics into account, such as evidence of: high</p>

	<p>levels of real ownership of projects proposed; increasing effectiveness in grant implementation; deployment of an appropriate monitoring system; and increasingly productive project-generated policy dialogues with potential to benefit the CBC and MBC, which have been favoured by strategic alliances with numerous projects along the Atlantic Corridor, those funded by OECD and MS donors. In conclusion, inception documents and then the adjustments taken as the project was implemented, took ongoing dynamics into account, because the clear expression of project operational principles, based on a democratic and pluralistic framing, has been of practical use in keeping staff and co-implementer bodies well motivated. Evidence can be seen PROCORREDOR's website, where the scope and inclusiveness of activities is clear to the webpage visitor.</p>
JC.1.2	<i>The EC approach to natural resources took into account the ongoing strategies (public and private) and had a positive effect on these strategies and on their application</i>
Non-intervention specific	<p>The MTR of the 2007-2013 CSP notes that, with regard to decentralisation, public “<i>strategy has been supported .. under the 2002-2006 CSP by the environmental projects FORCUENCAS (which supports the empowerment of local authorities and some services related to governability) and PROCORREDOR ...which have major decentralisation components</i>”. In conclusion, the underpinnings of Honduran institutional and legal frameworks were accounted for in country programming, as seen in the CEP Annex to the 2007-2013 CSP, in particular by correctly betting that supporting decentralisation policies is crucial in solving difficulties facing NRM in all sectors and for all types of natural resources.</p>
BOSQUES Y AGUA	<p>The only documentary evidence available is the 2009 Monitoring Report that notes that “<i>The project accounts well for the legal framework and policies of the GoH in regard to the environment, citizen participation and decentralization, and as well is framed on CE's Country Strategy Paper 2007-2013 CEoverall strategy is correct and viable</i>”. “Efficiency is assessed as good” although there were then significant delays in several key areas, such as preparing micro-watershed management plans (a crucial output of the project), and this report also notes that forestry nurseries had not produced plants as expected in quantity and quality. An issue raised was the inability then of OCIDH and UMA staff to make use of GIS systems provided, as well as failure by that time to conduct a planned feasibility study of a landfill project for Chinda Municipality. This study was put out to tender by OCIDH in October 2009. In conclusion, while there appear to be positive signs that the approach of this project did capably use the key competencies of the executing partner OCIDH as a private/civil society agency experienced in community development, the wider abilities of this agency to effect change - such as encouraging use of</p>

	<p>GIS systems for watershed management planning within municipalities - is open to doubt.</p> <p>MN 201 states that: <i>“Public and private strategies and policies were taken into account, as shown in two cases: (i) The project made direct use of the new Official Declaration procedures for water-producing zones, as established in the new forestry law; (ii) The project made effective use of the new legal framework to form Citizens Environmental Committees (Comités Ciudadanos Ambientales); (iii) Other actors (NGOs, municipalities) have seen how our project made valid use of the new norms and procedures and are keen to follow these examples in their own management of these types of resources”.</i></p>
FORCUENCAS	<p>The 2009 Monitoring report noted the openings for partnerships and synergies signalled in 2008, were taken up with a wide range of strategic initiatives, as well as continued <i>“good support from the project beneficiaries, especially CSOs and municipalities that are fully involved in the design of their projects”</i>. A concern noted in 2009 was the <i>“heterogeneous support in the beneficiary institutions, which each suffered from particular political/economic deficiencies and abilities, with SERNA perceived as lacking, while greater involvement was achieved with SGJ, ICF, AMHON”</i>. However, the absence to date of a Final Impact Evaluation to update the situation makes it difficult to fully appreciate how the project took NRM, political and institutional dynamics into account, given the ongoing consolidation of the forestry legal and institutional framework, and the effects of the dramatic political upheaval of 2009.</p> <p>MN 202: <i>the Project approach made effective use of the policies and strategies of public agencies, such as new norms favouring community forestry. Of major usefulness to the project, was the decentralization of management authority and supply of new tools to local governments (such as the Municipal Development Plan; improved administration and transparency; ability to take a role in the Micro-Watershed Declaration process; environmental licenses).</i></p>
PROCORREDOR	<p>The 2009 Project Annual Report contains examples of how this project has taken ongoing strategies into account, with positive effects on their application, even if the national institutions are lagging behind the local ones. The report notes <i>“...there have been important advances in the use of consultation as part of PROCORREDOR’s strategy, mainly by implementing partners such as municipalities, NGOs and consulting firms. Government agencies (ICF, IP, SEP) are taking more time to take on board these processes. Consultations have been used to socialize and validate grants, contributing to local government ownership and broad participation of civil society. The Project’s experience of consultation has been taken as far as being presented at a national workshop in Tegucigalpa titled “Coordination Platforms for Natural Resource Management - Support for Governance in Honduras”. Interagency coordination has increased substantially, via a network of more than 60 contacts with which the Project has had at least one joint action”</i>. In conclusion, the participatory and inclusive</p>

	<p>approach of the project appears to be leading to considerable innovation. The Letter from the EC Delegation to AIDCO requesting Addendum 3 notes that “<i>PROCORREDOR ...addresses sensitive issues regarding natural resources such as hydroelectric dams, mega-tourism projects, nature protection, issues of land ownership and climate change issues....numerous meetings, forums, conferences, discussion groups are needed to prevent conflicts of interest, and facilitate processes towards better governance of natural resources.. With the large number of contracts signed, the number of players to coordinate has multiplied. [Adjustments to budgets] are needed to strengthen the national staff to ensure smooth communication and coordination between all the agents, such as municipalities?</i>”.</p> <p>MN 203: <i>Project start-up coincided with new laws (Forestry Law; National Planning Law). The project has found support in, and used, various aspects of the legislation; in some cases running pilot projects that serve as examples for the rest of the country, such as Landuse Planning in Lean sub-region; and organisation of Community Development Councils as provided for under the Planning Law.</i></p>
I-1.2.1	Frequency of meetings with the government on management of natural resources
Non-intervention specific	No information yet available about EC Delegation meetings with GoH bodies on NRM.
BOSQUES Y AGUA	MN 201: <i>Meetings were frequent with local government throughout implementation, especially on start-up (between project staff, local leaders and authorities). The longest gaps between key meetings were less than two months. Amongst Central Government bodies, meetings were mainly with the Forest Conservation Institute, particularly during the socio-economic and biophysical profiling of the watersheds, as essential material needed for the declaration process. Some meetings were held with other government agencies (SANAA, SERNA) during the planning and establishment of water distribution systems; to support training of leaders of the Community Water Committee (Juntas de Agua) and when environmental licenses were needed.</i>
FORCUENCAS	This project has had a long track record with varying frequency of meetings, which seem to largely have been both frequent and productive, though the shift in the Steering Committee towards a defensive and political role, has apparently subtracted from the particular benefits that this kind of Committees is designed to provide. The MTR of 2007 notes that at local levels, meetings have been frequent and involved substantial content in terms of fostering collaboration. This MTR reviewed the minutes of Steering Committee meetings to note with some concern that “ <i>high-level representatives of the institutions often delegated their roles to technical staff, despite the value of this Committee as an opportunity for enhancing high and regional level inter-institutional coordination</i> ”. At the time of the MTR it was suggested that “ <i>improvements be made so that Ministers or General Directors should send the same staff to each Committee meetings to represent</i>

	<p><i>them, to ensure thorough preparation, and fully report back about specific issues to decision makers. This would allow Committee meetings to become a kind of “policy briefing” about FORCUENCAS, with clear goals and specific agendas”.</i></p> <p>MN 202 notes that: <i>meetings have been constant and intense, especially at a technical level with ICF, Secretariat of Interior and Justice, SANAA and SERNA. The conformation of the figure of “Beneficiario” within the Steering Committee took up a lot of time, as the Convenio mentions not just a single beneficiary of the project, but a group (SETCO, ICF, SERNA, SAG, AMHON, Interior and Justice, SANAA). This committee meet once or twice a year in limited fashion, but as a political entity, when the original intention had been that the committee should discuss the problems and make joined-up decisions together; this has largely not been achieved.</i></p>
PROCORREDOR	<p>Extensive searches of all documents do not provide evidence for the frequency or quality of PROCORREDOR's meetings with GoH bodies. However, we can note MN 203: <i>Within the Project, all staff has formal meetings every fortnight. At the regional level (Atlantida Dept) meetings have been very frequent, while with the public bodies related to NRM (ICF and SERNA) informal meetings are almost daily, given that we share offices with both institutions. As well, ICF is co-executor of a considerable number of contract grants for protected areas management, and major watersheds. With other government bodies, meetings have occurred every 2 to 3 months. Meeting frequency is at least monthly with SERNA and ICF representatives (ministerial and deputy ministers).</i></p>
I-1.2.2	Quality of meetings with the government on management of natural resources
BOSQUES Y AGUA	<p>Extensive searches of all documents do not provide evidence for the frequency or quality of the Project's meetings with GoH bodies. However, we can note MN 201: <i>Meetings are conducted in an amenable atmosphere with central government agencies representatives. However, during meetings with local government, at times there have been cases of conflict over the issue of Watershed Declarations as these affect the interests of major landowners, who are local influentially. Another topic generating conflict has been the political education of leaders, especially in the area of transparency and accountability. But the project had significant results: (i) Effective coordination of ongoing capacity building, especially municipal technical staff within the UMAs; (ii) Joint resource investment; (iii) Coordinated efforts to achieve improved drinking water quality and joint development of environmental impact studies; (iv) Publication and delivery of orders to non-compliant individuals; (v) Opening of opportunities for citizen participation.</i></p>
FORCUENCAS	<p>The 2009 Monitoring report noted that: <i>“the contribution of the beneficiary institutions have been enough, but heterogeneous, deficient with SERNA, good for ICF, IHCAFE, SANAA, COHCIT, while very positive contributions have been made by municipalities and CSOs such as Water</i></p>

	<p><i>Committee Associations, AHMON, and a range of NGOs. Due to the context in mid 2009, tensions arose between DCE and SETCO that seemed to be being resolved positively”.</i></p> <p>MN 202: <i>The Steering Committee certainly had the potential to take decisions supportive of project activities and to resolve conflicts, however initial problems in early years (over definition of the lead ‘beneficiary’ influenced Committee discussions in negative manner, so the Committee deteriorated into a position of over-viewing project performance, and not tackling the real external problems affecting delivery of project results.</i></p>
PROCORREDOR	<p>As the last external observation on record, the 2009 Monitoring Report is important. This notes that it was very hard to judge the actual or potential performance in terms of the quality or “<i>level of dialogue that the project could generate, to make an impact at both the CBC and MBC. The fact of failure to publish the detailed regulations the new forestry law, and political instability, created an unfavourable context</i>”. While noting a good level of ownership from most of the different target groups (due to wide and constant consultation between institutions), the criticism was made that, “<i>despite the existence of numerous projects in the corridor funded by other sources of cooperation (GTZ, World Bank, IDB, USAID) or the EC, the project had yet to develop strategic alliances with these other actors to create synergies at the highest level of the CBC</i>”. So the aspect of the <i>quality of dialogues</i>, seems to have received much greater attention in the last year and a half of project implementation (mid 2009- late 2010).</p> <p>The 2009 Annual Report noted that, as part of normal project work, “<i>meetings were carried out in town halls to identify demand, potential beneficiaries and actions that could be carried out through grants such as small rural water systems, sustainable production practices and grants for women, youth and ethnic groups. For grants to favour local economic development, the project developed several briefings such as a General Inductive Workshop, Priority Validation Meetings, Orientation Meetings for NGOs and municipalities, and Training Workshops on preparing proposals for participation in tenders</i>”.</p> <p>MN 203 states that: <i>Meeting quality has varied, from a poor beginning, but has evolved positively. Key results have been contracts agreed with flexible special arrangements that allow for proper adaptive co-management. Meetings between with government bodies and beneficiary organisations, have provided support and advice to strengthen leadership and align various collaborators in the joint performance of their tasks and functions. Disaster Risk Management work evolved positively through project facilitation of cross-department coordination with Department of Interior and COPECO. In general, meetings have served as communication channels and for provision of support on policy and regulatory aspects.</i></p>
I-1.2.3	Testimonies that this policy dialogue had an influence on the

	legislative framework of natural resources management
BOSQUES Y AGUA	MN 201: Local issue of ordinances on the subject.
FORCUENCAS	Little information yet available, apart from the suite of Documents recorded in the Bibliography from 2009 and 2010 that systematize project experiences.
PROCORREDOR	No information yet available, apart from reports from meetings and workshops, except to note that the 2009 Monitoring Report recommended ongoing clarification to establish the roles of SERNA and ICF, and the need to establish a strategy to limit any negative impact of ongoing institutional change on the project.
I-1.2.4	Frequency of meetings with the nongovernmental sector
BOSQUES Y AGUA	Little information yet available, apart from MN 201: <i>Through all phases of the project, implementation and coordination meetings were held very frequently in the area with NGOs, government projects and educational institutions. These varied frequency according to context, needs at the time, and the interests of the project.</i>
FORCUENCAS	Little information available, apart from MN 202: <i>Meetings have been held with various NGOs across sectors, but the question isn't easy to answer, as it depends on who is the focus of the question.</i>
PROCORREDOR	Little information available, apart from MN 203: <i>Project staff have met every fortnight on average with a range of non-partner NGOs, while meetings between Government and NGOs have been facilitated by the project on a monthly basis. As the project is implemented through partners, many of which are NGOs that have been given grants and contracts, management of the work requires almost daily contact between project staff and these partners. With EG and the EU Delegation, telephone contact and e-mail has been almost daily.</i>
I-1.2.5	Quality of meetings with the nongovernmental sector
BOSQUES Y AGUA	Little information available, apart from MN 201: <i>Given OCIDH's good reputation, meetings have been held in a positive atmosphere of cooperation, as shown by field coordination of activities leading to Micro-Watershed declarations; programmes to improve water quality; capacity building; and development of educational and awareness campaigns.</i>
FORCUENCAS	Little information available, apart from MN 202: <i>Close relationships were developed in the field to take specific issues forward. For example (i) Fundación Vida has collaborated on Environmental Education and Management of Micro-Watersheds; (ii) CEHPRODEC in sustainable agriculture; (iii) the Agenda Forestal, to establish and train municipal and community-level forest councils; (iv) to manage and conserve Protected Areas, high-quality meetings were held with AMITIGRA, Asociación Patuca and ICADÉ; (v) meetings with Fundación PROLANCHO have been useful to implement the Eco-Stoves programme.</i>

PROCORREDOR	Little information available, apart from MN 20 : <i>Overall the NGO sector suffers from low operational capacity and an isolationist posture of working by themselves with little or no coordination with local governments, sometimes even with their own target beneficiaries. Overall the Project has facilitated a large number of actions leading to positive change.</i>
JC.1.3	<i>The EC approach to NRM was coherent with prevailing overall EC cooperation policies, notably in the field of natural resources</i>
BOSQUES Y AGUA	According to all documents reviewed, this project was consistent with all relevant EC cooperation policies. MN 201 : <i>The development of the proposal took into account the priorities of the EC on NRM issues at that time 2006. The</i>
FORCUENCAS	According to all documents reviewed, this project was consistent with all relevant EC cooperation policies. For example Addendum 4 which extends the project for 2 years, states that this allows “ <i>funding of initiatives to support renewable energy, such as solar based systems that reduce emissions of greenhouse gases in marginalised communities; while also include further initiatives that increase local governance capacities and achievement of technical standards such as methods for forest inventory, independent forest monitoring, to play a role contributing to the EC-funded budget support MOSEF programme vital for Honduran forest-sector modernization</i> ”. Through approval of Addendum 4, FORCUENCAS has sought continued international policy relevance, by aligning the extension with GHG mitigation, and clean energy, and importantly frames the project as a key contributor to the upcoming MOSEF programme. MN 202 : <i>Project approaches were designed to account for EC NRM policies effective at that time, but also responded to newer concerns such as Clean Energy, with the call to introduce solar systems for communities without access to energy. However the tender call was unsuccessful and will unfortunately need to be repeated in any further extension of FORCUENCAS.</i>
PROCORREDOR	According to all documents reviewed, the project was consistent with policies on biodiversity and forest management – see below and MN 203 : <i>Project objectives and activities were developed fully on the basis of the EC policies then current in the field of natural resources.</i>
I-1.3.1	Justification for EC approach in natural resources
BOSQUES Y AGUA	The Project Synopsis dated August 2008 justifies the project in terms of “ <i>intensifying environmental problems in Honduras over recent time, which contributes not just to food insecurity for many people, but has triggered an accelerated process of deforestation accompanied by deterioration of the quality and amount of water for human consumption and agriculture. Key problems that are justified in being solved are the high rates of deforestation of two areas of cloud forest (key productive areas for water supply); indiscriminate use of firewood for cooking; soil and water contamination by agro-chemicals and waste mismanagement; low agricultural productivity; land-burning; food insecurity; lack</i>

	<i>of organizational capacities; poor development planning; limited local environmental advocacy”.</i>
FORCUENCAS	<p>The Project DTAs lay out an approach overall well justified in terms of: “<i>an urgent need to establish a social pact around better land management and reduced social disparities; with the most urgent problems to be addressed being: (i) a lack of an overall planning framework of river watersheds; barriers to sound land use and water policies; limited economic development; poor use of disasters mitigation measures; (ii) lack of effective tools for coordinated land-use management emphasising equitable use of resources; (iii) lack of awareness about the risks and consequences of natural resources neglect</i>”. This sets the project firmly in the context of EC policies on NRM and MS bilateral cooperation generally.</p> <p>MN 202: <i>Key NRM and aid policy issues on topics such as participation, gender, criteria to prioritize investments for poverty reduction, ensuring access to water, were all derived from various EC guidelines. These had already been included in the overall framework that orientates the project (financing agreement, POG and POA).</i></p>
PROCORREDOR	<p>The Project DTAs lay out “<i>a clear intervention logic and implementation methodology, focusing the Project on the rapid environmental deterioration of the Honduran Caribbean Biological Corridor due to: interconnecting areas being damaged; poor protected management; insecurity of land tenure and lack of land use planning; institutional weaknesses for NRM</i>”. Project agrees with the National Strategy for Poverty Reduction.</p> <p>MN 203: <i>The project approach appears fully justified, as it seeks to improve management of protected areas and watersheds through a participatory approach, which already are priority methods under EC Biodiversity policy. Implementation problems were met and dealt with during the early stages of intervention, which had to be reviewed and amended by the EG team, in agreement with the Delegation. However, at all times the approach was justified within the wider EC policy framework.</i></p>
I-1.3.2	Consistency of EC interventions with its CSPS
Non-intervention specific	See overall discussion above. Information available has not indicated that any notable inconsistencies have occurred.
BOSQUES Y AGUA	Little information available, apart from MN 201: <i>The project has been consistent with the CSP.</i>
FORCUENCAS	Little information available, apart from MN 202: <i>The project has been consistent with the CSP, even more so given the renewed emphasis on forestry, as seen in the proposed MOSEF programme. It is also consistent with the recently approved National Plan that emphasizes decentralization.</i>

PROCORREDOR	Little information available, apart from MN 203 : <i>Project efforts have all sought full consistency of strategies with the EC CSP, especially by ensuring that fuller participation of local governments makes them integrators for each municipality, in the framework of the Mesoamerican Biological Corridor.</i>
I-1.3.3	Linkages, synergies and contradictions of EC interventions with overall EC policies in natural resources
BOSQUES Y AGUA	No information available.
FORCUENCAS	Little information available: MN 202 : <i>EC international cooperation & environmental policies have been built-in given that the entire project's aim is to improve NRM, within: (i) the overall fight against poverty; (ii) provision of funding for civil society actions that increase household revenue; (iii) reduction of the drivers of deforestation (e.g. via Eco-Stoves; support to cooperatives for forest management); (iv) improved access to water via financing integrated water projects, etc. There appear to be no contradictions.</i>
PROCORREDOR	Little information available, apart from MN 203 : <i>Synergies have achieved given that we have ensured the efficient use of financial resources and reached the final beneficiaries.</i>
JC.1.4	<i>The EC approach to natural resources was coordinated with and complementary to other donors' cooperation</i>
BOSQUES Y AGUA	Little information available, apart from MN 201 : <i>EC funding for this project was complementary to the contribution of the British organization Christian Aid. No other EU bilateral donor projects were, or needed to be, involved.</i>
FORCUENCAS	According to the 2007 MTR , overall the approach was well coordinated with the cooperation effective across the region by other donors, and that the key element ensuring this was the taking of a participatory and facilitatory approach, meaning that stakeholders decided for themselves which kinds of local collaboration and partnerships made sense to achieve particular objectives. FORCUENCAS, given the geographical area covered, and the amount of unprecedented scale of its funding, had to use decentralised mechanisms - such as FODEL - to ensure multiple sources of complementarity with other cooperation. MN 202 : <i>Coordinated actions took place with the GTZ (on forestry and biodiversity), with SDC/COSUDE (Eco-Stoves), the Canadian Agency for International Development (support to forestry sector), with the IDB (Ecosystems Project), with the World Bank (Proyecto Corazón).</i>
PROCORREDOR	Project inter-donor coordination has been high, consistent with information in the 2009 Annual Report on the number of consultation events realized and the apparent high quality of the multiple collaborations underway. This report notes that <u>more than 60 active national and international collaborations</u> are effective.

	<p>MN 203: PROCORREDOR <i>has always been open to agreements and other forms of cooperation with other donors, both from other EU member states, or with USAID and international NGOs. There are several international NGOs that operate as implementing partners. In public consultation fora, in the ongoing delivery of training, and in all actions on our major themes, no relevant actors are excluded. PROCORREDOR has an intervention strategy that strengthens decentralization, municipal level, community participation and makes effective use of the financial resources targeted at final beneficiaries. Diverse fora are used to consult at various levels to: (i) ensure municipalities fully take on their role in NRM; (ii) to coordinate networks and widely support networking between development agents; (iii) increase community participation; (iv) social auditing of public spending for improved transparency. The EC's financial resources have been sensibly invested across different levels to central government, local government, NGOs and community groups. The approach took account of the experiences and methods of other projects. Perhaps the greatest benefit of EC's intervention is the comparative advantage given by the overall size of the funds. The investment in PA health of E25 mn for the Caribbean Biological Corridor is significant and allows not only achieve practical actions on the ground, but also improves the delivery of services by many other development institutions. The co-execution method has led to significant project ownership by local actors. However, the rigid administrative procedures of the EU have led to inefficiencies and lowered the effectiveness of the intervention.</i></p>
I-1.4.1	EC comparative advantage to EU MS in the field of NRM (policy dialogue, sector or technical expertise, country experience, critical mass of resources)
BOSQUES Y AGUA	No information yet available.
FORCUENCAS	Little information available, apart from MN 202: <i>It is not really possible to tell which bilateral donor has better capabilities and which of them works as the most effective actor in any given area of aid cooperation. The key question should be to focus on the interest of each, and their joint capabilities, to coordinate practical actions in ways that maximise overall complementarity in aid delivery. The role of G16 for inter-donors coordination makes best use of these synergies. At country level, the agency with greatest experience in forestry is GTZ.</i>
PROCORREDOR	No information available.
I-1.4.2	Mandate given by EU MS to the EC in the field of natural resources
BOSQUES Y AGUA	Not relevant; no information available.
FORCUENCAS	Little information available, apart from MN 202: <i>The mandate given by MS bilateral donors to the EC to implement a project such as FORCUENCAS, to act in the NRM sector, is not a topic of concern. The</i>

	<i>subject could be assessed after a few years of completing the project, once its major effects and impacts can be identified.</i>
PROCORREDOR	Little information available, apart from MN 203 : <i>The approach has involved a range of actors, mainly local in nature, to improve environmental management conditions for the sustainable management of protected areas and interconnection of the Caribbean Biological Corridor, including Municipalities, NGOs as co-managers of the PAs, other pro-development NGOs and community groups. As such, competition with other EU Member States bilateral aid agencies, or their opinion of this Project, has not been relevant. Our support has been given to key institutions to each take their own leading and align their responsibilities.</i>
I-1.4.3	Quality of dialogue with other donors in the field of natural resources
BOSQUES Y AGUA	Little information available, apart from MN 201 : <i>Active discussions with donors such as Diakonia/Sweden and Christian Aid as the co-donor, have supplemented our resources, and led to agreements to provide follow-up beyond the life of the project.</i>
FORCUENCAS	<p>The indications have been positive for ongoing inter-donor dialogue. The 2009 Monitoring Report notes: <i>“the coverage of FORCUENCAS actions in its area of intervention is particularly important for synergies with other projects working in the same region. Because of the intense work carried out across the region focused on increasing participation, FORCUENCAS is regarded as the leading reference for other actors in international cooperation. The mission found that close and continuous relations were active with GTZ (PRORENA-Natural Resources Program & RIOPLUS); SNV (Strengthening Local Organizational Capacity); CIDA-Canadian Partnership (Natural Resources & Forestry); SIDA/Sweden (Software Support Environment and Natural Resources); Rio Platano Biosphere Project and SGJ-PATH. Other contacts included agencies such as USAID-MIRA, FAO, IDB and UNDP”.</i></p> <p>MN 202: <i>The coordination with other donor-funded projects has been positive, though particular policy issues, that could have affected the project, were largely avoided given the improved legal framework following creation of ICF.</i></p>
PROCORREDOR	Little information available, apart from MN 203 : <i>The project role has been to facilitate, support and advise the relevant institutions. Specific policy dialogues have not been noted as being necessary.</i>
I-1.4.4	Division of labour between main actors in the field of natural resources management
BOSQUES Y AGUA	Little information available, apart from MN 201 : <i>With Swedish Diakonia, their emphasis has been on education towards fuller take-up of each individual's role as a citizen. Christian Aid has complemented our EC-funded actions.</i>

FORCUENCAS	Little information available, apart from MN 202 : <i>State institutions have usually had the role to establish normative framework and to ensure compliance. However, state authorities have also taken on roles: (i) supporting training (ICF to strengthen forest cooperatives; SANAA to train 'Juntas de Agua');</i> (ii) <i>licensing and PA declarations (ICF for watersheds; SERNA for environmental licenses and permits). Local Governments have concentrated on internal strengthening to enable them to support communities, so as to implement actions financed by the Project. Civil society bodies (especially communities, cooperatives, water boards) acted as expected when financed by the Project. Comparatively, the effectiveness of ICF and SANAA was higher than that of SERNA. Municipalities generally were effective in applying FORCUENCA's development approaches, although changes each 4 years to staff are inevitably part of how municipal corporations work, and care will need to be taken to monitor progress. All civil society organisations (with very few exceptions) were highly effective, which was understandable as the project's actions were based on their perceived needs.</i>
PROCORREDOR	Little information available, apart from MN 203 : <i>The project serves as a facilitator, so was not responsible for determining the division of labour between agencies, which has arisen organically through agreements between development actors. The project approach was to facilitate capacity-building using participatory methods.</i>
I-1.4.5	Synergies with other donors in the field of natural resources
BOSQUES Y AGUA	Little information available, apart from MN 201 : <i>The approach taken was comprehensive in addressing the causes driving unsustainable NRM, based on the 'bet' that it is local capacity building that gives sustainability.</i>
FORCUENCAS	<p>A series of recent FORCUENCAS-led documents listed in the bibliography (with links) demonstrates a high level of joint activity by the project to systematize its experiences and make these available to the wider community. An interesting feature has been to locate many of the documents on the website of the 'Agenda Forestal', which has been a GTZ-funded long-term initiative in support of Honduran forest sector policy development. This is a good example of synergies with other EC MS at a strategic level.</p> <p>MN 202: <i>During the identification and formulation phase, EC and contracted specialists met with other donors to share their experiences and listen to their suggestions. Nationally, synergies were achieved in the design of development planning instruments, for example, the Municipal Development Planning process was validated by several donors, under the auspices of the Ministry of Interior and Justice with FORCUENCAS support. Similarly, the design and validation of methods for training of the Community Forestry Councils were carried out with GTZ, under the auspices of the ICF.</i></p>
PROCORREDOR	Little information available, apart from MN 203 : <i>Synergies were achieved by full coordination with a range of other donor projects to improve local capacities through exchange of experiences.</i>

I-1.4.6	Overlaps with other donors in the field of natural resources
BOSQUES Y AGUA	None were noted in any documents consulted.
FORCUENCAS	Little information available, apart from MN 202 : <i>No negative overlaps have been of concern.</i>
PROCORREDOR	Little information available, apart from MN 203 : <i>Coordination has been highly effective with other projects, such as the World Bank PMDN program, where, to avoid duplication, work was distributed between the two project intervention areas. With some projects, agreements or letters of understanding were signed.</i>

EQ2	To what extent has integrated and sustainable management of natural resources been strengthened and to what extent has the EC contributed to it?
JC. 2.1	Capacity and participation of local actors in management of natural resources have increased
BOSQUES Y AGUA	<p>The 2009 Monitoring Report notes that: <i>“Impacts are the result of active and constructive participation in local politics, through committees established by law for citizen participation, forestry consultation, water law and sanitation. Mayors of the local councils positively evaluated the investment in environmental sanitation and dissemination of improved stoves to reduce pressure on forests. Economic sustainability of agricultural production seems high, as seen in the high level of strategic grain reserves, administered in the form of rural banks and in good local market activity. OCDIH’s exit strategy involves continued support and technical assistance in the area”.</i> This seems to indicate achievement of at least the related project results given increases in local capacities, and exceptional levels of participation in NRM actions, directly attributable to the intervention.</p> <p>MN 201 notes that: <i>By implementing the project through an extensive ‘organizational groundwork’, the foundations were built for sustainable NRM, carried out directly by civil society bodies directly and indirectly involved in various environmental fields. Via community decision-making, very high levels of proactive stakeholder involvement have been reached in all aspects of environmental management. This has: (i) reinforced a new culture of relationships with NR, expressed in the decrease of agricultural and forest fires; (ii) allowed for effective campaigns to be carried out for community clean-ups and reforestation; (iii); improved hygiene and sanitation in homes; (iv) increased water quality; (v) boosted interest in natural processes of re-vegetation that allow for in-situ genetic conservation of indigenous plants; (vi) significantly increased the uptake of new forms of agro-production though sustainable farming practices, including reducing the use of agro-chemicals.</i></p>
FORCUENCAS	<p>The 2009 Monitoring report noted that the higher level of participation and capacity-building achieved towards the end of the project enhanced <i>“sustainability which is assessed as good for the economic viability of investments made with CSOs and municipalities, although risks remain due to the restricted budgets of public institutions and irregular fiscal transfers to municipalities”.</i> Following the more populist line taken by the Zelaya Administration, <i>“at the municipal level sustainability is now uncertain, as new laws require municipalities to consult with residents on tariffs for the sewerage and water services they provide, and poor local tax collection could mean that municipalities fail to administer the non-improved services, as they cannot bear the real economic costs of sustainable management of these public services”.</i> Combined analysis of various reports shows that the project, even though of quite long duration, only came to become fully effective on the ground in the last two or three years of operation.</p> <p>According to 2009 Monitoring Report: that even though the project was to conclude, discussions about appropriate means to complete some</p>

	<p>outstanding tasks such as tenders were to occur. This then led, under the new Govt of 2010, to Addendum No 4 which effectively re-launches the project for a further 2 years. The project has sought to apply good practice in sectors under great flux, such institutional change in the forestry sector, new land use planning and property registration systems, and the ongoing application of decentralization policies. All these and other processes which FORCUENCAS has tried to benefit were affected by changes of government with incoming authorities unpredictably altering the course of ongoing processes. Evidence available indicates that local capacities and NRM participation has increased due to the intervention, with some reservation due to the scale of this project (over time and geographically), as this makes the attribution of improvements just to this single EC intervention very difficult.</p> <p>A series of documents published in the last year of this project includes: <u>'Knowledge Acquired, Changes in Attitudes and Behaviour of FORCUENCAS beneficiaries towards Natural Resources and Local Management'</u>, which was prepared by the Pan-American Agricultural School (EAP), as a project of the Socioeconomics and Environment Course. This documents the extensive changes across the region, in part due to FORCUENCAs facilitation. This remarkable document shows agility on the part of FORCUENCAS in establishing a research alliance with EAP to look in depth into a variety of cases covering the experiences of direct beneficiaries with 21 projects, grouped in seven themes: (1) protection of micro-watersheds; (2) energy efficient stoves and ovens; (3) education and environmental awareness; (4) solid and liquid waste management; (5) forest management through agroforestry cooperatives; (6) municipal capacity-building; (7) wildfire prevention and control.</p>
PROCORREDOR	<p>The EAMR of July 2010 noted that, <i>“due to the administrative/legal/fiscal situation of the beneficiaries, most of them received the first payment with considerable delay. During contract preparation, municipalities and other local stakeholders had to meet complex administrative conditions, for example as regards tax exoneration. The political situation, the elections and change of government all added further delays. Due to the large number of contracts and subsidies, close follow-up of the execution of the project is needed by the Del. and project staff, and training burdens for new national and local authorities will be heavy, following installation of the new government, in the use of the Project’s technical, administrative and financial tools”.</i> This indicates a robust result to date, with increased capacity and participation of local actors, as seen by the success in establishing contracts before deadline, leaving the project in 2010/2011 to support project implementation and administer the contracts.</p> <p>MN 203: <i>Support was given to government institutions such as IP, ICF, S[Gy], SEP at regional level and also to local governments, although this was weak to begin with. Provision was made for equipment, training and financial resources to implement activities within their area of competency. The form of financial support has allowed for</i></p>

	<i>flexibility in monitoring. The EG should certainly be allowed to take decisions that changes the relative assignments of resources across competing priorities, if needed during the implementation period. Much deeper thought needs to be given to all the implications that each change of government brings to due to the style of the Honduran electoral processes. This can clearly affect implementation negatively. However implementation difficulties have been severe.</i>
I-2.1.1	Existence of land use planning and cadastres
BOSQUES Y AGUA	Little direct information available, apart from MN 201 : <i>We carried out a zoning process aimed at delimiting specific areas for water production, which were the focus for community planning. In the wider project intervention area, many other activities to improve NR management and conservation were carried out, such as intensification through improved agricultural practices. But the project was not involved in land property registration processes.</i>
FORCUENCAS	Little direct information available, apart from MN 202 : <i>One of the most important approaches at municipal level was provision of funding for development of capacities and processes for land cadastral surveying and property registration, and several municipalities are now using new regional methods. For overall land-use zoning and spatial planning, the Project supported the Secretariat of Interior and Justice. As a result, we adjusted the contents of the Municipal Development Plans, to integrate spatial planning with property registration.</i>
PROCORREDOR	Little direct information available, apart from MN 203 : <i>The project has hired a Spanish company to complete the land cadastres of the 8 municipalities of Atlántida Dept. and has signed contracts to improve their land registry offices and tax control systems. The EC project has also signed contracts with the Instituto de Propiedad, to improve the Property Registration Offices in Tela and La Ceiba. Another Spanish company is cooperating with SEPLAN is working on overall land-use analysis and land zoning Department for Atlántida Dept focussed on 8 municipalities.</i>
I-2.1.2	Number of land registrations or legalisations
BOSQUES Y AGUA	Little direct information available, apart from MN 201 : <i>Two micro-watersheds were incorporated into ICF's protected area system: (i) La Majada watershed, Chinda municipality, Sta. Barbara Dept. (under legalization); (ii) El Zanjón watershed in New Arcadia municipality (almost completed – awaiting final declaration). Sustainability has been ensured through a full partnership approach applied during development of tools and methods: (i) watershed characterization; (ii) biophysical and socio-economic studies and (iii) community management plans. This support has resulted in community empowerment.</i>
FORCUENCAS	The 2009 Annual Report demonstrates that a comprehensive approach was taken to tackle rural land insecurity and tenure issues, explaining “15 municipal capacity-building projects in Francisco Morazan and 13 in Olancho were fully operational. In El Paraiso Dept., projects were completed and in Choluteca Dept. were in their final stage. Strengthening the technical and administrative units of 59 of the 64 municipalities located in catchment areas of the Project will contribute to

	<p><i>streamlining NRM via instruments such as: Strategic Municipal Development Plans (PEDM), Local Government Rural Cadastre Systems and Municipal Tax Plan, each of which has involved provision of equipment and instruments. In these regions, the Local TA was coordinating regional actions involving Municipal Corporations, ATAs and service providers”.</i></p> <p>MN 202 states that: <i>Zones where land cadastral surveys were implemented coincided with areas where efforts are made to improve property registration systems. Support was given to the coffee sector for legalization properties belonging to small producers in coordination with the Agrarian Institute (INA) and ICF.</i></p>
I-2.1.3	Number of local initiatives or proposals in the field of sustainable management of natural resources
BOSQUES Y AGUA	<p>The monitoring report of 2009 is the only source of external information for this project, and notes that “<i>Association between development agents is encouraged and the number of beneficiaries is more than was planned (6,000 people instead of 2000), in 37 communities in 8 municipalities. Evidence shows that the process underway of forest protection in collaboration with municipalities and CSOs, requires constant follow-up. Impact are assessed as positive: (i) population involved in activities was greater than anticipated; (ii) beneficiaries have positively assessed interventions in infrastructure, strengthening of organizational capacities, advocacy; (iv) strategic alliances are active with Oxfam and advocacy projects; (v) good relationships are effective with municipalities; (vi) Mayors have declared satisfaction with better relations with the CSOs and are keen on constructive local participation, such as in social auditing, environmental committees”.</i></p> <p>MN 201: <i>About 22 local initiatives were funded aimed at sustainable NRM. These involved capacity-building of the target population through workshops, campaigns, training, conferences, meetings and study tours. Funding provided assets and inputs for infrastructure such as for composting, greenhouses, potable water system improvements and household latrines.</i></p>
FORCUENCAS	<p>The 2009 Monitoring report noted: “<i>Beneficiaries are executing their projects, albeit with difficulty and slower than expected, however the high relevance of these makes it much more likely that these continue to produce benefits in terms of successfully delivered products and services”.</i> The 2009 report continues by breaking down “<i>Of 853 projects approved, 10 are for Institutional Strengthening, 134 for Strengthening Local Development, and 709 are directed at Investment in Natural Resources Management, with fairly-uniform distribution of projects among the four regional areas of intervention. Of the 853, 270 have been completed and 575 are being implemented, including 11 recently-approved strategic projects. An achievement worth highlighting was the 59 projects developed to strengthen local government for streamlining and improve NRM”.</i> In conclusion, many municipal initiatives across entire watersheds have been fostered as a result of the project, and that under the extension granted by Addendum 4, these are likely to supported to then bear fruit in terms of sustainable benefits and impacts.</p>

	<p>MN 202: Records show that by the end of the project, FORCUENCAS had funded these quantities of initiatives of various kinds: (i) 323 directed at water conservation and supply, including (a) improvement or construction of water systems, such as gravity-fed, drilled-wells and rainwater harvesting systems; (b) designation and protection of watersheds, plus local institutional strengthening; (ii) 125 targeting forest management, through reforestation, utilisation of forest management by-products and of non-timber products, promotion of mobile sawmills, control of pests and forest fires, accompanied by administrative and technical capacity-building; (iii) 13 directed at improved soil management, via soil conservation and enrichment techniques; (iv) 86 benefitting second-tier organizations, via support for their legalisation, preparation of statutes/regulations, strategic planning, and equipment); (v) 68 projects for strengthening municipalities, via modernization of their administrative and taxation systems, urban and rural cadastre, strategic planning and equipment; (vi) 69 in the 'other' category, diverse activities to improve environmental licensing, designate protected areas, construct and manage landfill and oxidation ponds; and promotion of fuel-efficient stoves; also; (vii) 11 projects still to be implemented are classed as 'strategic' and would take up 20% of the total investment; and a further 15 projects for comprehensive strengthening of state institutions involved in regulating NRM.</p>
PROCORREDOR	<p>According to the 2009 Annual Report the project managed to pass the test of the N+3 regulation to establish more than 150 contracts, and is now on track to enter a phase of supervision of actions and support for ongoing field actions by local actors.</p> <p>MN 203: Overall the project has provided 130 grants (<i>contratos de subvención</i>) and 24 service contracts. These have involved implementation of local initiatives for PA management and watershed protection; promotion of sustainable agricultural systems. The initiatives have been undertaken through capacity-building, institutional-strengthening and partnership-building with central government, local governments, PA NGOs, co-managers, development NGOs, and community groups.</p>
I-2.1.4	Number of bank credits used for sustainable management of natural resources
BOSQUES Y AGUA	This was not an area in which this project worked.
FORCUENCAS	Little direct information available, apart from MN 202: <i>No credits were directly provided; initiatives obtained credit through the Trust Fund as our main financial instrument.</i>
PROCORREDOR	This was not an area in which this project worked.
I-2.1.5	Number and quality of linkage in local development plans with sustainable management of natural resources
BOSQUES Y AGUA	The M & E information is sparse on this point. It is likely that considerable time is needed before real linkages develop, with MNR deliberately factored into local development plans, rather than

	<p>occurring as a derivative of local chance, initiative and open opportunities, such as where particular municipalities have one-off good leadership.</p> <p>MN 201: <i>In order to ensure that the 'Planes Estratégicos de Desarrollo Municipal' (PEDM) reflected NRM issues, biophysical studies and catchment characterization were the main methods to incorporate this issue. The ongoing challenge for local governments is to ensure allocation of resources in a systematic way for subsequent phases of watershed management plans.</i></p>
FORCUENCAS	<p>The 2009 Annual Report notes that <i>“Specifically FORCUENCAS support will focus in this last stage on completion of the municipal capacity-building projects, on the following topics: rural census; Strategic Development Plans Municipal-PEDM; municipal taxation plans, municipal administration systems, and provision of equipment (motorcycle, computer, GPS, etc.). The experiences gained with this topic will be systematized in the first quarter of POA 6, to interrelate experience and contribute to the stock of social knowledge about the region”.</i></p> <p>MN 202: <i>The government's current approach is that the Municipal Development Plans has integrated the component of landuse spatial planning, zoning and management, as a complete package of “ordenamiento territorial”.</i></p>
I-2.1.6	Evidence of EC contribution to increased capacity and participation of local actors in management of natural resources
BOSQUES Y AGUA	<p>The 2009 Monitoring report concluded that investment made in social capital had paid off, and that strategic results were on track to be achieved as planned. <i>“Substantial contributions to increased capacity and participation of local actors in management of natural resources were expected: (i) the basis for watershed management plans was established, even if the complete demarcation and declaration process was not complete; (ii) support to build capacities in leadership for advocacy were appreciated by beneficiaries; and overall it appeared then that more beneficiaries were being reached than planned (over 6,000 people instead of 2000 in 37 communities in 8 municipalities); (iii) Evidence showed that the collaborative forest protection with municipalities and organized civil society would require ongoing follow-up, but this was likely due to high levels of participation in project activities, and due to beneficiaries strengthened organizational capacity; development of local strategic alliances; good relationships with municipalities. [Further impacts noted were:] (iv) positive appreciation of mayoral authorities benefitting from better relations with CSOs taking part in social auditing and environmental committees; (v) Mayors positively evaluated investments in environmental sanitation (latrines and water quality); improved stoves that reduce pressure on forests; and enhanced levels of food security due to success in agricultural production, as shown in good local levels of strategic grain reserves; (vi) OCDIH's exit strategy allows for continued support and TA in the area... [which even included] meetings with mayoral candidates in the elections so that they know what processes are underway and they account for them in their political agendas”.</i> This small, well-focussed project seems to show how synergies between various project activities can be achieved, so that capacities and participation are now</p>

	<p>higher and, with follow-up by OCIDH, likely to be sustainable.</p> <p>MN 201: <i>Monitoring and evaluation of the project shows highly-positive use has been made of NRM training, organization-building and civil society-strengthening. Benefits include well-functioning Municipal Water Associations (Juntas Administradoras de Agua Municipales); school leadership for environmental advocacy and Community Environmental Committees. These structures develop strategic alliances, such as OCIDH's cooperation agreement with the NGO WFP, and have improved water resource policies at all levels. Local organisations have far greater capabilities to make their voices heard in public and private policy spaces.</i></p>
FORCUENCAS	<p>Documents examined lead to the conclusion that despite many severe implementation difficulties, FORCUENCAS “came right in the end”. The overall impact of the project is difficult to evaluate, given the vast area covered, but local benefits through synergetic improvements in relationships and capacities, are highly likely. The EAP Zamorano Report 2010 is the best recent external evaluation of the project's achievements. This notes that: “Major changes have been realized in NRM. Many management groups have been strengthened by the experiences gained through their relationship with FORCUENCAS .The first changes identified are related to the protection of water sources.. The next most common reported changes are aimed at forest protection.. Finally some minimal changes are reported on improved farm and land management. Improved knowledge relates to subjects such as: forest plantation nurseries; natural regeneration management; resin production techniques; watershed declaration process; environmental laws; waste management; construction of water systems; wood stove furnace construction; fire control techniques; methods for environmental education and conflict management; risk management and disaster prevention. For municipalities, learning has been related to management tools (GPS, computers, cadastral and accounting programs, etc.). Wider examples of changes in behaviour include: forest protection; fire prevention/control; declaring protected areas; willingness to pay property taxes; resin production; water management; watershed management plans; trash cleaning campaigns. The most minor changes were related to farming systems and agricultural methods. The lack of land title and ignorance were the main justifications for failure to use conservation practices and improved soil management. In most cases analyzed, direct beneficiaries experienced learning as a “transformation” which goes beyond identifying a problem or constraint, towards the critical revision of beliefs and deliberate choice of appropriate actions or behaviours. Changes in management of local organizations, involved a sense of the benefit of greater social capital. Social/human development indices were higher than for non-beneficiaries. ...Changes related to participation were increased activity in management activities; increased motivation; greater female participation; involvement of young people; participation in various environmental agencies and citizen participation. Long-term impacts are to do with strengthened local organizations; active groups and strengthened human capital, better management of capital projects and ultimately improved living standards. Beneficiaries identified six key elements to measure impacts: (1) NRM; (2) community participation; (3) impact of the project; (4) organization; (5) management and; (6) sustainability. In conclusion, beneficiaries reported positive</p>

	<p><i>changes in knowledge, behaviour and attitude amongst FORCUENCAS' target population in relation to NRM and local management'</i></p> <p>MN 202: <i>Increased capacity and participation of local actors are clear visible effects of the EC intervention. By carrying out a further future evaluations specifically directed at the local level, information would be generated on: (i) which municipalities have applied the improved methods that community-focused NRM requires (such as land cadastre planning, land dispute settlements, accounting) and (ii) which communities and cooperatives have applied the knowledge and technology for real improved NRM for all resources. Evaluations so far have shown a considerable number of municipalities are effectively implementing their instruments. Similarly, many communities are applying knowledge and technologies (via Water Committees, Forestry Cooperatives). A physical benefit has been a real improvement in preventing and combating forest fires. However, Forest Advisory Councils as institutional mechanisms are still too young to evaluate how robust their capacities are.</i></p>
PROCORREDOR	<p>Little direct information available, apart from MN 203: <i>Evaluations have noted that the PA management contracts were based on applications from NGOs and other bodies, these were approved in a transparent process. Contract and grant implementation has been facilitated by PROCORREDOR through multiple training, support and policy development actions, alongside the disbursement of financial resources.</i></p>
JC.2.2	<p><i>The capacity of national institutions to intervene in sustainable management of natural resources at the local level has increased</i></p>
BOSQUES Y AGUA	<p>At the local scale of this project, benefitting the capacities of national institutions was not an objective.</p>
FORCUENCAS	<p>Recent documents show that FORCUENCAS has sought and achieved a national role, and has been able to support the linkages between operators at national level down to local levels, just as it was designed to. Given that this was an explicit result that has had to be achieved by the project, this is not unexpected. The exact detail of all improvements to national-local linkages is not yet available, and the chain of attribution remains to be clarified how far these are due to FORCUENCAS alone, or to the wider synergies it facilitated.</p>
PROCORREDOR	<p>Recent documents, such as the 2009 Annual Report and 2009 Monitoring Report, confirm a high probability that the project is on track to increase national-local level interactions, and the capacities of co-plementing projects who will engage via their regional representation, up to national level. The strong focus on lesson-learning increases these probabilities. However, the extent of linkages back and forth is not clear, and should be further investigated. EAMR report for the first Semester of 2010 noted that "PROCORREDOR succeeded in contracting 92% of the funds before the D+3 date. Through Add. 3, approx €1M were reallocated to reinforce the capacity of the project. The initial payment of €6M was made to Procorredor in 2007 and in December 2009 the project received the second payment</p>

	<i>for a further €8M</i> ” indicating, through this disbursement record, that confidence is now high that the project is on track to deliver its results.
I-2.2.1	Effectiveness of protection in those areas
BOSQUES Y AGUA	The July 2009 Monitoring report stated that overall the prospects for effective watershed protection were high. OCIDH has noted clearly enhanced appropriation of project results by the beneficiaries who now care far more about their environment.
FORCUENCAS	All documents show that institutions and norms are becoming more widely developed and better applied, in part because of the activation of citizen awareness and reduced tolerance for abuse of NRs. This augurs well for eventual better protection of land areas on successively larger scales. MN 202: <i>One of the key agents responsible for controlling illegal logging is the Independent Forest Monitor (IFM), part of the Office of the National Human Rights Commissioner (Comisionado Nacional de Derechos Humanos). The Forest Monitor is effectively processing complaints received about illegal logging to enforcement institutions; and has managed to improve complaint management procedures. The IFM was supported by FORCUENCAS for one year as a strategic project.</i>
PROCORREDOR	All documents show that, the effectiveness of protection will no doubt vary on a case by case basis, with certain co-executors being more able and effective than others in managing the complex social processes needed to ensure effective protection. MN 203: <i>Interventions through the ICF, NGO co-managers and community groups, have mainly been aimed at strengthening the legal framework for PA protection and of water-recharge zones. These bodies now have the ability to formulate and implement their action plans for NRM.</i>
I-2.2.2	Local population’s participation in management and protection of those areas
BOSQUES Y AGUA	Real benefits have been achieved through high-quality participation, and that this is encouraging a shift in mentality towards better NRM. Little direct information available, apart from MN 201: <i>Capacities have increased for joint NRM between grassroots organizations and public institutions, given that the approach has been based on working relationships and mutual interests. Apart from increased awareness of local leaders to reduce forest felling, the government has issued local ordinances to regulate illegal cutting and burning. Evaluations have shown that 81% of project households interviewed said that in the last 3 years, the main period of project implementation, there have been reductions in areas under agricultural and forest fires. Local participation was a strategic principle of the project, expressed in all phases and actions: reforestation campaigns, environmental awareness, installing water systems, promotion of sustainable farming practices. An example was the full participation of local people in the El Zanjón watershed throughout the process of obtaining the declaration, with progressively deeper awareness of how important participation is to watershed management. This has led to other communities becoming motivated to manage water-producing zones.</i>

FORCUENCAS	<p>The Zamorano Report and the 2009 Annual Report indicate that, despite the extent and complexity of social change across a huge area of land, it is likely that the local relationships between actors have been strengthened, for example between CSOs and UMAs, or between local ICF offices and community forestry or watershed groups. Overall, that is the change that FORCUENCAS was designed to achieve. See above.</p> <p>MN 202: <i>Civil society participation has been directed at better planning of their own environments of interest to sustainable livelihoods, for example protecting areas where water of infiltrates and recharges aquifers, or for income-generating resources such as well-managed forests. Participation has been effective as long as local interests are directly linked to issues of real community welfare. Popular participation has decreased significantly when it came to the planning of spaces beyond their surroundings, which is why greater participation was gained when planning micro-watersheds compared to sub-watershed or entire rivers basins. Sustainability is complex, given that irregularities such as climate change are altering the environment, and that social changes threaten community stability. Strong migration flows occurs in Honduras and this weakens the social fabric, by draining the community of potential leaders. The lesson for those left behind is that those who take more risks, can attain some kind of "utopia". This is destructive as it reduces the likelihood of continuation of process, when those with greatest entrepreneurial skills are constantly leaving the community. The implication is that the chances for real sustainability are greatest when the actions of an external project are directly linked to expressed and widely-felt interests, which is increasingly likely when the processes are at very local levels. Longer-term, future evaluations a few years after project completion, would enable a deeper understanding of what factors have led to real benefits being sustained i.e. that they are durable. But even that begs the question of <u>the kind of sustainability</u> we are seeking or that can be achieved.....</i></p>
PROCORREDOR	<p>Little direct information available, apart from MN 203: <i>Given that implementation was through grants, community participation in PROCORREDOR was always expected to be indirect. However, of course, it was applied as a non-negotiable issue of principle: (i) in the guidelines for applicants for grants, insisting that implementation MUST be participatory and closely involve the populations in the areas under improved NRM; (ii) Each grant has been followed-up by a Monitoring Committee composed of members of the communities involved, and coordinated by the Municipal Transparency Commissioner (Comisionado Municipal de Transparencia), though of course as these are new institutions, the effectiveness and sustainability of these bodies is still weak, and they need more time to mature and continued support.</i></p>
I-2.2.3	Link between the increased capacity of local institutions and the decentralization policy
BOSQUES Y AGUA	<p>The project approach has been skilful in increasing local capacities to serve its objective. PROCORREDOR II TRIMETRE Report 2010 states that, “with respect to the design of strategies to implement a decentralized environmental management system; under one of the service contracts “Decentralization of Environmental Management” is carrying out a work agenda with Fundacion Vida with SERNA’s Department of Environmental Management, beginning with</p>

	<p><i>National Workshop on Strengthening Decentralization processes for Environmental Management</i> to cover: <i>National Plan, Regionalization and Environmental Management; Municipal Environmental Action Plans in the context of Regional Planning; Environmental Law on decentralization of NRM; environmental licensing; regional functions in the new institutional context. The work involves the municipalities of La Ceiba and San Pedro Sula with SERNA to coordinate the formulation of 6 of 15 Municipal Environmental Action Plans, based on a Manual of Functions of the Regional Office in La Ceiba, which has been socialized with the Regional de La Ceiba</i>. MN 201: <i>Actions carried out have included strengthening the capacities specifically of two units - the UMA and UTGM - of municipal governments, which is fully consistent with the decentralization processes set out in the Municipalities Act.</i></p>
FORCUENCAS	<p>Though operating with a very large portfolio, FODEL has been effective and the projects funded have in total overall, worked within the decentralised institutions to build their capacities. MN 202: <i>Local governments have been a major focus, and the improvement in their management, so as to ensure that problems are tackled such as disputes over property and clear procedures are applied. There have been several cases where municipalities increased their income by applying planning and land management tools (dispute settlements, land cadastre surveys, property registration and taxation).</i></p>
PROCORREDOR	<p>As stated under other indicators, this project benefitted from the fact that ICF's formation, and the new legal framework, established the 'rules of operation' for PAs and watersheds quite early in the project's life. This allowed the project to work within established conservation frameworks (such as delegation of PA management to NGOs, and decentralisation policies, to facilitate capacity building at all levels.</p> <p>MN 203: <i>Our approach deliberately sought to strengthen the process of municipalisation: (i) as part of project strategy, all implementing partners had to socialize their application for NR management grant funds in forums, in coordination with the local municipalities; (ii) there are several case of joint project implementation between NGOs and municipalities; (iii) the territorial focus of interventions has required local government leadership and improved relationships between different actors in the municipality; (iv) grant management in some cases has been decentralized so that financial resources are managed through the regional offices of ICF; (v) it is too soon to evaluate the effectiveness and sustainability of these approaches, though there is little doubt that the process will face long-term difficulties, because of the low operational capacity of institutions, and the difficulties in tracking the resources made available as grants (subvenciones).</i></p>
I-2.2.4	Evidence that existing rules and laws on natural resource management are being better applied
BOSQUES Y AGUA	As covered above in comments extracted from the 2009 Monitoring report.
FORCUENCAS	Little direct information available, apart from MN 202: <i>Co-operatives are</i>

	<i>working successfully under their Forest Management Plan. Watersheds have been declared. Environmental permits have been properly emitted by SERNA.</i>
PROCORREDOR	Little direct information available, apart from MN 203: Forestry legislation and institutional frameworks are very recent and still need socialization and testing, as well as improvements in regulations.
I-2.2.5	Evidence of EC contribution to increased capacity of national institutions to intervene in sustainable management of natural resources at the local level
BOSQUES Y AGUA	Not relevant; no information available.
FORCUENCAS	Little direct information available, apart from MN 202: (i) Independent Forest Monitoring has improved the management of forests by reducing illegal logging; (ii) the Forestry Act has allowed Forest Advisory Councils (Consejos Consultivos Forestales) to operate; (iii) The EC Project supported the Forestry Agenda (Agenda Forestal) with the ICF, by trialing these mechanisms in support of better designs for community forestry; (iv) Ministry of the Interior and Justice was fully involved with the EC-project in the testing Landuse Planning processes (Ordenamiento Territorial) and their integration into Municipal Development Plans.
PROCORREDOR	The 2009 Annual Report provides substantial evidence for a range of actions: <i>“In the Watershed Component: JICA-SERNA-PROCORREDOR cooperation has resulted in a work plan for expert assistance for two years to improve biological corridor management. Protected areas component carried out an Environmental Education Workshop with Ministry of Education to: (a) to obtain regional input to develop the proposed Program of Environmental Education and Communication; (b) facilitate exchange of experiences, lessons learned, and information on environmental education and communication as a basis for future development of local capacities, and (c) encourage synergies and partnerships among key actors of the formal and informal sectors, in support for wider environmental education; (c) Workshop on Payment for Environmental Services; (d) Biological Monitoring Workshop with ICF to introduce legislation for the Biological Monitoring and its relationship with Multi-Monitoring System; International Agreements: Participated in SERNA’s consultation to prepare the IV Country Report for the Convention on Biological Diversity. Cadastre and Land Management Component: Conflict management strategy. We analysed typical conflicts arising in relation to the land register and have developed a management strategy. These products were socialized in 4 workshops for: Technical Municipalities, NGOs and trusts, Garifuna communities, mayors and governors, and officials of national institutions. Cadastral management systems support and tax control: While preparing the grants to support cadastral management systems and tax control of the eight municipalities of Atlantis, two training workshops on tax control were carried out for eight municipalities of Atlantis. Cadastral Values Study was carried out with the Association of Municipalities of Atlantis, as the basis for the five municipalities to socialize and make their plan for the next five years using estimated cadastral values. These values will assist municipalities so they can complete the cadastral survey information to carry out the</i>

		<p><i>contracted for this purpose by PROCORREDOR”.</i></p> <p>MN 203: <i>(i) Institutions are applying the procedures set out in the Forest Law for management of P.As; (ii) the framework of Declarations of Watersheds is functioning; (iii) Taxpayers’ contributions to Municipalities show that the law is becoming better accepted and implemented.</i></p>
JC.2.3		<i>The EC implementation approach followed a learning process and has improved over time</i>
Non-intervention specific		Overall the EC’s implementation approach followed a learning process and has improved over time. An example is shown by the way that MOSEF, designed to provide initial sector support for municipal watershed and community forestry management capacities within ICF, can draw on points made in the MTR of the current CSP, which lists some of the lessons that MOSEF should draw upon from the experiences of FORCUENCAS and PROCORREDOR. With MOSEF under NIP2, we can expect to see a phase of thorough integration of benefits as earlier projects conclude, systematize their results and integrate these into the sector support provided to ICF and the forest sector.
BOSQUES AGUA	Y	See answer to I-2.3.1 .
FORCUENCAS		Overall at this stage FORCUENCAS is clearly showing a strong learning process through the course of multiple setbacks, changes of personnel, implementation difficulties and internal strife. Now with Addendum 4, the case has been won that what it has achieved is worthwhile and merits follow-up for a further extension. MN 202: <i>Implementation has followed a learning curve, and changed with the advance of time. It was vital to first implement the ‘strategic projects’; then Addendum 4 led to a phase change where support was given to integrate NRM by communities and local administration.</i>
PROCORREDOR		Initial Desk Study findings are very positive about a project that seems capably managed and that follows robust, appropriate rural development and conservation approaches; but more research in-country is required.
I-2.3.1		Existence of evaluations of the EC implementation approaches in the field of natural resources; results of these evaluations have been taken into account
Non-intervention specific		No evaluations could be found in documents supplied or the internet of overall evaluations of EC/Honduras approaches to NRM.
BOSQUES AGUA	Y	This project has been sensitive to internal and external influence, and has taken on board the results of the limited monitoring carried out. Little direct information is available, apart from MN 201: <i>Due to M&E activities, recommendations have been made to update the logical framework, specifically to improve the project hypotheses. M & E forms were designed to measure</i>

		<i>progress in the different components of the project. The systematization of project experiences and the integration of knowledge about environmental issues within our organizations are currently issues of strategic importance to OCIDH and to ICF, as the institutions responsible in the long term.</i>
FORCUENCAS		The outputs of the MTR and the monitoring visits have largely been agreed to and then carried out. MN 202: <i>The most important recommendation of the midterm evaluation was carried out, which involved reducing the number of Results from 5 to 3, focusing on the three subcomponents that are supported by the Trust Fund (Fondo de Financiamiento).</i>
PROCORREDOR		This is a well-managed mature project that is being effective, and has only required moderate re-orientations via monitoring visits. Little direct information is available, apart from MN 203: <i>So far only monitoring missions have been carried out and their recommendations have been well-handled, with full support of the international TA.</i>
I-2.3.3		Opinion of main actors concerning the improvement of the EC implementation strategy
Non-intervention specific		Not relevant; no information likely to become available.
BOSQUES AGUA	Y	Not relevant; no information likely to become available.
FORCUENCAS		Initial findings are that opinions are very positive, but more research in-country is required. MN 202: <i>Monitoring report recommendations focused mainly on the efficiency, effectiveness and on the M & E system. A recommendation was to implement larger projects at a strategic level. The main actors, especially local governments, did not fully agree with this change, as over previous years funds had been allocated by municipal territory, with specific amounts funded per project. As well, the timing of this recommendation was just two years before the end of the project, when FORCUENCAS was displaying low financial performance. Despite these concerns, all recommendations were followed. Lessons were learnt from other Projects, such as methods developed for Trust Fund management by the Jicatuyo and PROLANCHO projects. Of key importance, were the particular elements of how to improve municipal management through Strategic Municipal Development Plans, better land use planning and property registration.</i>
PROCORREDOR		Little direct information is available, apart from the general finding that opinions appear to be positive and favourable, but more research in-country is required. MN 203: <i>The first reaction of the different actors to M & E reports was of dissatisfaction, as they were considered very complex, and the recommendations required the development of assistance and advisory services that go well beyond what was originally considered in the strategy of the Project. Evaluations and ongoing learning has made use of some experiences, especially of PDBL in agroforestry and reforestation, as part of watershed management. The strategy by intervening through providing grants is new to local organizations and institutions, and providing follow-up has led to a very heavy workload.</i>

JC.2.4		<i>The EC optimised synergies in the field of natural resources with its other cooperation programmes</i>
Non-intervention specific		Not relevant; no information likely to become available
BOSQUES AGUA	Y	Not relevant; no information likely to become available.
FORCUENCAS		Little information is available in documents provided, so the issue may require examination in the field phase. See MN 202 : Synergies were optimised, especially with the 'Proyecto de Ordenamiento Territorial', that has been part of the Secretary of the Interior and Justice.
PROCORREDOR		Having examined all documents currently available, no data could be found that informs this indicator. Issue requires examination in the field phase.
I-2.4.1		Linkages, synergies and contradictions in the field of local development planning between EC interventions in natural resources and in food security
Non-intervention specific		No information available.
BOSQUES AGUA	Y	Little other direct information is available, apart from MN 201 : <i>This project showed that sustainable natural resource management should include interventions aimed at improving household food security, using sustainable agricultural practices, particularly focused on native plants, native seeds, better use of cover crops, and green manure, to minimize over-dependence external fertilizer and other agrochemical inputs.</i>
FORCUENCAS		Little information is available in documents provided. The issue requires examination in the field phase.
PROCORREDOR		Little information is available in documents provided. Issue requires examination in the field. MN 203 : <i>It is clearly necessary to continue to give support and guidance to the institutions to take over the processes that they are responsible for. Continued alignment and harmonization of assistance will be needed by all the stakeholders, cooperating with each other. Synergies will continue to develop according to the quality of leadership and the relative competence of institutions. Problems of duplication or contradiction are also noted and are being tackled case-by-case.</i>
I-2.4.2		Linkages, synergies and contradictions in the field of natural resources between EC national and regional interventions
Non-intervention specific		No information available.
BOSQUES AGUA	Y	Not relevant; no information likely to become available.
FORCUENCAS		Little information is available in documents provided, so the issue may

		require examination in the field phase. MN 202: <i>With PREVDA, interventions in the project area were fully coordinated. Good coordination and close collaboration was also achieved during development of the Land-use Planning Project 'Proyecto de Ordenamiento Territorial' being managed by the Secretariat of Interior and Justice.</i>
PROCORREDOR		Little information is available in documents provided, so the issue may require examination in the field phase. MN 203: <i>Good coordination, based on agreements, has been made effective with projects such as the 'Proyecto GIT' and the Natural Disaster Mitigation Project (PMDN)</i>
I-2.4.3		Linkages, synergies and contradictions in the field of natural resources between EC bilateral cooperation and its cooperation through NGOs
Non-intervention specific		No information available.
BOSQUES AGUA	Y	MN 201: <i>No linkages or contradictions have occurred.</i>
FORCUENCAS		MN 202: <i>One example of many was work with the local ICADE NGO in the area that was partly funded by the EU, with which complementary work was carried out in biodiversity conservation, through one of the Strategic Projects.</i>
PROCORREDOR		No information is available in documents provided, so the issue may require examination in the field phase.

EQ3	To what extent has the EC contributed to strengthening conditions for food security?
JC.3.1	<i>The EC approach to food security was adequate given national dynamics</i>
Non intervention specific	<p>The question on food security is based on the analysis of two very different interventions: first a small (€1m) project implemented through FAO, executed by local NGOs and terminated in 2007, and second a sector budget support (PASAH) financed by the food security budget line (€24m) and presently (February 2011) beginning a two years phasing-out process.</p> <p>EC Food Strategy strategy in Honduras has a very long history, moving from a band-Aid approach dominant in the 70ties with food aid, towards food security policies promoted through budget support. Since the end of the 90ties, the EC strategy was based on the observation that food insecurity is much more a problem of access to food than a problem of food disponibility. Therefore it had to be tackled through poverty reduction approaches: diversification of production, employment, transformation and marketing, organization, access to production factors such as land and credit, management of natural resources, etc. It was also evident that food security policy had to be directly linked to decentralization, education and rural development policies (see “la Evolución de la Cooperación de la UE en Seguridad Alimentaria en Honduras », ATI PASAH, Diciembre de 2010. P.3.</p> <p>The FAO seed project was a response to the need, urgently felt after Mitch (1998), of access to locally produced good quality seed and of production diversification.</p> <p>PASAH had more general goals and implemented two main components: a strategic component supporting the application of the national strategy of food security, and a field component in 57 poor rural municipalities (out of 298) to (i) bring in municipal planning regulations oriented towards the sustainable management of natural resources, and (ii) to strengthen the planning of local economic development with the support to local initiatives on food security. Source:Action fiche PASAH 2008 p.4</p> <p>This EC approach to food security has been relevant and adequate for the following reasons:</p> <ul style="list-style-type: none"> ▪ EC strategy was aligned on a national strategy which was first marked by the adoption in October 2006 of the National Strategy for Implementation of the Food Security Policy (SFSP) and which was updated and confirmed in November 2010 by the National Strategy on Food and Nutrition Security (ENSAN). Therefore PASAH is supporting a food security policy which is a government priority since before 2006. This is a very rare case

	<p>in Honduras of a government policy almost constant through four different governments and thus converted into a State policy.</p> <ul style="list-style-type: none"> ▪ The strategic component of PASAH is based on an intensive and fruitful policy dialogue which led to concrete results such as an improvement of inter-institutional coordination, better information, more effective policy instruments. ▪ The field component of PASAH increased GoH participation and experience in municipal planning and support to food security. ▪ EC support showed a high degree of flexibility and adaptability by deciding to maintain ATI after the “Golpe” which provoked the interruption of diplomatic and cooperation relations between UE and Honduras in 2009 and which effects lasted for more than 12 months. In these circumstances DelHon and the ATI team decided to maintain the interest on FS and to take advantage of this relative inactive period in order to prepare reports on the FS in Honduras and on EC's experience in this field. These works were used in the following year for the elaboration of the ESAN.
I-3.1.1	Justification for EC approach in food security
PASAH	<p>EC Food Strategy strategy in Honduras is described in the following sources:</p> <p><i>EC has carefully studied the FS question in Honduras and, based on this study, chooses both a sample of poor municipalities exposed to food insecurity and a list of activities to be supported by the programme. <u>See PASAH Financial Agreement DTA</u></i></p> <p><i>“En Honduras, el 75% de la población rural Hondureña está bajo la línea de pobreza y el 61% en condiciones de extrema pobreza. El salario mínimo en las áreas rurales es inferior a 3 dólares, mientras el costo de la canasta básica de una familia de 5 personas es de 6,7 dólares por día. Es decir que la mayor parte de los ingresos familiares está destinada a la adquisición de alimentos básicos. La pobreza, sobre todo en zonas rurales, continúa siendo el problema más grave y la inseguridad alimentaria es una dimensión de la misma.”</i></p> <p><u>Source: PASAH Identification Fiche 2004, p.1</u></p> <p><i>« Los análisis de la situación de la Seguridad Alimentaria en Honduras realizadas por la Oficina de Seguridad Alimentaria de la Unión Europea en Honduras a partir de finales de los 90, revela que en Honduras la inseguridad alimentaria no es un problema directamente ligado a la disponibilidad de alimentos (producción / importación / exportación y precios de los granos básicos) sino más bien de acceso y por tanto directamente relacionado con pobreza. Es por ello que el enfoque de las acciones de la UE en Honduras no estaba dirigido al sector de granos básicos, al contrario, todas las acciones tendían a ofrecer otras</i></p>

	<p><i>alternativas a la población meta (diversificación de la producción hacia rubros más rentables, creación de otras fuentes de ingresos, la transformación y comercialización de la producción agropecuaria, organización empresarial, el acceso a los factores de producción (tierra, crédito), uso sostenible de los recursos naturales entre otros. »</i></p> <p><u>Source : « la evolución de la Cooperación de la UE en seguridad alimentaria en Honduras », ATI PASAH, Diciembre de 2010. P.3.</u></p> <p><i>La intervención del PASAH centró sus esfuerzos en apoyar: i) El fortalecimiento, así como la coordinación inter institucional a nivel central y consulta social sobre la seguridad alimentaria; ii) El ordenamiento del territorio municipal para mejorar la capacidad de planificación del desarrollo local y la seguridad de la tenencia de la tierra; iii) Acciones específicas socio-productivas para mejorar las condiciones de seguridad alimentaria de la población con mayores índices de vulnerabilidad desde una perspectiva de género; iv) Clarificación de los roles de los gobiernos locales así como de los mecanismos financieros, buscando la neutralidad fiscal y fomentando una tributación coherente a nivel municipal.</i></p> <p><u>Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p.5</u></p>
FAO-Semilla	<p>The justification of the FAO-Semilla project is well described in the following quotation :</p> <p><i>« Como respuesta al continuo proceso de destrucción de la capacidad productiva y de diversificación de los productores, por causa de la falta de semillas y materiales vegetativos de sus cultivos tradicionales y en base a las numerosas solicitudes por parte de las ONGs en el contexto Post Mitch para reactivar la producción de semillas y material vegetativo apto para las distintas áreas agroecológicas del país, la Oficina de Seguridad Alimentaria y la FAO, negociaron un proyecto de asesoría técnica a un grupo de 8 ONGs desde octubre del año 1999. La acción principal del proyecto de las ONGs consistió en el establecimiento de unidades de producción de semilla artesanal y material vegetativo diversificado, utilizando técnicas apropiadas bajo un régimen de sostenibilidad, localizadas en zonas estratégicas en las áreas productivas de los 9 departamentos de intervención del proyecto. Dado el grado de pericia necesaria para garantizar el buen desarrollo de un proyecto de este tipo, se pidió el apoyo de la FAO, organización que cuenta con amplia experiencia en el tema de semillas en Honduras »</i></p> <p><u>Source : « La Evolución de la Cooperación de la Unión Europea en Seguridad Alimentaria en Honduras » ATI - PASAH, Diciembre de 2010. P.4.</u></p> <p><i>On the FAO-semilla Project: “La producción exitosa de semilla nativa mejorada en forma artesanal adaptada a las condiciones agro-climáticas y al contexto socio-cultural y alimentario de las familias pobres, aumentando a la vez los ingresos de las familias, el poder adquisitivo y la capacidad de acceder a alimentos aunque los aspectos de mercadeo y de comercialización, así como el mecanismo de certificación de la semilla necesitan ser reforzados.”</i></p>

	Source: PASAH Identification fiche 2004, p.3
I-3.1.2	Linkage between EC and Government approaches
PASAH	<p>The first attempt towards a real government policy on food security took place during the Maduro government (2002-2005) which worked on an official strategy which was almost ready at the end of its governing period. The next government (Zelaya) followed the same route and in October 2006 The national Strategy for Implementation of the Food Security Policy (SFSP) was approved by the GoH. <u>See also I-7.1.4</u></p> <p>This policy was further followed by the Porfirio Lobo government (2010 onward) which updated and confirmed it in November 2010 by approving the “National Strategy on Food and Nutrition Security” (ENSAN). Therefore PASAH is supporting a food security policy which is a government priority since before 2006. This is a very rare case in Honduras of a government policy almost constant through four different governments and thus converted into a State policy</p> <p>This is based on the following source: <i>« EL Gobierno de la República de Honduras aprobó la Política de Estado para la Seguridad Alimentaria y Nutricional de Largo Plazo en el año 2006, de la cual derivó un Plan Estratégico para su Implementación que finalizó en el 2009. Por su importancia el gobierno del presidente Porfirio Lobo Sosa asumió esta Política de Gobierno que trasciende varios periodos gubernamentales, para asegurar la continuidad de los procesos. »</i></p> <p><i>« Decreto Ejecutivo PCM 038- 2010 que contiene la decisión del gobierno de declarar la seguridad alimentaria y nutricional de la población hondureña como prioridad nacional, reafirmar la coordinación de la Política SAN a través de la Secretaria de Estado en el Despacho Presidencial, crear oficialmente la UTSAN como una instancia técnica que asume funciones de coordinación, planificación, seguimiento, monitoreo, evaluación y la formulación de procedimiento metodológicos relacionados con la implementación de la Política SAN y reconocer al COTISAN como la instancia oficial de consulta y concertación en seguridad alimentaria y nutricional. »</i></p> <p><i>En este período se inició el proceso de revisión de la Estrategia SAN decidiendo las nuevas autoridades embarcarse en el proceso de su actualización y convertirla en la “Estrategia Nacional de Seguridad Alimentaria y Nutricional”. Paralelamente, el Congreso Nacional está en el proceso de formulación de la Ley de Seguridad Alimentaria y Nutricional que será un elemento adicional de sostenibilidad para la estructura institucional y operativa de la ENSAN.</i></p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.3</p> <p>Refer to <u>Identification fiche 2004 p 1 and p 5</u> Refer to “Estrategia nacional de seguridad alimentaria y</p>

	Nutricional”, UTSAN, 2010
FAO-Semilla	The FAO Semilla project did not strictly correspond to an official strategy, but it was coordinated with SAG.
I-3.1.3	EC policy dialogue with Government
PASAH	<p>The quality of the policy dialogue with the GoH was facilitated by four elements:</p> <ul style="list-style-type: none"> ▪ Food Security was a consensus policy and was a priority since the approval of the PRS in 2002 of which it is an important part. ▪ The EC ATI team was of high quality. ▪ It was integrated into the “Unidad Técnica de Seguridad Alimentaria y Nutricional” (UTSAN) and had its office inside the SP (Secretaría de la Presidencia) with direct access to high level administrative staff. ▪ The SP is traditionally a powerful Ministry in Honduras, close to the President <p>The following quotations stress some results of this policy dialogue:</p> <p>“- <i>The importance of interinstitutional coordination for effective implementation of operations.</i></p> <p>- <i>Good coordination on a central level both with the Secretariat of Government and Justice, with respect to the methodology for the preparation of the Municipal Development Plans and with the PRS with respect to the financing of food and nutritional security projects with a gender focus.</i></p> <p>- <i>The involvement of the Ministry of Finance in the signing of interinstitutional operative agreements to overcome the difficulties in ensuring the financial commitment for the fulfilment of the goals stipulated in the Strategy.</i></p> <p>- <i>The indicators and goals need to be included in the System of Management by Results to facilitate the financial and technical follow-up of their fulfilment.”</i></p> <p><u>Source: Action Fiche, 2009</u></p> <p>“Decreto Ejecutivo PCM 038- 2010 que contiene la decisión del gobierno de declarar la seguridad alimentaria y nutricional de la población hondureña como prioridad nacional, reafirmar la coordinación de la Política SAN a través de la Secretaria de Estado en el Despacho Presidencial, crear oficialmente la UTSAN como una instancia técnica que asume funciones de coordinación, planificación, seguimiento, monitoreo, evaluación y la formulación de procedimiento metodológicos relacionados con la implementación de la Política SAN y reconocer al COTISAN como la instancia oficial de consulta y concertación en seguridad alimentaria y nutricional.</p> <p>En este período se inició el proceso de revisión de la Estrategia SAN decidiendo las nuevas autoridades embarcarse en el proceso de su actualización y convertirla en la “Estrategia Nacional de Seguridad Alimentaria y Nutricional”. Paralelamente, el Congreso Nacional está en el proceso de formulación de la Ley de Seguridad Alimentaria y Nutricional que será un elemento adicional de sostenibilidad para la estructura institucional y operativa de la ENSAN.”</p>

	<p>Source : Informe Final ATI PASAH, diciembre 2010, p.3</p> <p>Other important source of information is : <u>«La Evolución de la Cooperación de la Unión Europea en Seguridad Alimentaria en Honduras» ATI - PASAH, Diciembre de 2010.</u></p>
FAO-Semilla	<p>Little information available: some insufficient dialogue with municipalities, good coordination with SAG Source: Monitoring reports</p>
I-3.1.4	Linkage between EC and other national dynamics
Non intervention specific	Indicator not relevant
I-3.1.5	EC dialogue with Civil Society
PASAH	<p><i>“Civil society plays a very significant role through the Consultative Council on the Poverty Reduction Strategy (CCERP) when defining both guidelines and priorities to give follow-up to the fulfilment of the stipulated goals”.</i> Source: Action Fiche 2008</p>
I-3.1.6	Degree of EC flexibility to changing national dynamics
PASAH	<p>EC support showed a high degree of flexibility and adaptability by deciding to maintain ATI after the “Golpe” which provoked the interruption of diplomatic and cooperation relations between UE and Honduras in 2009 and which effects lasted for more than 12 months. In these circumstances DelHon and the ATI team decided to maintain the interest on FS and to take advantage of this relative inactive period in order to prepare reports on the FS in Honduras and on EC's experience in this field. These works were used in the following year for the elaboration of the ESAN. This assessment is based on the following sources:</p> <p><i>« En el medio término, junio 2009, tiene lugar la crisis política cuyas secuelas se prolongan por más de 12 meses. A raíz de esta situación se interrumpen las relaciones diplomáticas con el gobierno de Honduras y se suspenden los desembolsos previstos tanto por la UE como por los organismos multilaterales. »</i> Source : Informe Final ATI PASAH, diciembre 2010, p.3</p> <p><i>« A pesar de estas circunstancias adversas, la ATI en coordinación con la DUE consideraron que se debería intentar en este período continuar manteniendo el interés y la prioridad en la temática de Seguridad Alimentaria y Nutricional, por lo que no obstante la delicada situación institucional, se acuerda realizar la primera misión de corto plazo para la elaboración de un informe de Situación Actual de la Seguridad Alimentaria y Nutricional en Honduras a diciembre 2009. »</i> Source : Informe Final ATI PASAH, diciembre 2010, p.3</p>

	<p><i>La decisión de continuar el acompañamiento técnico en el período de crisis política facilitó que, al asumir el nuevo gabinete, ya se tuvieran preparado los lineamientos y prioridades para la temática SAN y aprovechar la oportunidad para ponerlos en ejecución.</i></p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.3</p> <p><i>No obstante estas dificultades, se realiza la primera misión de corto plazo para la elaboración de un informe de situación de la SAN en Honduras. La formulación del estudio sobre Situación actual de la seguridad alimentaria y nutricional de Honduras y Factores determinantes en el contexto Político, Económico y social lo que permite a la ATI realizar un trabajo de acompañamiento y recopilación de información y consulta para preparar la nota conceptual que recoge la evolución histórica que ha tenido la UE en sus intervenciones en seguridad alimentaria enfocadas al desarrollo de territorio y a la legalización de tierras. Ambas investigaciones se constituyen en insumos para la elaboración de la ENSAN.</i></p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.13</p>
JC.3.2	<i>The EC optimised synergies with its other cooperation programmes</i>
Non intervention specific	<p>It must be remembered that PASAH is a budget support intervention. Therefore it is supposed to reflect strictly policies, priorities and procedures of Honduras. Honduran priorities do not necessarily search optimizing synergies between different EC programmes.</p> <p>Evenso, strategic alliances were sought with other EC programmes such as PRESANCA or FORCUENCAS but did not lead to join action.</p> <p>Had planned direct relations with APERP (through PRODDEL and the SGJ) since decentralization is an important aspect of the strategy of food security supported by PASAH</p> <p>The existence of the Budgetary Support Group, created in 2007, provides a useful forum for discussions with the main donors involved in this type of cooperation: World Bank, Inter-American Development Bank, Germany, Sweden, Spain and the European Commission. With regard specifically to food security, there is an FS subcommittee within the Round Table for Agro-forestry Coordination.</p> <p>The participation of the donors together with civil society and government institutions in the Consultative Council on the Poverty Reduction Strategy (CCERP) is likewise an element that favours dialogue, coordination and the follow-up of food</p>

	<p>security measures of an interinstitutional character.</p> <p>The route which was followed by PASAH was to institutionalize coordination between GoH, civil society and international donors: Constitution of COTISAN in 2008 marks the institutionalization of a permanent dialogue between Government, private institutions, NGOs and international donors. This process was firmly supported by PASAH ATI. See also internet.</p>
<p>PASAH</p>	<p>In <Project selection – PASAH – PASAH I – 2 Anexos – Anexo 9 (probably from 2005)> one can find a brief description of the main lesson learned from some project directly or indirectly related to FS. Projects financed by EC:</p> <ul style="list-style-type: none"> ▪ Finsa (1998) ▪ Programa Tierras ▪ PROACTA ▪ Programa Regional Post Cosecha ▪ Proyecto de producción de semilla (1999) ▪ Jicatuyo ▪ Prolancho ▪ Binacional <p>There is a great coherence between the PASAH programme and other CE interventions supporting the decentralization process, education, governance and rural development. Remains to be seen the coherence with the public policies Source: <u>DTA 3th FA</u></p> <p>Con otras acciones en fase de identificación previstas en el CSP/CE 2002-2006, también hay complementariedad y sinergia en el componente de gobernabilidad y descentralización además de educación y desarrollo rural, en los que la planificación local constituye uno de los pilares fundamentales.</p> <p>En este sentido, el Programa se inserta plenamente en el proceso de formulación y puesta en marcha de las políticas sectoriales de planificación local y municipal del desarrollo económico y social de las zonas rurales y del proceso de descentralización que las acompaña; representa también la continuidad de la estrategia y acciones de SA de la CE, la que ha abordado en los últimos años los temas de ordenamiento territorial, legalización de tierras y de acceso a los recursos productivos.</p> <p>“European Commission:</p> <ul style="list-style-type: none"> - <i>Support for the Implementation of the Poverty Reduction Strategy (APERP): there is a strong relationship in view of the fact that food security is a cross-cutting issue and a specific component of the Poverty Reduction Strategy.</i> - <i>Support Programme for Decentralisation (PROADES): a budgetary support programme, in the Secretariat of Government and Justice.</i> - <i>Regional Food and Nutritional Security Programme (PRESANCA): a programme within the structure of regional integration which aims to strengthen national food security structures.</i> - <i>Credit funds for food security (Land Purchase Fund and Finsa —</i>

	<p><i>previous EC-managed food security programmes in Honduras), currently under the responsibility of the Honduran Bank for Production and Housing (BANHPROVI).”</i></p> <p><u>Source: Action Fiche 2009</u></p> <p>There is also a direct continuity between the programme “Tierra” financed by EC and PASAH which followed directly: same geographical coverage in 3 departments, same focus on property rights, land use planning and resources management from the municipalities, same ATI (Ismalia Acosta). Both interventions showed concrete links between Decentralisation, natural resource management and food security.</p> <p>Programa Tierra: “fortalecer la gestión de las municipalidades dotándolas de herramientas (mapas e información) para mejorar la planificación del desarrollo local sobre la base de la gestión apropiada de la tierra según su vocación y uso ».</p> <p>See <u>«La Evolución de la Cooperación de la Unión Europea en Seguridad Alimentaria en Honduras» ATI - PASAH, Diciembre de 2010, p.9.</u></p>
<p>FAO-Semilla</p>	<p>Coordinación</p> <p><i>Si con la SAG con el ente certificador de la semillas y otro de asistencia técnica. También con un proyecto de la cooperación suiza. Tuvieron un problema por la salida de CIAT.</i></p> <p><i>Relación con descentralización. En algunos lugares participaron las municipalidades: prestaron oficinas, compraron semilla. Dependía muchos de los Alcaldes. Ellos trataron que el tema de la semilla fuera incluida dentro de los planes municipales. El reto fue formar una red de productores a nivel nacional y que esta red fuera registrada. Ahora ya son reconocidos.</i></p> <p><i>Desde el 92 el tema de la certificación y apoyo técnico se descontinuó. Casi el 50% de la semilla que el GoH distribuye por los bonos tecnológicos proviene de esos productores.</i></p> <p><i>Fueron las municipalidades quienes apoyaban los productores, y no el proyecto que apoyaba a las municipalidades. Algunos están invirtiendo dinero para producir semillas con fondos de la Alcaldía (u nos 8 casos). En giras etc invitaban los alcaldes. Vendían la idea que un quintal de semilla de maíz valía más que un saco de cemento. Con poca inversión se podía beneficiar a una gran cantidad de productores.</i></p> <p>Pequeñas empresas de semillas</p> <p><i>El proyecto estableció contactos con otros organismos par que puedan recibir más apoyo y seguimiento. Lograron firmar acuerdos con algunos instituciones para recibir capacitación.</i></p> <p><u>Source: MN 143</u></p>

I-3.2.1	Linkages, synergies, and contradictions between EC national interventions in the fields of food security on the one hand, and of natural resources and decentralization on the other.
PASAH	<p><i>La implementación del Programa de SA, que por su naturaleza mantiene un enfoque transversal a una multiplicidad de sectores, se vincula además con la ejecución de otros rubros de la ERP, en particular al proceso de descentralización del estado con énfasis en el fortalecimiento del gobierno local.</i></p> <p>Source: <u>Identification fiche PASAH 2004, p.2</u></p> <p><i>Identificación de oportunidades para concretar alianzas Estratégicas entre las cuales se mencionan por su importancia: FAO, COTISAN, Nueva Secretaría de Estado de Desarrollo Social y Red Solidaria, PRESANCA, PRESISAN Y BANHPROVI Y FORCUENCAS.</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.12</u></p>
I-3.2.2	Linkages, synergies, and contradictions between EC national and regional interventions in the field of food security
PASAH	<p><i>El Programa pretende además vincularse a nivel tanto de enfoque metodológico como operativo, con la estrategia regional de la CE para Centro América, en particular con el “Programa Regional de Seguridad Alimentaria para América Central” y con el “Programa de Desarrollo de las Zonas Fronterizas en América Central (ALA/89/FOEXCA).</i></p> <p>Source: <u>Identification fiche PASAH 2004, p.2</u></p> <p><i>Identificación de oportunidades para concretar alianzas Estratégicas entre las cuales se mencionan por su importancia: FAO, COTISAN, Nueva Secretaría de Estado de Desarrollo Social y Red Solidaria, PRESANCA, PRESISAN Y BANHPROVI Y FORCUENCAS.</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.12</u></p> <p><i>La Coordinadora del PRESANCA ha acompañado la realización de varios Censos de Talla y Peso en Centroamérica por lo que sería importante el contar con su asesoramiento técnico e incluso podría pensarse en un convenio de colaboración con dicho programa, dado que, la implementación de esta modalidad podría ser replicable a nivel centroamericano.</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.21</u></p>
I-3.2.3	Linkages, synergies, contradictions and capitalization between EC national interventions in food security and sister interventions in other Central and Latin American countries
PASAH	No evidence was found on relations between PASAH and other EC national interventions in other countries
FAO-Semilla	No evidence was found on relations between FAO semilla and other EC national interventions in other countries

JC.3.3	<i>The EC approach to food security was coordinated with and complementary to other donors' cooperation</i>
PASAH	<p>This coordination was scheduled since the DTA's formulation:</p> <p><i>Asimismo, el PASAH tendrá vinculaciones operativas con varios proyectos y programas que están operando en el territorio de intervención, principalmente en lo que se refiere a la asistencia técnica a grupos productivos, manejo de fondos, fortalecimiento comunitario, legalización de tierras, fortalecimiento de los municipios y de las mancomunidades.</i></p> <p><i>Entre las vinculaciones de mayor importancia se señalan: i) el Programa Regional de SA de la CE (PRESANCA), ii) el Programa de Apoyo a la Decentralización de la CE (PROADES), iii) el Proyecto Binacional de la CE, iv) el Proyecto Extensa de USAID, v) el PRONADEL y el PROSOC financiados por el FIDA vi) el PATH financiado por el Banco Mundial y vii) el PROMUR financiado por la Cooperación Holandesa.</i></p> <p><u>In <Project selection – PASAH – PASAH I – 2 Anexos – Anexo 9 (probably from 2005)> one can find a brief description of the main lesson learned from some project directly or indirectly related to FS.</u></p> <p>Projects financed by EC:</p> <ul style="list-style-type: none"> ▪ FINSA (1998) ▪ Programa Tierras ▪ PROACTA ▪ Programa Regional Post Cosecha ▪ Proyecto de producción de semilla (1999) ▪ Jicatuyo ▪ Prolancho ▪ Binacional <p>Projects financed by other donors:</p> <ul style="list-style-type: none"> ▪ PESA (FAO) ▪ Limpira Sur (FAO) ▪ FAO semillas ▪ PACTA ▪ PAAR (BM) <p>EC has carefully taken into account previous experiences and lessons learnt.</p> <p>Action Fiche 2009 mentions especially the following programmes: “Other donors: - Rural Competitiveness project (COMRURAL) of the World Bank. - Fund for the Millennium Development Goals (Spain) — Food Security Window: implemented by the United Nations system.”</p> <p><i>The existence of the Budgetary Support Group, created two years ago, provides a useful forum for discussions with the main donors involved in this type of cooperation: World Bank, Inter-American Development Bank, Germany, Sweden, Spain and the European Commission. With regard specifically to food security, there is an FS subcommittee within the Round Table for Agro-forestry</i></p>

	<p><i>Coordination.</i> Source: Action Fiche 2009, p.5</p>
I-3.3.1	EC comparative advantage to EU MS in the field of food security
PASAH	<p>The very long experience of EC on budget support, the diversity of approaches followed, the evolution of these approaches based on regular evaluations of these interventions, all this contributes to a real expertise of EC in this field and to a comparative advantage of EC cooperation over other donors.</p> <p>The following quotation and the document from which it is extracted, explain why EC has a comparative advantage over other donors in food security.</p> <p><i>« La UE ha sido uno de los actores más relevantes en materia de Seguridad Alimentaria, siendo co-responsables de la evolución del propio concepto. Desde los inicios con programas de Ayuda Alimentaria hasta actualmente con programas de apoyo presupuestario, la UE ha puesto especial interés en la evolución de su cooperación basado en las evaluaciones periódicas de los resultados obtenidos en la ejecución de las intervenciones. Es de esta manera que, paralelo a la</i> <i>Con el nuevo enfoque de la seguridad alimentaria como instrumento de una política de desarrollo global, ha sido necesario adaptar los métodos de intervención. El reglamento del Consejo no 1905/2006 ha reemplazado al reglamento del Consejo 1292/96 como el marco legal del Programa de seguridad alimentaria de la UE. Adicionalmente se ha separado el instrumento de ayuda alimentaria, actualmente gestionado por ECHO y cada vez en mayor medida limitada a situaciones de crisis y de post crisis.</i> <i>Este marco permite la utilización de la ayuda presupuestaria como mecanismo para la seguridad alimentaria, favoreciendo de ésta manera, el mantener un diálogo político con el gobierno sobre aspectos tales como:</i></p> <ul style="list-style-type: none"> ▪ <i>Prioridades específicas de seguridad alimentaria,</i> ▪ <i>Prioridades en los egresos públicos relacionados a la seguridad alimentaria a largo plazo,</i> ▪ <i>Política comercial y su impacto sobre la política nacional de seguridad alimentaria. »</i> <p>Source : <u>« La evolución de la cooperación de la Unión Europea en Seguridad Alimentaria en Honduras »</u> ATI - PASAH, Diciembre de 2010. P.4.</p>
I-3.3.2	Quality of dialogue with other donors in the field of food security
PASAH	<p><i>“The existence of the Budgetary Support Group, created two years ago, provides a useful forum for discussions with the main donors involved in this type of cooperation: World Bank, Inter-American Development Bank, Germany, Sweden, Spain and the European Commission. With regard specifically to food security, there is an FS subcommittee within the Round Table for Agro-forestry Coordination.</i></p>

	<p><i>The participation of the donors together with civil society and government institutions in the Consultative Council on the Poverty Reduction Strategy (CCERP) is likewise an element that favours dialogue, coordination and the follow-up of food security measures of an interinstitutional character.</i></p> <p><i>The implementation of the National Food Security Strategy, co-financed by the PASAH, is complementary to the Millennium Goals and to the implementation of PRS activities.”</i></p> <p>Source: Action Fiche 2009</p> <p>Constitution of COTISAN in 2008 marks the institutionalization of a permanent dialogue between Government, private institutions, NGOs and international donors. This process was firmly supported by PASAH ATI. See also internet.</p>
I-3.3.3	Synergies with other donors in the field of food security
Non intervention specific	No additional relevant information
I-3.3.4	Overlaps with other donors in the field of food security
Non intervention specific	No additional relevant information
JC.3.4	<i>Institutional management of food security has improved at the central level</i>
PASAH	<p>At central level institutional management of food security has improved significantly and is directly linked to the implementation of PASAH. The main element which sustain this assessment are the following.</p> <ol style="list-style-type: none"> In 2007 the “Consejo Consultivo de la Estrategia de la Reducción de la Pobreza” (CCERP) began to follow effectively the implementation of the Food Security Strategy. In 2007, after the disbursement of the first fixed tranche of PASAH (€2m), the GoH decided to devote €1m of its own resources to the Food Security strategy. In 2008 the Interinstitutional Council on Food and Nutritional Security (COTISAN) is created, bringing together 42 different institutions belonging to the public, private and aid sectors. In 2010 the GoH created a technical coordination for Food Security, between all the public institutions with a responsibility on this matter, thus reducing the jurisdictional disputes. The “Unidad Técnica de Seguridad Alimentaria y Nutricional” (UTSAN), informally created in 2008 with the arrival of the PASAH ATI, was officialy established in 2010

	<p>as a technical unit belonging to the SP (Secretaría de Estado en el Despacho Presidencial).</p> <ul style="list-style-type: none"> f. A new system of information and indicators was designed in order, for the UTSAN, to assess and monitor the Food and Nutritional Security National Strategy (ENSAN). g. The SP established a strategic alliance with Parliament in order to prepare the new law on food and nutritional security and protect its budget. h. A faisable and simple technical proposal is drafted by UTSAN in order to focus a future conditional cash transfer system on the poorest in Honduras, avoiding political pressures and clientelism. i. PASAH supported SP in its successful lobbying for an increase of the budget of the public institutions involved in Food security. <p>Refer also to “Informe evaluación global” pp. 8 and 27 The following quotations illustrate the above:</p> <p>“Debido a que el Plan Estratégico SAN fue aprobado por el Gabinete Social sólo a principios de octubre 2006, el tema de Seguridad Alimentaria y Nutricional fue integrado en el Consejo Consultivo de la Estrategia para la Reducción de la Pobreza (CCERP) en ocasión de la última reunión de dicho Consejo mantenida el 19 de octubre 2006.</p> <p>Con la incorporación del tema SAN de manera permanente y operativo en el CCERP, donde el GdH, la Sociedad Civil y los donantes internacionales revisan el estado de avance de la ejecución de los esfuerzos del Plan Estratégico SAN en el marco de la ERP, se cuenta con un espacio importante de dialogo, discusión y concertación sobre los avances de la aplicación del Plan Estratégico SAN.</p> <p>En 2007 el CCERP se reactivó convocando 2 reuniones en las cuales se presentó el estado de avance de la implementación del Plan Estratégico y tomando sus funciones de contribuir a organizar, coordinar y desarrollar procesos de dialogo, consulta y concertación entre el Gobierno, representantes de la sociedad civil y cooperación internacional. En los próximos meses el Consejo tendrá que fortalecer estas funciones así como asesorar en aspectos como la priorización y focalización de programas y proyectos de seguridad alimentaria así como fortalecer el dialogo con las partes involucradas en el tema SAN.</p> <p>El GdH deberá asegurar un mejor funcionamiento del CCERP como instancia de seguimiento a la ERP y al PESAN.”</p>
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	<p><u>Source: Nota de dossier A/2 31.7.2007</u></p> <p>“En el 2007, el Gobierno ha puesto como prioridad la puesta en marcha de la implementación de los objetivos y lineamientos de la Política SAN.</p> <p>El desembolso del 1º tramo fijo de 2 M€ contribuyó a dinamizar las acciones gubernamentales en la implementación de Plan Estratégico durante el 2007. Cabe mencionar que en el ejercicio presupuestario 2007, el Gobierno comprometió aproximadamente 1 M€ de sus propios recursos para apoyar la implementación de dicho Plan.</p> <p>El Gobierno por un lado está fortaleciendo la instancia de coordinación del tema SAN dentro la UNAT y las capacidades institucionales de las instituciones involucradas, con el fin de permitirles dotarse de los mecanismos adecuados para la implementación del Plan, y por otro, a través de la Secretaría de Finanzas (SEFIN), ejecutar las disposiciones del Gabinete Social sobre los programas y proyectos prioritarios mediante programación financiera y de asignación de recursos.</p> <p>La Asistencia Técnica específica de apoyo institucional proporcionada durante los primeros meses del 2007 ha contribuido fuertemente al logro de estos resultados preliminares.</p> <p>La Secretaría de la Presidencia, contraparte del programa y responsable del seguimiento/monitoreo de la ejecución de la ERP, continua en el esfuerzo de liderazgo ejercido por en el proceso de coordinación inter-institucional durante la implementación del Plan.</p> <p>Sin embargo, el Gobierno tendrá que:</p> <ul style="list-style-type: none"> ▪ Asegurar que el CCERP fortalezca sus funciones de asesoría en aspectos como priorización y focalización de programas y proyectos de SAN y contribuir a organizar, coordinar y desarrollar procesos de dialogo, consulta y concertación entre el Gobierno y representantes de la sociedad civil e interactuar en procesos similares con la cooperación internacional. ▪ Consolidar con las instituciones ejecutoras el mecanismo de seguimiento y monitoreo así como su vinculación con los instrumentos existentes (SIERP, SINEMUN, INE, ..).” <p><u>Source: Nota de dossier A/2 31.7.2007</u></p> <p><i>El primer semestre del año 2010 se inscribe en un nuevo acontecimiento político que consistió en la asunción de un nuevo gobierno 2010-2014 y el nombramiento de nuevos funcionarios en los puestos ejecutivos de las instituciones públicas. En</i></p>
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	<p><i>este periodo son de especial mención las reuniones para transferir información a las nuevas autoridades del gobierno, sobre la situación en SAN y sobre los procesos interrumpidos el año anterior así mismo sobre los análisis para retomar la forma de insertar la seguridad alimentaria y nutricional en los mecanismos que concretan la reforma institucional propuesta en la Ley para el Establecimiento de una Visión de País y Plan de Nación.</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.13</u></p> <p>In a country exposed to a spoils system it is specially important that the ATI play a special role in transferring the information to the new government and new administration</p> <p><i>“La Secretaria de Estado del Despacho Presidencial asume el rol de coordinadora de los cuatro Gabinetes Sectoriales en los que se organiza el gobierno para el funcionamiento de la Administración Pública (Gabinete Social, Económico, Seguridad y Defensa y Proyectos de Infraestructura) de acuerdo a las atribuciones que le confiere la Ley para el Establecimiento de una Visión de País y Plan de Nación para Honduras aprobada a inicios del año 2010.</i></p> <p><i>Con el propósito de establecer un vínculo técnico de coordinación en SAN entre las Srias de Estado que conforman los cuatro Gabinetes, la Ministra propone la constitución de un Comité Inter Gubernamental que se ocupe del diseño de los mecanismos de planificación que propicien mejorar la coordinación y complementariedad en el tema de seguridad alimentaria y nutricional. Este comité lo constituye con la representación de SEPLAN y la Sria de Desarrollo Social de tal forma que con esta medida, se lograron resolver los conflictos por competencias institucionales.</i></p> <p><i>Así mismo establece una Alianza Estratégica con la Comisión Legislativa del Congreso Nacional de seguridad alimentaria y nutricional, con el fin de armonizar los criterios entre el Poder Ejecutivo y Legislativo en torno al alcance y contenido de la ley de Seguridad Alimentaria y Nutricional y las modificaciones a normas constitucionales para incluir la seguridad alimentaria de la población en el grupo de garantías individuales.</i></p> <p><i>En el nivel Operativo, el Presidente de la República nombra al Sub Secretario del Despacho Presidencial y crea la UTSAN estableciendo sus funciones en igualdad jerárquica con las otras dos Unidades Técnicas que tiene la Sria de Estado en el Despacho Presidencial: La Unidad Administradora de proyectos (UAP) y la Unidad de Apoyo Técnico Presidencial (UATP).”</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.14</u></p>
I-3.4.1	Degree of public inter-institutional cooperation on food security
PASAH	There are many evidences of an improvement of public interinstitutional cooperation on food security. The following quotations give some of these evidence.

	<p>Sí. Ver la evaluación global.</p> <p>Tres niveles:</p> <ol style="list-style-type: none"> 1. Mas alto nivel: solamente las instituciones que tiene que ver con decisión políticas: SEPLAN, Desarrollo Social, Secretaría de la Presidencia. 2. Comité técnico interinstitucional: gobierno+sector privado+cooperación internacional 3. Sub-comités: <ol style="list-style-type: none"> a. ordenamiento territorial: instituciones que manejan el tema tierra b. Iniciativas socio-productivas: género, organización empresarial y desarrollo agropecuario. <p>En el 2008 crearon el COTISAN que se constituye en octubre del 08 con 42 instituciones diferentes.</p> <p><u>Fuente: MN 131</u></p> <p>One of the conditions for the disbursment of the first variable tranche of PASAH is the following: “Suscripción de un “Acuerdo de Coordinación Interinstitucional”, en el que se consignan los compromisos básicos de las instituciones participantes en el PASAH, los procedimientos y la metodolgia de trabajo”.</p> <p>The Delegation considered that this condition was fulfilled.</p> <p>“Este Acuerdo fue suscrito por parte de las diferentes instituciones involucradas en la implementación del Plan Estrategico SAN en los primeros meses de 2006.</p> <p>Durante el primer trimestre se han suscritos los planes de inversión institucionales, programados en función de las metas 2007 de los indicadores de resultados.</p> <p>En base a la naturaleza transversal del tema de seguridad alimentaria, la coordinacion inter-institucional es clave para la ejecucion del Plan Estrategico SAN, en particular con la Secretarias de Salud, Agricultura y demás entidades agroforestales. El gobierno está trabajando sobre el fortalecimiento inter-institucional en la programación tecnica y presupuestaria definiendo mecanismos y criterios de priorización y focalización de actividades asi como sobre el proceso de de consulta social sobre SAN.”</p> <p><u>Source: Nota de dossier A/2 31.7.2007</u></p> <p>“En el año 2008 y 2009 se realizaron varios intentos para presentar al Gabinete Social la propuesta de institucionalidad, sin embargo no</p>
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	<p>lograron concretarse debido a varios acontecimientos: Creación de la Sria de Desarrollo Social que implico la reestructuración del Gabinete Social, Actualización de la ERP que tuvo como consecuencia la suspensión de reuniones de CCERP, la crisis política del país y una nueva reestructuración del Gabinete Social a inicio del nuevo gobierno.</p> <p>En el periodo de la ATI se realizaron dos Encuentros Inter Institucionales y en cada uno se formularon recomendaciones entre las cuales las de mayor trascendencia han sido: La constitución del COTISAN y su reglamento operativo, el mapeo de intervenciones en SAN en un primer intento de manejar la información de este tipo, la participación en la investigación sobre el estudio de situación en SAN a 2009.</p> <p>El supuesto se cumple y la SdP promueve la organización de COTISAN como una instancia de consulta y concertación en el cual se representan los sectores público, privado y cooperantes. Esta instancia ha sido reconocida oficialmente vinculándolo al marco institucional del gobierno bajo la coordinación de la UTSAN dependiente de la SDP. En el ámbito local, se ha iniciado un trabajo de constitución de redes con organizaciones comunitarias entre las que figuran con mayor relevancia las Asociaciones de Juntas de Agua municipales por el interés que manifestó la población entorno a la protección y conservación de las fuentes de agua para consumo humano iniciado por medio de las declaratorias de microcuencas.” <u>Source : Informe Final ATI PASAH, diciembre 2010, p.9</u></p> <p>La segunda consultoría de corta duración contribuyo a definir la propuesta sobre el registro de estudiantes de pre básica y primer grado que se encuentra desarrollando y validando las herramientas que serán aplicada a inicio del año 2011 cuando se presente el periodo de matrícula escolar. También se encuentra en proceso de análisis la formulación de mecanismos para la focalización.</p> <p>La ejecución del mecanismo presupuestario se puso en marcha el año 2009 en el cual cada institución presento POAS y presupuestos con líneas diferenciadas en SAN incluyendo los indicadores y medios de verificación para el Sistema de Gerencia de Gestión por Resultados. El proceso se interrumpió debido a la crisis política y de nuevo tendrá que intentarse para la planificación 2011 -2012.</p> <p>Los procesos de acompañamiento a la SDP fueron permanentes en apoyo a la planificación formulada por las ejecutoras, incluyendo el presente año 2010 se formuló un plan consolidado de inversiones que se presenta a SEFIN para la asignación de fondos en el último trimestre del año debido a que es en este periodo cuando se concreta</p>
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	<p>la transferencia del II desembolso del tramo variable del PASAH.</p> <p>Se formularon términos de referencia para dos consultorías de corto plazo: La primera para investigar el Estado de Situación SAN al 2009 y para la organización de un sistema de información sobre la seguridad alimentaria y nutricional. En ambas consultorías se generaron herramientas que servirán a UTSAN tanto para la Actualización del informe de situación SAN como para la construcción del sistema de información SAN.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.10</u></p> <p>El supuesto se cumple en el 2010 como parte de un proceso de reformas administrativas que involucran a la Sria de Gobernación Y Justicia la que se convierte en Secretaria de Estado del interior y Población. En estos años de implementación de la PSAN, la Sria no recibió recursos financieros del PASAH asumiendo que le eran suficientes los recursos de PROADES. La función que ha tenido que cumplir ha sido de tipo normativa de aprobación de los procesos de definición de límites administrativos consistente en revisar y oficializar los trabajos conducidos por la Dir Gral de Catastro y Geografía y Alcaldías Municipales.</p> <p>En el componente de iniciativas socio productivas, su acción ha consistido en registrar e incorporar las iniciativas socio productivas en los Planes Estratégicos Municipales.</p> <p>Las actividades contribuyeron a fortalecer los aspectos de coordinación inter institucional y al logro de un buen avance en cuanto a la inclusión de fondos para invertir en seguridad alimentaria en los proyectos de presupuesto remitidos al Congreso Nacional para ser aprobados y ejecutados el 2009.</p> <p>También fue posible la integración de indicadores de cumplimiento de metas en el Sistema de Gerencia de la Gestión por Resultados de la UNAT funcionando en la Secretaria del Despacho Presidencial.</p> <p>Apoyo a las diversas gestiones que realizó la SdP y las instituciones ejecutoras para obtener asignación de recursos financieros que les permitieran ejecutar los planes de acción lo cual significó también modificar los planes.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.11</u></p> <p>This last sentence means a negotiation process between different Secretaries and including SEFIN. This is a kind of interinstitutional coordination, but seems to be a novelty in the GoH.</p>
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I-3.4.2	Degree of social consultation on food security
<p>PASAH</p>	<p>1.1.1 En el año 2008 y 2009 se realizaron varios intentos para presentar al Gabinete Social la propuesta de institucionalidad, sin embargo no lograron concretarse debido a varios acontecimientos: Creación de la Sria de Desarrollo Social que implicó la reestructuración del Gabinete Social, Actualización de la ERP que tuvo como consecuencia la suspensión de reuniones de CCERP, la crisis política del país y una nueva reestructuración del Gabinete Social a inicio del nuevo gobierno.</p> <p>1.1.2 En el periodo de la ATI se realizaron dos Encuentros Inter Institucionales y en cada uno se formularon recomendaciones entre las cuales las de mayor trascendencia han sido: La constitución del COTISAN y su reglamento operativo, el mapeo de intervenciones en SAN en un primer intento de manejar la información de este tipo, la participación en la investigación sobre el estudio de situación en SAN a 2009.</p> <p>El supuesto se cumple y la SdP promueve la organización de COTISAN como una instancia de consulta y concertación en el cual se representan los sectores público, privado y cooperantes. Esta instancia ha sido reconocida oficialmente vinculándolo al marco institucional del gobierno bajo la coordinación de la UTSAN dependiente de la SDP. En el ámbito local, se ha iniciado un trabajo de constitución de redes con organizaciones comunitarias entre las que figuran con mayor relevancia las Asociaciones de Juntas de Agua municipales por el interés que manifestó la población entorno a la protección y conservación de las fuentes de agua para consumo humano iniciado por medio de las declaratorias de microcuencas. <u>Source : Informe Final ATI PASAH, diciembre 2010, p.9</u></p> <p>Se organizaron varios Comités técnicos conforme a las actividades de los componentes: para el fortalecimiento institucional funciona un comité Gubernamental de nivel estratégico en el cual participan SEPLAN, Sria de Desarrollo Social y SDP. Un comité inter institucional de coordinación en el cual participan unidades técnicas de las Srias que tienen acciones en SAN, el Comité Técnico de Ordenamiento jurídico del Territorio y el Comité de iniciativas Socio productivas.</p> <p>La socialización de los planes de acción de los años 2008 y 2009 se realizaron a nivel departamental, en el 2010 esta socialización no fue posible debido a que las instituciones ejecutoras no recibieron fondos para las actividades sino hasta el último trimestre del año. Las mesas sectoriales y el CCERP suspendieron sus reuniones a finales del 2008 cuando se inició el proceso de revisión y actualización de la</p>

	<p>ERP.</p> <p>La UTSAN presento durante el periodo tres informes de avance, no fue posible presentar al CCERP el informe 2009 y el 2010 debido a que el CCERP suspendió sus reuniones por tiempo indefinido.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.9</u></p> <p>▪ Transparencia, control ciudadano y rendición de cuentas. 2010</p> <p>Los procesos de diálogo, consulta y concertación entre el gobierno, la sociedad civil y la cooperación internacional en el tema de Seguridad Alimentaria y Nutricional, se declaran oficiales con el reconocimiento del Comité Técnico Interinstitucional de seguridad alimentaria y nutricional COTISAN en el mes de Septiembre. Esta instancia de apoyo técnico en las intervenciones de seguridad alimentaria y Nutricional hizo su primer acto de presencia oficial en el evento de presentación del informe Situación de Seguridad Alimentaria y Nutricional 2009 a finales del mes de Agosto y posteriormente en los eventos convocados por el Congreso Nacional para gestionar la propuesta de Ley de Seguridad Alimentaria y Nutricional.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.9</u></p>
I-3.4.3	Quality of the monitoring and evaluation system for impact measurement of the Government's food security programmes
PASAH	<p>El supuesto de acordar la formulación de indicadores básicos para el seguimiento en seguridad alimentaria comienza a gestarse con las recomendaciones del I y II Encuentro Inter Institucional organizados por la UTSAN. Este supuesto se fortalece con las actuaciones de COTISAN, con los resultados de la consultoría sobre Estado de Situación SAN y se concreta con la segunda consultoría sobre el Sistema de Información e indicadores globales en SAN.</p> <p>2.3.2 Se apoyó a la UTSAN a mejorar el sistema de seguimiento tanto de las intervenciones de PASAH y posteriormente a organizar el sistema de información de SAN.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.11</u></p> <p>▪ Información, monitoreo y evaluación de resultados.</p> <p>Con el propósito de dotar a la UTSAN de herramientas técnicas que le permitan cumplir las funciones establecidas en el Decreto Ejecutivo de su creación, se realizó el procedimiento de contratación de la segunda consultoría corta que consiste en el diseño de un Sistema de información e indicadores Globales de Seguridad Alimentaria y Nutricional.</p> <p>Este trabajo proporciona a la UTSAN un sistema de información</p>

	<p>SAN, que le permitirá realizar el seguimiento a la implementación de la ENSAN y a la situación de SAN en Honduras, con indicadores Globales el sistema está estructurado partiendo de la base de los indicadores actualmente incorporados por la Visión de País y Plan de Nación, el INE y los definidos por INCAP.</p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.14</p>
JC.3.5	<i>The municipalities' capacity for local development planning and support to food security has increased.</i>
PASAH	<p>The advancement of the field component of PASAH is a little bit disappointing because of the limited time it had (starting really in 2008) and because of the consequences of the Coup which lasted more than one year. Another important limitation is the lack of human resource capable of reading and using spatial planning instruments such as maps, especially in poor rural municipalities.</p> <p>However activities geared towards planning regulations for sustainable management of natural resources, were conducted in 44 municipalities out of the 50 selected municipalities</p> <p>PASAH also helped financing 118 small productive projects (local initiatives on food security) benefitting to 337 women and included in the Municipal Development Plans.</p> <p>Activities such as cadastre and land titling have important impacts on municipal finance through taxation and therefore are actively supported by the local councils.</p> <p>Also some institutional innovations at municipal level are worth being mentioned, such as the diffusion of a women section (“oficina de la mujer”) and the use of social audits (often conducted by women) which permits the participation of civil society in the control of local governments.</p> <p>“Las nuevas autoridades municipales están conscientes de las deficiencias técnicas del nuevo personal lo que afecta las posibilidades que tienen para mejorar la capacidad de planificar con un enfoque de desarrollo territorial equilibrado.»</p> <p>Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p.31.</p> <p><i>Assessment of institutional capacity</i></p> <p>During the last two years, the Strategy has consolidated the instruments and mechanisms that enable its implementation, and in particular:</p> <ul style="list-style-type: none"> ▪ The initiatives have been integrated under the Municipal Development Plans.

	<ul style="list-style-type: none"> ▪ The gender aspect has been taken into account, with special reference to the selection of the beneficiaries. ▪ Sub-committees on land use and socio-productive initiatives have been set up to coordinate and harmonise the activities of the institutions involved in the prioritised municipalities. <p><u>Source: Action Fiche, 2009</u></p> <p>“The Programme of Support for Food Security in Honduras (PASAH) has contributed significantly to strengthening institutionality and has implemented two components: one to bring in municipal planning regulations oriented towards the sustainable management of natural resources, and the other to strengthen the planning of local economic development (Municipal Development Plans) with the support of local initiatives on food security.</p> <p>Territorial planning. The municipalities benefiting from the programme have been strengthened in their local development planning capacity and support for FS in the most vulnerable communities. The support for the legislation of the municipal territory has enabled lands to be legalised and participative management plans to be formulated, with focus on gender, directed towards the use and control of sources of water for domestic use and also administration of the areas of human settlement.</p> <p>Socio-productive initiatives. These are carried out with the facilitation of sustainable financial resources, technical accompaniment and extension to improve access to and use of foodstuffs. This operation has required the organisation of the beneficiaries in business methodology (production cooperatives and rural credit unions).”</p> <p><u>Source: Action Fiche, 2009</u></p> <p>“Los Sub comités técnicos operativos de ordenamiento territorial y de Iniciativas Socio Productivas, manifiestan su presencia en el nivel local y consiste en transferir capacidades técnicas a las alcaldías tal como se detalla en el Plan de Inversiones en SAN 2010-2011 enfocado al desarrollo de territorios y fortalecimiento organizativo para mejorar capacidades de gestión de recursos naturales y participación ciudadana respectivamente. »</p> <p>“La transferencia de capacidades técnicas orientadas al manejo de herramientas de información sobre el territorio en las Alcaldía Municipales consiste en capacitar técnicos que desempeñen funciones en las Unidades de Medio Ambiente, Catastro y Oficina Municipal de la Mujer.</p> <p>En cuanto a las relaciones con la DUE, éstas entraron en la fase de</p>
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reuniones de trabajo con el Gobierno para consensuar y negociar las condiciones de dos documentos financieros: Adendum al Programa de Apoyo a la Seguridad Alimentaria en Honduras que asignara los fondos remanentes por 3.555.000 Euros según lo previsto en el Convenio de financiación y el Convenio Phasing Out o Estrategia de Salida por 2.000.000 Euros. Ambas acciones han sido acordadas después de conocer los resultados de la Evaluación Global del PASAH.

En este contexto sumamente favorable, la UTSAN se prepara contrata una consultoría especializada para realizar el trabajo de diseñar la estructura orgánica y funcional y sus manuales y reglamentos.”

Source : Informe Final ATI PASAH, diciembre 2010, p.18

Los resultados de este componente se muestran a continuación (Fuente: Informe Avance PSAN 2007-2010).

Los municipios están distribuidos en tres departamentos: Lempira, Sur de Francisco Morazán y Valle

Cuadro 1: Cobertura Geográfica

Limites territoriales Mpios	Limites Urbanos Mpios	Limites tierras naturales jurídica Mpios	Titulaciones mpios	Mapeos mpios	Declaratorias microcuencas	Total de municipios beneficiarios	Beneficiarios directos (familias)
14	12	30	30	29	17	44	4,961

Cuadro 2: Avances metas previstas PESAN

Indicador	Línea de base	2007/2008	2009/2010	Avance global
50 Municipios con Limites administrativos declarados	311,209 Has	135,327	0	135,327 Has
50 municipios con Títulos de tierra otorgados	25,901 títulos	4,603	2,010	6,615 títulos

	50 municipios con perímetros urbanos declarados	10	12	0	12 resoluciones
	Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p.15.				
I-3.5.1	Evidence that EC interventions supported most vulnerable municipalities in terms of food security				
I-3.5.2	Existence of legal land use planning and cadastres in EC-supported municipalities				
PASAH	Global evaluation gives precise figure of the number of municipalities and the precise scope of the following variable: <ul style="list-style-type: none"> a. Municipal boundaries b. Urban limits c. Land titles d. Spatial mapping e. Micro watershed declarations Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, pp.15-19.				
I-3.5.3	Existence of local development plans in EC-supported municipalities				
PASAH	PASAH also helped financing 118 small productive projects (local initiatives on food security) benefitting to 337 women and included in the Municipal Development Plans. Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p.15.				
I-3.5.4	Quality in local development plans of linkage with sustainable management of natural resources				
PASAH	Support to sustainable management of natural resources is through information on land property, soil and land use, location of natural resources, administrative and institutional competence. « Con el propósito de orientar en mejor forma, la toma de decisiones sobre la utilización de los recursos naturales, y hacer un aprovechamiento que contribuya a la reducción de la pobreza, las intervenciones han generado varias herramientas que proporcionan información sobre el régimen de tenencia, uso y vocación del suelo y localización de los recursos naturales y competencias institucionales » Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p.30.				

I-3.5.5	Quality in local development plans of linkage with local economic development
Non intervention specific	No additional relevant information on this topic See JC3.5
I-3.5.6	Quality in local development plans of support of local community-based initiatives in food security
Non intervention specific	No additional relevant information on this topic See JC3.5
I-3.5.7	Number of local socio-productive initiatives relating to food security in EC-supported municipalities
Non intervention specific	No additional relevant information on this topic See JC 3.5
I-3.5.8	Evidence of EC contribution to increased municipalities' capacity for local development planning and support to food security
Non intervention specific	No additional relevant information on this topic See JC 3.5
JC.3.6	<i>The EC approach and actions in food security were sustainable</i>
PASAH	Refer to Source : Informe Final ATI PASAH, diciembre 2010, p.20.: PERSPECTIVAS
FAO-Semilla	La producción exitosa de semilla nativa mejorada en forma artesanal adaptada a las condiciones agro-climáticas y al contexto socio-cultural y alimentario de las familias pobres, umentando a la vez los ingresos de las familias, el poder adquisitivo y la capacidad de acceder a alimentos aunque los aspectos de mercadeo y de comercialización , así como el mecanismo de certificación de la semilla necesitan ser reforzados. Source: PASAH Identification fiche 2004, p.3
I-3.6.1	Sustainability of EC support and EC-funded actions
PASAH	Es particularmente importante resaltar que el apoyo presupuestario ha permitido la continuidad institucional y operativa de la seguridad alimentaria y nutricional como una de las prioridades de intervención del gobierno de honduras. Esta continuidad en la implementación de esta política que ha trascendido, por primera vez, varios períodos de gobierno y la decisión del actual de institucionalizarla hacen pensar más en una política de estado en vez de una política de gobierno y ha jugado a favor de la credibilidad institucional y propiciado que tanto sociedad civil como cooperantes se integren a este esfuerzo.

	<p>Source : <u>Evaluación Global del PASAH, SEDP – UE, Octubre 2010</u></p> <p>Paralelamente, el Congreso Nacional está en el proceso de formulación de la Ley de Seguridad Alimentaria y Nutricional que será un elemento adicional de sostenibilidad para la estructura institucional y operativa de la ENSAN.</p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.3</u></p>
I-3.6.2	Sustainability of financing of local socio-productive initiatives
PASAH	<p>La UTSAN debe contar con un mecanismo que permita la aprobación anual de lineamientos y prioridades de SAN a ser incorporadas en los presupuestos anuales institucionales.</p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.24</u></p> <p>Actualmente, las iniciativas tienen limitadas posibilidades de sostenibilidad y será necesario invertir más recursos para fortalecer y/o concluir los procesos, fortalecer las modalidades organizativas y corregir errores técnicos, metodológicos y de ejecución.</p> <p>Source : <u>Evaluación Global del PASAH, SEDP – UE, Octubre 2010, p.33.</u></p>
I-3.6.3	Sustainability of technical support for strengthening and promoting these initiatives
PASAH	<p><i>Como resultado final se contará con un instrumento metodológico para la elaboración de los Planes Locales de Desarrollo (anteriormente Planes Estratégico de Desarrollo Municipal) que incorpore la SAN como un eje prioritario y permita aportar desde lo local, a los lineamientos y prioridades de la ENSAN a nivel nacional.</i></p> <p>Source : <u>Informe Final ATI PASAH, diciembre 2010, p.20</u></p>
FAO-Semilla	<p>Pequeñas empresas de semillas</p> <p><i>El proyecto estableció contactos con otros organismos par que puedan recibir más apoyo y seguimiento. Lograron firmar acuerdos con algunas instituciones para recibir capacitación.</i></p> <p><i>Formaron 15 grupos. Solo 3 ya no existen. Pero entraron otros tres. Uno desapareció porque la ONG que debía apoyarlos les abandonó. Otro grupo desapareció porque la gente se dedicó a la siembra de palma.</i></p> <p><i>Se han especializado en el maíz y el frijol. Estima que están produciendo unos 15.000 quintales de semilla certificada. La red se reúne dos veces al año. Cada pequeño productor está afiliado a una pequeña empresa y es el conjunto de las empresas que forma la red. Piensa que esto se mantiene.</i></p> <p><i>Piensa que el mercado de semilla está, lo que falta es la capacidad de producir buena semilla en cantidad suficiente en el tiempo debido.</i></p>

	Source: MN 143
I-3.6.4	Quality of EC exit strategy in interventions
I-3.6.5	Continuity of EC support to food security
I-3.6.6	Level of national ownership in generation and implementation of interventions
PASAH	<p>« Por lo que respecta al aspecto institucional, como se ha mencionado ya anteriormente, la UTSAN había sido creada más como un proyecto dentro de la Secretaría de la Presidencia que como una unidad orgánicamente dependiente. Los primeros esfuerzos para institucionalizarla se realizaron a través de su inclusión como unidad de apoyo técnico al Gabinete Social, llegando incluso a contar con un borrador de Decreto Ejecutivo que fue revisado por las instancias legales de la SdP y presentado en primera versión a dicho gabinete en mayo 2008. »</p> <p>Source : Evaluación Global del PASAH, SEDP – UE, Octubre 2010</p> <p>En este periodo (primer semestre 2009) se realizaron varios esfuerzos infructuosos para institucionalizar el mecanismo de intervención de la SAN en el Gabinete Social y en los procesos de planificación y aprobación del presupuesto general de Ingresos y Egresos de la Republica.</p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.11</p> <p>En este proceso, un actor principal debe ser el Comité Técnico Interinstitucional de Seguridad Alimentaria y Nutricional (COTISAN) que permitirá por una parte hacerlos partícipes de su contenido, obtener elementos para la retroalimentación del mismo y crear las condiciones que aseguren el involucramiento en su implementación.</p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.24</p> <p>Also national ownship is most noticeable at local (municipal level)</p> <p>Una vez entre en vigencia la propuesta de Ley SAN, esta se convertirá en el marco legal institucional para todas las instancias involucradas en la temática, por lo que será necesario, como en el caso de la ENSAN, elaborar una estrategia de difusión a todo nivel y con instrumentos diferenciados.</p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.25</p> <p>The existence of a law on FS is probably the most important indicator of ownership of the policy supported by EC even if it does not guarantee its effectiveness</p>
JC.3.7	Availability, access and utilization of food have structurally

	<i>changed for women</i>
PASAH	<p>PASAH had no ambition to change availability of food for women because it was detected that the problem was more of food access (poverty) than availability. The programme further focussed on employment and new sources of income for women. It did not directly address the problem of food utilization.</p> <p>“Perspectiva de género: La perspectiva de género fue abordada en forma diferenciada por las instituciones ejecutoras con un enfoque de participación del grupo familiar en el caso de la SAG y por medio de la constitución de empresas asociativas de producción con socias mujeres en el caso del INA. Como se evidencia en los informes de avance, se lograron cumplir las metas en cuanto al número de participantes mujeres en las iniciativas socio productivas. Sin embargo la participación de las mujeres en las juntas directivas de las cajas rurales es limitada a uno o dos cargos debido a que la representación familiar en las asambleas de socios recae en el jefe del hogar.</p> <p>La inclusión de INAM en el monitoreo y seguimiento de estas iniciativas dio como resultado positivo la organización de oficinas municipales de la mujer y constitución de comités de apoyo comunitarios por medio de los cuales se proponen fortalecer esta experiencia de incluir iniciativas socio productivas en seguridad alimentaria en los PEDM.”</p> <p><u>Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010, p. 34</u></p> <p>El rol de las oficinas municipales de la mujer involucradas en este tema de monitoreo y seguimiento también se determina con mayor precisión en aspectos de registro de beneficiarias, diagnósticos situacionales y formulación de informes de seguimiento a las intervenciones locales asegurando el enfoque de desarrollo local con equidad de género.</p> <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.20</u></p>

	Indicador	Línea de base	2007/2008	2009/2010	Avance global
	50 municipios incorporando iniciativas con enfoque de género para la implementación PSAN en los Planes de Desarrollo Local		30	3	33 municipios
	Un mínimo de 400 mujeres integrando los grupos productivos beneficiarios del PASAH		337	60	397 beneficiarias
	Sistemas de monitoreo y seguimiento		10	5	15 oficinas municipales de la mujer
I-3.7.1	Degree of gender considerations in local development plans				
PASAH	<p><i>El rol de las oficinas municipales de la mujer involucradas en este tema de monitoreo y seguimiento también se determina con mayor precisión en aspectos de registro de beneficiarias, diagnósticos situacionales y formulación de informes de seguimiento a las intervenciones locales asegurando el enfoque de desarrollo local con equidad de género.</i></p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.20</p>				
I-3.7.2	Level to which the changes in food access and availability have influenced this access and availability for women				
I-3.7.3	Level to which women can exert better control over food utilization				
PASAH	MN 146				
I-3.7.4	Level to which the changes in food access and availability for women are sustainable				
PASAH	MN 146				
I-3.7.5	Degree of integration of gender equality considerations into the design of EC interventions in food security				
PASAH	MN 146				
I-3.7.6	Evidence of EC contribution to improvement in gender equality in food security				
PASAH	MN 146				

EQ4	To what extent has secondary education been strengthened and has the EC contributed to it?
JC.4.1	The EC approach in education was adequate given national dynamics
Non intervention specific	<p>The EC Strategy (for 2002-2006) in Education was a response to the challenges of poverty reduction: While primary education was covered by the EFA-FTI initiative, secondary education was in need of international aid. Besides reinforcing social cohesion, the development of secondary and vocational education could address the problem of unemployment among youth.</p> <p>A second strategy was elaborated for the period 2007-2013. The PRSP was a good platform for the Strategy of EC cooperation. The strategy in education is part of EC Strategy for Human and Social Development, which includes also the sector of health. Closing the education gaps was one of the country's top priorities. The EC policy to support Human development and Social Cohesion in Honduras (as shown in the CSP 2007-2013, page 21) is in line with the government approach to improve coverage of primary and secondary school as well as to improve quality.</p> <p>The dialogue with the new government has not been frequent due to the short time that has passed since the EC renewed relations with Honduras. The government policies are still framed in the PRSP and the <i>Plan de Nación</i>.</p> <p>There is no evidence of a linkage between the EC and other private initiatives in education</p>
PRAEMHO	<p>The acquired experience by the EC in vocational training in Nicaragua.</p> <p>For the authorities of secondary school, improving coverage was their main objective, and the main priorities expressed were related to improving infrastructure and equipment acquisition. The project PRAEMHO emerged in 2003, to support education in marginal urban areas and vocational training. The dialogue, at the technical level, between the EC and the Ministry of Education officials (during the execution phase of PRAEMHO) was frequent, and productive.</p>
I-4.1.1	Justification for EC approach in education
Non intervention specific	<p>The EC Strategy in Education was a response to the challenges of poverty reduction with a response to support: Education and more specifically vocational training.</p> <p>(Source: EC Country Strategy Paper Honduras 2002-2006, p. 26; EC Country Strategy Paper Honduras 2007-20013, p.22)</p>

PRAEMHO	<p>The project PRAEMHO emerged in 2003 when the EC Strategy was to support secondary education (vocational training), as defined in the CSP 2002-2006. The project ended in 2008, and the new EC Strategy in Education for 2007-2013 also has as an objective the support of secondary and vocational education.</p> <p><i>(Source: EC Country Strategy Paper Honduras 2002-2006, section 5.2.1 Human and Development, page 24. EC Country Strategy Paper Honduras 2007-20013, section 5.1 Main Orientations of the Strategy, page 22)</i></p>
I-4.1.2	Justification for evolution in EC approaches in education
Non intervention specific	<p>The EC broad objectives for cooperation during 2002-2006 in Honduras were:</p> <ul style="list-style-type: none"> ▪ Fostering sustainable economic and social development (education and health). ▪ Gradual integration of developing countries into the world ▪ Fight against poverty. <p>The EC policy should also contribute to consolidating democracy, the rule of law and human rights</p> <p><i>(Source: EC Country Strategy Paper Honduras 2002-2006, section 1,1 General Objectives, page 5)</i></p> <p>In the CSP 2007-2013 the EC Objectives remain similar to those expressed in the CSP 2002-2006 which are: Eradication of poverty in the context of sustainable growth, pursuing the Millennium Development Goals , promotion of democracy, good government and the respect for human rights.</p> <p><i>Source: EC Country Strategy Paper Honduras 2007-20013, section 1.1 Global Objectives,, page 5).</i></p> <p>The EAMR of the first semester of 2009 shows the following:</p> <p><i>“Education was supported during this semester under the previous CSP with the PRAEMHO project (secondary and technical education) which was in its closure phase at the end of the semester and by the thematic multi-donor project EFA-FTI (Education for all/Fast-track initiative). Along with health, education is to be supported by the APERP BS Programme, with indicators in these sectors.”</i></p>
PRAEMHO	<p>The Agreement.</p> <p><i>“Como respuesta a la solicitud expresa de la Secretaría de Educación de Honduras (SE), la CE decidió poner en curso un programa para el apoyo a la Educación Media, especialmente concentrado en la Formación Profesional, enmarcado en la política nacional de transformación de la educación, la cual ha sido concertada a través de todos los sectores involucrados por medio del Foro Nacional de Convergencia (FONAC). El Programa también es congruente</i></p>

	<p><i>con los lineamientos de la CSP 2002-2006 de la CE. El monto del Proyecto fue establecido en 28.000.000 €, que posteriormente fue aumentado a 29.122.300 € para contabilizar la contrapartida nacional necesaria para cubrir los costos de funcionamiento del mismo. Aunque su concepción original era la de brindar una ayuda presupuestaria directa al Gobierno para apoyar al subsector de la Formación Profesional, por solicitud de la misma SE, se decidió utilizar la modalidad de ejecución de proyectos que prevé el Nuevo Reglamento Financiero de la CE. La duración de la acción es de 51 meses que rigen a partir de la firma del Convenio de Financiación (9-12-03), debiendo los fondos ser comprometidos como muy tarde el 26/11/06 (n+3)”.</i> (Fuente: Síntesis de Proyecto PRAEMOH, Numero CRIS: 2003/077-528)</p> <p>The Perspective of the Education Authorities. The acquired experience by the EC in vocational training in Nicaragua, and the well accepted component of vocational education of the PRRAC project in Honduras, were relevant aspects that combined with the need of funding for secondary school, made PRAEMHO possible, as can be seen in the following notes.</p> <p>MN307. <i>El componente de educación del proyecto PRAC, financiado por la EC, fue el inicio para el fortalecimiento de la educación vocacional. La intervención de este proyecto fue considerada como exitosa por el Ministerio de Educación, lo que motivo a pedir a la EC el financiamiento del proyecto PRAEMHO.</i></p> <p>MN 308. <i>El hecho de que la EC había financiado un proyecto de similar naturaleza a PRAEMHO en Nicaragua y que ningún donante estaba apoyando con infraestructura la educación secundaria en Honduras, motivo a las autoridades del Ministerio de Educación a solicitar a la EC el financiamiento de PRAEMHO.</i></p>
I-4.1.3	Linkage between EC and Government approaches
Non intervention specific	<p>The EC policy to support Human development and Social Cohesion in Honduras (as shown in the CSP 2007-2013, page 21) is in line with the government approach to improve coverage of primary and secondary school as well as to improve quality. The government approach in secondary school is to enhance vocational de professional training, and the incorporation of minority groups. (see the following notes)</p> <p>MN 308. <i>“Las Prioridades en primaria y Secundaria han sido las de ampliar y sostener la cobertura neta, así como mejorar la calidad de la educación. En secundaria la principal prioridad es ampliar la cobertura bruta y mejorar la calidad. La Política Nacional que se relaciona con estos proyectos es la de “Mejorar los Servicios Educativos en el Nivel Medio, la Incorporación de Grupos Étnicos y el Inicio de un Programa Sostenible de Emprededurismo”</i></p>

PRAEMHO	<p>For the authorities of secondary school, improving coverage was their main objective, and within this, improving vocational education is a specific goal (This objectives are in line with the EC education approach stated in the CSP 2002-2006) The main priorities expressed, are related to improving schools infrastructure and the acquisition of equipments, and PRAEMHO met some of these expectations. (See following notes).</p> <p>MN307. <i>“Las prioridades en educación media han sido</i></p> <ul style="list-style-type: none"> ▪ <i>Construcción y remodelación de institutos</i> ▪ <i>Equipamiento de institutos</i> ▪ <i>Capacitaciones de maestros</i> <p><i>El gobierno crea institutos pero muchas veces no da las condiciones físicas necesarias para desarrollar los curriculums de educación vocacional.”</i></p>
I-4.1.4	EC policy dialogue with Government
Non intervention specific	<p>The dialogue between the Zelaya Government (2006-2009) and international donors (including the EC) was characterized by uncertainty, originated in the low priority given to macro economic stability and public finance management.</p> <p><i>“The low priority given by the Zelaya Government to macro-economic stability and to good public finance management, together with its failure to approve an updated PRSP or even a state budget for 2009 made the provision of Budget Support extremely difficult. When the GoH's stand-by agreement with the IMF expired in April it did not attempt to renew it and stated that it would not follow the IMF's recommendations on exchange-rate policy or money supply. Even conventional projects were handicapped by the absence of a budget, as this meant they were not receiving their national counterpart contributions in full. Intensive negotiations between the delegation and the finance ministry resulted in the incorporation of proposed BS payments in the extended 2008 budget and in Government commitments on national contributions to projects.”</i></p> <p><i>(Source: EXTERNAL ASSISTANCE MANAGEMENT REPORT Delegation in Honduras, Number of report 02/2009</i></p> <p>The dialogue with the new government has not been frequent due to the short time that has passed since the EC renewed relations with Honduras. The government policies are still framed in the PRSP and the Plan de Nación.</p> <p>See following notes</p> <p>MN 305. <i>“La política se enmarcaba en las metas de la Estrategia de Reducción de la Pobreza que tenía como metas específicas el cumplimiento de las metas del milenio. Ahora se enmarcan en el Plan de Nación”</i></p>
PRAEMHO	<p>The dialogue, at the technical level, between the EC and the Ministry of Education officials, during the execution phase of</p>

	<p>PRAEMHO, seemed to have been frequent, and productive, as one Ministry Official puts it:</p> <p>MN308. <i>“Cuando se estaba ejecutando el proyecto PRAEMHO las discusiones entre los delegados de la EC y los técnicos del gobierno eran mas frecuentes (varias veces en un mes) debido a la necesidad de reunirse para coordinar la ejecución del proyecto”.</i></p>
I-4.1.5	Linkage between EC and other national dynamics in Education
Non intervention specific	<p>There is no evidence of a linkage between the EC and other private initiatives in education.</p> <p>MN 308: <i>“No sabe al respecto”</i></p> <p>MN 310: <i>“Solo se interactúa con la empresa privada en áreas comerciales y no en educación”</i></p>
I-4.1.6	EC dialogue with Civil Society
Non intervention specific	<p>The EC consults civil society organizations to gather inputs when preparing the CSP, or any other document with political content. For these consultations the EC prepares rounds of meetings twice a year, where priorities of cooperation are discussed. See following notes.</p> <p>MN 310: <i>“La sociedad civil son agentes no estatales sin fines de lucro, como ser: fundaciones (se incluye al Consejo Hondureño de la Empresa privada COHEP), patronatos, cooperativas y universidades. La relación con la sociedad civil es para el dialogo político en su mayoría. Se hacen reuniones con ellos dos veces al año, para consultas y para definir prioridades de cooperación, sobre todo cuando se preparan los insumos del CSP. A nivel operativo se hacen reuniones, con la sociedad civil, para difundir las convocatorias de la EC en las diferentes líneas temáticas”</i></p>
I-4.1.7	Degree of EC flexibility to changing national dynamics
Non intervention specific	<p>The policies in education have not changed much in the last 10 years. The problems in the education sector have been structural ones; need of access and quality improvement for basic education and low coverage for secondary level (As shown in the PRSP). Therefore, the flexibility of EC have not been tested with important changes in education policies. However, the EC has shown changes in its approach, when the previous government had given low priority to finance management, by retaining programmed disbursement.</p> <p><i>Source: EXTERNAL ASSISTANCE MANAGEMENT REPORT Delegation in Honduras, Number of report 02/2009.</i></p> <p>There is the perception that as long as the changes are within the CSP the EC has a will to change.</p>

	MN310. <i>“La flexibilidad de la EC se da siempre que los cambios a efectuar estén enmarcados en una estrategia de país.”</i>
JC.4.2	<i>The EC approach in education was coherent with then prevailing overall EC cooperation policies, notably in the field of education</i>
PRAEMHO	PRAEMHO was a project of 28 million Euros (EC participation). But at the end only 93% of the budget was executed. The EC Strategy in Education was a response to the challenges of poverty reduction with a response to support: Education in marginal urban areas and vocational training. So, financing PRAEMHO was consistent with objective of social development
I-4.2.1	Consistency of EC interventions with its CSPs
Non intervention specific	One of the common principles of the “European Consensus on Development” is that <i>“The EU will support partner countries' poverty reduction, development and reform strategies, which focus on the MDGs [...]”</i> ⁶⁸ <i>(Source: European Parliament, Council and European Commission, The European Consensus on Development, 2006/C46, p. 3.)</i>
PRAEMHO	The EC Strategy in Education was a response to the challenges of poverty reduction with a response to support: Education in marginal urban areas and vocational training. So, financing PRAEMHO was consistent with objective of social development The EC broad objectives in the CSP for cooperation were: <ul style="list-style-type: none"> ▪ <i>Fostering sustainable economic and social development (education and health).</i> ▪ <i>Gradual integration of developing countries into the world</i> ▪ <i>Fight against poverty.</i> The EC policy should also contribute to consolidating democracy, the rule of law and human rights. <i>(Source: EC Country Strategy Paper Honduras 2002-2006, section 1,1 General Objectives, page 5)</i> PRAEMHO was a project of an expected amount of 28 million Euros, just the EC participation. The final agreement was of 26.8 million Euros, as the Final Evaluation of PRAEMHO shows. But at the end only 93% of the budget was executed, as the table shows.

EJECUCIÓN FINANCIERA GLOBAL DE PRAEMHO 2004-2008 (Montos en Euros)			
Rubro	MONT O CONV ENIO	MONT O PAGA DO	% EJECU CIÓN GLOBA L
1. Servicios	2.940.000	2.571.218	87,5%
2. Suministr os	9.634.762	9.048.621	93,9%
3. Obras	8.814.762	7.988.358	90,6%
4. Informaci ón y Visibilidad	140.000	84.833	60,6%
5. Fondos Apoyo al Estudio e Inserción Laboral	3.000.000	2.998.927	100,0%
6. Imprevist os**	1.190.476	818.010	68,7%
7. Gastos de Funciona miento	1.142.300	1.423.272	124,6%
TOTAL	26.862.300	24.933.239	92,8%

Fuente: Evaluación Final de PRAEMHO, Junio 2008, página 22

JC.4.3	<i>The EC approach in education was coordinated with and complementary to other donors' cooperation</i>
Non intervention specific	There are three instances where the donors meet around the sector of education: i) The EFA fund group, ii) MERECE and iii) G16. The EFA coordination presents to the EFA Fund group, an annual plan of activities to implement, with a budget related to the plan. The EFA group meets every two weeks, to monitor the plan implementation, and to have one voice when demanding changes during implementation. MERECE (Round Table for Education Cooperation) This is a broader instance, where all agents involved

in education get together. They discuss technical problems for all levels of the sector, but hardly political ones. (The EFA group is also part of this instance). MERECE meets every two month, and they have been using their own action protocol to facilitate decision making. The G16 (Group of 16 donors acting in Honduras) is a high level instance, for discussions of cooperation in all sectors (education included). Political decisions are made in this instance, but the points of view of the other two instances may not always be raised to this level. Donors believe that the fact the EC represents several countries; it must have greater political influence on the Honduran Government. Consequently public administration reforms can be demanded in education with a greater probability of success.

The EFA Fund Group. It is composed of various donors: ASDE-Sweden (Since 2008, Sweden is no longer a donor in Honduras), ACDI- CANADA, KFW- Germany and AECID-Spain, and The EC (The EC contribution to the fund was stopped in June, 2009). Also in these talks there is participation of USAID, and JICA, although they do not contribute directly to the Fund, they give complementary aid by supporting EFA plans with technical expertise. Participation of each donor is presented in the following table.

Agency	EFA Disbursement per Year, Amount (USD)				Total
	2006	2007	2008	2009	
ASDI	2,807,775				2,807,775
ACDI	5,000,000			5,000,000	10,000,000
AECID	5,937,500	6,824,500	6,390,000		19,152,000
EU		1,048,783	1,045,783		2,094,567
KFW		3,499,839	6,254,840		9,754,679
Total	13,745,275	11,373,122	13,690,624	5,000,000	43,809,021

Source: EC Delegation in Honduras (Current Coordinator of the EFA Fund), December, 2010

Meetings related to EFA take place at two levels; the MERECE and the EFA fund donors table. AT the MERECE meetings, EFA is seen as part of a bigger national education strategy. At the EFA Fund table, meetings are frequent (every 2 weeks) and talks are

	<p>smooth, donors make an agenda for the problems to be discussed, and a “meeting note” is written to evidence the agreements reached, and is presented to the government as one voice. At the EFA Fund meetings concrete actions are defined for the project implementation and following up of the fund disbursements is also part of the agenda. The effectiveness of these meetings is not yet seen, they are limited to approving or not disbursements, but they do not participate in the project implementation. The fact that the EC has been leading (lately) and financing EFA in the past (with 4 other donors) motivated others to participate with complementary actions: USAID and JICA supported the text production for Basic Education and the World Food Program has supported the <i>school lunch</i> across the country.</p>
PRAEMHO	<p>The PRAEMHO financing Agreement between the EC and the government of Honduras, made in December 2003, is a bilateral one, and there was no overlapping among donors during its implementation. Due to PRAEMHO the EC is seen as a donor that has advantages in implementing vocational projects, and at the moment KFW is analyzing the PRAEMHO experience to define their intervention strategy.</p>
I-4.3.1	<p>EC comparative advantage to EU MS in support to education (policy dialogue, sector or technical expertise, country experience, critical mass of resources)</p>
Non intervention specific	<p>Other donors’ point of view. Other Donors believe that the fact the EC represents several countries; it must have greater political influence on the Honduran Government. Consequently public administration reforms can be demanded in education with a greater probability of success. They also believe that the EC must have a comparative advantage in implementing vocational projects in secondary education. But some donors believe that the EC has no comparative advantage in education. See notes.</p> <p>302. <i>“La unión europea tiene la ventaja de poder recopilar experiencias educativas de otros proyectos ejecutados en los países donde opera. En conclusión tienen más proyectos de donde obtener lecciones aprendidas. Además que tienen mas recursos financieros que los estados miembros para financiar proyectos en general.”</i></p> <p>MN303. <i>“La EC tiene mas peso político por que representa un grupo grande de países europeos y esto le permite tener mayor influencia para pedir reformas a la administración publica de educación”</i></p> <p>MN 304. <i>“El hecho que la EC represente varios gobiernos hace que tenga mayor peso para influir sobre el gobierno. La EC no es un gobierno y esto libera a sus fondos de condiciones que imponen los países. La EC se ha especializado en educación media con un enfoque vocacional, esto le da una ventaja comparativa respecto a los demás cooperantes en la ejecución de</i></p>

	<p><i>proyectos de este tipo.”</i></p> <p>MN306. <i>“Actualmente no se ve ninguna ventaja comparativa, pero en teoría, con el fondo común y el apoyo presupuestario debería de tener mayor peso político para iniciar un dialogo de cambio en el sector. Además, la EC tiene mayor poder de convocatoria, ya que pueden coordinar posiciones comunes, sobre todo entre sus socios.”</i></p> <p>Ministry Point of View. The EC has the capacity of hiring education experts from various countries, and this represents a comparative advantage.</p> <p>MN 308. <i>“En los proyectos financiados por la EC se focaliza el desarrollo de capacidades locales, se preocupan para que las comunidades se comprometan con la educación y promueven la integración comunitaria. Por otro lado, estos proyectos tiene la fortaleza de contar con técnicos especializados, que provienen de diversos países y no de uno en particular. Estas dos cosas son vistas dentro del Ministerio como ventajas comparativas de la EC.”</i></p>
PRAEMHO	<p>Within the Ministry of Education, and based on the PRAEMHO experience, the EC is seen as a donor that has advantages in implementing vocational projects, with good efficient procedures. Although, with the exit from this level of education, the EC might have lost this privileged position. See notes.</p> <p>MN304. <i>“PRAEMHO ha sentado las bases para un proceso para tener curriculums de educación media orientados al trabajo. Esto son muy buenas lecciones aprendidas y sirven de base para futuras intervenciones en educación media que los demás cooperantes quieran hacer.”</i></p> <p>MN307. <i>“Los proyectos de la EC, ejecutados mediante una UGP, han sido mas ágiles, efectivos y transparentes en comparación con los ejecutados por otros cooperantes. Esto ha sido debido a mejores procedimientos de contratación de personal, buenas evaluaciones y auditorias externas.”</i></p> <p>MN 309. <i>“PRAEMHO llevo a colocar la EC en una situación privilegiada, pues nadie mas apoyaba la educación media, pero esa posición se perdió.”</i></p>
I-4.3.2	Quality of dialogue on education with other donors
Non intervention specific	<p>There are three instances where the donors meet around the sector of education: i) The EFA fund group, ii) MERECE and iii) G16.</p> <p>MN304. <i>“El dialogo ha sido fluido, se reúnen cada 2 meses con los cooperantes de MERECE. Se hacen ayudas memorias (MERECE tiene su propio protocolo de actuación tiene mas de 10 anos de existencia) que hace mas efectiva en la toma de decisiones del sector.</i></p> <p>MN306. <i>“Los cooperantes se reúnen una vez cada 2 meses en la mesa de</i></p>

	<i>MERECE, y en estas reuniones concretan acuerdos técnicos útiles, pero no políticos. MERECE tiene una incidencia muy limitada a los aspectos técnicos, y los problemas del sector no llegan al G16 (grupo de cooperantes) que es una instancia donde se toman decisiones de mayor nivel.”</i>
PRAEMHO	PRAEMHO, was a project that emerged from the need (expressed by the Ministry of Education) to finance vocational schools in secondary level. Almost no coordination was needed with other donors, to elaborate the project paper.
I-4.3.3	Synergies in support to education with other donors
PRAEMHO	<p>KFW is now interested in financing the secondary level of education and the PRAEMHO experience is being analyzed in order to define their intervention strategy. In the Ministry of Education the PRAEMOH curricula plans are the model for the conversion of new technical schools. See notes.</p> <p>MN 302. <i>“Es conveniente socializar los impactos de PRAEMHO para que otros cooperantes puedan entrar al nivel secundario formal, esto no se ha hecho pero se espera que se haga. Por otro lado, a partir de PRAEMHO se pueden hacer reformas en el nivel de secundaria.”</i></p> <p>MN 303. <i>“Actualmente la cooperación alemana esta revisando la entrada a financiar la educación secundaria y la experiencia de PRAEMHO es un referente para esto. Se esta estudiando PRAEMHO para diseñar la nueva intervención.”</i></p> <p>The fact that the EC has been leading (lately) and financing EFA in the past (with 4 other donors) motivated others to participate with complementary actions: USAID and JICA supported the text production for Basic Education and the World Food Program has supported the <i>school lunch</i> across the country. See notes.</p> <p>MN302. <i>“En cuanto a EFA, los otros cooperantes que son parte de MERECE, pero no del fondo común de EFA, han podido llevar a cabo acciones complementarias, como ser el apoyo de textos a las escuelas que ha sido coordinado por USAID y JICA. El PMA ha complementado con la merienda escolar, y KFW ha estado financiando mejoras a la infraestructura escolar. Estas sinergias se han logrado gracias al liderazgo de coordinación de la EC.”</i></p> <p>MN304. <i>“El hecho de que la EC haya financiado EFA ha hecho que JICA se haya motivado a participar en la elaboración de libros para complementar la intervención de la EC.. El hecho que los proyectos se documenten hace que le sirva a otros donantes a tomar las lecciones aprendidas de los proyectos ejecutados.”</i></p>

I-4.3.4	Overlaps in support to education with other donors
Non intervention specific	<p>The MERECE Round Table is set up to coordinate donors and to avoid cooperation overlaps. It is known that some project components overlap some times, this happens mainly due to weak coordination between developing banks and the rest of donors. See notes</p> <p>MN 303. <i>“A través de MERECE se busca que no hayan traslapes, y se dan solamente cuando existen mandatos de algunos cooperantes para hacerlos. Se sabe poco de los proyectos de BM y BID en educación, debido a que participan poco en las reuniones de coordinación del sector.”</i></p> <p>MN304. <i>“Hay traslapes en áreas geográficas del país. Hay hasta cinco donantes que ejecutan proyectos similares en un departamento. Pero la orientación de las intervenciones no se traslapa gracias a las instancias de coordinación de los cooperantes. También hay traslapes en los PECs (Proyectos Educativos de Centros) España lo apoyo en ellos y GTZ también, generalmente los traslapes se dan por pedidos específicos del gobierno. MERECE están tratando de evitar estos traslapes.”</i></p>
PRAEMHO	<p>There was no overlapping among donors during PRAEMHO's implementation. See notes.</p> <p>MN 306. <i>“En el caso de PRAEMHO no han habido traslape, en EFA no hay contradicciones, pero tampoco funciona la modalidad para que haya mejor uso de recursos. Hay duplicidades de proyectos en el sector, pero no con los financiados por EC, para el caso, GTZ compite por asistencia técnica que ya da USAID.”</i></p>
JC 4.4	<i>The quality of secondary education has improved</i>
PRAEMHO	<p>The Ministry of Education has developed around 60 curricula plans for secondary school, 15 of them were developed within the Program PRAEMHO (and many of them are among the most demanded). The Ministry is now trying to reduce the number of curricula plans for these level, retaining only the orientations most demanded, and among these ones are :</p> <ul style="list-style-type: none"> ▪ Agro entrepreneurship ▪ Science and Letters ▪ Education ▪ Marketing ▪ Computers ▪ Garment industry technician ▪ Secretary ▪ Business ▪ Hotels <p>In PRAEMHO schools the curricula plans with grater demand are the following:</p> <ul style="list-style-type: none"> ▪ Computers

- Physics
- Biochemistry
- Hardware Repair
- Electricity
- Electronics
- Refrigeration
- Hotels
- Automotive Mechanics

Also other 6 curricula plans are taught in these schools

The number of trainings given under PRAEMHO was:

- 3055 in administration aspects for teachers
- 330 in equipment maintenance for technicians
- 283 in administration
- 59 master degree for teachers (financed by the project)
- 50 internships in Spain and Colombia
- 451 in administration for employees in the departmental offices

The completion rate in secondary education is low for boy and girls; 7%-8% in the public sector and 11%-15% in the private sector, and improvement in the public sector is not visible.

Tasa de Completación del Nivel Secundario de Educación (%)

Datos	2006			2007			2008			2009		
	F	M	T	F	M	T	F	M	T	F	M	T
Tasa de Completación					6			4				
Graduados (Públicos)	8.7	7.6	8.2	7.9	.8	7.4	5.7	.9	5.4	8.2	6.8	7.6
Tasa de Completación					1.8	1.1		1.9	1.1		1.1	1.1
Graduados (privados)	3.4	2.3	2.9	1.6	.9	1.4	0.2	1.3	0.4	0.4	0.2	0.5

Source: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010.

The construction of 17 technical schools, is a clear contribution to the infrastructure of this level of education, specially when there were very schools of this kind built before PRAEMHO (14 of

	<p>these schools were built by GTZ in the 80's and they were already outdated). But probably, the major contribution of the project was the development of 15 curricula plans, because many of them are being used in technical education now. The impact of the project on the secondary level and measured by evaluation results in general subjects (like: biology, chemistry, mathematics and others) is not clear, results remain low for most students.</p>
I-4.4.1	Number of new curricula elaborated and adopted
PRAEMHO	<p>The Ministry of Education has developed around 60 curricula plans for secondary school, 15 of them were developed within the Program PRAEMHO (and many of them are among the most demanded). The Ministry is now trying to reduce the number of curricula plans for these level, retaining only the orientations most demanded, and among these ones are :</p> <ul style="list-style-type: none"> ▪ Agro entrepreneurship ▪ Science and Letters ▪ Education ▪ Marketing ▪ Computers ▪ Garment industry technician ▪ Secretary ▪ Business ▪ Hotels <p>MN 308. <i>“Se han elaborado alrededor de 60 curriculums escolares para todo el nivel de educación secundaria, y 15 de ellos son solo del proyecto PRAEMHO. Pero el Ministerio de Educación esta tratando de reducir la adopción de estos curriculum a un máximo de 15 para todo el nivel.”</i></p> <p>MN 307. <i>Se han elaborado 35 orientaciones para el bachillerato de educación media, 15 de ellos se elaboraron completamente dentro del proyecto PRAEMHO y además fueron adoptados en todos los colegios técnicos. Las orientaciones de bachillerato mas demandadas son:</i></p> <ul style="list-style-type: none"> ▪ Empresas Agropecuarias ▪ Ciencias y Letras ▪ Educación ▪ Mercadotecnia ▪ Computación ▪ Técnico ▪ Técnico de la Industria del Vestido ▪ Secretariado ▪ Comercial ▪ Hostelería <p>Source: “Las comisiones curriculares del Consejo Nacional de Educación Superior y sus Aportes a la Educación Nacional”, 2009,</p>

	<p>del Consejo Nacional de Educación y Dirección de Educación Superior</p> <p>In PRAEMHO schools the curricula plans with greater demand are the following:</p> <ul style="list-style-type: none"> ▪ Computers ▪ Physics ▪ Biochemistry ▪ Hardware Repair ▪ Electricity ▪ Electronics ▪ Refrigeration ▪ Hotels ▪ Automotive Mechanics <p>Also other 6 curricula plans are taught in these schools</p> <table border="1" data-bbox="619 920 1273 1081"> <thead> <tr> <th colspan="10">Institutos Construidos por PRAEMHO</th> </tr> <tr> <th rowspan="2">N o.</th> <th rowspan="2">Instituto</th> <th rowspan="2">Lugar</th> <th colspan="7">Modalidades</th> </tr> <tr> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>7</th> <th>8</th> <th>9</th> </tr> </thead> <tbody> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> </tbody> </table> <p>Fuente: OBSERVACIONES DEL PRAEMHO AL INFORME DE EVALUACIÓN FINAL, Secretaria de Educación ,2008</p> <p>1: Computo 2: Física 3: Bioquímica 4: Reparación de Hardware 5: Electricidad 6: Electrónica 7: Refrigeración 8: Hostelería 9: Mecánica Automotriz</p>	Institutos Construidos por PRAEMHO										N o.	Instituto	Lugar	Modalidades							1	2	3	4	5	6	7	8	9																																																																																										
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	<p><i>mantenimiento de equipo, 283 en gestión y administración. Además, se financiaron 59 maestrías en gestión, 50 pasantillas de educación vocacional en España y Colombia. 461 capacitaciones en gestión y administración para personal de las oficinas departamentales de educación y del nivel central del ministerio.”</i></p> <p>Training of teachers and administrative staff: The project was to train initially 1500 teachers in vocational education and 64 administrators. The targets were exceeded as a total of 3171 teachers and 141 administrators were trained in high profile institutions such as the <i>Universidad José Cecilio del Valle</i> and the <i>Instituto Centroamericano de Administración y Gestión de Empresas</i>. According to an end-of-programme evaluation this training had a real impact on how teachers perceived their pedagogical mission.</p> <p>The numbers differ and preference is given to those mentioned in the evaluation and these will be used in the answer to the EQ. (Source: IBF International Consulting, <i>Evaluación Final del Programa: Borrador Informe Final, Junio de 2008, p. 30.</i>)</p>																																																																																										
I-4.4.3	Number of graduations in secondary education																																																																																										
PRAEMHO	<table border="1"> <thead> <tr> <th colspan="13">Tasa de Completación del Nivel Secundario de Educación (%)</th> </tr> <tr> <th rowspan="2">Datos</th> <th colspan="3">2006</th> <th colspan="3">2007</th> <th colspan="3">2008</th> <th colspan="3">2009</th> </tr> <tr> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> </tr> </thead> <tbody> <tr> <td>Tasa de Completación</td> <td></td><td></td><td></td><td></td><td>6</td><td></td><td></td><td>4</td><td></td><td></td><td></td><td></td> </tr> <tr> <td>Graduados (Públicos)</td> <td>8.7</td><td>7.6</td><td>8.2</td> <td>7.9</td><td>.8</td><td>7.4</td> <td>5.7</td><td>.9</td><td>5.4</td> <td>8.2</td><td>6.8</td><td>7.6</td> </tr> <tr> <td>Tasa de Completación</td> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> <tr> <td>Graduados(privados)</td> <td>3.4</td><td>2.3</td><td>2.9</td> <td>1.6</td><td>.9</td><td>1.4</td> <td>1.2</td><td>.3</td><td>1.4</td> <td>6.4</td><td>4.2</td><td>5.5</td> </tr> </tbody> </table> <p><i>Source: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010.</i></p> <p>The completion rate in secondary education is low for boy and girls; 7%-8% in the public sector and 11%-15% in the private sector</p>	Tasa de Completación del Nivel Secundario de Educación (%)													Datos	2006			2007			2008			2009			F	M	T	F	M	T	F	M	T	F	M	T	Tasa de Completación					6			4					Graduados (Públicos)	8.7	7.6	8.2	7.9	.8	7.4	5.7	.9	5.4	8.2	6.8	7.6	Tasa de Completación													Graduados(privados)	3.4	2.3	2.9	1.6	.9	1.4	1.2	.3	1.4	6.4	4.2	5.5
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JC 4.5	<i>Secondary education attendance has increased</i>
PRAEMHO	PRAEMHO is a Project that benefits more than 500 students per year, but no special data was recollected on absenteeism for the first years of operation. It did not have as an explicit goal the improvement of school attendance.
I-4.5.1	<i>Quality of measures for increased attendance</i>
PRAEMHO	It did not have as an explicit goal the improvement of school attendance.

I-4.5.2	Net enrolment rate in secondary education																																																																		
<p>Non intervention specific</p>	<p>The supply of secondary services grows every year; enrolment has grown around 45% since 2003, going from 445,258 students in 2003 to 645,979 in 2010. But the net coverage remains at around 23%, while gross coverage is over 50%, meaning that there is a substantial inefficiency in the System. The dropout rate remains above 7% and the repetition rate has decreased modestly from 5.6% in 2003 to 4.3% in 2009. See next table.</p> <table border="1" data-bbox="571 629 1321 1559"> <thead> <tr> <th colspan="6">Matricula e Indicadores de Deserción y Repitencia de Educación Secundaria</th> </tr> <tr> <th>Años</th> <th>Matricula</th> <th>Cobertura Bruta (%)</th> <th>Cobertura Neta (%)</th> <th>Deserción (%)</th> <th>Repitencia (%)</th> </tr> </thead> <tbody> <tr> <td>2002</td> <td>N/D</td> <td>N/D</td> <td>N/D</td> <td>N/D</td> <td>N/D</td> </tr> <tr> <td>2003</td> <td>445,258</td> <td>N/D</td> <td>N/D</td> <td>7.3</td> <td>5.6</td> </tr> <tr> <td>2004</td> <td>475,885</td> <td>N/D</td> <td>N/D</td> <td>8.2</td> <td>5.8</td> </tr> <tr> <td>2005</td> <td>501,618</td> <td>N/D</td> <td>N/D</td> <td>8.1</td> <td>5.2</td> </tr> <tr> <td>2006</td> <td>534,753</td> <td>53.2</td> <td>23.3</td> <td>6.9</td> <td>3.4</td> </tr> <tr> <td>2007</td> <td>554,176</td> <td>53.5</td> <td>22.6</td> <td>7.4</td> <td>3.5</td> </tr> <tr> <td>2008</td> <td>570,125</td> <td>46.2</td> <td>22.6</td> <td>7.5</td> <td>4.1</td> </tr> <tr> <td>2009</td> <td>589,054</td> <td>54.3</td> <td>23.9</td> <td>7.1</td> <td>4.3</td> </tr> <tr> <td>2010</td> <td>645,979</td> <td>N/D</td> <td>N/D</td> <td>N/D</td> <td>N/D</td> </tr> </tbody> </table> <p><i>Fuente: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010</i></p>	Matricula e Indicadores de Deserción y Repitencia de Educación Secundaria						Años	Matricula	Cobertura Bruta (%)	Cobertura Neta (%)	Deserción (%)	Repitencia (%)	2002	N/D	N/D	N/D	N/D	N/D	2003	445,258	N/D	N/D	7.3	5.6	2004	475,885	N/D	N/D	8.2	5.8	2005	501,618	N/D	N/D	8.1	5.2	2006	534,753	53.2	23.3	6.9	3.4	2007	554,176	53.5	22.6	7.4	3.5	2008	570,125	46.2	22.6	7.5	4.1	2009	589,054	54.3	23.9	7.1	4.3	2010	645,979	N/D	N/D	N/D	N/D
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Años	Matricula	Cobertura Bruta (%)	Cobertura Neta (%)	Deserción (%)	Repitencia (%)																																																														
2002	N/D	N/D	N/D	N/D	N/D																																																														
2003	445,258	N/D	N/D	7.3	5.6																																																														
2004	475,885	N/D	N/D	8.2	5.8																																																														
2005	501,618	N/D	N/D	8.1	5.2																																																														
2006	534,753	53.2	23.3	6.9	3.4																																																														
2007	554,176	53.5	22.6	7.4	3.5																																																														
2008	570,125	46.2	22.6	7.5	4.1																																																														
2009	589,054	54.3	23.9	7.1	4.3																																																														
2010	645,979	N/D	N/D	N/D	N/D																																																														
<p>PRAEMHO</p>	<p>PRAEMHO is a Project that benefits more than 500 students per year, but no special data was recollected on absenteeism for the first years of operation.</p> <p><i>Source: Evaluación Final de PRAEMHO, International Consulting, June, 2008, page 35</i></p>																																																																		

JC 4.6	<i>The EC approach and actions in secondary education were sustainable</i>
PRAEMHO	<p>The initiative to create PRAEMHO came from the Ministry of Education; it was based on the previous experience had with the education component of PRRAC. Since the eighties (when the German Cooperation built 14 vocational schools) no project with a component of infrastructure has been implemented in secondary education, PRAEMHO (2002-2008) is the first one since then. The Swiss Cooperation is involved in offering technical support for the period 2008-2012, but no project has the component of infrastructure. The Final Evaluation of PRAEMHO Report states: that the Project has low sustainability as a whole, infrastructure and equipment will only function depending on if a local strategy for this purpose is developed. The component of scholarships is a complete failure, as well as the “work for studies”. The curricula plans seem to be the component most promising in terms of sustainability, due to the appropriation on the part of the government. There seems to be a consensus among the persons related to PRAEMHO, that an exit strategy was not put into place, and sustainability might happen only in the component of curricula plans adaptation.</p>
I-4.6.1	Sustainability of EC support and EC-funded actions
PRAEMHO	<p>The Final Evaluation of PRAEMHO Report states: that the Project has low sustainability as a whole, infrastructure and equipment will only function depending on if a local strategy for this purpose is developed. The component of scholarships is a complete failure, as well as the “work for studies”. The curricula plans seem to be the component most promising in terms of sustainability, due to the appropriation on the part of the government.</p> <p><i>“La sostenibilidad de las acciones del proyecto PRAEMHO en sus diferentes componentes es baja. Las acciones en el área de formación en servicio son relativamente auspiciosas, no siendo así con la continuación de la elaboración del nuevo currículo. La situación de infraestructura y equipamiento dependerá básicamente de la estrategia que se desarrolle a nivel local. En lo referido a inserción laboral la posibilidad es de cierta expectativa y totalmente negativa en lo referido a las becas EIB y de trabajo por estudio. No es posible expresarse sobre el marco jurídico propiamente dicho ya que el mismo aún no ha sido aprobado. En una escala de cinco peldaños la valoración del componente sostenibilidad es dos.”</i></p> <p><i>(Source: Evaluación Final de PRAEMHO, International Consulting, June, 2008, page5)</i></p>

I-4.6.2	Quality of EC exit strategy in interventions
PRAEMHO	<p>There seems to be a consensus among the persons related to PRAEMHO, that an exit strategy was not put into place, and sustainability of the project might happen only in the component of curricula plans adaptation, due to the government appropriation. (<i>Source: Evaluación Final de PRAEMHO, International Consulting, June, 2008, page5</i>) and the following notes:</p> <p>MN302. “El cree que la salida se debe a que la EC se ha comprometido mas a dar apoyo presupuestario al gobierno, mas que ha una estrategia de salida.”</p> <p>MN303. “No hubo estrategia de salida, y cree que esta salida se debió al compromiso de apoyo presupuestario para el gobierno.”</p> <p>MN304. “La estrategia de salida es que el gobierno asumiera la continuación de PRAEMHO una vez que terminara el financiamiento de la EC.”</p> <p>MN308. “No hubo estrategia de salida. La esencia del trabajo que se hizo se perdió, pues las habilidades de la UGP se perdieron al irse esta.”</p>
I-4.6.3	Continuity of EC support to secondary
PRAEMHO	<p>But since the eighties (when the German Cooperation built 14 vocational schools) no project with a component of infrastructure has been implemented in secondary education, PRAEMHO (2002-2008) is the first one since then. The Spanish Cooperation helped the Ministry with technical support with the project PEITI, during the same period. The Swiss Cooperation is involved in offering technical support for the period 2008-2012, but no project has the component of infrastructure.</p> <p>MN 307. “Antes de PRAEMHO se ejecuto el proyecto PRRAC desarrollo local, que financio la construcción de 20 talleres, laboratorios, así como capacitaciones. Pero mas antes, la cooperación alemana había apoya la construcción de 14 institutos (hechos en los años 80). Durante y después de PRAEMHO, se ejecuto el proyecto PEITI (Proyecto de Equipamiento de Institutos Técnicos Industriales), financiado por la Agencia de Cooperación Española y ejecutado del 2002 a enero del 2010. En este proyecto se beneficiaron 14 institutos a nivel nacional. Con la Cooperación Suiza se va a beneficiar 28 colegios, durante el periodo 2008-2012, a la educación agroalimentaria.”</p> <p>MN308. “Antes y después de PRAEMHO se ha dado apoyo a institutos ya formados, pero no se han construido nuevos.”</p>
I-4.6.4	Level of national ownership in generation and implementation of interventions
PRAEMHO	The initiative to create PRAEMHO came from the Ministry of Education.

	<p>MN307. “La iniciativa de crear PRAEMHO se genero en el Ministerio de Educación, pero fue basado en las experiencias del proyecto PRRAC. PRAEMHO ha funcionado como un piloto para establecer nuevos colegios vocacionales, y el hecho que exista demanda de educación vocacional en los institutos PRAEMHO, hace que exista cierta apropiación de ellos por parte de maestros y alumnos. Los programas curriculares no han sido apropiados en su totalidad, debido a la tendencia de los maestros a seguir con el programa curricular anterior.”</p> <p>MN308. “La iniciativa de ejecutar PRAEMHO nació en el Ministerio de Educación y el nivel de apropiación por parte los padres de familia hizo que algunos maestros se comprometieran a firmar el cumplimiento del numero de días de clases estipulado para el año escolar. Por otro lado, La alcaldía del municipio de Gracias a Dios, ha destinando recursos para terminar uno de los institutos que no se concluyo dentro del PRAEMHO.”</p>																																																																																																																				
<p>JC 4.7</p>	<p>Gender equality has improved in secondary education</p>																																																																																																																				
<p>Non intervention specific</p>	<p>In Honduras since the nineties the enrolment of girls at all levels of education have been greater than that of boys and secondary school is no exception, at this level girls now surpass boys by almost 20%. Net coverage (public +private) remains low for both sexes; 36% for girls and 28% for boys. Gross coverage is around 40% for both sexes in public schools.</p> <table border="1" data-bbox="528 1126 1362 1991"> <thead> <tr> <th colspan="13">Enrolment, Gross Coverage, and Net Coverage for Secondary School Education (2006-2009)</th> </tr> <tr> <th rowspan="2">Data</th> <th colspan="3">2006</th> <th colspan="3">2007</th> <th colspan="3">2008</th> <th colspan="3">2009</th> </tr> <tr> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> <th>F</th> <th>M</th> <th>T</th> </tr> </thead> <tbody> <tr> <td colspan="13" style="text-align: center;">PUBLIC</td> </tr> <tr> <td>Enrolment</td> <td>216</td> <td>418</td> <td>403</td> <td>225</td> <td>188</td> <td>413</td> <td>220</td> <td>185</td> <td>403</td> <td>237</td> <td>198</td> <td>435</td> </tr> <tr> <td>Gross Coverage</td> <td>.41</td> <td>.36</td> <td>.39</td> <td>.43</td> <td>.36</td> <td>.39</td> <td>.41</td> <td>.34</td> <td>.38</td> <td>.44</td> <td>.36</td> <td>.40</td> </tr> <tr> <td>Net Coverage</td> <td>.16</td> <td>.11</td> <td>.17</td> <td>.18</td> <td>.15</td> <td>.16</td> <td>.18</td> <td>.15</td> <td>.17</td> <td>.19</td> <td>.16</td> <td>.18</td> </tr> <tr> <td colspan="13" style="text-align: center;">PRIVATE</td> </tr> <tr> <td>Enrolment</td> <td>78</td> <td>573</td> <td>135</td> <td>793</td> <td>615</td> <td>140</td> <td>845</td> <td>613</td> <td>145</td> <td>869</td> <td>662</td> <td>153</td> </tr> </tbody> </table>	Enrolment, Gross Coverage, and Net Coverage for Secondary School Education (2006-2009)													Data	2006			2007			2008			2009			F	M	T	F	M	T	F	M	T	F	M	T	PUBLIC													Enrolment	216	418	403	225	188	413	220	185	403	237	198	435	Gross Coverage	.41	.36	.39	.43	.36	.39	.41	.34	.38	.44	.36	.40	Net Coverage	.16	.11	.17	.18	.15	.16	.18	.15	.17	.19	.16	.18	PRIVATE													Enrolment	78	573	135	793	615	140	845	613	145	869	662	153
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Net Coverage	6 9	.5 1	.6 0	.6 7	.5 1	.5 9	.6 4	.4 6	.5 5	.6 7	.5 0	.5 8

Source: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010.

The dropout ratio (about 7%) in secondary school is high for both boys and girls; on average 2 percent points higher for boys than for girls (and in the private sector things are not much different). There has not been an improvement of this ratio in the last 4 years. See following table.

Dropout Rate by Gender in Secondary School (2006-2010)												
Data	2006			2007			2008			2009		
	F	M	T	F	M	T	F	M	T	F	M	T
Dropout Rate(Public)	6.0	8.3	7.0	6.6	9.4	7.9	6.6	9.1	7.7	6.2	8.0	7.0
Dropout Rate(Private)	6.0	7.5	6.6	4.8	6.3	5.5	5.0	6.8	5.8	6.7	8.7	7.5

Source: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010.

The completion rate is also low (between 5% and 8%) for both sexes in the public sector. In the private sector is somewhat higher (10% to 16%) mainly due to the high failing rate (up to 17% for boys and 14% for girls in some years) and these indicators have not improved over the years.

In Honduras there has not been gender discrimination related to school access in recent history and the enrolment figures support this statement. There is no clear evidence of gender stereotypes in secondary textbooks. The gender equality issues presented in the CSPs for 2002-006 and 207-2013 serve as a framework for EC projects, but no particular design has been made for Honduras projects, mainly because this has not been an issue of much consideration due to women's gains. Girls have surpassed boys in

	<p>all aspects of secondary school; to a point that concern is beginning to be about boys.</p> <p><i>Source: I.4.7.1-I.4.7.7</i></p>																																																																																																																																															
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Non intervention specific	<p>The dropout ratio (about 7%) in secondary school is high for both boys and girls, but comparatively is on average 2 percent points higher for boys than for girls (and in the private sector things are not much different). There has not been an improvement of this ratio in the last 4 years. See following table.</p>																																			

		Tasa de Deserción por Genero del Nivel Secundario de Educación (2006-2010)											
		2006			2007			2008			2009		
		Datos	F	M	T	F	M	T	F	M	T	F	M
Tasa de Deserción (Públicos)		6.0	8.3	7.0	6.6	9.4	7.9	6.6	9.1	7.7	6.2	8.0	7.0
Tasa de Deserción (Privados)		6.0	7.5	6.6	4.8	6.3	5.5	5.0	6.8	5.8	6.7	8.7	7.5
<i>Source: Datos del Departamento de Estadísticas del Ministerio de Educación, Diciembre 2010.</i>													
PRAEMHO		No data was obtained for PRAEMHO schools.											
I-4.7.3		Sex ratio in secondary education graduations											
Non intervention specific		<p>The completion rate is also low (between 5% and 8%) for both sexes in the public sector. In the private sector is somewhat higher (10% to 16%) mainly due to the high failing rate (up to 17% for boys and 14% for girls in some years) and these indicators have not improved over the years. See table</p>											
		Tasa Repitencia, Reprobación y Completación del Nivel Secundario de Educación											
		2006			2007			2008			2009		
Datos		F	M	T	F	M	T	F	M	T	F	M	T
PUBLICOS													
Tasa de Repiten		3.9	5.3	4.5	3.8	5.2	4.4	4.7	6.3	5.4	5.5	7.6	6.4
Tasa de Reprob		1.5	4.3	2.8	4.4	7.6	5.8	9.5	2.0	0.7	1.8	1.9	1.8
Tasa de Comple		8.7	7.6	8.2	7.9	6.8	7.4	5.7	4.9	5.4	8.2	6.8	7.6
PRIVADOS													

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PRAEMHO	No data was obtained for PRAEMHO schools.																																																																																				
I-4.7.4	Gender stereotypes in secondary school textbooks																																																																																				
Non intervention specific	There is no clear evidence of gender stereotypes in secondary textbooks.																																																																																				
I-4.7.5	Parental views of benefits of girls schooling																																																																																				
Non intervention specific	In Honduras there has not been gender discrimination related to school access in recent history and the enrolment figures support this statement. See I.4.7.1																																																																																				
I-4.7.6	Degree of integration of gender equality considerations into the design of EC interventions in secondary education																																																																																				
Non intervention specific	<p>As mentioned above, even though there is no real problem of gender discrimination in the Honduran education system, the cross-cutting issue of gender as been taken into account in the design of PRAEMHO and the programme has obtained good results in this respect:</p> <p>“Los signos más evidentes en el proyecto ha sido el establecimiento de porcentajes mínimos de un 50% de participación femenina en componentes de alto impacto del programa como lo era el Plan de Becas de Estudio por Trabajo, las dirigidas al fomento del bilingüismo y las de inserción laboral. En este último caso se constata que la participación femenina ha sido superior a la de sus compañeros del sexo masculino.</p> <p>A continuación se presentan datos estadísticos proporcionados por el Proyecto sobre el manejo de la equidad de género en los componentes de becas e inserción laboral durante el período de implementación, los cuales reafirman lo planteado en el párrafo precedente.</p>																																																																																				

Cantidad de jóvenes beneficiarios por género			
AÑO	MUJERES	HOMBRES	TOTAL GENERAL
2006	104	92	196
2007	309	241	550
TOTAL	413	333	746
%	55,4 %	44,6 %	100,0 %

En la siguiente tabla se presentan datos acerca de las microempresas puestas en funcionamiento por los jóvenes beneficiarios.

Cantidad de microempresas según género de los administradores

AÑO	MUJERES	HOMBRES	TOTAL GENERAL
2006	61	51	112
2007	143	108	251
TOTAL	204	159	363
%	56,2 %	43,8 %	100,0 %

Los efectos de las acciones de PRAEMHO sobre este importante componente transversal no se pueden evaluar en este momento, debido al escaso tiempo que ha transcurrido desde la implementación del nuevo desarrollo curricular.”

(Source: IBF International Consulting, *Evaluación Final del Programa: Borrador Informe Final*, Junio de 2008, pp. 35-36)

I-4.7.7	Evidence of EC contribution to improvement in gender equality in secondary education
Non intervention specific	Girls have surpassed boys in all aspects of secondary school; to a point that concern is beginning to be about boys.

EQ5	To what extent has the EC approach in public security been relevant in the national context and ongoing dynamics?
JC.5.1	The EC approach to public security responded to the causes of the problems
Non intervention specific	The failure of the iron fist policies implemented by the GoH to curb violence demonstrates that Public Security cannot only be considered as a law-and-order issue and that the causes of the problems have socio-economic roots. (Source: Country Strategy Paper Honduras 2007-2013, p. 26)
PASS	See 5.1.1
I-5.1.1	Evidence that the EC analysed the causes of the problems in the field of public security
Non intervention specific	The EC took into consideration the socio-economic causes of the problem and argued that an efficient policy should be “three-pronged, simultaneously addressing prevention, law enforcement and rehabilitation”. Whether this global approach will actually be able to address the challenges posed by the violent youth gangs operating in the country is another question difficult to answer as the only programme in the public security sector has yet not been implemented. (Source: Country Strategy Paper Honduras 2007-2013, p. 26)
PASS	This three-pronged approach has been adopted for the PASS. In this respect, out of the 10 expected results, 4 are directly related to prevention and rehabilitation. (Source: Ficha de Acción para Honduras, p.7)
I-5.1.2	Evidence that the EC analysed internationally-recognised good practices in the field of public security
Non intervention specific	The EC analysed internationally-recognised good practices in the field of public security and makes a clear reference to the OECD-DAC guidelines in the design of the PASS programme. (see I-5.1.3) However it is interesting to note that these guidelines are also mentioned in the Regional Strategy Paper 2007-2013, as “regional governance and security matters” is one of the focal sectors, but these references disappear in the CSP even though “improving justice and public security” is one of the three priorities in Honduras. (Source: Regional Strategy Paper Honduras 2007-2013, p. 21)
PASS	As mentioned above, the EC has taken internationally-recognised good practices into consideration when designing the PASS programme .See I-5.1.3.
I-5.1.3	Evidence that these causes and good practices were taken into account in the EC strategy and public security programmes
Non intervention specific	In its global strategy, the EC informs that some of these good practices such as regional focus, donor harmonisation, and

	<p>alignment with the domestic agenda led to the selection of Public Security as a focal sector. But no further reference of good practices is made under this sector.</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, p. 21)</i></p>
PASS	<p>The programme is designed according to the canvas established by the EC and the OECD for programmes of Security Sector Reform (SSR) and will respect the following good practices:</p> <ul style="list-style-type: none"> • Co-responsibility and inter-institutional coordination (The EC notes in this respect that the Programme Justice II of the Inter-American Bank of Development (IDB) has suffered many setbacks due to lack of inter-institutional coordination) • Transparency (The need for the activities of the programme to be known by both the relevant institutions of the government and civil society) • Alignment (Notably with the policies of the GoH, see I-5.2.1) • Harmonisation (This is to avoid overlaps and favour complementarities with the other actions undertaken in the sector) • Regional Focus (In order to favour the integration process and allow for a better collaboration between the police forces, judges and public prosecutors of Central America) • Ownership (by the relevant institutions at the national and local levels) <p><i>(Source : Disposiciones Técnicas y Administrativas (DTAs), Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 8)</i></p> <p>It is worth noting that the inter-institutional coordination (which has been a drawback in the IDB programme) has also been problematic in the PASS programme and contributed to its non implementation. According to an EC staff member:</p> <p>“Se firmó [el PASS] en el 2008. Enfrentamientos fuertes entre el Ejecutivo y la Corte Suprema existían ya desde aquel entonces. Estos enfrentamientos desembocaron en el golpe de Estado. Entonces las 3 instituciones del golpe de Estado (Corte Suprema, Fiscalía y Policía) iban a ser apoyadas y financiadas por la CE mediante el PASS!”</p> <p><i>(Source : MN 114)</i></p>
JC.5.2	<i>The EC conducted effective policy dialogue on public security in the country</i>
Non intervention specific	<p>There is an ongoing effort on the part of the GoH to design a National Security Plan. It seems that, since 2405, there is a will on the part of the Honduran authorities to move away from a law-and-order policy towards a more global approach (based on prevention</p>

	<p>and rehabilitation as well) as defended by the EC. It is difficult to determine at this stage whether this shift was due to an effective policy dialogue between the GoH and the EC.</p> <p>According to a Commission staff member, the policy dialogue undertaken by the Commission focused on the necessity to adopt a sectoral approach. It is worth noting that the dialogue was initiated in 2007, over a year before the signing of the FA; then was interrupted following the Coup of June 2009 and was taken up again after the election of a new government that assumed power in January 2010 under the presidency of Porfirio Lobo.</p> <p>See also I-5.2.1</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, p. 26, MN 412)</i></p>
PASS	<p>Interesting to note with respect to the non implementation of the PASS that the Annual Action Plan (AAP) refers to the “perfect political timing” for this intervention as the increasing insecurity “weakens the credibility and authority of the State” and that there is an “on-going effort from the government to design a National Security Plan”. The political timing referred to in the AAP is obsolete due to the political changes following the Coup. Nevertheless, the new Lobo Government is still working on the design of a National Security Policy and the Minister of Security, Oscar Alvarez, has committed himself to elaborate such policy by February 2011.</p> <p>According to the UNDP, “this objective is realistic but the theme of justice remains complicated.”</p> <p><i>(Source: Annual Action Plan (AAP) 2007 for the Cooperation with Honduras, pp.2-3; MN401)</i></p>
I-5.2.1	Evidences of an effective EC policy dialogue with the government on public security
Non intervention specific	<p>Prior to the Coup, the GoH had increased the security budget mainly to contract new police officers, arguing that security had a direct impact on the well-being of the society in general and that the poorest are the hardest hit. As stated in the Annual Action Plan (AAP) 2007, “an intervention in Security is completely aligned with Governmental priorities and society’s worries.”</p> <p>When emphasising the multifaceted aspects (not only law-and-order but also prevention and rehabilitation) of the security problem, the EC referred directly to an official diagnosis done by the former GoH on prevention, rehabilitation and reinsertion: “Diagnostico de los Servicios de Prevencion, Rehabilitacion y Reinsercion social de Personas vinculadas a Pandillas o Maras in Honduras”, Programa Nacional de Prevencion, Rehabilitacion Y Reinsercion Social, Unidad desconcentrada de la Presidencia de la Republica de Honduras, Septiembre 2405.</p> <p>Reference also to incipient governmental programmes like</p>

	<p>“Comunidad mas Segura” on the prevention front. <i>(Sources: Annual Action Plan (AAP) 2007 for the Cooperation with Honduras, p.2; Country Strategy Paper Honduras 2007-2013, p. 26)</i></p>
<p>PASS</p>	<p>When considering specifically the PASS, the evidence of a policy dialogue resides in the evolution of the GoH’s approach. Indeed, at the beginning the three beneficiary institutions (Ministry of Security, Public Ministry –<i>Fiscalía</i>- and Supreme Court) all wanted to have three different projects (one for each!). As mentioned above, the policy dialogue undertaken by the Commission focused on the necessity to adopt a sectoral approach. According to a Commission staff member, the negotiations in this respect were “long and painful”. The Commission staff member adds: “‘The creation of Ministry of Planning with the new government is helpful, there is a better dialogue and it seems that there an effort to adopt a more strategic and sectoral approach. There is light at the end of the tunnel.’”</p> <p>Following the increased international concern for the situation of human rights in Honduras, this topic has also become part of the policy dialogue with the Honduran authorities. A Commission staff member explains in this respect the delicate and complex situation:</p> <p>[T]he CSJ and the <i>Fiscalía</i> are on the defensive: defending all those involved in the Coup. In this context, it is very difficult to speak about Human Rights. But with the President of the Republic, there is greater space for dialogue. The problem up to now is that we did not speak the same language: when the Commission meant reform, the Minister meant investment. But it is known that there has been significant investment in the judicial sector in the past and the situation has not improved.</p> <p>The Commission’s analysis is that the police is the problem so the CSJ and the <i>Fiscalía</i> do not need more resources. Indeed, the problem is that criminal investigation does not exist.</p> <p>With respect to the multifaceted aspects (not only law-and-order but also prevention and rehabilitation) of the security problem, the expected results of the PASS take into consideration this comprehensive approach. Indeed, R3, R8, R9 and R10 are directly related to Prevention and Rehabilitation policies.</p> <p><i>(Sources: Country Strategy Paper Honduras 2007-2013, p. 26, MN 400, MN 412; Disposiciones Técnicas y Administrativas (DTAs), Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, pp. 10-11)</i></p>

I-5.2.2	Evidence that an effective EC dialogue was conducted with the non governmental sector on public security
Non intervention specific	<p>The EC clearly states in its CSP that the involvement of the churches and non-state actors, including NGOs, “should be considered essential”.</p> <p>The EC further describes the potentially positive contribution of civil society to the problem of Public Security. For example, the organisations of the <i>Mesas Ciudadanas</i> (Citizenship Round Tables) already encouraged by the former government in some areas improved significantly the security situation in the poorest neighbourhoods.</p> <p>A clear consequence of the Coup in June 2009 was the polarisation of society between the <i>golpistas</i> (supporting the Coup) and the <i>Resistencia</i> (refusing to acknowledge the Lobo’s administration). This division still runs deep at all level of Honduran society. To this complex political situation, must be added a deterioration of human rights records. This may explain the heavy criticisms received by the Delegation in Tegucigalpa for the PASS programme. The Commission has reacted to these criticisms both at the level of HQ and in the Delegation notably through answering of letters and by trying to establish a policy dialogue with NGOs and human rights defenders (organisation of meetings, presentation of <i>The Local Strategy of the European Union for Human Rights Defenders</i> during a public seminar).</p> <p>(Sources : Country Strategy Paper Honduras 2007-2013, p. 34; DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. Marc Lacey, “Coup Puts Honduran Diplomats, Friends and Colleagues, on Opposing Sides”, <i>New York Times</i>, July 7 2009; Report of the United Nations High Commissioner for Human Rights on the violations of human rights in Honduras since the coup d’état on 28 June 2009; MN400; MN407; MN012; MN138)</p>
PASS	<p>The main activities of the programme include public information and awareness raising campaigns. More specifically, one activity towards R3 (Prevention) consists in the development of policies and strategies to channel the participation of citizens in Public Security through the organisation of round tables. As mentioned above, the Commission had to answer to numerous criticisms voiced by civil society in relation to the PASS. The programme is perceived as building the capacity of the police which has a poor record in terms of human rights violation.</p> <p>It is interesting to note that there are currently discussion to allocate 5M€ to human rights related activities under the PASS II.</p> <p>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 12)</p>

JC.5.3	<i>The EC approach to public security was coordinated with and complementary to other donors' cooperation</i>
Non intervention specific	<p>Until recently, there was no effort on the part of the Honduran Department of Homeland Security or any other institution to coordinate donors because the budgets allocated to programmes of Public Security and/or Justice were very small and it was therefore easy to avoid overlaps or any other problems linked to coordination. For example, as mentioned in the Action Fiche, there are no other EC programmes currently involved in this sector.</p> <p>Nevertheless, it is interesting to note that, after hurricane Mitch in 1998, the international community has set up a joint coordination structure to maximise the impact of the aid channelled to Central America. Concretely, an operational and well-structured group of 16 donors* -the so-called G-16- was created. Since then, the EU MS and the EC address most cooperation issues within this forum, after due consultation, where necessary, at EU level. The G-16 has three "levels of actions": ambassadors (political level), technical and the 11 round tables. One of these round tables is on Security, Justice and Human rights and involve the following donors: AECIDm(España), ASDI (Suecia), Banco Mundial, BID, UE, DANIDA (Dinamarca), Emb Alemana, Emb. Americana, JICA, PNUD, UNFPA, UNICEF, USAID. Interesting to note that Justice was traditionally dominating the discussion whereas now it is more security. The frequency of the meeting has also intensified (once a month now). We cannot really speak of harmonisation but there is a real effort to share information and to know who is doing what.</p> <p><i>(Sources: Country Strategy Paper Honduras 2007-2013, p. 19; DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 7; Ficha de Acción para Honduras, p.6; MN 401; MN 142)</i></p> <p>*The G-16 includes countries (United States, Canada, Japan, Switzerland), EU MS and the EU and multilateral organisations (WB, IDB, UNDP, IMF, CABEI)</p>
PASS	<p>There is a clear will to coordinate the PASS with programmes from other donors. The Action Fiche refers to the round table on justice and security within the framework of the G-16 "Groups of Donors" in Honduras.</p> <p>There is especially a will to coordinate the PASS with the programme Justice II of the IDB: "la estrecha coordinación que el programa PASS deberá establecer con el Programa Justicia II garantizará la complementariedad de las dos intervenciones, un apoyo integral sector Seguridad/Justicia y una inversión conjunta de más de 66,5 M €."</p> <p>According to a Commission staff member, the Commission had a</p>

	<p>gentleman agreement with the IDB that the CE finance the security sector while the IDB continued with its programme <i>Justicia</i> to finance the justice sector. But the GoH asked the IDB to invest the budget in the security sector and the IDB has agreed to do so ignoring the previous agreement with the EC. As a result, still according to a Commission staff member, the interest of the Ministry of Security in the PASS has diminished and the EC has now to see how to adapt to the IDB.</p> <p>The IDB even though it acknowledges that there were discussions to have joint action with the Commission, argues that this strategic change and the decision to fund the security sector is not linked to the events of June 2009 and respond to the IDB's will to adopt a more "holistic" approach to the security and justice sector. It also emphasized that security was part of its 2011-2014 Country Strategy.</p> <p>With respect to the coordination with EUMS, the programme requires their specialized technical assistance. But, the Coup has also complicated coordination at this level. For example, Spain no longer wishes to invest in the justice sector as the CSJ endorsed the Coup.</p> <p><i>(Sources: Ficha de Acción para Honduras, pp.6-7; DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 6; MN 400; MN 415)</i></p>
I-5.3.1	EC comparative advantage to EU MS in the field of public security (policy dialogue, sector or technical expertise, country experience, critical mass of resources)
Non intervention specific	<p>It is mentioned in the CSP that "without prejudice to the overarching role of the G-16, the magnitude of EU aid to Honduras justifies enhanced coordination between the Member States and the EC on the ground." The critical mass of resources constitutes a comparative advantage even though there is no reference to the specific field of public security.</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, p. 20)</i></p>
PASS	<p>With respect to the PASS, a clear comparative advantage of the EC was that it was to coordinate the Round Table on Security and Justice. The EC wished during its mandate to back the implementation of the programme and to insure its complementarities with programmes from other donors. The EC had the presidency in 2009 and again in 2011. The UNDP had it in 2010. Another comparative advantage was the fact that the EC can potentially offer the expertise and technical assistance of all its member states.</p> <p><i>(Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 7; MN 142)</i></p>

I-5.3.2	Mandate given by EU MS to the EC in the field of public security
Non intervention specific	<p>It must be noted that, despite the key coordinating role played by the EC, EU MS have an important contribution to make at the implementation level. The CSP mentions in this respect:</p> <p>“The possibility of a budget support approach seems rather unlikely, due to the specific characteristics of the public security sector. Adequate formulae should be sought to promote the participation of the relevant administrations of Member states in the implementation of the programme/project, inspired by the “twinning” model used for acceding countries during the enlargement process.”</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, p. 33; MN 412)</i></p>
PASS	<p>According to an EC staff member: “The Commission did not receive a clear mandate by the EU MS to engage in this programme. Spain was of course enthusiastic because it is one of the four donors already involved in funding JSSR prog in Honduras. Sweden on the other end very skeptical at the beginning but then endorsed.”</p> <p><i>(Source: MN 412)</i></p>
I-5.3.3	Quality of dialogue with other donors in the field of public security
Non intervention specific	See below.
PASS	<p>According to an EC staff member, the EC had a good dialogue with the IDB another important donor (among the few) active in the security and justice sectors: “[T]he Commission had a gentleman agreement with the IDB that the CE financed the security sector while the IDB continued with its programme <i>Justicia</i> to finance the justice sector. But the GoH asked the IDB to invest the budget in the security sector and agreed to do so ignoring the previous agreement with the EC. As a result, the interest of the Ministry of Security in the PASS diminished. The EC has now to see how to adapt to the IDB.”</p> <p>The IDB even though it acknowledges that there were discussions to have joint action with the Commission, argues that this strategic change and the decision to fund the security sector is not linked to the events of June 2009 and respond to the IDB’s will to adopt a more “holistic” approach to the security and justice sector. It also emphasized that security was part of its 2011-2014 Country Strategy.</p> <p>Good dialogue in the context of the G16 even though, according to UNDP and USAid, it is more an exchange of information rather than a real effort of “harmonization”.</p> <p><i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-</i></p>

	<i>ALA/2007/019-235, p. 7, MN 400, MN 401, MN 142; MN 415)</i>
I-5.3.4	Synergies with other donors in the field of public security
Non intervention specific	<p>As the international cooperation in the field of public security has been weak, only limited synergies are possible between the few programmes: “La cobertura del sector por la Cooperación Internacional es relativamente débil y fragmentada, sobre todo en el aspecto Seguridad propiamente dicho.” This observation is confirmed by an EC staff member: “Easy to coordinate in the sense that there are very few donors in the JSSR domain and they are very shy because of the danger in investing in this domain in a country with great tensions and the Coup d’Etat of June 2009 confirmed the legitimacy of this fear.” The main donors active are:</p> <ul style="list-style-type: none"> • Spain • IDB (Justice II, III is being designed now) • Japan (proximity police) • UNDP • US and USAID <p><i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 6, MN 412)</i></p>
PASS	<p>A table describes in the DTAs the few programmes of the different donors in field of public security. There are real synergies with two programmes: Justice II of the IDB (See “PASS” 5.3) and the capacity building programme funded by Spain. This last programme is notably aiming at creating the new headquarters of the Directorate General for Criminal Investigation and the equipment of this DG is to be supplied by the PASS.</p> <p><i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 6)</i></p>
I-5.3.5	Overlaps with other donors in the field of public security
Non intervention specific	As mentioned above there are no real risk of overlaps in the field of public sector in the sense that there has not been thus far economically significant interventions in this field. (See 5.3)
PASS	Idem
JC.5.4	<i>The EC transferred lessons from and optimised synergies with its other public security programmes in Central America</i>
Non intervention specific	<p>It is interesting to note that there is certain coherence in the strategy documents in the sense that Security is a focal sector at both levels: national and regional. In the CSP, the reference is made to “Justice and Public Security”; and in the RSP, one of the three priorities is “Regional Governance and Security Matters”.</p> <p>This may be explained by the fact that the EC considers insecurity as one of the principal obstacles to its overarching cooperation objectives of regional integration. The RSP states in this respect:</p>

	<p>“The development and stability of the CA region, as well as the success of regional integration will depend on the CA capacity to cope with traditional and nontraditional human security threats.” (Bold characters in the original text)</p> <p>In its CSP, the EC emphasises that two of the three priorities – natural resources and public security- address issues that are also regional concerns and “are thus liable to promote Honduras’s regional integration agenda.”</p> <p>So there is a clear will to work at the regional level; but no mention of transferred lessons from specific programmes in related fields. (<i>Source: Country Strategy Paper Honduras 2007-2013, p. 22</i>)</p>
PASS	<p>As mentioned under 5.1.3, a regional focus is adopted in order to favour the integration process and allow for a better collaboration between the police forces, judges and public prosecutors of Central America. But no specific action is described in this sense. When questioned on this regional focus, an EC staff member answered: “The Ministers of Central America want to improve the coordination among them by adopting common strategies. But, up to now, they have not been able to do so. The PASS wished to address this problematic, notably with its work on the prevention and rehabilitation of <i>maras</i>. The Commission thinks that a programme like the PASS, if it works, could be reproduced in neighboring countries.”</p> <p>(<i>Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p.8</i>)</p>
I-5.4.1	Use in Honduras of transferable lessons from EC public security interventions in other Central American countries
Non intervention specific	Despite the effort to adopt a regional approach to the problem of public security, the different EC documents do not refer to any other intervention in the rest of Central America may it be in Public Security or related fields of Security and/or Justice.
PASS	There are two paragraphs on transferable lessons (general and operational) but these do not refer to other EC interventions in the region (on the other hand one lesson transferred from the IDB programme Justice II on inter-institutional coordination problems). <i>Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p.8</i>
I-5.4.2	Linkages, synergies, and contradictions between EC public security interventions in Honduras and in other Central American countries
Non intervention specific	n.a.
PASS	n.a.

JC.5.5	<i>The EC approach to public security integrated the gender dimension</i>
Non intervention specific	The gender dimension is mentioned in the CSP 2007-2013. In relation to the focal sector "Justice and Public Security": " <i>Gender: acknowledging that most of the socially at-risk young people come from single-parent families, the increasing participation of women in gang structures and their specific problems.</i> " Furthermore, this CSP has an entire annex on gender profile (Annex IV). Nevertheless, it is important to note that there are no gender-related performance indicator so it will be more difficult to appreciate the impacts of the EC strategy in this domain. <i>(Source: Country Strategy Paper Honduras 2007-2013, p. 34)</i>
PASS	See "PASS" 5.5.1
I-5.5.1	References to gender in the EC CSPs and interventions relating to public security
Non intervention specific	As young women are being increasingly affected by the gang phenomenon (both as members and victims), the gender dimension has also been integrated in the Justice and Public security component of the EC strategy. Furthermore, the socially at-risk young people come from single- parent families. <i>(Source: Country Strategy Paper Honduras 2007-2013, p. 29; p.34)</i>
PASS	None of the expected results of the programme are specifically addressing gender-related issues. The DTAs mentioned "a strong presence of women in the high ranks of the beneficiary institutions", this has been verified during the field mission. Indeed, when the PASS was designed the head of the Supreme Court was a woman, the Police Chief was a woman and the Human Rights Public Prosecutor of the <i>Fiscalía</i> was a woman. Yet this interesting aspect does not mean that the PASS integrated the gender dimension. <i>(Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 9; MN400)</i>
I-5.5.2	Evidence that EC consideration of gender in its CSPs and interventions corresponded to international best practices
Non intervention specific	It is mentioned in the CSP that, in 1983, Honduras ratified the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and that, following the Fourth World Conference on Women in Beijing, Honduras presented to the UN Secretariat a plan to implement the Platform for Action. <i>(Source: Country Strategy Paper Honduras 2007-2013, p. 56)</i>
PASS	No specific reference to international best practices in the area of gender in the PASS documents.
I-5.5.3	Gender-related performance indicators in EC public security interventions
Non intervention specific	As mentioned above, there are no gender-related performance indicators in EC public security interventions.
PASS	Idem

EQ6	To what extent did the EC interventions with respect to rehabilitation following Hurricane Mitch link relief, rehabilitation and development?
JC.6.1	<i>Rehabilitation programmes had concrete relations with relief operations and specially those financed by ECHO</i>
Non intervention specific	<p>In 2401, five years after it had developed the basic rationale for LRRD, the Commission published an assessment. In this assessment, the aftermath of Mitch is quoted as an illustration that some improvements must still be made in this domain:</p> <p>“This emergency assistance was delivered on time. However the implementation of the reconstruction programme to which the EC committed 256 million €, has suffered from delays. This was due to a lack of Commission staff to manage such a large programme. Lengthy Community procedures had to be followed to recruit additional assistance, requiring Member States approval and the publication of call for tenders etc.”</p> <p>It is worth noting that the EC has wished to emphasise also the difficulty behind LRRD in its CSP 2007-2013: “There is no standardised model for linking emergency to rehabilitation and rehabilitation to development.”</p> <p><i>(Sources: EC, Communication from the EC to the Council and the Parliament on Linking Relief, Rehabilitation and Development – An assessment COM(2401) 153 final, 23.04.2401; p. 3; Country Strategy Paper Honduras 2007-2013, p.80)</i></p>
PRRAC	<p>The Special Report of the European Court of Auditors mentions in the same line that:</p> <p>“There was a weak link between initial humanitarian relief and subsequent rehabilitation aid following Hurricane Mitch in 1998 due to the long design process and subsequent delays regarding the rehabilitation response.”</p> <p><i>(Source: European Court of Auditors, Special Report n°2008/6 EC Rehabilitation Aid Following The Tsunami and Hurricane Mitch)</i></p>
I-6.1.1	Evidence of a continuity between ECHO operators and PRRAC operators in order to foster coordination
Non intervention specific	<p>In the EC Communication to the Council and the European Parliament introducing the PRRAC, there is a detailed description of the emergency measures taken by the EC in November 1998:</p>

	<p>On 4 November 1998 the Commission responded promptly to the approving an initial EUR 6.8 million emergency programme prepared by the European Community Humanitarian Office (ECHO), which provided for the distribution of basic necessities by 11 European NGOs and the Spanish Red Cross societies. ECHO also provided EUR 3 million to beef up aid projects already under way in the region. On 18 November 1998 EUR 9.5 million in humanitarian aid was granted for sanitation, health and shelter.</p> <p>But as mentioned below, the documents that were later published on the PPRAC no longer referred to these emergency measures nor did they build on the results of this first relief phase.</p> <p>According to a Commission staff member on this point: “There is a voluntary exchange between ECHO and Europaid but it is not mandatory for them to work together so it is not done and in this context a real coordination is complicated. This being said the response time of the PPRAC was very slow and even though ECHO withdrew late, there was still a gap of at least two years with nothing happening on the ground.”</p> <p><i>(Source: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999; p. 5; MN 413)</i></p>
<p>PPRAC</p>	<p>The CSP 2007-2013 describes the complementary actions of the PPRAC and ECHO explaining that the PPRAC “helped Honduras overcome the post-hurricane challenges and resume its development course” while ECHO’s regional disaster preparedness programme (DIPECHO) offered “assistance to vulnerable communities living in the most disaster-prone regions to upgrade their preparedness.” But, there are only two references to ECHO in this CSP and no mention of specific projects from both programmes.</p> <p>Furthermore, there is no reference to ECHO operations in PPRAC official documents (FAs and DTAs). An evaluation of the PPRAC mentions in this respect:</p> <p>“PPRAC did not benefit from all of ECHO’s experience when it was identifying and formulating its projects. Moreover, there has been some discontinuity between the geographical areas covered by ECHO and those of PPRAC”.</p> <p>According to an EC staff member, confirms this lack of communication between Europaid and ECHO but argues that this only does not explain the delayed implementation of the PPRAC:</p> <p>“ECHO and Europaid do not have the same procedures. This time was necessary to launch a programme like the PPRAC, a better communication between the two would not have made any</p>

	<p>difference in terms of the delay between the two actions.”</p> <p>Yet another EC staff member considers that both the delay needed to launch the PRRAC and the fact that the PRRAC and ECHO operated under two different umbrellas were responsible for the gap between the rehabilitation and the development stages:</p> <p>“There is a voluntary exchange between ECHO and Europaid but it is not mandatory for them to work together so it is not done and in this context a real coordination is complicated. This being said the response time of the PRRAC was very slow and even though ECHO withdrew late, there was still a gap of at least two years with nothing happening on the ground. So I would say that both contributed to the bad linking between rehabilitation and development.”</p> <p>According to an ECHO staff member, since the mid-2000s concrete measures were taken to remediate to this situation such as an increased collaboration notably through ECHO focal points in the delegations. Despite these coordination efforts in the past years, linking ECHO actions with those of the development agencies of the EC remains a challenge:</p> <p>“The ECHO projects are short-term and ECHO has more leeway. It is difficult to articulate projects that do not have the same dynamics and timeline. This then becomes impossible if you are in a relief and emergency context. So not only a question of different administrative umbrellas. For example, we have been able to collaborate when the Instrument for Stability was used [it was not in Honduras]. There was a delay of one month but compared to two years this is nothing.”</p> <p><i>(Sources: Country Strategy Paper Honduras 2007-2013, pp. 36-37; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.23; MN 410; MN 413; MN 414)</i></p>
I-6.1.2	Link between problems generated by Mitch and EC interventions
Non intervention specific	<p>The Commission responded promptly to the disaster by approving its first emergency programme within ten days after the hurricane. (See I-6.1.1)</p> <p>The Community Action Plan was presented on 28 April 1999. It informed that:</p> <p>The programme is based on fact-finding missions carried out Commission and the experience of staff involved in human prevention (ECHO).</p>

	<p>The EC Action Plan extensively set out the damages caused by Mitch, and grounded the selected measures on this information. However, there was a gap between this valuable diagnostic and the first implementation phases of the PRRAC in the four countries.</p> <p><i>(Source: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999; p.8)</i></p>
PRRAC	<p>Indeed, the sub-programme Honduras of the PRRAC also established the link with the problems generated by Mitch: the first Financing Agreement mentions the devastation incurred by Mitch (<i>"Impacto económico y social de Mitch"</i>) when introducing the activities to be undertaken by the programme. But this document was signed in July 2400, i.e. over a year later.</p> <p>Nevertheless, it is interesting to note that, if there is a gap in time between the emergency phase and the first implementations of the PRRAC projects, there is still a link established with the damages incurred by Mitch. There was not such link in the Financing Agreement for the sub-programme Nicaragua for example.</p> <p><i>(Sources: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.24; Convenio de financiación n° ACR /B7-3130/IB/99/0302, p.4; DRN-ADE-PARTICIP-DIE-ODI-ELAS-ICEI, Evaluation of the European Commission's Cooperation with Nicaragua, November 2009, Vol. II, p.161)</i></p>
I-6.1.3	Number of times previous relief operations are mentioned in PRRAC documents (identification missions, FA and other official documents)
Non intervention specific	n.a. because only PRRAC documents are being considered.
PRRAC	As mentioned under I-6.1.1, although the EC Communication of April 1999 introducing the PRRAC refers to the relief operations undertaken by ECHO and the EU Member States, these references are no longer made in the following official documents.
I-6.1.4	Existence of formal as well as informal relations between the two programmes
Non intervention specific	n.a. because only the ECHO programme and PRRAC are being considered.
PRRAC	The ECHO Post-Mitch Global Plan considered the PRRAC as the logical continuation to its actions, since this plan did not include long-term actions. The ToR for the post-Mitch ECHO evaluation argue in the same way: "This plan [the EC Action Plan] is to

	<p>guarantee the link between the emergency stage (responsibility of ECHO) and the rehabilitation stage. The key component of this Plan is the PRRAC, Regional Programme for the Reconstruction of Central America.”</p> <p>However, no official documents of the PRRAC (with the exception of the EC Communication introducing the PRRAC in April 1999) mention any continuity with ECHO operations. (See I-6.1.1)</p> <p>(Source: ECHO, Terms of Reference for the Evaluation of ECHO's Aid to the Victims of Hurricane Mitch ECHO/EVA/210/2400/01407, p.2.)</p>														
<p>JC.6.2</p>	<p>Rehabilitation operations had concrete relations with development programmes and the EC strategy in Honduras</p>														
<p>Non intervention specific</p>	<p>See below.</p>														
<p>PRRAC</p>	<p>When considering the link between rehabilitation and development, two remarks are worth making: a) even though ECHO's intervention was focused on the emergency stage, it did end-up playing a key role in rehabilitation (see “rehabilitation” component of overall humanitarian aid below). Furthermore the Commission approved a further decision for Honduras on 11 August 2400. So ECHO withdrew late, over twenty months after the hurricane; b) even though PRRAC was supposed to carry-out rehabilitation projects it addressed essentially medium-term/long-term development objectives.</p> <div data-bbox="550 1243 1364 1624" data-label="Figure"> <table border="1"> <caption>Centro America - repartición de la ayuda humanitaria - respuestas post Mitch</caption> <thead> <tr> <th>Categoría</th> <th>Porcentaje</th> </tr> </thead> <tbody> <tr> <td>Agua y saneamiento</td> <td>36.0%</td> </tr> <tr> <td>Salud</td> <td>28.2%</td> </tr> <tr> <td>Rehabilitación</td> <td>20.4%</td> </tr> <tr> <td>Ayuda alimentaria</td> <td>9.8%</td> </tr> <tr> <td>Productos primera neces.</td> <td>5.6%</td> </tr> <tr> <td>Techo mini</td> <td>1.0%</td> </tr> </tbody> </table> </div> <p>As mentioned under I-6.1.2, there was a gap between the emergency phase and the first implementations of the PRRAC projects. This delay was due notably to the lack of Commission staff to manage such a large programme and further complicated the linkage between the two phases. (See JC.6.1)</p> <p>An evaluation of ECHO's intervention following hurricane Mitch also points to the problem of the two distinct administrative structures when it comes to establishing concrete relations between the rehabilitation and development phases:</p>	Categoría	Porcentaje	Agua y saneamiento	36.0%	Salud	28.2%	Rehabilitación	20.4%	Ayuda alimentaria	9.8%	Productos primera neces.	5.6%	Techo mini	1.0%
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	<p>“Linking emergency and development remains a dead letter as long as ECHO and development agencies within the EU, especially PRRAC, keep on operating under separate administrative umbrellas. ECHO traditionally carries out typical emergency operations but it also gets involved in the grey area of rehabilitation where often immediate action is needed but where its interventions have a longterm impact. This is especially true for the rehabilitation, and water & sanitation sector. In these cases (administrative) integration of ECHO or at least strong inter-co-operation with the development services of the EU is strongly recommended.”</p> <p>As mentioned under I-6.1.1, according to an EC staff member a better communication between ECHO and Europaid would not have prevented the lack of continuity between ECHO operations and PRRAC operations as the key problem was the delay in launching a big programme like the PRRAC. Yet another EC staff members argued that both factors were responsible for the gap between the rehabilitation and the development stages.</p> <p><i>(Sources: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.22; Quest-Consult, Post-Mitch ECHO evaluation, Global Plans 1998, 1999 and 2400- Rehabilitation Sector, 2401, p. iv; Voice, The Grey Zone or the Missing Link Between Relief, Rehabilitation and Development, February 2401, p. 9; MN 410; MN 413)</i></p>
I-6.2.1	Number of interventions involving construction of new infrastructures compared with interventions entailing rebuilding of infrastructure destroyed by Mitch
I-6.2.2	Evidence that rehabilitation interventions are included in the CSP and that the CSP addresses explicitly the linkage issue between rehabilitation and development
Non intervention specific	The few references on the linkage between rehabilitation and development are made in the context of the PRRAC.
PRRAC	<p>Both CSPs for the period 2402-2406 and the period 2007-2013 mention the PRRAC and establish a link between rehabilitation and development. But these references are very few (one in the 2402-2406 CSP and two in the 2007-2013 CSP) and do not point to any specific projects:</p> <p>“The PRRAC contributes to the post-Mitch reconstruction effort, and uses the opportunity presented by Mitch in order to bring forward a sustainable development model for the country in full consultation with civil society”</p> <p>“The sequencing of emergency, rehabilitation and development</p>

	<p>(LRRD) has been of particular relevance for Honduras in the aftermath of hurricane Mitch. The Regional Programme for Rehabilitation and Reconstruction of Central America (PRRAC) has helped Honduras overcome the post-hurricane challenges and resume its development course. In practice, this programme has undergone a certain evolution and its thrust has gradually been shifted from post-emergency to more development-related projects.”</p> <p><i>(Sources: Country Strategy Paper Honduras 2402-2406, p.28; Country Strategy Paper Honduras 2007-2013, p. 36)</i></p>
I-6.2.3	Concrete relations between interventions (for example in water and sanitation financed through the PRRAC and through the food security budget line)
JC.6.3	<i>Rehabilitation operations had concrete relations with disaster preparedness programmes</i>
Non intervention specific	<p>The need to pay special attention to disaster preparedness has been recognized in EC policy. One of the three priorities of the CSP 2007-2013 is improving the management of natural resources with a special focus on forestry. This CSP clearly states:</p> <p>“Honduras’s persistent vulnerability to natural disasters and the need to enhance disaster prevention justify the strong emphasis put on the forestry sector in the present strategy”.</p> <p>The EC Communication on LRRD mentions in this respect:</p> <p>“the PRRAC (Action Plan for the Reconstruction of Central America) adopted after hurricane Mitch seeks to strengthen the capacity of the local authorities in the field of disaster preparedness through training and to reducing the vulnerability of the population through awareness-raising.”</p> <p><i>(Sources: EC, Communication from the EC to the Council and the Parliament on Linking Relief, Rehabilitation and Development – An assessment COM(2401) 153 final, 23.04.2401; p. 6; Country Strategy Paper Honduras 2007-2013, p. 37)</i></p>
PRRAC	<p>One of the three specific objectives of the PRRAC is: “the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural disasters”.</p> <p>However, the importance given to disaster preparedness at design level is not reflected at the implementation level.</p> <p>It is interesting to note that a previous evaluation of the sub-programme Nicaragua mentions in this respect:</p>

“Disaster prevention was only marginally tackled. Within the PRRAC, despite the weight given to disaster prevention at design level, in implementation the issue was only addressed through small programmes and components.”

This points of view is also shared by a Commission staff member with respect to Honduras:

“Frankly more could have been done and better. PRRAC projects in general had a “risk management” component that was very weak. In other words, it was mentioned as a cross-cutting issue with no concrete actions planned in the domain. By experience what is mentioned as cross-cutting remains “cross-cutting” and never really become an issue! This observation, however, does not apply to the PRRAC Desarrollo local which had as one of its objectives the strengthening of the government body in charge of disaster preparedness and risk prevention COPECO (*Comisión Permanente de Contingencias*).

In other words, disaster preparedness is still considered as a separate sector and not yet as a “work axis” to be integrated in the projects with a specialist pointing to us the relation that there may be between trade and disaster preparedness or agriculture and disaster preparedness. Sometimes this is done at the level of the project design but it is far from being a generalised practise.”

It seems that the Commission has acknowledge this weakness of the PRRAC when it designed the regional programme PREVDA (see also I-6.5.4). The evaluation of the PRRAC informs in this respect:

“Within the regional context, the PREVDA programme should be mentioned, which receives financing from the EC and has used some elements and lessons learned from PRRAC to formulate a programme more focused on risk prevention. This programme is specifically aimed at this issue, and is being developed in the context of SICA’s regional institutions.”

(Source: EC, Communication from the EC to the Council and the Parliament on Linking Relief, Rehabilitation and Development – An assessment COM(2401) 153 final, 23.04.2401; p. 6; Convenio de financiación n° ACR /B7-3130/IB/99/0302, p.8; DRN-ADE-PARTICIP-DIE-ODI-ELAS-ICEI, Evaluation of the European Commission’s Cooperation with Nicaragua, Vol. I, p.54; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.60; MN 413)

I-6.3.1	Number of interventions including a significant number of crisis/risk prevention and/or disaster-preparedness measures (including self-help capacity of the population and civil protection)
Non intervention specific	<p>Since 1998, ECHO has been continuing its DIPECHO programmes focusing on disaster preparedness. An evaluation states that, even though DIPECHO has played “a key role in disaster preparedness and response actions”, there is “a need to invest more resources in medium-range risk management programmes aimed at reducing vulnerability”. In this regard, “DIPECHO has carried out modest operations such as preparatory tasks for the communication network, raising community and institutional awareness, and reforestation initiatives”.</p> <p>It is interesting to note the recent collaboration between ECHO and the delegation in Honduras on DIPECHO projects. Indeed, according to an EC staff member:</p> <p>“ECHO has turned lately to the Delegation in order to evaluate its DIPECHO projects. This has allowed us to have a better knowledge of these projects and to try to create synergies with our own projects (FORCUENCAS and PROCORREDOR)”</p> <p>According to an ECHO staff member, this collaboration with the delegation has been very helpful to know who does what even though it has not yet been possible to create synergies at the implementation level. There is a will to do so however, for example:</p> <p>“The river basin Patuca is not easy to access and there are not many actors with which you can work. The identified NGO is the same partner for the FORCUENCAS project. We are not doing any relief there but disaster preparedness. The idea would be to do our 15-month project on disaster preparedness and then to pass on the project to FORCUENCAS for a more general and longer term management of the river basin. It is not done yet but we are working on it.”</p> <p>Still according to this ECHO staff member, more measures can be taken to ensure that disaster preparedness is taken into account. For example this persons suggests that:</p> <p>“I actually think that the challenge for the future is really for ECHO to be consulted when the CSPs and RSPs are elaborated may it be at the HQ level or in the delegations so that there is a real effort to take into account at the strategic level questions of disaster preparedness and LRRD. This should also be done for the Mid-Term review.”</p>

	<i>(Sources: Transtec-Sber, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.23; MN 410; MN 414)</i>
PRRAC	See comment by EC staff member under JC 6.3 PRRAC
I-6.3.2	Number of institutions oriented to disaster preparedness supported
PRRAC	As mentioned above, according to an EC staff member, the PRRAC Desarrollo Local had as one of its objectives the strengthening of the government body in charge of disaster preparedness and risk prevention COPECO (<i>Comisión Permanente de Contingencias</i>). No other examples of similar initiatives were found. <i>(Source: MN 413)</i>
I-6.3.3	Evidence that PRRAC had concrete relations with sub-regional preparedness: common early alert system, coordination mechanism for urgent aid and rehabilitation
Non intervention specific	As mentioned above, it is not a generalised practice yet to integrate disaster preparedness in projects as “work axis” and not just as a cross-cutting issue. Therefore, it is difficult to discuss even more precise concepts such alert systems or coordination mechanism for urgent aid.
PRRAC	Idem
JC.6.4	<i>Rehabilitation interventions were coordinated with other donors’ interventions (focusing on EU MS)</i>
Non intervention specific	As mentioned under JC. 5.3, after hurricane Mitch in 1998, the international community has set up a joint coordination structure to maximise the impact of the aid channelled to Central America. Concretely, an operational and well-structured group of 16 donors- the so-called G-16- was created. This group of donors then followed the principles and objectives expressed in the Stockholm Declaration signed in May 1999.
PRRAC	An evaluation of the PRRAC mentions in its conclusions: “PRRAC’s first positive lesson is effective coordination with other donors [...] There was good coordination between the Commission and other donors immediately after the disaster, defining both geographic and thematic areas of intervention. This helped avoid future coordination problems and the duplication of efforts by donors.” On the geographic area to be targeted, the EC writes in its CSP 2402-2406: “the PRRAC will concentrate on the departments of Francisco Morazán, Colon, Olancho, El Paraíso, Valle and Gracias a Dios. This concentration has been decided taking into account the needs expressed by Honduran authorities and the activities of other donors”.

	<i>(Sources: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.59; Country Strategy Paper Honduras 2402-2406, p.34)</i>
I-6.4.1	Relations with other donors' relief operations
Non intervention specific	<p>The EC Communication introducing the PRRAC gives a detailed description of the EU MS's relief operations:</p> <ul style="list-style-type: none"> ▪ the emergency and humanitarian aid effort ▪ the accorded bilateral debt relief ▪ the announced special assistance for reconstruction <p>The EU MS were also aware of the relief operations undertaken by the EC and of its overall strategy (that had been submitted to their approval). However, there was not the same coordination and visibility with other donors. It was argued that the EC was not active enough within the joint coordination structure created by the international community after Mitch (that became later the G-16). For example, it was not a member of the Monitoring Group that included Germany, Canada, Spain, Sweden, the United States and Japan.</p> <p>The opening of an EC "regionalised Delegation" in Tegucigalpa in November 2405 must have contributed to increase the involvement of the EC in the country and also to improve its visibility.</p> <p><i>(Sources: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999, p. 5; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.21)</i></p>
PRRAC	The PRRAC was conceived as a development programme. As mentioned above its implementation was delayed to such an extent that, in Honduras, there was a gap of approximately two years between the operations carried-out by ECHO and those of the PRRAC. Considering this parameter of time, it can be assumed that PRRAC did not build on other donors' relief operations.
I-6.4.2	Relations with other donors' development programmes
Non intervention specific	See below
PRRAC	In its Communication introducing the PRRAC, the EC clearly mentions the will to coordinate itself with other donors:

	<p>To determine the programme's areas of intervention and content, the region have drawn up selection criteria taking account of:</p> <ul style="list-style-type: none"> –the impact of Hurricane Mitch, –poverty indicators, –the vulnerability of the population to natural disasters of this kind –the existence of other projects by the Community, the Member States and other donors. <p>However, no specific reference is made to such projects in the official documents on the PRRAC.</p> <p>In this respect, it must be noted that the Evaluation of the PRRAC emphasises good coordination with other donors in the selection of themes and geographic areas but at the level of specific projects less positive remarks are made:</p> <p>“As already mentioned, administrative delays led to rushed actions that have not provided sufficient space for taking the initiative to coordinate with other projects. Despite this, there were no large inconsistencies, duplications, or contradictions vis-à-vis these other interventions.”</p> <p>It is interesting to note that a similar appraisal is done by an EC staff member when considering complementarity between PRRAC projects and other projects carried by the EC in the region:</p> <p style="padding-left: 40px;">“My vision is that the PRRAC was such a big programme in Honduras (119M€) that it did complement programmes that were being done in the sector where it intervened such as education, water and sanitation or local development. This being said this complementarity was not planned by the cooperation of the Commission.”</p> <p><i>(Sources: EC, Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America COM(1999)201, 28.04.1999, p. 8; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.59; MN 413)</i></p>
I-6.4.3	Relations with other donors' disaster preparedness programmes
Non intervention specific	Idem as for I-6.4.2
PRRAC	As mentioned under IC-6.2, even though disaster preparedness is included in one of the three specific objectives of the PRRAC (“the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural disasters”), not much was done at the implementation level (see MN 413)

JC.6.5	<i>Rehabilitation interventions are sustainable</i>
Non intervention specific	<p>In its 2401 Communication on LRRD, the EC addresses the problem of the sustainability of measures undertaken in the phases of relief and/or rehabilitation and makes the following recommendation:</p> <p>“Therefore humanitarian interventions should be designed in such a way that they take into account long-term objectives and sustainability, whereas development programmes should increasingly take into consideration the needs of populations as identified in the rehabilitation phase, as well as evolving requirements.”</p> <p><i>(Source: EC, Communication from the EC to the Council and the Parliament on Linking Relief, Rehabilitation and Development – An assessment COM(2401) 153 final, 23.04.2401; p.)</i></p>
PRRAC	<p>The centralised aid modality selected for implementing the majority of projects did not favour the dialogue with national authorities and complicated in this way the sustainability of the programme.</p> <p>The PRRAC involved three types of projects in terms of aid modality:</p> <ul style="list-style-type: none"> ▪ direct management with Projects Management Units-PMU ▪ delegated management (to NGOs or other civil society organisations); ▪ direct DCEM management (direct contracts by the Delegation). <p>However, the projects with PMUs represented over 90% of the total budget:</p> <p>« Les projets à Unité de Gestion constituent plus de 90% de la dotation budgétaire globale et sont dirigés par des équipes d'assistance technique européenne. Leurs équipes sont responsables de l'exécution de nombreuses interventions de réhabilitation de moyenne et de grande dimension dans les zones urbaines et rurales les plus affectées par l'ouragan Mitch des quatre pays bénéficiaires. »</p> <p>A previous evaluation of the EC's cooperation with Nicaragua explains with respect to this choice of aid modality:</p> <p>“This modality was chosen very early after the hurricane, in agreement with the national authorities which at the time were overloaded by the magnitude of the catastrophe and by the response of the international community.”</p> <p>We could verify during interviews that the situation in Honduras was very similar. An EC staff member emphasized that this</p>

	<p>modality of management is not intrinsically bad, it is rather the way it is implemented that counts. With respect to the PRRAC, there were examples of good experiences with heads of PMUs working in close collaboration with the ministries. For example, the PRRAC Desarrollo local worked with local authorities. On the other hand, the PRRAC-ASAN did not enjoy this level of involvement with the relevant Ministries.</p> <p>According to the same EC staff member, a management through PMUs had other advantages such as being independent, diminishing the risks of corruption and being quick. This person acknowledged the slow response of the PRRAC but questioned whether a decentralized management would have allowed to work faster considering the weak absorption capacity of government institutions even more so after a disaster like Mitch and for a programme of over 100M€.</p> <p><i>(Source: Délégation de la CE, Programme Régional de Reconstruction pour l'Amérique Centrale (PRRAC), Rapport 2008, p. 5; DRN-ADE-PARTICIP-DIE-ODI-ELAS-ICEI, Evaluation of the European Commission's Cooperation with Nicaragua, Vol. I, p.56 ; MN 413)</i></p>
I-6.5.1	Level of participation of local institutions and people in the design and implementation of the interventions
Non intervention specific	See below.
PRRAC	<p>The second aid modality through Local Initiatives were intended to encourage more participation from civil society and local institutions, but the design of the interventions had limited impact for two reasons: only a small amount of PRRAC resources were allocated (just 5% of the budget), and only local rehabilitation actions received support.</p> <p><i>(Source: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.29)</i></p>
I-6.5.2	Existence of a phasing out/exit strategy or measures (capacity building dimension)
Non intervention specific	See below.
PRRAC	<p>As mentioned under I-6.5.4, the chore aid modality of the programme (through a PMU) does not make the involvement of the local institutions mandatory and can in this sense limit their capacity building. According to the PRRAC evaluation, there were examples of both involvement and non-involvement:</p> <p>“Participation of final service users has been successful in some cases (PRRAC AGUA, SCI, DESARROLLO LOCAL, PROCEDAMO), but only modestly in others (for example PRIESO), due to delayed and superficial attention to information</p>

	<p>sharing and community involvement.”</p> <p>However, in terms of sustainability, it should be noted that the Commission has continued to work in the same sectors. An EC staff member explains in this respect:</p> <p>“The Commission continues to work in these sectors where the PRRAC was active. Interesting to note that even though PRRAC-AGUA is over, the rural communities have decided to hand the files so that they would be managed within the framework of FORCUENCAS.”</p> <p>He then added: “The greatest threat to sustainability is the change of governments may it be at the local level or the national level...even when elections are won the members are changed because of electoral promises... Hence, the importance of decentralization to try to avoid such problem working with local communities.”</p> <p>This problem of high turn-over is also mentioned in the conclusions of the PRRAC evaluation: “Important training components for institutional personnel have been included in most PRRAC projects. Unfortunately, factors of a political order—still nonnegotiable in all four countries—have led to large-scale turnover of personnel. This means that the know-how of these resources is lost, which negatively impacts the sustainability of results.”</p> <p><i>(Source: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.68; MN 410)</i></p>
I-6.5.3	Evidence of an effective support supplied by local institutions for continuity, when needed
Non intervention specific	See below.
PRRAC	<p>An evaluation, based on the review of PRRAC projects, does not refer to continuity but gives the interesting following conclusion on local institutions:</p> <p>“We may conclude that there was more influence at the local level, above all in municipalities where institutional administrators demonstrated interest and knowledge.[...] In addition, we may conclude that NGOs have generally shown awareness about the importance of working in a participatory manner with local authorities and communities.”</p>

	<i>(Source: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.54)</i>
I-6.5.4	Evidence of an assistance and strengthening of public institutions responsible for long-term sector strategies
Non intervention specific	See below.
PRRAC	<p>As mentioned under I-6.5, the centralised aid modality chosen for most of the PRRAC projects was not prone to strengthen public institutions. According to the CSP 2007-2013, this is a lesson to be learnt from the PRRAC:</p> <p>“As to the PRRAC, one of the most important lessons is that such programmes should include a component specifically designed to assist and strengthen the public institutions responsible for long-term sector strategies.”</p> <p>However, if a distinction is made between “hardware” and “software” institutional strengthening with the first referring to physical works, buildings, vehicles and equipment then the conclusion is more nuanced. The Transtec-Sher evaluation mission writes in this respect: “PRRAC has contributed on a large scale to supplying hardware, and has undoubtedly increased the capacity of institutions in terms of their volume and scope”.</p> <p>Furthermore, an EC staff member emphasized that the Commission has acknowledged the missed opportunity with the PRRAC to strengthen the regional integration in the sectors of risks management, protection of the environment, and management of water resources where such integration is so relevant. Indeed, even though the PRRAC is referred to as a regional programme it is in fact a sum of national programmes.</p> <p>After this finding, the EC has made the effort to try to remediate to this missed opportunity by selecting “Reduction of vulnerability and environmental improvement” as a focal sector in the RSP 2402-2406.</p> <p>At the implementation level, a follow-up programme of the PASS was designed: The Regional Program for the Reduction of Vulnerability and Environmental Degradation (PREVDA). The budget was much more limited with a total of 24M€ but the objective was really, according to this EC staff member, “to recuperate what had been left out by the PRRAC notably at the political and organisational level in order to strengthen the management of risk, the protection of the environment and the management of water”. In practice, its actions aim at strengthening the Central American Integration System (SICA) and its own organization the Centre for Coordinating the Prevention of Natural</p>

Disasters in Central America (CEPREDENAC). CEPREDENAC is a regional, inter-governmental organization that pertains to SICA as a Specialised Secretariat. Its active members include the governments of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. This initiative did a lot of course to increase the sustainability of the actions undertaken by the PRRAC.

It is interesting to note that the evaluation of the PRRAC also establish a link between the two programmes:

“Within the regional context, the PREVDA programme should be mentioned,⁸³ which receives financing from the EC and has used some elements and lessons learned from PRRAC to formulate a programme more focused on risk prevention. This programme is specifically aimed at this issue, and is being developed in the context of SICA’s regional institutions.”

(Source: Country Strategy Paper Honduras 2007-2013, p.19; Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.53, p. 60; MN 413)

EQ7	To what extent have the EC's interventions through Budget Support been adapted to the national context, and to what extent have they contributed to strengthening the framework for public policy and expenditure?												
JC.7.1.	<i>The EC interventions through BS have been adapted to the macroeconomic and national policy and political context</i>												
I-7.1.1	Level of public finance deficit												
Non intervention specific	<p>According to PEFA and to the Ministry of Finance (Secretaría de Finanzas), the levels of deficit of public finance of the Central Government are the following:</p> <table border="1"> <tr> <td>Average 2000-2004</td> <td>-5.2%</td> </tr> <tr> <td>2005</td> <td>-1.9</td> </tr> <tr> <td>2006</td> <td>-0.1</td> </tr> <tr> <td>2007</td> <td>-1.0</td> </tr> <tr> <td>2008</td> <td>-4.5</td> </tr> <tr> <td>2009</td> <td>-6.5</td> </tr> </table> <p>Note: in % of GDP Includes external grants Source: PEFA and Secretaría de Finanzas (SEFIN)</p> <p>In 2008 and especially in 2009 the deficit rose sharply. According to SEFIN, the deficit of the Central Government rose from 2.228 million Lempiras in 2007 to 10.938 million Lempiras in 2008 and 17.712 million in 2009.</p> <p>Up to 2007 the deficit of public finance was insignificant⁶⁹ and certainly did not justify a massive budget support programme. However the sharp decline of the deficit since 2006 is due to the decrease of public investment, which contravenes the agreement linked to dept relief operations according to which current expenditures should decrease while capital expenditures should increase in social programmes and infrastructures in order to facilitate more sustainable and equitable growth in the future. On the other hand, the gains obtained through HIPPIIC agreements should be spent on poverty relief programmes, which has certainly not been the case since 2007 (MN 140). Honduras had, until 2009, no important problem of fiscal deficit, but a serious problem of budget orientation with an excessive weight given to current expenditures over capital expenditures, and an excessive weight of wages and salaries inside current expenditures. See</p>	Average 2000-2004	-5.2%	2005	-1.9	2006	-0.1	2007	-1.0	2008	-4.5	2009	-6.5
Average 2000-2004	-5.2%												
2005	-1.9												
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2007	-1.0												
2008	-4.5												
2009	-6.5												

⁶⁹ According to «The Economist», the budget balance as a percentage of GDP in 2010 is: -10.1 in Britain, -9.0 in USA, -9.6 in Spain, -7.9 in France, -6.4 in the Euro Area.

	<p>more of this in PEFA.</p> <p>Since 2009 the deficit problem stems more from the internal debt (borrowing from public pensions funds and private national banks) than from the external debt (MN 134 and 140).</p>
APERP	Not relevant
PROADES	Not relevant
PASAH	Not relevant
I-7.1.2	Evolution of main macro-economic indicators
Non intervention specific	<p>During most of the first 2000 decade, Honduras experimented relatively stable policies and was characterized by slow growth, little inflation, stable fiscal policy (maintained through the beginning of the Zelaya period), stable exchange rate, a shrinking fiscal deficit. Poverty indicators, which were constant or worsening during a long period finally showed a downward trend, probably due more to remittances from emigrants in the US than to the PRS applied since 2002. During 2007 poverty indicators continued to improve, bringing total poverty down from 61.8% in 2006 to 60.1% in 2007, this being especially noticeable in the rural population where the fall was 2.7 percentage points. Extreme poverty fell from 48.5% of the population in May 2006 to 42.9% in May 2007.</p> <p>This situation has deteriorated since 2008 but for political as well as for economic reasons. The main events which fuelled the confidence crisis are the following:</p> <ul style="list-style-type: none"> ▪ The Stand-by Agreement negotiated with the IMF in April 2008 was immediately thrown off track by the rise in oil prices. This agreement was not reviewed and finished unsuccessfully on 30 March 2009. Since then the IMF presented an Article IV Consultation Staff Report (endorsed by its Board on 24 April 2009), which stressed the gravity of the monetary and exchange-rate situation fuelling a large external current account deficit. ▪ The international financial crisis (less inflows of capital) and a decrease in remittances from the US triggered a sharp decline in net capital, eroding the reserves of the Central Bank. ▪ 2009 was an electoral year and as such there was a high risk of a sudden pressure on the budget coming from Congress or the Government, and which could rapidly unbalance the public accounts. ▪ Donors suspected a lack of interest, from the GoH, in reforms aimed at a more efficient and transparent management of public finances, such as internal financial

	<p>control and the strengthening of audit capacity (this was strongly stressed by the 2008 PEFA report). The management of the internal public debt (partially bought by national pension funds) seemed to confirm this appreciation.</p> <ul style="list-style-type: none"> ▪ Furthermore, for the third consecutive year, the Government had broken the law by delaying presentation of the Budget to Parliament. By May 2009 the 2009 budget has not been presented yet and the President had confirmed that it would not be sent to the Congress. <p>These events, coupled with a highly politicised environment, contributed to the lost of credibility of the GoH. Many donors felt that there was a risk that the situation could lead to a severe economic crisis with a sudden devaluation of the lempira, high inflation, high deficit and the consequent social unrest. In May 2009, EC for example, concluded that conditions for BS were no longer met in Honduras. Effectively, Honduras suffered from a severe political and economic crisis, social unrest and violent repression, but as a consequence of the “Golpe” in June 2009.</p> <p>As for the present situation: “After closing 2009 with a recession of 3% of GDP and with public finances in critical situation (deficit of the central government of 6,5 % of the GDP), economy seems to start an improvement (+3 %) due to the resumption of the foreign investments, farming sector and industry sector particularly of the textile area. For 2010, the IMF envisages a growth of the GDP between 2,5 and 3 % and an inflation of 6 %”. <u>Source: EAMR 31-06-10.</u> Finally, a stand-by agreement was reached with the IMF in October 2010 and, after a close IMF scrutiny, the 2011 budget was presented to Parliament and approved on November 30, 2010, one year before the end of the year and in sharp contrast with what had happened during the 3 previous years in which the budget had not even been presented to Parliament.</p> <p>The budget</p> <p>In the following table it can be seen that the “real” budget (presupuesto “vigente”) which means the budget including all the increases added during the execution period, is considerably higher than the budget initially which should have been presented to Parliament up to 27% higher in 2009 but 22% higher in 2007. The budget executed (not shown in the table) is between the two. The capital expenditures vary between 17 and 23% of the total expenditure budget, depending on which budget we are talking about and the year: the proportion of capital expenditures increases over those 3 years.</p>
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Finally, using the following exchange rate for one €:

2007: 26 HDL

2008: 29 HDL

2009: 27 HDL

One would arrive at the following budget in millions of € for 2007 and 2009

	Gastos Totales Vigentes	Gastos de Capital Vigentes	Potential EC disbursement in BS	3/	3/2
2007	2118	371	15.5	0.6%	4%
2009	2935	667	4.0	0.6%	0.6%

Which indicates that the potential (not the effective) BS disbursements corresponding to PROADES and PASAH represented 4% of capital expenditures in 2007, but only 0.6% in 2009.

The “official” and the “real” total and capital budgets for the last few years are given below (in millions of Lempiras):

Year	Gastos totales Aprobados	Gastos de Capital Aprobados	%	Gastos Totales Vigentes
2007	45 129	7 735	1	55 070
2008	59 906	11 585	1	68 241
2009	60 073	11 892	2	76 305
2010	64 229	11 181	1	na

	<p>Source: Informes de Liquidacion de la Ejecucion Presupuestaria http://www.sefin.gob.hn/portal_prod/index.php?option=com_content&task=view&id=133&Itemid=160 and : http://www.sefin.gob.hn/portal_prod/data/2008/DGP/Presupuesto%20%20Aprobado%202008/principal.html</p> <p>The budget executed is normally between these 2 figures.</p> <p>A WB report describes as follow the composition of expenditures in Honduras:</p> <p>“The most striking characteristic of the economic composition of public expenditures in Honduras is the enormous amount of resources allocated to public wages and salaries.</p> <p>Interest payments once represented a major budgetary burden, peaking at 18 percent of total expenditure (or 5.9 percent of GDP) in 1996-98. They have since then declined to 5.5 percent of total expenditure (or 1.4 percent of GDP) in 2006, aided by the various debt relief initiatives.</p> <p>What stands out the most in the evolution of public expenditures is that the fiscal savings from lower interest payments have been entirely offset by increases in wages and salaries, mostly in the social sectors, with the public wage bill reaching a peak level of 44.3 percent of total expenditure (or 13.5 percent of GDP) in 2002. The growth in the wage bill was temporarily stopped with the passage of the Public Wage Law in late 2003. This law was repealed in 2006, however, setting the stage for increased pressures on public wages in future years.”</p> <p>Source: WB Public Expenditure Review, 2007</p>
I-7.1.3	Evidence that EC interventions responded to demand (from the GoH, joint donor initiative, harmonisation and alignment...)
Non intervention specific	<p>It is difficult to refer to a demand from “the GoH”, because there is traditionally little coherence inside the government: the Secretaría Técnica de Cooperación could ask for a cooperation programme on decentralisation, but it would not necessarily discuss this matter with the Secretaría de Gobernación y Justicia (SGJ). Progress seems to have been made with the creation of SEPLAN (Secretaria de Planificación) in 2010 which should coordinate all matters related to external cooperation and coordinate external support within the own government (MN 132, 134, 135).</p>

APERP	APERP is included in the 2007-13 CSP which focuses its strategy on the PRS. This CSP was consulted with the GoH (MN 104) during the preparation phase but after the change of government in 2006 no official comment was received on the draft of the CSP. However it is known that the GoH was pleased with the budget support modality because it thought that it would entail less constraints than the traditional project modality.
PROADES	<p>PROADES stems from the 2002-06 CSP. No clear evidence exists as to what extent this CSP had been influenced by the Honduran government. According to the DelHon the policy dialogue with the GoH was difficult since the beginning of identification and formulation, due to the absence of an EC delegation in Honduras and to the inexperience of DelNic in BS matters. <u>Source: Proades issues ppt - reuniones y notas – Proades2.</u> However, other EC sources (MN102) indicate that the GoH (Secretary of Finance) was very interested in PROADES during the preparation phase and that the policy dialogue centred on the financing of municipalities was excellent with this Ministry.</p> <p>The PROADES DTA state the following:</p> <p><i>El PROADES comenzó a elaborarse tras la aprobación del documento de Estrategia de País en mayo de 2002. La Delegación inició desde un principio la puesta en marcha del proyecto con reuniones con las instituciones nacionales y otros donantes involucrados. Una primera misión de identificación trabajó desde noviembre de 2003 hasta enero de 2004. Posteriormente, a partir de finales de abril de 2004, una segunda misión de formulación continuó los trabajos en estrecha coordinación con la Delegación y la Sede de la Comisión Europea, con consultas continuas con las administraciones responsables del GdH y los donantes relevantes en el sector. La propuesta ha sido concertada con representantes de los Estados Miembros de la UE durante la fase de formulación.</i></p>
PASAH	Being financed by the Food Security budget line, PASAH does not “belong” to the CSP. However it was carefully planned and continues a long tradition of EC food security intervention in Honduras.
I-7.1.4	Evidence that EC interventions responded to a State policy
APERP	<p>APERP certainly responded to a State policy and to a high priority in both the Maduro and the Zelaya governments. Poverty spending as a percentage of GDP has been maintained in recent years: it was 8.9% in 2005 and 8.7% in 2006 and 2007. An increase was expected in the following years, approaching 9.7% in 2010, the target set by the Government (<u>ERP Report, 2007</u>).</p> <p>However the government of Zelaya was more interested in poverty reduction than in a strict application of the PRS. This was felt by some donors as an abandonment of the previous policy on this matter.</p>

	<p>The new Lobo government has declared that it was not much interested in the form of the previous PRSP and launched its proper “Visión de País” and “Planes de Nación”⁷⁰ which represent intent on very long term planning.</p>
PROADES	<p>In the time of identification and formulation (2003-2004) of PROADES, decentralisation could have been considered as a State policy, at least at the declaration level. But there are some doubts about the seriousness of the political will to apply really this policy. Or, more probably, its application encountered strong opposition in different circles inside the Government itself⁷¹.</p> <p>Since 2006, with the Zelaya government, decentralization ceased to be a government priority, even at a declaration level.</p> <p>Initially, the 2001 PRS stated that one of its objectives was to engage in an effective decentralization process that would help reducing poverty by way of an efficient and modern public administration. PRODEL (Programa Nacional de Descentralización y Desarrollo) is the operational tool to achieve this, but since the beginning it was financed by international donors rather than by the State’s budget.</p> <p><u>Sources: see the monitoring of the Paris Declaration (in ROM). The disbursements of PROADES until 2009 are explained in details in <“PS-MR-030603.02” - PROADES2 – project selection – EC data – documentation – Honduras>. Also the “PS-30603.01” (same location) offers a good image of its adequacy to the PRODEL and PRS policies</u></p>
PASAH	<p>Under the Maduro government (2002-2005) there was no single official document presenting the State policy on Food Security in Honduras, but at least four documents stating the different public policies related to FS. These were:</p> <ol style="list-style-type: none"> 1. PRSP of 2001 which does not present objectives and indicators on FS 2. The 2002-2006 Government Plan in which fight against poverty and human development is only one of the nine priorities 3. A 2003 document from the Secretaría de Agricultura y Ganadería (SAG) (part of the Government Plan) defining a public policy for the “Sector Agroalimentario y el medio Rural 2001-2021”.

⁷⁰ In fact, these 2 long term plans, the first with a 28 years horizon and the second only 12 years, were agreed on between the two main political parties (Liberals and Nationals) just before the November 2009 presidential elections.

⁷¹ According to an informant who expresses the opinion of many observers, traditionally «The GoH is a sum of baronies, with no political consensus, with no common discipline, each barony fighting for itself” (MN 134).

	<p>4. An Action Plan 2002-2007 drafted by the Instituto Nacional de la Mujer and some international Agencies in order to promote gender equity.</p> <p>In August 2004 the government began to formulate a medium term policy of Food and Nutrition Security. After various revisions it was accepted by the newly elected Government in March 2006. In order to secure the implementation of this policy, the Government formulated the National Strategy for Implementation of the Food Security Policy (SFSP) that was approved in October 2006. This strategy includes specific budget lines for activities prioritised by the institutions involved and the results indicators are included in the information system of the PRS. The Secretariat of the Presidency has played a significant leadership role in the implementation of the Strategy for Food Security, constituting and coordinating a Technical Unit for Food Security.</p> <p><u>Sources: DTA 3er Convenio de Financiación; Action Fiche, 2008; NOTA DE DOSSIER A/2 ESTADO DE CUMPLIMIENTO DE LAS CONDICIONES DEL SEGUNDO TRAMO FIJO 2007 (3.0 M€) DEL PROGRAMA DE APOYO A LA SEGURIDAD ALIMENTARIA EN HONDURAS (PASAH); Tegucigalpa, 31.7.2007.</u></p> <p>The last period, starting in 2010, corresponds again to a high priority given to Food Security. Its present status has been reinforced and a law on food security should be passed in 2010. This is a clear State policy and an exception to the common policy instability, as can be seen in the following quotation:</p> <p>“Decreto Ejecutivo PCM 038- 2010 que contiene la decisión del gobierno de declarar la seguridad alimentaria y nutricional de la población hondureña como prioridad nacional, reafirmar la coordinación de la Política SAN a través de la Secretaria de Estado en el Despacho Presidencial, crear oficialmente la UTSAN como una instancia técnica que asume funciones de coordinación, planificación, seguimiento, monitoreo, evaluación y la formulación de procedimiento metodológicos relacionados con la implementación de la Política SAN y reconocer al COTISAN como la instancia oficial de consulta y concertación en seguridad alimentaria y nutricional.</p> <p>En este período se inició el proceso de revisión de la Estrategia SAN decidiendo las nuevas autoridades embarcarse en el proceso de su actualización y convertirla en la “Estrategia Nacional de Seguridad Alimentaria y Nutricional”. Paralelamente, el Congreso</p>
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	<p>Nacional está en el proceso de formulación de la Ley de Seguridad Alimentaria y Nutricional que será un elemento adicional de sostenibilidad para la estructura institucional y operativa de la ENSAN”.</p> <p>Source : Informe Final ATI PASAH, diciembre 2010, p.3</p>
I-7.1.5	Evidence that EC interventions responded to public administrative capacity
Non intervention specific	<p>The cost of a budget support administration for the host country (learning cost) should not be underestimated and it is possible that part of the problems associated with APERP and PROADES stems from administrative difficulties. This will be checked during the field mission.</p> <p>According to PEFA there is a serious problem of administrative capacity in Honduras: on the one hand different units are in charge of the administration of external cooperation, and on the other the coordination of the budget execution with the international cooperation is insufficient because the State does not use a control system based on the programming of investments.</p> <p>Source: PEFA 2008, p. 87</p> <p>These difficulties are also recognized by EARN: “The BS modality is experiencing considerable difficulties in HON due to the GoH's limited ability to correctly manage this type of intervention and generalised institutional weaknesses”. <u>Source EARN 2007: p.3.</u></p> <p>A World Bank report stresses this problem in the following way:</p> <p>“Despite its importance for service delivery and the effectiveness of public policies, the management of human resources continues to be one of the weakest areas within the Honduran public administration. Cross-country comparisons show that Honduras is one of the countries in Latin America that spends most on public employment, but also one of the countries where human resource management is the weakest. While having the second highest salary expenditure in terms of GDP in Latin America (10.3%), Honduras scores below average on all the qualitative indicators developed by the IDB 2006, indicating serious deficiencies in most areas of human resource management (e.g. planning, job organization, employment management, performance management, compensation, career development, and human and social relations).”</p> <p>Source: Strengthening performance accountability in Honduras,</p>

	<u>WB 2009, p.20.</u>								
PROADES	<p>From a strict financial point of view, the financial weight of PROADES is not excessive as shown in the following table, and should not cause any special execution problem (<u>Source: PROADES DTA</u>)</p> <table border="1"> <thead> <tr> <th>Concepto</th> <th>2005</th> </tr> </thead> <tbody> <tr> <td>Desembolso CE / Gastos Gobierno Central (%)</td> <td>0.3</td> </tr> <tr> <td>Desembolso CE / Gastos ERP (%)</td> <td>1.2</td> </tr> <tr> <td>Desembolso CE / Transferencia de SGJ a Municipalidades (%)</td> <td>17.3</td> </tr> </tbody> </table> <p>Se considera el tipo de cambio L/\$ previsto por el GdH para cambio 1€ = 1.20 \$.</p>	Concepto	2005	Desembolso CE / Gastos Gobierno Central (%)	0.3	Desembolso CE / Gastos ERP (%)	1.2	Desembolso CE / Transferencia de SGJ a Municipalidades (%)	17.3
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Desembolso CE / Gastos ERP (%)	1.2								
Desembolso CE / Transferencia de SGJ a Municipalidades (%)	17.3								
PASAH	<p>Intervention concerned at least six different public institutions which are:</p> <ol style="list-style-type: none"> 1. The Ministry of the presidency through the Technical Support Unit 2. The Secretaría de Gobernación 3. Municipalities prioritized in PASAH 4. The Instituto de la Propiedad and AFE-CODEHFOR 5. The Ministry of Agriculture and Livestock 6. The National Institute of Women (INAM) <p><u>Source: PASAH, 3th DTA, p.10</u></p> <p>It should be checked whether it corresponded to the coordination capacity of the public sector.</p> <p>PASAH had the firm intention to promote and organize inter-institutional coordination? Did it work?</p> <p>A 2007 note from DelHon stated the following: “El Gobierno por un lado está fortaleciendo la instancia de coordinación del tema SAN dentro la UNAT y las capacidades institucionales de las instituciones involucradas, con el fin de permitirles dotarse de los mecanismos adecuados para la implementación del Plan, y por otro, a través de la Secretaría de Finanzas (SEFIN), ejecutar las disposiciones del Gabinete Social sobre los programas y proyectos prioritarios mediante programación financiera y de asignación de recursos.”</p> <p>And also: “La Secretaría de la Presidencia, contraparte del programa y responsable del seguimiento/monitoreo de la ejecución de la ERP, continua en el esfuerzo de liderazgo ejercido por en el proceso de coordinación inter-institucional durante la</p>								

	<p>implementación del Plan.” <u>Source: Nota de dossier A/2 31.7.2007</u></p> <p>Which indicates that inter-institutional coordination is (was) working in PASAH under the leadership of the Ministry of the Presidency, even if the same note further states that the GoH should:</p> <ul style="list-style-type: none"> ▪ “Asegurar que el CCERP fortalezca sus funciones de asesoría en aspectos como priorización y focalización de programas y proyectos de SAN y contribuir a organizar, coordinar y desarrollar procesos de dialogo, consulta y concertación entre el Gobierno y representantes de la sociedad civil e interactuar en procesos similares con la cooperación internacional. ▪ Consolidar con las instituciones ejecutoras el mecanismo de seguimiento y monitoreo así como su vinculación con los instrumentos existentes (SIERP, SINEMUN, INE, ..).” <p><u>Source: Nota de dossier A/2 31.7.2007.</u></p>
I-7.1.6	Evidence that the EC took into account a risk evaluation of the political stability
Non intervention specific	<p>Up to a certain point the risk evaluation of the political stability was taken into account but it was never fully acknowledge that budget support is a cooperation modality particularly exposed to political instability because its success very much depends on a strong political will and leadership. There is no easy solution to political instability in a budget support programme.</p> <p>However, in May 2009, just before the “Golpe”, DelHon made a strong and pessimistic evaluation of the political situation. It says clearly that conditions for BS are not fulfilled. <u>Source: “Early Warning on Budget Support” by DELHon from May 14, 2009 - reuniones y notas – Proades2</u></p>
APERP	<p>APERP’s indicators and conditions were being negotiated between EC and the GoH when the “Golpe” occurred (June 2009) and negotiations as well as cooperation altogether were halted. But the dead line for the signature of the FA fell on the 31-12-09 (N+1 years after CE commitment) and the EC took the risk of signing an incomplete document (no conditions were attached to the FA) with an illegal Government (which was never recognized by EC), hoping to follow negotiations with the newly elected government.</p> <p>This illustrates the existing pressure inside the EC to engage in cooperation programmes in spite of all the risks which are usually well known from the Delegation but are very rarely plainly stated.</p>

	<p>In the case of APERP the FA states the following concerning the definition of the indicators to be used (Convenio de Fiananciación – Disposiciones Técnicas y Administrativas p.7):</p> <p><i>“como los indicadores deben ser sometidos a una evaluación anual, debe valorarse su sensibilidad a los cambios políticos;”</i> which means that it is asked to procede to a certain political risk evaluation of each indicador.</p>
PROADES	<p>In the preparatory phase, EC was clearly conscious of the political risks: “La ejecución presupuestaria se ha visto afectada en los últimos años por turbulencias políticas y difíciles condiciones económicas. Algunas de las condiciones e instrumentos que permiten efectuar previsiones presupuestarias (MGMP) no están aún consolidadas, lo que añadido al alto déficit presupuestario existente aconsejan que en el primer ejercicio será preciso establecer un seguimiento presupuestario estrecho. En los siguientes ejercicios se prevé una mejor preparación presupuestaria y una mejor gestión de las finanzas públicas y, por tanto, de la ejecución del presupuesto”. <u>Source: 1 Propuesta de Financiación – PROADES2.</u></p> <p>The political risk is recognized but curiously it is proposed to give a technical answer to a political problem.</p>
PASAH	No special evaluation of political risk is mentioned in the PASAH documents
I-7.1.7	Evidence that the EC took into account a risk evaluation of the stability of the national policies supported by budget transfers
Non intervention specific	<p>The risk evaluation of the stability of national policies was taken into account and it was fully acknowledge that budget support is a cooperation modality particularly exposed to this kind of instability because its success very much depends on a strong political will and leadership.</p> <p>Additionally, in May 2009, just before the “Golpe”, DelHon made a strong and pessimistic evaluation of the political situation. It says clearly that conditions for BS are not fulfilled, partially because of the lack of coherence and continuity of public policies towards poverty reduction. <u>Source: “Early Warning on Budget Support” by DELHon from May 14, 2009 - reuniones y notas – Proades2</u></p>
APERP	The risk stemming from the instability of national policies supported by budget transfers was clearly acknowledged by DelHon, as can be seen in the following 2008 quotation which

	<p>also offers some important practical advices:</p> <p>“All of these projects and programmes are advancing although some of them are finding serious problems in their implementation due to:</p> <ul style="list-style-type: none"> ▪ - The lack of Governmental leadership and erratic policies of the different Government departments with responsibility over the programmes, several of which have just changed Ministers. Except the PRSC, the only sector policy currently in place is in Education. ▪ The lack of a strong, central planning structure. ▪ The weakness, vertical management and instability of governmental structures. ▪ The constant budgetary constraints. ▪ Corruption and lack of interest from the Government. <p>A strong leadership and political will must be assured before the commitment of aid, especially in the case of Budgetary Aid Programmes. Projects must be designed to minimise the adverse effects of the change of Governments and to ensure a transparent management, involving external actors such as civil society and other donors. Beneficiaries must be carefully selected and institutions such as the Ministries of Finance and of the Presidency should be involved in the negotiations of every commitment.”</p> <p><u>Source: DelHon 2008 memorandum to headquarter presenting the annual Action Programme</u></p> <p>In another document from May 2009 (“early warnings on budget support...”) it is also stated that, in part due to a lack of coherence in public policies towards poverty reduction, conditions for budget support are not fulfilled anymore. The document argues:</p> <ul style="list-style-type: none"> • The PRSP has been under review since the beginning of President Zelaya's mandate to adapt it to the new political priorities. In 2008, a draft PRSP was presented to donors and civil society, but a final version was never approved. Instead, in late 2008 the GoH presented two new documents: a "<i>Plan de Nación</i>" and "Guidelines for a National Development Plan". These documents are complementary neither with one another nor with the PRSP, setting different goals and priorities, and in different time frameworks. There is no evidence of follow-up on the execution of any of the three. <p>Comments: Given this situation, the Delegation cannot certify that a well defined national policy and strategy is in place or under implementation in Honduras. Furthermore, the situation has deteriorated during the last year and it is very unlikely that it will evolve positively during the next year, as the new Government will take most of 2010 to put its new policies in place.</p>
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	<ul style="list-style-type: none"> • The Government appears to have lost all interest in the original PRS document, claiming that all its policies are oriented towards poverty reduction and that no strategy is needed given the good results on poverty reduction up to now (poverty figures show a slow decrease, which has been reversed by the current economic crisis and the Government has recently refused to release the results of a detailed survey giving 2008 poverty figures). • Although poverty spending has risen steadily during the years, much of the funding has been diverted into current spending, especially on teacher's wages, with very little impact on the quality of spending on social services for poverty reduction. <p>This DelHon reaction should be highlighted because the Delegation took the responsibility of halting a budget support programme, stating very clearly that conditions for a budget support are not met any more.</p>
PROADES	<p>In PROADES also the risk stemming from the instability of national policies supported by budget transfers was recognized, as can be seen in the following quotation:</p> <p>“Dado que la descentralización es un proceso de largo plazo, es necesario implementar un mecanismo que la convierta en una política de Estado que sobreviva los diferentes cambios de gobierno y mediante el cual se garantice la sostenibilidad de los logros que se van alcanzando.”</p> <p><u>Source: preparatory documents to the PROADES FA: 1 Propuesta de Financiación – PROADES2</u></p> <p>But the only sustainable mechanism referred to, to control this risk is... the budget support modality.</p>
PASAH	<p>The Action Fiche 2008 states that continuity of PASAH depends on the following assumptions three of which are directly related to the stability of national policies supported by budget transfers :</p> <p>“Assumptions:</p> <ul style="list-style-type: none"> ▪ The Government and the International Monetary Fund reach a consensus on implementation of the Stand-By Agreement, have available quarterly reports on the fulfilment of the latter and the bases for the negotiation of a new Poverty Reduction and Growth Facility (PRGF). ▪ The Government respects the agreement and keeps its commitment in implementation of the Food and Nutritional Security Policy. ▪ The macro-economic situation is kept stable and the political pressure of the 2009 elections on the budget remains controlled. ▪ The Food Security Strategy joins an institutional structure that ensures continuity in the priorities of guidelines and goals for the preparation of the institutional POAs, and is incorporated in the goals stipulated under the System of Management by Results; and the system enables a statistical

	<p>breakdown of the goals of Food and Nutritional Security.</p> <ul style="list-style-type: none"> ▪ The Poverty Reduction Strategy remains a budgetary priority.” <p>Source: Action Fiche 2008</p> <p>It seems that none of these assumptions was later verified. Check this</p>
JC.7.2	<i>The implementation procedures have been adapted to the national context</i>
Non intervention specific	<p>The following changes have been made:</p> <p>I-7.2.2 - Evidence that funds were disbursed timely and that disbursements were coordinated with GoH and possibly with other donors</p> <p>I-7.2.4 – Evidence of a policy dialogue useful and offering concrete results</p>
APERP	<p>See I-7.1.6:</p> <p>APERP's indicators and conditions were being negotiated between EC and the GoH when the “Golpe” occurred (June 2009) and negotiations as well as cooperation altogether were halted. But the dead line for the signature of the FA fell on the 31-12-09 (N+1 years after CE commitment) and the EC took the risk of signing an incomplete document (no conditions were attached to the FA) with an illegal Government (which was never recognized by EC), hoping to follow negotiations with the newly elected government.</p> <p>This illustrates the particular adaptation of the APERP BS procedures to the national context and to exceptional political circumstances.</p>
PROADES	<p>The implementation procedures were partially adapted to the 2004 national context (policy dialogue was always difficult), but became obsolete (no more policy dialogue) when the government change of 2006 implied a policy change towards decentralization.</p> <p>However, conditions were strictly respected by EC: fixed and variable tranches were disbursed (or not disbursed) according to the evaluation procedures contained in the DTA.</p> <p>However aid flow is not reported on the budget, predictability of PROADES is weak (none of the VT disbursements has been made timely) and the disbursement calendar is illogic (evaluation is made on the same year as disbursement so that disbursement</p>

	<p>cannot be reported on the next year's budget.)</p> <p>On the other hand the financial support from PROADES is managed by the PFM system of Honduras and the financial support from PROADES is entirely spent and disbursed on the basis of the procurement system of Honduras.</p> <p>The payment of the 2nd variable tranche was approved for 2009 (€3.85M), but has not yet been paid due to last year's political crisis. Basic conditions are still under assessment and particularly the macroeconomic situation. If the conditions are met, it could be paid during 2010 second semester. The other tranches do not meet conditions for disbursement. However, the remaining funds could be programmed again for new tranches to be paid in 2011 and 2012 in case of a positive evaluation from the EC and the GoH and under the condition of the signature of an addendum.</p> <p>The third intermediate payment of the TA contract was paid during Q1 (€323.625). The contract ended late May 2010, and the final payment (about €155,370) is on process (revision of the final report). <u>Source: EAMR 31-06-10</u></p> <p><u>See also important MN 147</u></p>
PASAH	According to sources from the DelHon, policy dialogue has been good and useful in order to monitor the progress of the Strategic Plan on FS.
I-7.2.1	Evidence that conditions are based on policy dialogue with the GoH (ownership), are functional and are being respected
Non intervention specific	"The existing General Budget Support programmes PROADES (decentralisation) and PASAH (food security) had variable tranches processed for disbursement but frozen following the onset of the political crisis in 2009. The basic conditions (including the problematic macroeconomic situation) are now being newly assessed." <u>Source EAMR 30-06-10</u>
APERP	<p>Conditions have prepared by EC but have not yet been negotiated with the GoH.</p> <p>"Contacts were made with the Finance and Education Ministries concerning an addendum to be signed to the Financing Agreement (FA) of the Programme of Budget Support to the PRS (APERP) before disbursements can begin, once eligibility conditions have been met and indicators agreed covering the education and health sectors. Negotiations will begin, including also the Health Ministry, in the second semester 2010." <u>Source</u></p>

	<u>EAMR 30-06-10</u>																											
PROADES	<p>The EC complains that, at least since 2006, there is a lack of policy dialogue with the government of Honduras. As a consequence PRODEL (decentralisation policy) is no more a priority, SGJ (Secretaría de Gobernación y Justicia) is not funded any more at a significant level and EC funds are not transferred to SGJ. <u>Source: letters from CE to the GoH.</u></p> <p>According to these letters, the level of execution of PRODEL was 65% in 2005 and only 40% in 2006.</p> <p>The disbursements situation of PROADES is the following:</p> <table border="1"> <thead> <tr> <th>Años de pago</th> <th>2005</th> <th>2006</th> <th>2007</th> <th>2008</th> <th>2009</th> <th>2010-2011</th> </tr> </thead> <tbody> <tr> <td>Tramos fijos (€)</td> <td>TF 2005 4 M</td> <td>TF 2006 4M</td> <td>TF 2007 0M de 3M</td> <td>TF 2008 0M de 3M</td> <td></td> <td></td> </tr> <tr> <td>Tramos Variables (€)</td> <td></td> <td></td> <td>TV 2006 4,55 M. (65% de 7M)</td> <td>TV 2007 3,85 de 7 M.</td> <td>TV 2008 0 de 4 M.</td> <td>Tramo Final < 9,6 M</td> </tr> </tbody> </table> <p>Hasta la hora se ha pagado 12,55 M de € de los 32 M € previstos para el AP</p> <p>Tres pagos (El TF2007, el TF2008 y el TV2008) han sido oficialmente decidido como no pagable (informe misión AIDCO B1-E1 diciembre 2007 + nota AIDCO B N°3218 febrero 2009)</p> <p>El TV2007 de 3,85 M de € esta aprobado por AIDCO (Nota AIDCO B N°3218 febrero 2009) pero congelado por la situación de crisis política</p> <p>Restos TVs: 2,45 + 3,15 + 4 = 9,60 M €. Según el convenio, se pueden reprogramar los montos no pagados de los TV, después de un análisis/evaluación de la situación con el GdH.</p> <p>Conditions were strictly respected by EC: fixed and variable tranches were disbursed (or not disbursed) according to the evaluation procedures contained in the DTA.</p> <p>But aid flow is not reported on the budget, predictability of PROADES is weak (none of the VT disbursements has been made timely) and the disbursement calendar is illogic (evaluation is made on the same year as disbursement so that disbursement cannot be reported on the next year budget.)</p>							Años de pago	2005	2006	2007	2008	2009	2010-2011	Tramos fijos (€)	TF 2005 4 M	TF 2006 4M	TF 2007 0M de 3M	TF 2008 0M de 3M			Tramos Variables (€)			TV 2006 4,55 M. (65% de 7M)	TV 2007 3,85 de 7 M.	TV 2008 0 de 4 M.	Tramo Final < 9,6 M
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Finally, after a long debate on the link between VT disbursements and FT disbursements (are VT disbursements necessary linked to FT disbursements? Or, if a FT is declared non eligible – for macro reasons - does this affect the following VT?), it was decided to disburse the second VT (3,85m) already approved + fourth FT (3m) + Third VT (4m) = 10,85 maximum. To be Confirmed

The conditions are the following (Source: DTA)

5.2.1 Condiciones para efectuar los desembolsos fijos:

Condiciones para efectuar los desembolsos fijos	Fecha de evaluación	Fuente de verificación
1- Apreciación positiva por la CE del entorno Macroeconómico, fiscal y presupuestario de Honduras.	Mar. 2005 Mar. 2006 Mar. 2007 Mar. 2008	IBW CE
2- Establecimiento de los indicadores y líneas de base para el seguimiento de las mejoras de la Gestión de las Finanzas Públicas	Mar. 2006	SEFIN, TSC
3- Apreciación positiva (con aceptación de la CE) por el Foro Tripartito de Descentralización (FTD) sobre la implementación por el Gobierno de Honduras del PRODEL.	No procede 2005 Mar. 2006 Mar. 2007 Mar. 2008	Informe Anual de la SGJ FTD
4- Que exista un Foro Tripartito de Descentralización (FTD), de manera permanente y operativo para el diálogo y la concertación sobre el proceso de descentralización con participación del sector público, sociedad civil y donantes.	Ene. 2005	Acta de Constitución del Foro
5- Que se establezca una línea base que contenga las partidas del presupuesto asociadas a las principales actividades del PRODEL, así como la proyección de estas partidas para los próximos tres años en dos escenarios: con y sin la implementación de PROADES. La diferencia entre los dos escenarios demostrará la existencia de una cierta adicionalidad.	Ene. 2005	Informe indicativo de la SGJ

5.2.2 Condiciones para efectuar los desembolsos variables:																																																																									
	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center;">Indicadores</th> <th style="text-align: center;">Meta</th> <th style="text-align: center;">Fecha de evaluación</th> <th style="text-align: center;">Peso</th> </tr> </thead> <tbody> <tr> <td rowspan="3">1- Gastos en sueldos y salarios del Gobierno Central en porcentaje del PIB (medida de neutralidad fiscal compensatoria de las transferencias a los municipios).</td> <td style="text-align: center;">10.0%</td> <td style="text-align: center;">Jul/Ago 2006</td> <td rowspan="3" style="text-align: center;">10%</td> </tr> <tr> <td style="text-align: center;">9.6%</td> <td style="text-align: center;">Jul/Ago 2007</td> </tr> <tr> <td style="text-align: center;">9.1%</td> <td style="text-align: center;">Jul/Ago 2008</td> </tr> <tr> <td>2- Presentación del Plan de Actividades Anual para el próximo año de PRODEL, así como el informe de ejecución presupuestaria de las líneas del presupuesto vinculadas a PRODEL del año anterior.</td> <td style="text-align: center;">S/N</td> <td style="text-align: center;">Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008</td> <td style="text-align: center;">10%</td> </tr> <tr> <td>3- Apreciación positiva por la CE (basado en opiniones de IBW, SC y otros donantes) de la ejecución por parte del Gobierno de Honduras de la ERP.</td> <td style="text-align: center;">S/N</td> <td style="text-align: center;">Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008</td> <td style="text-align: center;">10%</td> </tr> <tr> <td rowspan="3">4- Crecimiento promedio anual de los ingresos tributarios de las municipalidades C y D.</td> <td style="text-align: center;">10%</td> <td style="text-align: center;">Jul/Ago 2006</td> <td rowspan="3" style="text-align: center;">10%</td> </tr> <tr> <td style="text-align: center;">15%</td> <td style="text-align: center;">Jul/Ago 2007</td> </tr> <tr> <td style="text-align: center;">20%</td> <td style="text-align: center;">Jul/Ago 2008</td> </tr> <tr> <td rowspan="3">5- El % de municipios C y D que integran el enfoque de ordenamiento territorial en su PEDM (Plan Estratégico de Desarrollo Municipal).</td> <td style="text-align: center;">5%</td> <td style="text-align: center;">Jul/Ago 2006</td> <td rowspan="3" style="text-align: center;">10%</td> </tr> <tr> <td style="text-align: center;">10%</td> <td style="text-align: center;">Jul/Ago 2007</td> </tr> <tr> <td style="text-align: center;">20%</td> <td style="text-align: center;">Jul/Ago 2008</td> </tr> <tr> <td rowspan="3">6- El % de municipios del grupo C y D auditados bien directamente por el TSC o bien por una firma de auditoría privada contratada por el TSC</td> <td style="text-align: center;">10%</td> <td style="text-align: center;">Jul/Ago 2006</td> <td rowspan="3" style="text-align: center;">10%</td> </tr> <tr> <td style="text-align: center;">20%</td> <td style="text-align: center;">Jul/Ago 2007</td> </tr> <tr> <td style="text-align: center;">30%</td> <td style="text-align: center;">Jul/Ago 2008</td> </tr> <tr> <td rowspan="3">7- El % de los municipios del grupo C y D que cuenta con una auditoría social de su ejecución presupuestaria.</td> <td style="text-align: center;">20%</td> <td style="text-align: center;">Jul/Ago 2006</td> <td rowspan="3" style="text-align: center;">10%</td> </tr> <tr> <td style="text-align: center;">40%</td> <td style="text-align: center;">Jul/Ago 2007</td> </tr> <tr> <td style="text-align: center;">60%</td> <td style="text-align: center;">Jul/Ago 2008</td> </tr> <tr> <td>8- Presentación de informes semestrales de Monitoreo y Seguimiento que permita medir de manera pertinente, simple y verificable los avances del proceso de descentralización (El anexo I contiene una lista de indicadores que podrían considerarse como base para estos informes).</td> <td style="text-align: center;">2 informes por año</td> <td style="text-align: center;">Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008</td> <td style="text-align: center;">10%</td> </tr> <tr> <td>9- Apreciación positiva de la CE sobre el avance en la mejora de la gestión de las finanzas públicas, en base a informes de SEFIN y el TSC. (cumplimiento de los planes de acción derivado del CFAA, CPAR y TCR)</td> <td style="text-align: center;">S/N</td> <td style="text-align: center;">Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008</td> <td style="text-align: center;">20%</td> </tr> </tbody> </table> <p>Fórmula para calcular los desembolsos variables: (a) Se ha ponderado cada una de los indicadores, en la última columna aparece el peso de cada uno de ellos. En la evaluación de los resultados de cada indicador, se dará: 1 punto por cumplimiento, 0.5 al cumplir de forma parcial pero significativa, y 0 puntos al no cumplir de forma aceptable. (b) La proporción de "puntos sumados / puntaje máximo" es multiplicado por el monto máximo del desembolso variable, lo que da como resultado el desembolso a realizar. (c) El FTD informará sobre los resultados de la evaluación realizada, que será sometida a la consideración de la SGJ y la CE. (d) En caso de que sea imposible obtener resultados para alguno de los indicadores, como consecuencia de circunstancias ajenas a la voluntad del Gobierno, éste podrá solicitar la neutralización del mismo a la CE. En caso de aprobación, el monto correspondiente al indicador o indicadores anulados se redistribuirá proporcionalmente entre los indicadores restantes.</p>	Indicadores	Meta	Fecha de evaluación	Peso	1- Gastos en sueldos y salarios del Gobierno Central en porcentaje del PIB (medida de neutralidad fiscal compensatoria de las transferencias a los municipios).	10.0%	Jul/Ago 2006	10%	9.6%	Jul/Ago 2007	9.1%	Jul/Ago 2008	2- Presentación del Plan de Actividades Anual para el próximo año de PRODEL, así como el informe de ejecución presupuestaria de las líneas del presupuesto vinculadas a PRODEL del año anterior.	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S/N	Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008	10%	4- Crecimiento promedio anual de los ingresos tributarios de las municipalidades C y D.	10%	Jul/Ago 2006	10%	15%	Jul/Ago 2007	20%	Jul/Ago 2008	5- El % de municipios C y D que integran el enfoque de ordenamiento territorial en su PEDM (Plan Estratégico de Desarrollo Municipal).	5%	Jul/Ago 2006	10%	10%	Jul/Ago 2007	20%	Jul/Ago 2008	6- El % de municipios del grupo C y D auditados bien directamente por el TSC o bien por una firma de auditoría privada contratada por el TSC	10%	Jul/Ago 2006	10%	20%	Jul/Ago 2007	30%	Jul/Ago 2008	7- El % de los municipios del grupo C y D que cuenta con una auditoría social de su ejecución presupuestaria.	20%	Jul/Ago 2006	10%	40%	Jul/Ago 2007	60%	Jul/Ago 2008	8- Presentación de informes semestrales de Monitoreo y Seguimiento que permita medir de manera pertinente, simple y verificable los avances del proceso de descentralización (El anexo I contiene una lista de indicadores que podrían considerarse como base para estos informes).	2 informes por año	Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008	10%	9- Apreciación positiva de la CE sobre el avance en la mejora de la gestión de las finanzas públicas, en base a informes de SEFIN y el TSC. 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3- Apreciación positiva por la CE (basado en opiniones de IBW, SC y otros donantes) de la ejecución por parte del Gobierno de Honduras de la ERP.	S/N	Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008	10%																																																																						
4- Crecimiento promedio anual de los ingresos tributarios de las municipalidades C y D.	10%	Jul/Ago 2006	10%																																																																						
	15%	Jul/Ago 2007																																																																							
	20%	Jul/Ago 2008																																																																							
5- El % de municipios C y D que integran el enfoque de ordenamiento territorial en su PEDM (Plan Estratégico de Desarrollo Municipal).	5%	Jul/Ago 2006	10%																																																																						
	10%	Jul/Ago 2007																																																																							
	20%	Jul/Ago 2008																																																																							
6- El % de municipios del grupo C y D auditados bien directamente por el TSC o bien por una firma de auditoría privada contratada por el TSC	10%	Jul/Ago 2006	10%																																																																						
	20%	Jul/Ago 2007																																																																							
	30%	Jul/Ago 2008																																																																							
7- El % de los municipios del grupo C y D que cuenta con una auditoría social de su ejecución presupuestaria.	20%	Jul/Ago 2006	10%																																																																						
	40%	Jul/Ago 2007																																																																							
	60%	Jul/Ago 2008																																																																							
8- Presentación de informes semestrales de Monitoreo y Seguimiento que permita medir de manera pertinente, simple y verificable los avances del proceso de descentralización (El anexo I contiene una lista de indicadores que podrían considerarse como base para estos informes).	2 informes por año	Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008	10%																																																																						
9- Apreciación positiva de la CE sobre el avance en la mejora de la gestión de las finanzas públicas, en base a informes de SEFIN y el TSC. (cumplimiento de los planes de acción derivado del CFAA, CPAR y TCR)	S/N	Jul/Ago 2006 Jul/Ago 2007 Jul/Ago 2008	20%																																																																						
PASAH	<p>The disbursements situation of PASAH is the following:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th>2006</th> <th>2007</th> <th>2008</th> <th>2009</th> <th>2010</th> <th>2011</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>Fixed Tranche</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td> ▪ Committed</td> <td style="text-align: center;">2.0</td> <td style="text-align: center;">3.0</td> <td style="text-align: center;">1.5</td> <td style="text-align: center;">0</td> <td style="text-align: center;">(1)</td> <td></td> <td style="text-align: center;">6.5</td> </tr> <tr> <td> ▪ Approved</td> <td style="text-align: center;">2.0</td> <td style="text-align: center;">3.0</td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Variable Tranche (maximum)</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td> ▪ Committed</td> <td style="text-align: center;">0</td> <td style="text-align: center;">2.5</td> <td style="text-align: center;">3.4</td> <td style="text-align: center;">0</td> <td></td> <td style="text-align: center;">(1)</td> <td style="text-align: center;">5.9</td> </tr> <tr> <td> ▪ Approved</td> <td></td> <td style="text-align: center;">1.125</td> <td style="text-align: center;">2.72</td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Technical Assistance</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td style="text-align: center;">1.6</td> </tr> <tr> <td>Total</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td style="text-align: center;">14.0</td> </tr> </tbody> </table> <p>Note: the 1 + 1 €M. committed to FT and VT for 2010 and 2011 correspond to the phasing-out of PASAH</p>		2006	2007	2008	2009	2010	2011	TOTAL	Fixed Tranche								▪ Committed	2.0	3.0	1.5	0	(1)		6.5	▪ Approved	2.0	3.0						Variable Tranche (maximum)								▪ Committed	0	2.5	3.4	0		(1)	5.9	▪ Approved		1.125	2.72					Technical Assistance							1.6	Total							14.0
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The conditions settled by the DTA were strictly respected but due to different delays some disbursements were not paid on time, and before the 2009 "Golpe" only €M. 5.1 out of total budget of €M. 14 were effectively disbursed.

Finally, some evidence show that conditions are not always functional: in a letter dated from March 26, 2009, DelHon asks the GoH to put on his 2009 budget the sum of €M. 2.72 corresponding to the 2th VT disbursement of PASAH. This inscription is a precondition to the disbursement. An other precondition is that the 2009 budget be approved!! This sum should have been approved in 2008 in order to enter the budget during its preparatory phase and not during its execution phase.

"Under the Food Security Budget line, intensive contacts with the GoH resulted in the re-launch of the strategic process of establishing Food Security and Nutritional priorities, paving the way for signature of the FA for the €2m "Phasing out of PASAH" programme later in the year. The €2 million "Soaring Food Prices" programme, under which 3 NGO projects were signed in 2009 with TROCAIRE, OXFAM and CARE, started operations of support to vulnerable small producers. The total of €9.9 million decided under the Food Facility also began execution under contracts with the UN Food and Agriculture Organisation (FAO - € 5.4 million) and World Food Programme (WFP - € 4.5 million)". Source EAMR 30-06-10

Conditions for the disbursements of the VT are the following:

Indicador	Convenio	
	Meta CF	Peso
1. Gastos en sueldos y salarios del Gobierno Central en porcentaje del PIB (medida de neutralidad fiscal compensatoria de las transferencias a los municipios).	9,6%	10%
2. Tasa de desnutrición infantil reducida de 30.9% (2003) a 22.0% en 2010 (-28,8%)	26%	10%

	3. 50 municipios de los Departamentos de Lempira (28), el Sur de Francisco Morazán (13) y Valle (9), con territorios identificados y zonificados al final del 2009 por su naturaleza jurídica (privada y pública), vocación (agrícola y forestal) y uso (urbano y rural).	55%	20%
	4. 50 municipios seleccionados en los Departamentos de Lempira, Intibucá y La Paz, Ocotepeque, el sur de Francisco Morazán y Valle, incorporando iniciativas con enfoque de género para la implementación del Plan Estratégico Nacional de SAN en los Planes Municipales de Desarrollo Local.	50%	20%
	5. Un mínimo de 400 mujeres integrando los grupos productivos beneficiarios del PASAH.	50%	10%
	6. Presentación de informes anuales de Monitoreo y Seguimiento que permita medir de manera pertinente, simple y verificable los avances del proceso de la implementación del Plan Estratégico SAN.	1 Informe por año	10%
	7. Apreciación positiva de la CE sobre el avance en la mejora de la gestión de las finanzas públicas, en base a informes de SEFIN y el TSC (cumplimiento de los planes de acción derivado del CFAA, CPAR y TCR).	S/N	20%
I-7.2.2	Evidence that funds were disbursed timely and that disbursements were coordinated with GoH and possibly with other donors		
APERP	No disbursement has yet been made		

Años de pago	2005	2006	2007	2008	2009	2010-2011
Tramos fijos (€)	TF 2005 4 M	TF 2006 4M	TF 2007 0M de 3M	TF 2008 0M de 3M		
Tramos Variables (€)			TV 2006 4,55 M. (65% de 7M)	TV 2007 3,85 de 7 M.	TV 2008 0 de 4 M.	Tramo Final < 9,6 M

Hasta la hora se ha pagado 12,55 M de € de los 32 M € previstos para el AP

Tres pagos (El TF2007, el TF2008 y el TV2008) han sido oficialmente decido como no pagable (informe misión AIDCO B1-E1 diciembre 2007 + nota AIDCO B N°3218 febrero 2009)

El TV2007 de 3,85 M de € esta aprobado por AIDCO (Nota AIDCO B N°3218 febrero 2009) pero congelado por la situación de crisis política

Restos TVs: 2,45 + 3,15 + 4 = 9,60 M €. Según el convenio, se pueden reprogramar los montos no pagados de los TV, después de un análisis/evaluación de la situación con el GdH.

The existence of a “Foro Tripartito para la Descentralización” (FTD) to monitor PRODDEL and the decentralization process suggests that a certain coordination existed between donors in the case of PROADES.

The calendar included in the FA was certainly coordinated with the government, but the disbursements were not. Out of the four disbursements made since the beginning of PROADES (until 2010), one was on time (TV1) and three were late (TF1, TF2, TV2).

Source: 2009 monitoring of Proades – Compliance with the objectives of the Paris Declaration - BCS-030603-02 (Proades2), and Evaluación Global de PROADES, noviembre de 2010.

In order to explain why the EC budget support funds are not included in the national budget, SEFIN argues the low

	<p>predictability of these. This is confirmed by DelHon (<u>MN 130 and 132</u>) who states that HQ, at the moment of disbursement, asks for an updated evaluation of macroeconomic indicators. Therefore, what was agreed on in the year of evaluation, may be reverted a year later, at the moment of decision. It was thus decided that given the unpredictability of Honduras, EC procedures should be simplified and disbursement should be done on the same year as evaluation in order to avoid a second evaluation at the moment of disbursement and a repetition of the disbursement procedure.</p> <p>The financial situation of PROADES at the end of 2010 is the following:</p> <p>Comment le TV2 2007 a-t-il été approuvé (en 2009) alors que le TF3 2007 avait été désapprouvé (fin 2007)? Je me souviens que tu m'as dit qu'il y avait eu un interminable débat là dessus, mais je ne souviens plus des conclusions... LA CONCLUSION EST QUE POUR POUVOIR LE PAYER ON A RELIÉ LE TV2 AU TF2 (PAYÉ DEBUT 2007 ET DECIDÉ EN 2006, QUI EST AUSSI L'ANNÉE SUR LAQUELLE SE BASE L'ÉVALUATION DU TF3)... C'EST UNE DÉCISION TRÈS DISCUTABLE ET TRÈS DISCUTÉE DANS SON TEMPS, MAIS CE FUT LA DÉCISION PRISE AU FINAL PAR LA COMMISSION.</p> <p>D'après ton tableau, l'état des non déboursements est le suivant:</p> <p>TF3 2007: 3M desaprobado (CONDITIONS MACROECONOMIQUES NON REMPLIES) TF4 2008: 3M desaprobado (CONDITIONS MACROECONOMIQUES NON REMPLIES) TV1 2006: 2.45M remanente TV2 2007: 3.85M aprobado pero congelado por el Golpe (PAGADO EN DICIEMBRE DEL 2010) TV2 2007: 3.15M remanente TV3 2008: 4M desaprobado (NON PAYÉ CAR LIÉ AU TF3)</p> <p>Est-ce que tu peux me dire rapidement quelle est la décision prise pour chacun des 6 postes?</p> <p>On en a aussi parlé, mais en relisant mes notes j'ai un doute. J'avais compris la chose suivante:</p> <p>La CE peut payer tous les TV remanentes + TV3 2008. Total: 9.6M Auquel il faut ajouter TV2 2007 aprobado + TF4 2008 desaprobado: Total 6.85 M</p>
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	<p>Total des versements potentiels futurs (ou bien le TV2 2007 aprobado a-t-il été déjà desembolsado?): 16.45M</p> <p>Dans ce cas le seul montant qui serait définitivement perdu pour le Honduras serait le TF3 2007 de 3M</p> <p>C'est correct? LE REMANENTE DES TV ÉTAIT BIEN DE 9.6 M€. LE REMANENTE DES TF EST DE 6 M€. LE TOTAL EST DONC DE 15.6 M€.</p> <p>LE DEBAT ÉTAIT DE SAVOIR SI ON POUVAIT REPROGRAMMER SEULEMENT LES REMANENTE DES TV OU BIEN L ENSEMBLE. LE CONVENIO PEUT S INETRPRETER DES DEUX FACONS, IL A DONC ÉTÉ DECIDÉ DE REPROGRAMMER L ENSEMBLE DES 15.6 M€. L'ADDENDUM AU CONVENIO SIGNÉ EN DECEMBRE 2010 REMET DONC EN JEU 15.6M€ SOUS FORME D UN TF DE 5.6M€ EN 2011, 1 TV DE 5M€ EN 2012 ET 1 TV DE 5M€ EN 2013. ON REVOIT ACTUELLEMENT LES INDICATEURS DES TV POUR AMELIORER L IMPACT DU PROGRAMME.</p> <p>Source : MN147</p>												
PASAH	<p>A fines de 2006, al haberse cumplido las condiciones establecidas en el Convenio de Financiación del PASAH, se realizó el primer desembolso fijo por un importe de 2 millones de euros. El 16 de abril del 2007 la SdP procedió a la firma de los primeros Acuerdos Operativos con las 5 Instituciones involucradas en la implementación de la Estrategia SAN y la correspondiente asignación de recursos con cargo al presupuesto nacional.</p> <p>El siguiente cuadro detalla los desembolsos realizados por la CE en relación con el apoyo a la Estrategia para la Implementación de la Política de Seguridad Alimentaria y Nutricional:</p> <p>Monto desembolsado: 6,125,000.00 M€ Monto ingresado: 5,521,537.02 M€ (*)</p> <table border="1" data-bbox="557 1659 1361 1989"> <thead> <tr> <th>Fondos Recibidos CE</th> <th>Fecha</th> <th>Total €</th> <th>Total Lempiras</th> </tr> </thead> <tbody> <tr> <td>I Desembolso Fijo</td> <td>26.12.06</td> <td>2,000,000.00</td> <td>49,693,814.84</td> </tr> <tr> <td>II Desembolso Fijo</td> <td>03.12.07</td> <td>3,000,000.00</td> <td>82,975,609.10</td> </tr> </tbody> </table>	Fondos Recibidos CE	Fecha	Total €	Total Lempiras	I Desembolso Fijo	26.12.06	2,000,000.00	49,693,814.84	II Desembolso Fijo	03.12.07	3,000,000.00	82,975,609.10
Fondos Recibidos CE	Fecha	Total €	Total Lempiras										
I Desembolso Fijo	26.12.06	2,000,000.00	49,693,814.84										
II Desembolso Fijo	03.12.07	3,000,000.00	82,975,609.10										

III desembolso fijo	(1,5m€) no se realizó.	0.00	
I Desembolso Variable	Junio 2008 (45% de 2,5m€)	1,125,000.00(*)	11,995,351.5*
II Desembolso variable	80% de 3.4m€	(**)	

(*) Del monto aprobado por la CE de 1,125,000 euros la CE descontó 603.462,98 euros los fondos en euros de una compensación debida por la SERNA.

(**) Desembolso por 2.720.000 euros retenido por la CE por la crisis política.

Mientras en el año 2007 y 2008 los recursos adicionales para la implementación de la Política de Seguridad Alimentaria y Nutricional fueron canalizados a través de la Secretaría del Despacho Presidencial, para el año 2009 se habían incorporado por primera vez al presupuesto de cada institución ejecutora, como corresponde a esta modalidad de apoyo.

Una vez iniciada la fase operativa la UE procedió a realizar el desembolso del II Tramo fijo a fines del 2007, reteniendo el correspondiente al III Tramo al considerar que no se cumplían las condiciones relativas a los aspectos macro-económicos y de buena gestión de las finanzas públicas.

A pesar del retraso inicial en el desarrollo de las actividades se logra un avance que la DUE apreció correspondía al 45% del primer tramo variable y del 80% en el segundo.

El primer tramo variable fue transferido en el junio 2008 después de valoración por parte de la DUE del avance en el cumplimiento de las condicionalidades, mientras que el II Tramo variable se encuentra retenido a raíz de la crisis política de mediados del 2009.

Source: Evaluación Global de PASAH, SEDP-UE, Octubre 2010, p.6

En el caso del PASAH se suspendió el II Desembolso variable por 2.72 M Euros, lo que retrasó la realización de las actividades previstas tanto a nivel estratégico como en la ejecución operativa. Paralelamente, se decide retrasar la realización de las misiones de asistencia técnica de corto plazo previstas y la evaluación global conjunta prevista en el Convenio del PASAH para el año 2009.

Source : Informe Final ATI PASAH, diciembre 2010, p.3

	<p>« Todos los fondos ingresaron a través de la cuenta del Tesoro con la correspondiente ampliación presupuestal, lo que queríamos decir en ese párrafo (aunque se ve que no muy claramente) es que los dos primeros años, los fondos asignados por el Gobierno de Honduras para Seguridad Alimentaria se ampliaron en el POA de la SdP y la SdP firmó convenios con las instituciones ejecutoras para la utilización de los mismos. En el 2009 se ampliaron en los POAs de cada una de las instituciones ejecutoras.</p> <p>El proceso de ingreso de los fondos fue el mismo para todos los tramos: ingreso en la Cuenta Unica de Tesorería, Informe a la DUE del tipo de cambio y monto resultante y de la ampliación en el presupuesto del Estado por el monto total. Lo que varió fue la forma en que después se ejecutaron los gastos por parte del Gobierno de Honduras, pero siempre se respetó el procedimiento. Bueno, si somos puristas, al tratarse de un apoyo presupuestario general, lo que pasa después de su ingreso no debería importarnos....</p> <p>En lo que se refiere a los desembolsos, los tramos no desembolsados se han incluido en el convenio del Addendum al PASAH que junto con el "Phasing-Out del PASAH" (en el documento lo mencionamos como "Estrategia de Salida del PASAH") son los dos convenios que quedaron pendientes de firma. En el Addendum la DUE tomó la decisión de incorporar además de los 1.5 del tramo fijo no desembolsado los montos remanentes de los tramos variables (el 50% del Primero y el 20% del segundo). En el Phasing-Out la UE ha puesto a disposición del Gobierno de Honduras 2m€ adicionales.</p> <p>En lo que se refiere al monto de los 2.72 aprobados pero pendientes de desembolso, la DUE está en proceso de realizarlo, pidió información adicional en noviembre del año pasado y me imagino que ya lo habrán hecho a esta altura del año. »</p> <p><u>Source : e-mail from Miguel Angel Rodriguez 10-02-2011</u></p> <p>El PASAH es un apoyo presupuestario general que tenía líneas de apoyo pero sin ATI. En Julio del 2007 cuando vino la AT lo convirtieron en un AP multisectorial. El problema es que un programa se diseña con un gobierno y luego se ejecuta con otro que no tiene nada que ver. Pero por lo demás es un AP normal, con condicionalidades y todo. Lo especial es que las instituciones apoyadas (los ejecutores) reciben algo más de dinero. Hacen todo un trabajo de incidencia (lobbying) en la Secretaría de finanzas para que entreguen presupuesto a las líneas presupuestarias que</p>
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	<p>permite ejecutar el PASAH. Ejemplo titulación de tierra. Es una negociación bien dura que depende del peso que tiene la Secretaría de la Presidencia que, felizmente, tiene bastante peso político.</p> <ul style="list-style-type: none"> ▪ En el 2007 los fondos de la Secretaria de la Presidencia fueron ampliados (los desembolsos de AP no pasaban por el presupuesto, eran off Budget) y firmó convenios con las instituciones para la ejecución. En el 2008 cada institución vio ampliada su propia línea presupuestaria. ▪ 2009 iba a ser el primer año normal en que el aporte de la CE entra directamente al presupuesto de la República y hubiera entrado normalmente en las líneas de cada institución ejecutora. Depende muchísimo de la capacidad de negociación de la Secretaría de la Presidencia que en este caso es muy buena. <p>Source: MN 131</p>
I-7.2.3	Evidence that technical cooperation is adequate (needed and offering results)
APERP	No technical cooperation is yet functioning
PROADES	The ROM reports stresses the usefulness of ATI in PROADES <u>See MN 135</u>
PASAH	<p>The timing of ATI is unusual: December 2006: first disbursement (FT €2m) May 2007: official beginning of implementation phase July 2007: short term (a few weeks) technical assistance mission in support to implementation of PASAH July 2008: long term (until December 2010) ATI Source: <u>Evaluación Global del PASAH, Informe Preliminar: SEDP – UE, Octubre 2010</u></p> <p>ATI began supporting PASAH one and a half year after the first disbursement and more than one year after the official start of the intervention. According to the main actors of PASAH, nothing much happened between May 2007 and July 2008 (little or no progress was made in implementation of activities). (MN 132)</p> <p>This can also be appreciated in the following quotation:</p> <p>Aun cuando se habían firmado un Acuerdo Operativo entre la SdP y las Instituciones Ejecutoras para la implementación de la Estrategia SAN, no se había iniciado las actividades, por lo que el primer año de la asistencia técnica se centró en el apoyo a la elaboración y puesta en ejecución de los planes de inversión</p>

	<p>correspondiente. <u>Source : Informe Final ATI PASAH, diciembre 2010, p.3</u></p> <p>Technical cooperation is functioning and is apparently giving good results.</p> <p>“La Asistencia Técnica específica de apoyo institucional proporcionada durante los primeros meses del 2007 ha contribuido fuertemente al logro de estos resultados preliminares.” <u>Source: Nota de dossier A2 - 31.7.2007</u></p>
I-7.2.4	Evidence of a policy dialogue useful and offering concrete results
PASAH	<p>Results of the intensive policy dialogue in PASAH between July 2008 and December 2010:</p> <ul style="list-style-type: none"> ▪ Methodology to choose the beneficiaries of a cash transfer programme (bono 10.000) by measuring and weighting children of pregrade and first primary grade. The idea is then to elaborate a national registry of students which would be updated and used by the secretary of education ▪ La formulación y aprobación de la Estrategia Nacional de Seguridad Alimentaria y Nutricional ENSAN que contiene un nuevo marco conceptual y metodológico en coherencia con los lineamientos Estratégicos de la Visión de País y el Plan de Nación. ▪ El proceso de formulación del proyecto de ley de Seguridad alimentaria y nutricional que marca el inicio de un propósito de armonización del marco legal que propicie una mejor focalización y la armonización de las intervenciones. ▪ El desarrollo de herramientas metodológicas para fortalecer las capacidades técnicas y funcionales de la UTSAN y COTISAN. ▪ El establecimiento del marco operacional para implementar la ENSAN y la ejecución de actividades en el marco de los nuevos convenios de financiamiento: Estrategia de Salida y Adendum del convenio PASAH. <p><u>Source : Informe Final ATI PASAH, diciembre 2010, p.3</u></p>
JC.7.3	<i>The EC's interventions have contributed to improving public financial management.</i>
Non intervention specific	<p><u>Source: PEFA</u></p> <p>In order to evaluate PFM performance, the PEFA method uses 6 main (or high level) indicators, which contains each between 2 and 9 different criteria. The following table shows the results for the last 2 PEFA evaluations of Honduras, en percents.</p>

Indicator	No of criteria	2005	2008
1. Budget is credible	4	50%	72%
2. Information is significant and transparent	6	57.5	42
3. Budget is based on policies	2	44	69
4. Budget is predictable and controlled	9	37.5	51
5. Accounts, registration and reports	4	53	50
6. Legislative control and external audit	3	29	46
7. Donors practices	3	n.d.	37.5

Different PEFA's are done by different teams and notes should not be compared. However the 2008 evaluation gives a higher note than the previous one (2005) for 4 out of 6 indicators. More important, both evaluations almost coincide in that the worst indicator is the legislative control and external audit: public finance is scarcely checked and Parliament doesn't play its role. According to the 2008 PEFA, credibility of budget (budget is realistic and is executed according to schedule) is good, while the amount, significance and transparency of budgetary information are clearly insufficient.

Other remarkable result is the very bad note (the second worst of all!) given to donor's practices: budget support disbursements are unpredictable, information offered by donors on their programmes is scarce, use of national rules by donors is exceptional.

Apart from these notes, the PEFA report concludes that the progresses made during the last five years in reforming the PFM system were noticeable, and as a consequence PFM is more cautious and disciplined. Tax administration and budget execution are more credible, except for the expenditure side of the budget. But other sources show that PFM would have clearly deteriorated since 2006. The budget was not sent in time to parliament in 2007, 2008 and 2009. In 2009 the President even declared he would not send the budget proposal to Parliament. Source: "Early Warning on Budget Support" by DELHon from May 14, 2009 - reuniones y notas – Proades2

Importantly, the few studies available suggest that the preponderance of taxation on goods and services makes the Honduran tax system regressive (the poor pay proportionally

	<p>more than the rich). As in many other countries in Latin America, Honduras relies to a large extent on tax revenue from indirect taxes, although important efforts have been made to increase the share of direct taxes during recent years. In addition, Honduras relies on a large number of tax exemptions, which are not necessarily a problem in themselves, but their opaque nature – their costs are not reflected in the budget and they are not consistently subject to any public discussion that allows for weighing their costs against their benefits – facilitates the extension of tangible favours to specific groups.</p> <p><u>Source : “Strengthening performance accountability in Honduras” 2009 WB p 15</u></p> <p>Note: for indicators I-7.3.2 to I-7.3.5, our presently unique source of information is the 2008 PEFA. The information contained in PEFA on these points is so detailed and so little analytical that it is almost useless. Therefore no more information will be provided on these indicators than that shown in the previous table.</p> <p>First and very preliminary results indicate that PFM in Honduras has improved during these last 5 years (the time span of PEFA) and that the contribution of EC to this improvement has been marginal: budget support is too recent, its results (in term of disbursements and policy dialogue) are too unequal, management of foreign aid is too chaotic to offer a solid causality link from budget support to PFM improvement.</p> <p>The discussion of the 2011 budget (November/Dicember 2010) offers some good examples of the budget problem: “Por primera vez, el Congreso Nacional ejercerá su función fiscalizadora cuando a partir del próximo año ponga a funcionar las comisiones de seguimiento y evaluación de la ejecución presupuestaria de las instituciones del Estado.... Las comisiones deberán rendir informes mensuales a la Cámara y participar en las audiencias públicas trimestrales a que serán sometidos los funcionarios para que rindan cuentas sobre la liquidación del presupuesto, tal como lo ordena la Constitución de la República.” Fuente: Diario El Heraldo, sábado 4 de diciembre.</p> <p>In November/December 2010 the Budget discussion in parliament was held while an IMF misión was present in the country and under close scrutiny of this institution.</p> <p>See also interview to Dante Mossi, WB</p> <p>Opinion of the present GoH and transmitted to IMF is:</p>
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	<p>“Given the large deterioration of the fiscal position, Directors recommended a strategy aimed at reducing the public sector deficit and improving the composition of expenditure. This will require continuing strengthening tax administration and expenditure management (including effective control of the public sector wage bill and subsidies) and adopting a multi-year budgetary framework supported by prudent public debt management. A comprehensive reform of public enterprises and public pension funds will also be necessary to improve their efficiency. This strategy will help create fiscal space for higher public investment and social spending, and allow a timely response to adverse shocks.”</p> <p><u>Source: 1 IMF. Honduras: Letter of Intent, Memorandum of Economic and Financial Policies, and Technical Memorandum of Understanding. September 10, 2010</u></p> <p>Opinion of EC on the role of PEFA is:</p> <p>Como muestra del su compromiso para hacer más transparente el manejo de las finanzas públicas, el gobierno de Honduras publicó el pasado mes de octubre en la página web del Ministerio de Finanzas el informe PEFA realizado en 2008-2009 con financiamiento de la UE. El informe daba un resultado bastante positivo de la gestión de las finanzas públicas hasta el año 2007, el último en ser evaluado:</p> <p><i>"El gobierno ha logrado modernizar e integrar los subsistemas de programación y previsibilidad financiera, de ejecución presupuestaria, y de contabilidad de los órganos e instituciones principales del gobierno central. El gobierno ha cumplido con sus propósitos de desburocratizar y estandarizar los procesos administrativos para la autorización y el control de los pagos, transparentar la ejecución del gasto público, elaborar un plan integrado de cuentas, consolidar las numerosas cuentas bancarias del gobierno en una cuenta única de tesorería (CUT), automatizar y efectuar periódicamente las conciliaciones bancarias y otros cruces de información relevante de la tesorería, y elaborar un marco legal y regulatorio moderno de las finanzas públicas, entre otros. Un hecho notable es la aplicación de la ley orgánica (reformada) del presupuesto, la implantación del Nuevo SLAFI en 2004, y la puesta en marcha de la cuenta única de tesorería en 2006. Los logros más positivos consisten en el logro de una programación financiera eficaz, un manejo prudencial y disciplinado de los recursos en caja y un manejo desconcentrado de la función de tesorería."</i></p> <p>Apuntando unas fallas que quedaban por corregir:</p> <p><i>"Falta completar y coordinar algunas acciones para optimizar el proceso</i></p>
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gerencial para toma de decisiones financieras de tal forma que ayude al gobierno y a las distintas jefaturas de programa analizar y estimar los costos de sus proyectos y actividades y formular y ejecutar sus planes y presupuestos en una forma mas eficiente y económica y en conformidad con las prioridades del desarrollo. En particular, el gobierno esta en el proceso de completar la informatización e integración del sistema de compras y contrataciones estatales y del sistema de nombramientos y reclutamientos de personal calificado al Nuevo SLAFI. No existe una función de planificación estratégica integrada con la presupuestación lo cual dificulta el control de la gestión y evaluación del desempeño de las instituciones públicas y sus actividades. No existe una visión estratégica de largo plazo y por lo tanto el proceso presupuestal no está elaborado sobre la base de metas programáticas nacionales y estrategias sectoriales de largo plazo. No existe un plan nacional de desarrollo con metas programáticas cuantificadas y estrategias sectoriales consensuadas en los diferentes niveles de gobierno."

La publicación del informe PEFA y su utilización como línea de base para medir los avances en el ámbito de la Gestión de las finanzas Públicas son fundamentales para un correcto seguimiento de la elegibilidad a los programas de apoyo presupuestario. La publicación del informe supone pues, un exitoso primer paso para el establecimiento de este sistema de monitoreo y, como mencionado anteriormente, para la mejora de la transparencia en el manejo de las finanzas públicas en el país.

Source: NOTA DE DOSSIER "Cumplimiento de la condicionalidad " Progreso satisfactorio en la implementación del Programa de Mejora de la Gestión de las Finanzas Públicas" del programa de Apoyo al Plan de Nación. Noviembre 2010

The CPIA (Country Policy and Institutional Management) is divided in 4 clusters. Cluster No3 refers to "Public Management and Institutions". A mark from 1 (low) to 6 (high) is given in base of 5 main criteria which are the following:

12. Droits de propriété et gouvernance fondée sur les règles
13. Qualité de la gestion budgétaire et financière
14. Efficience de la mobilisation des recettes
15. Qualité de l'administration publique
16. Transparence, responsabilité et corruption dans le secteur public

Resultas for Honduras are the following :

2005	3.5
2006	3.5

	<table border="1"> <tr> <td>2007</td> <td>3.5</td> </tr> <tr> <td>2008</td> <td>3.4</td> </tr> <tr> <td>2009</td> <td>3.3</td> </tr> </table> <p>This puts Honduras at about the same level as countries like Bolivia, Nicaragua, Sri Lanka, Ethiopia, Benin, Mozambique or Mongolia.</p> <p>The index in Honduras has been declining since 2007.</p> <p>Source: http://data.worldbank.org/indicator/IQ.CPA.PUBS.XQ</p>	2007	3.5	2008	3.4	2009	3.3
2007	3.5						
2008	3.4						
2009	3.3						
APERP	No disbursement has yet been made						
PASAH	<p>Por el lado de los fondos hay un incentivo en lograr los indicadores y por este lado puede haber un mejoramiento. Discutieron con finanzas los indicadores de PFM que eran un sub conjunto del indicador “mejora de la PFM”. Está en el reporte de cumplimiento de indicadores.</p> <p>Miguel cree que cuando los indicadores son muy claros y concretos, sirven como incentivo. Puedes consolidar un cambio que se inició, no iniciar un cambio que no existe. Pegar a algo que camina.</p> <p>Source: MN 131</p> <p>For Honduras this was the first time a line Ministry (SdP) discussed directly with SEFIN in order to attribute the EC PASAH disbursement to a given policy (Food security). This is very different from considering budget support as the “Caja Chica” of the GoH. It introduces the idea that a budget support disbursement can respect agreements agreed between GoH and international cooperation.</p>						
I-7.3.1	Existence of an Action Plan to improve public financial management, which offers clear priorities and sequences						
Non intervention specific	<p>There is no real action plan offering clear priorities and sequences. However on the one hand an integrated system of financial administration (SIAFI) is being developed, which is playing an important role in the modernization of the budget administration and of the fiscal programming. On the other hand the Ministry of Finance has developed a matrix of four indicators of PFM which constituted goals for the years 2006 and 2007. This can be seen as the very beginning of a plan to improve PFM.</p> <p>Source: “Matriz de Indicadores de las Mejoras en el...”, PROADES 2</p>						

	The evaluations of the PFM for 2006 and 2007 corresponding to the VT indicators of PASAH, concluded that the PFM improvement showed a positive advance, so that the condition was considered as completely fulfilled.
PASAH	It should be noted that both the evaluations of the 2006 and the 2007 performance of PFM considered that the condition was “fully fulfilled”. The exact criterion is: “Apreciación positiva de la CE sobre el avance en la mejora de la gestión de las finanzas públicas, en base a informes de SEFIN y el TSC (cumplimiento de los planes de acción derivado del CFAA, CPAR y TCR)” (condition No 7 for VT disbursement of PASAH)
I-7.3.2	Level of transparency of information and accountability of expenditure
Non intervention specific	Already included
I-7.3.3	Evidence that Budget is credible
Non intervention specific	Already included
I-7.3.4	Evidence that Budget is based on policies
Non intervention specific	Already included
I-7.3.5	Evidence that Budget execution is predictable and controlled
Non intervention specific	Already included
I-7.3.6	Evidence that EC interventions improved inclusion of external assistance in public policy and public finance processes
Non intervention specific	There is no evidence that the EC interventions improved inclusion of external assistance in public policy and in the public finance processes because the State does not effectively register all donations which come from international cooperation (there exist important discrepancies between different public sources of information). On the other hand many agencies do not give the information on their grants in advance or even on time. But EC budget support respect national procedures so in some way it improves inclusion of external funds in public finance processes. In total, less than 50% of external funds are managed according to national procedures.

JC.7.4	<i>The EC budget support effectively supported public policy in the targeted areas.</i>
Non intervention specific	The three budget support programmes present very different cases:
APERP	The JC does not apply because the programme has not started yet
PROADES	<p>PROADES was designed to support the decentralization policy through a support to PRODEL and the Ministry of Government and Justice (SGJ). As decentralization is no more a priority for the GoH, it is not surprising that no more that half the funds committed by EC have been effectively disbursed, that the fund disbursed have scarcely been transferred to SGJ and PRODEL, and that the indicator's evaluations show very little progress in the application of this policy. However, the results of the Monitoring of PROADES compliance with the objectives of the Paris Declaration (March 2009) are rather optimistic and show that through the ATI and the monitoring of the PROADES indicators, this intervention has had a positive influence on PFM and has supported the partner government in developing a sector development strategy .</p> <p>The lack of a State policy in decentralization is also recognized in official documents such as “ <u>Plan Estrategico 2010-2014 Programa de Descentralizacion</u>”</p> <p>ATI, although little effective in the support to PRODEL implementation, have helped the Lobo administration in developing a sector development strategy which is now being supported by EC through the extension of PROADES for 3 more years.</p>
PASAH	PASAH has experimented many disbursement problems (no more than 36% of funds committed have been disbursed), but the programme corresponded to a state policy and lead to a useful policy dialogue. It cannot be considered a success in terms of disbursement ratio, but it is certainly not a failure in terms of support to a PRS, even if during the last period of the Zelaya government this policy seemed to loose part of its coherence.
I-7.4.1	Evidence of increased adequacy of public policies in the targeted area (incl. sector planning, effectiveness of administration)
APERP	Does not apply
PROADES	<p>Public decentralization policy in Honduras is executed through PRODEL which has experimented repeated problems:</p> <ul style="list-style-type: none"> ▪ Low and diminishing physical and financial execution rates

	<ul style="list-style-type: none"> ▪ Scarce capacity executing the investment budget ▪ Delays in approval of PRODDDEL budget and POA ▪ Cut and delays in transfers from Treasury to SGJ and to PRODDDEL ▪ High dependency of PRODDDEL from external funds (CE, WB, BID, AECI) <p>Public decentralisation policy is decreasingly adequate and effective.</p> <p><u>Sources: Informe 2005 PRODDDEL; DelHon PS-30603.01 diciembre 2007 ; DelHon BCS-30603.01 March 2009 ;</u></p> <p>No obstante estos resultados, la principal debilidad del PRODDDEL no fue el diseño técnico, que incluía elementos innovadores como la implementación gradual de competencias, sino el hecho de ser un programa de gobierno y no una política de Estado. Aunque en el 2005, la Unión Europea se une a este esfuerzo con un importante apoyo presupuestario, denominado Programa de Apoyo a la Descentralización-PROADES, el PRODDDEL fue perdiendo apoyo político e institucional debido a la falta de prioridad política por el gobierno del Ex Presidente Manuel Zelaya (2006-2010), siendo sustituido en la segunda mitad de su gobierno, por la Agenda Mínima de Descentralización formulada por la SGJ.</p> <p>En síntesis, en los últimos 20 años la descentralización en Honduras ha tenido avances poco significativos. En gran parte, este resultado desalentador se debe a un enfoque cortoplacista y falta de consensos políticos. Al no ser pensada como una política de Estado, la descentralización se ha visto sometida a los enfoques y pensamientos de turno y a decisiones producto del oportunismo político. Sin un diseño estructural y de largo plazo y una secuencia ordenada en su implementación la descentralización ha sido para Honduras, “una política inconclusa”.</p> <p><u>Source: GoH: Plan estratégico 2010-2014 Programa de Descentralización p.5</u></p>
I-7.4.2	Evidence that BS has effectively increased the budget in the target areas
APERP	Does not apply
PROADES	<p>PROADES has not increased the budget in the target areas. See also I-7.4.1</p> <p>According to the evaluation of the VT indicators:</p>

	<p>“Sin embargo, en la evaluación del cumplimiento de las condiciones del TV en 2006, la Delegación señala las debilidades siguientes:</p> <p>Los ingresos tributarios de las municipalidades han disminuido en vez de aumentar entre un 10-15%, como requiere el indicador TV 4;</p> <p>No mejoran los controles y rendiciones de cuentas, como detectado en las auditorías realizadas en 2006, contra la expectativa del indicador TV 6;</p> <p>El Fondo Hondureño de Inversión Social no ha ejecutado inversiones municipales algunas en 2005 y 2006 en contra de lo planificado.</p> <p>Hasta la fecha, el PRODDEL se está ejecutando principalmente con fondos externos provenientes fundamentalmente de la CE, BM, BID y AECI y con muy bajo nivel de cumplimiento. Durante 2006 no se ejecutaron las inversiones municipales presupuestadas financiadas con fondos del Tesoro en salud, ambiente y agua. En 2006 SEFIN únicamente entregó 21 ML a la SGJ hasta la segunda semana de diciembre (de alrededor de 100 ML pagados por PROADES). En 2007 recién fueron entregados alrededor de 34 ML en el mes de junio sobre un POA 2007 (no aprobado hasta septiembre del mismo año), y no había asignación de fondos del Tesoro para el PRODDEL en el Presupuesto General 2007.</p> <p>Source: “PS-30603.01” diciembre 2007</p> <p>According to a ROM report from 2009 only 50% of disbursements have effectively been transferred to the Secretaría de Gobernación y Justicia (SGJ) and even less to PRODDEL.</p> <p>Source: ROM 2009 – PROADES2</p>
PASAH	Budget assigned to PRS has been increasing since 2006 and, before the “Golpe”, the GoH had projected a significant increase for 2009 and 2010.
I-7.4.3	Evidence that technical assistance and policy dialogue are adequate in the targeted areas
APERP	Does not apply
PROADES	Some evidences exist that ATI has been adequate in PROADES, has contributed to a revision of the PRS and to a better definition of the matrix of PFM performance.

<p>PASAH</p>	<p>“PASAH: in the first semester, a specific TA financed from the PRAP has greatly helped the GoH to start implementing the National Food Security Strategy. This has enabled all the conditions for the disbursement of the 2^a fixed envelope, to be requested in the course of June 2007, to be fulfilled. A FWC has been launched to support the GoH in the coming months in the organisation and follow-up of the implementation of the FS National Strategy”</p> <p><u>Source: EAMR 2007, p.12.</u></p> <p>According to the 2009 Action Plan, some results of the policy dialogue are:</p> <ul style="list-style-type: none"> ▪ The importance of inter-institutional coordination for effective implementation of operations. ▪ Good coordination on a central level both with the Secretariat of Government and Justice, with respect to the methodology for the preparation of the Municipal Development Plans and with the PRS with respect to the financing of food and nutritional security projects with a gender focus. ▪ The involvement of the Ministry of Finance in the signing of interinstitutional operative agreements to overcome the difficulties in ensuring the financial commitment for the fulfilment of the goals stipulated in the Strategy. ▪ The indicators and goals need to be included in the System of Management by Results to facilitate the financial and technical follow-up of their fulfilment. <p><u>Source: Action Plan 2009</u></p>
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EQ8	To what extent were the chosen EC aid modalities adequate in the national context?
JC.8.1	<i>The choice of EC aid modalities was adequate in terms of division of labour</i>
Education overall	<p>The cooperation in education was framed in the general agreements established initially by a group of donors (initially G5 and later G15) and the Government. The meetings of MERECE are the best evidence that most actors involved in the education sector have to coordinate the aid. The project management modality gives the donor more control during the implementation phase, ensuring this way a better project execution. But the budget support is intended to strengthen government capabilities on project implementation.</p>
PRRAC	<p>It must be reminded that the PRRAC had a particular set-up, being a regional response programme but consisting in country-specific interventions. The 2009 Evaluation of European Commission's Cooperation with Nicaragua reports hereby in its Annexes the following EC staff explanation on the origination of this structure and its implication in terms of division of labour:</p> <p><i>“At the very beginning, a BAT (Bureau d'Assistance Technique) was thought to manage the PRRAC. Nevertheless, the European Commission had decided to suppress this kind of structures in its reform of aid delivery. For the PRRAC, it was decided therefore to create a new type of structure. The programme was to be centralised because national authorities were overloaded by the magnitude of the disaster and of the response of the international community. And in addition, it was decided that the centralised structure would be located in the EC Delegation in Nicaragua and would cover all the four beneficiary countries of the region. At the time, it was an unusual structure to be developed by the EC. Indeed, it was one of the first devolved structure as the Commission was undergoing a process of deconcentration. The way had to be totally paved. This was in Sept./October 2000. New staff had to be recruited, trained in procedures. The internal process and circuits had to be created. Important efforts had to be deployed and the unit succeeded in one year to launch 15 tenders.</i></p> <p><i>But the programme being so large (€250m for all the region) the institutional set-up was also large and complicated. Here are the basic elements:</i></p> <ul style="list-style-type: none"> ▪ <i>From 10/1999 starts the TA and identification project – depending of Brussels until The unit had sub-units across the four beneficiary countries.</i> ▪ <i>In 09-10/2000 – Creation of a devolved unit PRRAC located at the DEC + with 3 individual sectoral experts</i> ▪ <i>For each big project a PMU was created</i> ▪ <i>Other projects were contracted with public and parapublic entities or international organisations</i> <p><i>Local initiatives were launched through call of proposals with NGO's.”</i></p>

	<i>(Source: Evaluation of EC Cooperation in Nicaragua; MN 413).</i>
APERP	No evidence was found that APERP (as budget support aid modality) had been discussed with other donors in order to reach a certain division of labour in the support to Poverty Reduction
FORCUENCAS	MN 206
PROADES	No evidence was found that PROADES (as budget support aid modality) had been discussed with other donors in order to reach a certain division of labour in the support to Decentralization
PRAEMHO	The modality of aid chosen (EC Project Management) for PRAEMHO was effective in terms of achieving the project goals. It could have worked better if there were more projects reporting to the government. When PRAEMHO was implemented there were no significant overlapping actions, due to the donor's coordination to act in different areas.
PASAH	No evidence was found that PASAH (as budget support aid modality) had been discussed with other donors in order to reach a certain division of labour in the support to Food Security.
PASS	As mentioned under I-5.3.2, despite the key coordinating role played by the EC, the EU MS have an important contribution to make at the implementation level. The CSP mentions in this respect: “The possibility of a budget support approach seems rather unlikely, due to the specific characteristics of the public security sector. Adequate formulae should be sought to promote the participation of the relevant administrations of Member states in the implementation of the programme/project, inspired by the “twinning” model used for acceding countries during the enlargement process.” <i>(Source: Country Strategy Paper Honduras 2007-2013, p. 33)</i>
Apoyo EFA	With the modality used in EFA there are mixed thoughts among donors, some think that a project management modality would have worked better than budget support. The budget support to EFA is a hybrid modality (between project management and budget support), disbursements are tight to the achievement of goals, which are being monitored by a group of donors, who have to coordinate with actors involved in the program. For the authorities of EFA the modality chosen for the program has the advantage that all donors have to coordinate to present one voice to the government. The draw back is that the coordination's efforts usually result in program delays.

I-8.1.1	EC documented analysis of options for aid delivery through other cooperation actors (incl. Government, other donors, Civil Society)
Education overall	<p>Education: The cooperation in education was framed in the general agreements established initially by a group of donors (initially G5 and later G15) and the Government. The government objectives are framed in the PRSP which is a document well discussed with the civil society, and improvement of education is one objective of this document.</p> <p><i>“In Honduras the Advisory group, Initially formed by Germany, Canada, Spain, the United States, and Sweden (G-5). In October 2001 there were fifteen members 18 (G-15) with the participation of the European Commission. It is clear that the adoption of the Poverty Reduction Strategy will have an impact on donor coordination as projects will increasingly move to specific areas identified in the Strategy”</i></p> <p><i>The PRSP is a long term program based on strategic guidelines:</i></p> <ul style="list-style-type: none"> ▪ <i>Priority to reduction of poverty</i> ▪ <i>Support less developed groups</i> ▪ <i>Strengthen civil society</i> ▪ <i>Strengthen government and democracy</i> ▪ <i>Environmental improvement.</i> <p><i>The support on education is an element of poverty reduction.</i></p> <p><i>(Source: EC Country Strategy Paper Honduras 2002-2006, , Institutional Framework page 19)</i></p> <p>The round table of MERECE is an instance where all education donors meet to discuss matters related to the sector. One of the import issues is to avoid overlapping of actions and projects. The overlapping is something that happens only with projects executed by those who have little participation in MERECE, usually the development banks. See meeting notes.</p> <p><i>MN302: Los cooperantes que participan poco en la mesa de cooperantes generan traslapés, para el caso el proyecto de gobernabilidad y calidad educativa del Banco Mundial tiene un componente sobre Apoyo a Redes Educativas, el cual también es parte de los componentes de EFA financiados con el fondo común. De todas maneras se cree en la mesa de cooperantes de EFA que hay menos de 20% de traslape con los otros proyectos financiados por los bancos de desarrollo</i></p> <p><i>MN 303: A través de MERECE se busca que no hayan traslapés, y se dan solamente cuando existen mandatos de algunos cooperantes para hacerlos. Se sabe poco de los proyectos de BM y BID en educación, debido a que participan</i></p>

	<p><i>poco en las reuniones de coordinación del sector</i></p> <p><i>MN 308: El apoyo presupuestario, hecho directamente al Ministerio de Finanzas, corre el riesgo de perder su efectividad si las prioridades de este Ministerio son distintas a las del proyecto. Para que esta modalidad funcione es necesario primero mejorar la transparencia y rendición de cuentas en el uso de los fondos por parte del gobierno central.</i></p>
PRRAC	<p>According to an EC staff member, not only were national authorities of the region overloaded but also: “Decentralised management was not an option at that time. Decentralised management was only introduced in +/- 2003”.</p> <p><i>(Source: MN 008)</i></p>
APERP	No analysis is made of aid delivery through other cooperation actors
FORCUENCAS	No data could be found showing that the EC had analysed other aid delivery options. According to MN 210, this was because, at the time this project was designed in the very early 2000s, the other main option of for carrying out a project of this size, sector budget support, was barely used by any donor, and then only in countries fulfilling clearly excellent governance criteria. This lack of confidence was acute in COHDEFOR, then at a critical low point that led to SETCO being chosen (inappropriately) as the beneficiary party.
PROADES	No analysis is made of aid delivery through other cooperation actors
PRAEMHO	<p>A small component (of a project) with similar characteristics had been implemented before PRAEMHO, which served as model to develop PRAEMHO. The modality of aid chosen (EC Project Management) for PRAEMHO was effective in terms of achieving the project goals. It could have worked better if there were more project reporting to the government. See following notes.</p> <p><i>MN 307: Antes de PRAEMHO se ejecuto el proyecto PRRAC desarrollo local, que financio la construcción de 20 talleres, laboratorios, así como capacitaciones. Pero mas antes, la cooperación alemana había apoyado la construcción de 14 institutos (hechos en los años 80). Durante y después de PRAEMHO, se ejecuto el proyecto PEITI (Proyecto de Equipamiento de Institutos Técnicos Industriales), financiado por la Agencia de Cooperación Española y ejecutado del 2002 a enero del 2010. En este proyecto se beneficiaron 14 institutos a nivel nacional. Con la Cooperación Suiza se va a beneficiar 28 colegios, durante el periodo 2008-2012, a la educación agroalimentaria</i></p> <p><i>MN 308: El financiamiento de PRAEMHO mediante la modalidad de UGP demostró ser efectivo, en cuanto al logro de las metas de proyecto. Es una modalidad que respeta la dirección local y con un coordinador internacional se adquiere un experto que muestra nuevas formas de ejecutar el proyecto. Esta modalidad podría funcionar mejor si el coordinador internacional rinde cuentas</i></p>

	<p><i>al gobierno también y no solo al cooperante.</i></p> <p><i>MN 308: Cuando se estaba ejecutando el proyecto PRAEMHO las discusiones entre los delegados de la EC y los técnicos del gobierno eran mas frecuentes (varias veces en un mes) debido a la necesidad de reunirse para coordinar la ejecución del proyecto.</i></p>
PROCORREDOR	<p>MN 210 shows that according to Rene Gamero, “the choice of aid modality was decided early on, due to the geographical focus on the northern coast, where a Decentralized Project made sense. The fact that the national agencies operating there were so poorly organised and weak, meant that budget support was not an option”.</p>
PASAH	<p>No analysis is made of aid delivery through other cooperation actors</p>
PASS	<p>There is no EC documented analysis of options for aid delivery in the documents available for the desk phase. The CSP mentions only the improbability of budget support. See 8.1 It is interesting to note in this respect that the GoH must contribute € 1.090.000 to the project notably through human capital and the building of a new site:</p> <p>“mediante la aportación de personal a la ejecución del Proyecto, y la construcción del nuevo edificio de la Dirección General de Investigación Criminal y los costos operativos del Proyecto”.</p> <p><i>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 17)</i></p>
Apoyo EFA	<p>The commitment of EC and other donors to budget support (EFA Fund) has motivated other donors to participate with complementary aid.</p> <p>With the modality used in EFA there are mixed thoughts among donors, some think that a project management modality would have worked better than budget support. More donors’ assistance can be given to the project that way, and because the country is not ready to have budget support. The budget support to EFA is a hybrid modality (between project management and budget support), disbursements are tight to the achievement of goals, which are being monitored by a group of donors, who have to coordinate with actors involved in the program. See notes.</p> <p><i>MN 303: KFW apoya las dos modalidades, pero sienten que funciona mejor tener una UGP para dar un mejor seguimiento al proyecto, por eso además de financiar EFA, a través del fondo común, el nuevo proyecto que van a ejecutar con el Ministerio de Educación será con la modalidad de UGP, ya que permite dar mayor asistencia a los proyectos. El país no esta listo para tener apoyo presupuestario, y por eso se esta haciendo una auditoria a EFA.</i></p> <p><i>MN304: Hay traslapes en áreas geográficas del país. hay hasta cinco donantes</i></p>

	<p><i>que ejecutan proyectos similares en un departamento. Pero la orientación de las intervenciones no se traslapa gracias a las instancias de coordinación de los cooperantes. También hay traslapes en los PECs (Proyectos Educativos de Centros) España lo apoyo en ellos y GTZ también, generalmente los traslapes se dan por pedidos específicos del gobierno. MERECE están tratando de evitar estos traslapes.</i></p> <p><i>MN 308: El financiamiento a través de un fondo común, como es el caso de EFA, hace que la ejecución del proyecto sea lenta, pues los socios donantes primero deben de ponerse de acuerdo entre ellos para presentar un frente común al Ministerio de Educación. Los retrasos que esto presenta, unidos a la lentitud de la burocracia del gobierno hacen que la modalidad sea poco eficiente</i></p> <p><i>MN 308: Con el modelo EFA esto ha cambiado, pues los donantes deben de coordinarse primero entre ellos, lo que requiere mas tiempo de coordinación entre los cooperantes, para luego llevar posiciones comunes ante el Ministerio de Educación. Este proceso, hace que las reuniones sean menos frecuentes, para el caso en 2010 solo ha habido una reunión de discusión con la EC, en las que se han escuchado los planes del Ministerio. Las demás encuentros han sido solo en reuniones regulares del fondo común de EFA y las de MERECE</i></p>
Bosques y Agua	As this was a project proposed by a local NGO to an international EC thematic budget line, no other cooperation actors could have been considered.
I-8.1.2	Evidence of coordination with cooperation actors on choice of aid modality
Education overall	<p>The meetings of MERECE are the best evidence that most actors involved in the education sector have to coordinate the aid.</p> <p><i>MN 304: El dialogo ha sido fluido, se reúnen cada 2 meses con los cooperantes de MERECE. Se hacen ayudas memorias (MERECE tiene su propio protocolo de actuación tiene mas de 10 anos de existencia) que hacen mas efectiva en la toma de decisiones del sector. El dialogo en el fondo común es permanente, se reúnen dos veces al mes y toman decisiones que las presentan como una sola voz ante el gobierno de Honduras.</i></p> <p><i>MN 306: Los cooperantes se reúnen una vez cada 2 meses en la mesa de MERECE, y en estas reuniones concretan acuerdos técnicos útiles, pero no políticos. MERECE tiene una incidencia muy limitada a los aspectos técnicos, y los problemas del sector no llegan al G16 (grupo de cooperantes) que es una instancia donde se toman decisiones de mayor nivel.</i></p>
APERP	No evidence was found of coordination with cooperation actors on choice of aid modalities
FORCUENCAS	Given the argument explained in I-8.1.1, it cannot be expected that data can be found that informs this indicator.

PROADES	No evidence was found of coordination with cooperation actors on choice of aid modalities
PRAEMHO	<p>When PRAEMHO was implemented there were no significant overlapping actions, due to the donor's coordination to act in different areas.</p> <p><i>MN302: Es conveniente socializar los impactos de PRAEMHO para que otros cooperantes puedan entrar al nivel secundario formal, esto no se ha hecho pero se espera que se haga. Por otro lado, a partir de PRAEMHO se pueden hacer reformas en el nivel de secundaria.</i></p> <p><i>MN 306: En el caso de PRAEMHO no han habido traslape, en EFA no hay contradicciones, pero tampoco funciona la modalidad para que haya mejor uso de recursos. Hay duplicidades de proyectos en el sector, pero no con los financiados por EC, para el caso, GTZ compite por asistencia técnica que ya da USAID.</i></p>
PASAH	No evidence was found of coordination with cooperation actors on choice of aid modalities
PASS	<p>Even though the chosen aid modality is a decentralised management by the GoH, it is worth noting that some conditions are provided notably with respect to contracting technical assistance. Indeed, for the technical assistance in the sector of Public Security, the GoH has to turn to the EU MS as stated in the DTAs and the EC will pay the EU MS directly:</p> <p>“La naturaleza de la prestación de estos servicios, en un país que atraviesa una grave crisis de seguridad, con una fuerte presencia del narcotráfico, delincuencia organizada y maras, hace que la prestación de estos servicios deba realizarse en condiciones de reserva y confidencialidad que sólo las Fuerzas y Cuerpos de Seguridad de los Estados Miembros de la Unión Europea pueden garantizar y así ha sido manifestado por las Autoridades Hondureñas.”</p> <p>An EC staff member explain in this respect: “The Commission can offer the expertise of the EU MS in this domain of Security and Justice even though it is quite new what the Commission is trying to do in this project. That is to say have a “service contract” with the EU MS (and not the usual twinning procedure) so that the EU MS gives assistance in the domain asked by the Commission and the GoH. This is very new and is causing a lot of problems not so much because of a lack of will on the part of the EU MS or even less because of lack of expertise but just on a procedural level.”</p> <p>“Esto hace que la oferta de Asistencia Técnica de este tipo fuera de las estructuras estatales sea mínima. Gran cantidad de proyectos de</p>

	<p>Reforma del Sector Seguridad (SSR) similares al PASS utilizan recursos estatales, en concreto, diversos proyectos financiados por la Unión Europea en todo el mundo se ejecutan con la participación de los Estados Miembros que proporcionan este tipo de AT especializada.”</p> <p><i>(Sources : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p9 and pp. 18-19 ; Ficha de Acción para Honduras, p. 10; MN 412)</i></p>
<p>Apoyo EFA</p>	<p>Joining EFA allowed the EC to participate in the budget support modality defined for the program. This could have happened only after a coordinated action with the donors that were originally being part of the program. And since then the EC have been participating in coordinated actions for its implementation.</p> <p><i>MN302: La relación ha sido fluida, ya que se reúnen cada dos semanas ordinariamente, para estas sesiones se hace una agenda⁷², una ayuda memoria de la reunión y se definen cuales son las resoluciones y los siguientes pasos a seguir. Se definen acciones concretas respecto a la ejecución de los proyectos y a la relación con el Ministerio de Educación, tales como la contratación de una auditoria de EFA. Se le da seguimiento a los desembolsos del fondo común de EFA, mediante una planificación y comunicación con la secretaria finanzas. Las reuniones de cooperantes de EFA generalmente se hacen en las oficinas del cooperante que esta coordinando el fondo</i></p> <p><i>MN302: En cuanto a EFA, los otros cooperantes que son parte de MERECE, pero no del fondo común de EFA, han podido llevar a cabo acciones complementarias, como ser el apoyo de textos a las escuelas que ha sido coordinado por USAID y JICA. El PMA ha complementado con la merienda escolar, y KFW ha estado financiando mejoras a la infraestructura escolar.. Estas sinergias se han logrado gracias al liderazgo de coordinación de la EC.</i></p> <p><i>MN 303: En educación la calidad del dialogo de la EC ha sido fluida con los alemanes y con los otros cooperantes, se coordinan para hablar con una sola voz antes de proceder con las determinaciones relacionadas con el fondo común de EFA. Ha sido aun mejor cuando la EC coordina el fondo común. Se reúnen cada 2 semanas en la representación de la EC, con el gobierno cada 2 meses, también se reúnen en MERECE cada 2 meses también. Siempre que se reúnen los cooperantes, se hace una ayuda memoria, la cual es útil para llegar luego a tener conclusiones comunes sobre como proceder con EFA</i></p>

⁷² Las discusiones de los cooperantes representan una revisión de los avances acordados, se mide cual ha sido el avance de los compromisos del Ministerio de Educación y cual el de los cooperantes. Se establecen las razones de incumplimiento, y cuales son las acciones que hay que tomar para que se cumplan los compromisos. También, se hacen nuevas recomendaciones.

FAO-Semilla	This is an interesting example in terms of clear division of labour among donors: the EC chose to channel funds through the FAO for benefiting of the FAO expertise in local seed production. It hereby also supported a project which relied on the successful experience of a previous project.
Bosques y Agua	As this was a project proposed by a local NGO, no other aid modality could have been considered.
I-8.1.3	Comparative advantage of chosen aid modality compared to aid modality alternatives
Education overall	<p>The project management modality gives the donor more control during the implementation phase, ensuring this way a better project execution. But the budget support is intended to strengthen government capabilities on project implementation. These were the two modalities chosen for the two education projects examined; one is the alternative of the other. Due to the low administrative capacities of the government the project management is preferred by several donors and government officials over the budget support modality, as mentioned below.</p> <p>MN302: <i>Cuando el proyecto cuenta con una UGP se tiene mas control sobre la ejecución de las actividades del proyecto pues los ejecutores responden directamente al donante. Se cree que el país no esta listo para participar en la modalidad de apoyo presupuestario, pues tiene deficiencias en sus capacidades técnicas.</i></p> <p>MN303: <i>La EC tiene más peso político porque representa un grupo grande de países europeos y esto le permite tener mayor influencia para pedir reformas a la administración pública de educación.</i></p> <p>MN 304: <i>La modalidad de fondo común le brinda la oportunidad a los donantes de armonizar una comunicación directa con el gobierno, el grupo de donantes llegan con una sola voz (los cuatro de EFA) y hacen una fuerza común ante el gobierno de Honduras. Con las UGP el donante tiene mayor control de los proyectos, pero no fortalece al estado, al no dejar una capacidad instalada en el gobierno. Una vez terminada el proyecto se pierden las lecciones aprendidas. El apoyo presupuestario libera al donante de la responsabilidad del manejo de los fondos, pero se pueden desviar fondos para proyectos no relacionados a las metas del sector</i></p> <p>MN 308: <i>En los proyectos financiados por la EC se focaliza el desarrollo de capacidades locales, se preocupan para que las comunidades se comprometan con la educación y promueven la integración comunitaria. Por otro lado, estos proyectos tiene la fortaleza de contar con tecnicos especializados, que provienen de diversos países y no de uno en particular. Estas dos cosas son vistas dentro del Ministerio como ventajas comparativas de la EC.</i></p> <p>MN 307: <i>Los proyectos de la EC, ejecutados mediante una UGP, han sido</i></p>

	<i>mas ágiles, efectivos y transparentes en comparación con los ejecutados por otros cooperantes. Esto ha sido debido a mejores procedimientos de contratación de personal, buenas evaluaciones y auditorías externas.</i>
PRRAC	<p>According to an EC staff member, the setting up of PMUs (which represented over 90% of the total budget) offered a number of comparative advantages:</p> <p>“[It] should be reminded that PMUs have other advantages. It is an independent unit, it is quick and it allows to diminish the risks of corruption. The PRRAC was criticized for its slowness but I am not convinced that a decentralized management by the government would have allowed a quicker response. We have to keep in mind that often government institutions do not have a good absorption capacity even more so after a disaster like Mitch and for a programme of over 100M€.” (Source: MN 413)</p>
APERP	No argument is given to choose the BS modality
FORCUENCAS	Having examined all documents available, no data could be found that informs this indicator in this case.
PROADES	DTA missing
PROCORREDOR	Having examined all documents available, no data could be found that informs this indicator in this case.
PASAH	<p>The following answers to I-8.1.3 and to JC 8.3 :</p> <p>According to an informant (MN 131) PASAH would never have been so successful if it had not been a budget support programme with a specific ITA of high quality. The reasons:</p> <ul style="list-style-type: none"> ▪ Public administration could feel the full ownership of the programme: its success was not that of a foreign project but of the own administration ▪ ITA could be located next to the Minister and have a direct strategic influence ▪ ITA could work in favour of the Ministry and not in favour of a project <p>The success of PASAH and its practical achievements, in strategic terms, was fully confirmed by the administration (high-level public servants) where it was hosted.</p> <p>FA – DTA p.6</p> <p><i>En vista que la seguridad alimentaria es un proceso de largo plazo, es necesario implementar un mecanismo que la convierta en una política de Estado que sobreviva a los diferentes cambios de gobierno y mediante el cual se garantice la sostenibilidad de los logros que se van alcanzando.</i></p> <p>Por ello, se propone un mecanismo de ejecución de apoyo presupuestario con modalidad de facilidad en divisa. La intervención del programa centrará sus esfuerzos en apoyar:</p>

	<p>Curiously, the argument used to chose the budget support modality is the necessity to use an instrument that will not be too sensible to political and policy changes. In fact the opposite is normally true: a budget support is more exposed than other modalities to political and policy changes.</p>
PASS	<p>It seems that a decentralised management by the GoH should contribute to strengthen its institutions. This is precisely one aspect mentioned in the specific objective of the PASS programme: “To reform the Security Sector through the backing of the National Security Policy and the strengthening of the institutions responsible for providing such services to the population.” Furthermore, this aid modality has allowed the EC to remain in control of disbursement which proved adequate when it decided to suspend the programme following the military Coup of June 2009. The EC Delegation in Honduras informs in this respect in January 2010: “Under AIDCO Objectives 2 & 3 (and Priority 3 of the CSP) the PASS programme was halted due to the political crisis and the aggravation of the human rights situation in the country.”</p> <p>(Source : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 9; EC Delegation in Honduras, External Assistance Management Report (EAMR), 22 Jan 2010, p.2)</p>
Apoyo EFA	<p>An EFA actor mentioned that the modality chosen for the program has the advantage that all donors have to coordinate to present one voice to the government. The drawback is that the coordination's efforts usually result in program delays:</p> <p><i>MN 305: El fondo común es mas adecuado pues va dirigido al plan de gobierno y no al proyecto que un cooperante quiere, tiene la ventaja que EFA presenta un solo plan de desembolsos a los cooperantes y ellos deciden como un todo. Esto significa que es solo una negociación. La desventaja es la tardanza es que los cooperantes se tardan en aprobar los planes operativos, para el caso el plan operativo se presenta en octubre y probablemente sea aprobado en marzo. Estos ha atrasado la entrega de los textos. En el modelo de UGP se tarda menos en aprobar los fondos pero no se puede focalizar en los gastos que quiere el programa en EFA. El fondo lo que hace es organizar todas las ayudas a la educación, también la idea es que se evite la duplicidad de proyectos.</i></p> <p><i>MN 306: Actualmente no se ve ninguna ventaja comparativa, pero en teoría, con el fondo común y el apoyo presupuestario debería de tener mayor peso político para iniciar un dialogo de cambio en el sector. Además, la EC tiene mayor poder de convocatoria, ya que pueden coordinar posiciones comunes, sobre todo entre sus socios.</i></p>
Bosques y Agua	<p>As this was a project proposed by a local NGO, no other aid modality could have been considered.</p>

JC.8.2	<i>The country's political and socio-economic contexts were duly taken into account in the choice of aid modalities</i>
Budget support overall	<p>The remarkable aspect of the choice of Budget Support as a dominant modality in Honduras, is not that this modality is especially adapted to the macroeconomic context, to the technical capacity of the public sector, to the prevailing public policy or to governance, but that EC tries to adapt Budget Support as a modality, to macro-economic instability, to the weakness of the public sector, to changing public policy and to bad governance.</p> <p>Macroeconomic considerations were taken into account before the modality was chosen for all EC projects. It was considered that Honduras was a low income country, with a weak growth rate that had little impact on poverty reduction, with macroeconomic and fiscal imbalances, with relatively small exports. The EC took into account the government considerations when choosing the aid modality; Project management for PRAEMHO seemed appropriate and the sector authorities also think that budget support has problems living the governance conditions.</p> <p>The EC in Honduras has two meeting annually with Civil Society, the purpose of these meetings are related, among other things, to define priorities in cooperation.</p>
PRRAC	As mentioned above, the situation of post-crisis was taken into account by the EC (e.g. the fact that national authorities were overwhelmed after the hurricane and also their weak absorption capacity for such a big project; with the sub-programme Honduras being the largest in terms of budget. Furthermore, decentralised management by the government was not an alternative at the time.
FORCUENCAS	No data could be found that informs this indicator in this case.
PRAEMHO	The Implementation of PRAEMHO was also based on the success obtained in a similar project executed by the EC in Nicaragua.
PROCORREDOR	No data could be found that informs this indicator in this case.
PASS	<p>The EC was sensible to the specific characteristics of the Public Security sector when it favoured a decentralised management by the GoH but it took also into consideration the country's political contexts. The Action Plan emphasises in this respect the lack of a strong, central planning structure of the Government, the weakness, vertical management and instability of governmental structures, and finally the constant budgetary constraints and corruption.</p> <p><i>(Sources: Country Strategy Paper Honduras 2007-2013, p. 33; Annual Action Plan (AAP) 2007 for the Cooperation with Honduras, p.4)</i></p>
Apoyo EFA	The modality of a Common Fund (like EFA) seemed attractive for the EC and for the government; it was a sort of budget support with a degree of project control. Political changes were not foreseen when this modality was accepted.
I-8.2.1	Level of consideration of the political stability in the choice of aid modality

<p>Non intervention specific</p>	<p>In sharp contrast with the political history of Honduras after independence, from 1981 to 2009 policy has been relatively free from military interference and showed a remarkable stability with a succession of 7 civil presidents freely elected. Therefore it comes to no surprise that during the period under reference the level of political stability was not a variable taken into account by EC in order to choose an aid modality.</p> <p>Since hurricane Mitch the process of participation of civil society has increased a great deal, and the vulnerability of the Honduran development model was exposed. A new vision for the future of the country was needed as well as political and social instruments. The civil society has opened spaces for social demands to be heard. The decentralization process has gained importance when the government wants to give more responsibilities to municipalities for project implementations. And the strength of the good governance is a priority for the country. All these are factors taken into account for defining the CSP for Honduras in 2002, which is also the framework for the EC cooperation.</p> <p><i>(Source: EC Country Strategy Paper Honduras 2002-2006, Political Context, page 9)</i></p> <p>However, due to public administrative inefficiency, and the prevalence of political climate, education sector authorities believe that the country is not ready for direct budget support. See notes:</p> <p><i>MN 306: Honduras no esta en condición para manejar fondos de manera transparente con la modalidad de apoyo presupuestario, este tipo de apoyo no es viable por el momento.</i></p> <p><i>MN 308: La EC ha sido flexible con los cambios en las políticas en el sector de educación y esto contribuyo a que se unieran a EFA después de la ejecución de PRAEMHO. Pero es menos flexible para modificar los acuerdos y procedimientos relacionados a la ejecución de los proyectos</i></p>
<p>APERP</p>	<p>No evidence was found that political stability was considered in the choice of aid modalities</p>
<p>FORCUENCAS</p>	<p>No data could be found that informs this indicator in this case.</p>
<p>PROADES</p>	<p>No evidence was found that political stability was considered in the choice of aid modalities but political instability caused interruption of BS disbursement in 2009.</p>
<p>PRAEMHO</p>	<p>The Implementation of PRAEMHO was also based on the success obtained in a similar project executed by the EC in Nicaragua, according to commentators:</p> <p><i>MN 308: PRAEMHO. El hecho de que la EC había financiado un proyecto</i></p>

	<p><i>de similar naturaleza a PRAEMHO en Nicaragua y que ningún donante estaba apoyando con infraestructura la educación secundaria en Honduras, motivo a las autoridades del Ministerio de Educación a solicitar a la EC el financiamiento de PRAEMHO. El componente de apoyo a la educación vocacional del proyecto PRAC (que se ejecuto antes del 2002) fue considerado como exitoso por parte del Ministerio de Educación y esto también sirvió de base para preparar el proyecto PRAEMHO. Luego el compromiso de los cooperantes con participar en el apoyo presupuestario, influyo para que no se financiara una segunda fase de PRAEMHO, y la EC tomara la decisión de participar en el fondo común de EFA. Sin embargo, las autoridades de educación aun esperan poder llevar a cabo una segunda fase de PRAEMHO.</i></p>
PROCORREDO R	No data could be found that informs this indicator in this case.
PASAH	No evidence was found that political stability was considered in the choice of aid modalities but political instability caused interruption of BS disbursement in 2009.
PASS	<p>Even though the EC refers to “a relative political stability” in the executive summary of the CSP it also highlights in its Annex IX the increasingly worrying violent gangs operating in this country and the challenges that it poses to both domestic and regional stability. The EC was therefore aware of the destabilizing effect of increasing violence. Furthermore, it was equally aware of the risks related to supporting Security Sector Reform. Hence, this sentence in the CSP on the non-relevance of a budget support:</p> <p>“The possibility of a budget support approach seems rather unlikely, due to the specific characteristics of the public security sector.”</p> <p>However, when it chose a decentralized management by the government, it wished precisely to strengthen its institutions and bring in this way some stability. As mentioned in the CSP:</p> <p>“ Honduras is the second biggest recipient of EU aid in Latin America, not only due to the high level of poverty but also due to the EU’s interest in consolidating stability and democracy in this country”</p> <p>The EC was aware of the risk in having the government manage the PASS programme. Indeed, besides the usual financial and administrative commitments that the GoH must make under the Financing Agreement (Article V), the Action Fiche mentions the weaknesses of the state in its “hypotheses and risks” section.</p> <p><i>(Sources: Country Strategy Paper Honduras 2007-2013, p. 4, p.33, p.80; Convenio de financiación n°DCI-ALA/2007/019-235, p. 2 ; Ficha de Acción para Honduras, p. 9)</i></p>

Apoyo EFA	<p>The modality of a Common Fund (like EFA) seemed attractive for the EC and for the government; it was a sort of budget support with a degree of project control. Political changes were not foreseen when this modality was accepted.</p> <p><i>MN 306: El apoyo a través de un fondo común, como es el caso de EFA no vincula el control de los fondos con los resultados del programa. En el caso específico de EFA, el fondo común no ha logrado alcanzar un dialogo para cambiar el sector de educación, por lo que esta modalidad tiene poco sentido. La modalidad de utilizar UGPs es más efectiva pero los proyectos son menos sostenibles. La modalidad a seguir depende de lo que mas conviene al cooperante y al gobierno.</i></p> <p><i>MN 308: Para fortalecer la capacidad institucional del Ministerio de Educación, sobre todo en la parte de adquisiciones, la modalidad de un fondo común se miraba atractiva, y así se crea el fondo común de EFA. Este fondo pareció buena Idea a la EC que con la finalización de PRAEMHO entro a formar parte de el. El fondo funciono adecuadamente hasta el 2006, luego el fondo fue visto dentro del Ministerio como un proyecto, para el cual había que tener una administración separada del Ministerio, y con esto se dejo a un lado el concepto que era una estrategia nacional. Esto ha hecho que todos los involucrados en el sector analicen con cautela los éxitos del programa EFA.</i></p> <p><i>MN 308: Cuando hay cambios en la política surgen preocupaciones, por parte de la EC, sobre la ejecución de los proyectos. El retiro del último desembolso programado para EFA se dio como consecuencia de las condiciones políticas que prevalecían en el momento.</i></p>
Bosques y Agua	Not relevant
I-8.2.2	Level of consideration of the macroeconomic stability in the choice of aid modality
Budget support overall	<p>Macroeconomic stability is an argument used by PEFA to advocate in favour of BS:</p> <p>“Dado su desempeño macroeconómico en líneas generales favorable y estable, Honduras se perfila como un candidato ideal a recibir cooperación internacional en forma de apoyo presupuestario, complementando fondos nacionales o de otras fuentes de cooperación internacional que puedan concurrir. El país está recibiendo de la cooperación bilateral recursos que varían entre 1,200 y 1,500 millones de lempiras lo que equivalió al doce por ciento del total de recursos externos en el año 2007 (...). Estos recursos ayudan a programas y proyectos prioritarios servir como puntos de despegue o consolidación de acciones de desarrollo en comunidades rezagadas y pobres”. <u>Source: PEFA 2008, p.87.</u></p> <p>When the decisions on Budget support were taken (in 2002 and 2003</p>

	<p>for PASAH and PROADES; in 2007 for APERP) Honduras had experimented several years of macroeconomic stability and no indication was available that instability would soon follow. On the other side, the decisions not to choose BS as a modality (PRAEMHO, PROCORREDOR and PASS) were taken for reasons linked to these sectors (weakness, lack of a sectoral plan) and to other factors (bad governance, administrative weakness) rather than to macroeconomic considerations.</p> <p>Based on the CSP 2002-2006, one can say that macroeconomic considerations were taken into account before the modality was chosen for all EC projects relating to that time. It was considered that Honduras was a low income country, with a weak growth rate that had little impact on poverty reduction, with macroeconomic and fiscal imbalances, with relatively small exports.</p> <p><i>(Source: EC Country Strategy Paper Honduras 2002-2006, Economic Situation, page 13)</i></p>
APERP	No evidence was found that macroeconomic stability was considered in the choice of aid modalities
FORCUENCAS	No data could be found that informs this indicator in this case.
PROADES	No evidence was found that macroeconomic stability was considered in the choice of aid modalities but instability cause EC to think that “conditions for BS are no longer met in Honduras”. See I-7.1.6 and I-7.1.7
PROCORREDOR	Having examined all documents available, no data could be found that informs this indicator in this case.
PASAH	idem
PASS	There is no specific consideration of the macroeconomic stability in terms of the choice of aid modality.
I-8.2.3	Level of governance considerations in the choice of aid modality
FORCUENCAS	The DTAs note that the ‘local level’ is characterized by a “ <i>total institutional vacuum in the action of central government which is theoretically delegated to local governments, which lack technical tools, financial resources and a clear framework in which to act</i> ”. It would therefore appear that the issue of governance was well analyzed earlier during project preparation.
PROADES	No evidence was found that governance considerations were considered in the choice of aid modalities but bad governance, according to EC, was one of the causes explaining the difficulties encountered in programmes implementation. See I-7.1.7
PRAEMHO	The EC took into account the government considerations when choosing the aid modality; Project management for PRAEMHO seemed appropriate and the sector authorities also think that

	<p>budget support has problems living the governance conditions. See notes:</p> <p><i>MN 307: La modalidad de tener una UGP es mas apropiada para ejecutar proyectos en las condiciones actuales del Gobierno de Honduras, Sin embargo, hay que trabajar para que el personal del proyecto se identifique con la Secretaria de Educación y no con el donante. El apoyo presupuestario es inapropiado, pues los trámites con el Ministerio de Finanzas son muy engorrosos. La experiencia es que estos proyectos que se han ejecutado con apoyo presupuestario se han tardado más que los ejecutados con UGP.</i></p>
PROCORREDOR	<p>The financing proposal shows considerable analytical maturity by stating lessons learnt from other projects, in many of which the project aid modality was an effective approach to incorporating better governance, including: “(1) <i>Advancing the decentralization process, requires strengthening of local governments for efficient environmental management, implying a coordinated effort among all development actors in a given area;</i> (2) <i>Resolving land insecurity through regularization, legalization and property registration is crucial to NRM;</i> (3) <i>Close intra and intersectoral coordination between institutions is vital;</i> (4) <i>Active participation of all stakeholders at national, regional and local levels is necessary to ensure sustainability of actions</i>”. This indicates that a thorough prior analysis of failed and successful projects in the region, had noted how crucial these kinds of governance challenges are, and what might be achieved through multi-stakeholder approaches, that improve governance.</p>
PASS	<p>The EC was sensible to the problem of coordination among the beneficiary institutions of the Public Security Sector early in the designing process of the programme. For example, it is mentioned as a risk in the Action Fiche.</p> <p>According to an EC staff member, there were strong confrontations among the Supreme Court and the Executive as early as 2008 and these may have contributed to the non implementation of the programme:</p> <p>“Se firmó [el PASS] en el 2008. Enfrentamientos fuertes entre el ejecutivo y la corte suprema ya desde aquel entonces. Estos enfrentamientos desembocaron en el golpe de Estado. Entonces las 3 instituciones del golpe de Estado (corte superior, fiscalía y policía) iban a ser apoyadas y financiadas por la CE mediante el PASS!”</p> <p>These considerations have also been taken into account when choosing the aid modality. According to an EC staff member: “With respect to the aid modality chosen the partially decentralised means that the management is done by the beneficiary (to favour ownership) but that the payment is still in the hands of the Commission. This was decided because already in 2007, great</p>

	<p>tensions between the Ministry of Justice, the Ministry of Security and the Supreme Court.”</p> <p><i>(Sources : Ficha de Acción para Honduras, p. 9 ; MN 114)</i></p>
EFA	<p>Bad governance such as measured by the fiduciary risk was not taken into consideration for the choice of aid modality (basket funding) by the EC. But according to the World Bank the risk in the education sector showed that this modality was not appropriate and this explains why the WB pulled out of this common fund. Therefore the bad results obtained by EFA were expected (MN 134).</p>
Bosques y Agua	<p>As this was a project proposed by a local NGO, the aid modality was already determined.</p>
I-8.2.4	<p>Level of absorption capacity considerations in the choice of aid modality and in the definition of project size</p>
Budget support overall	<p>Absorption capacity is certainly one of the main reasons why EC gives priority to Budget Support over other aid modalities, although this argument is never stated as such. The reason is straightforward: outside BS it is very difficult to spend more than 30 m on a single programme without putting into place costly institutional settings.</p>
PRRAC	<p>See I-8.1.3</p>
FORCUENCAS	<p>No data could be found that informs this indicator in this case.</p>
PROADES	<p>No evidence was found that the level of absorption influenced the choice of aid modality or definition of project size, but preparation documents to PROADES carefully show that the level of disbursement will be a modest proportion of the central government budget, of the PRS budget and of transfers to municipalities.</p>
PRAEMHO	<p>The EC participation in the education sector has been limited to PRAEMHO and EFA. PRAEMHO had a good Project size given the nature of the project (pilot), and demand for projects like PRAEMHO increased within the Ministry of Education. Participation in EFA has been limited to budget support.</p> <p><i>MN 308: Probablemente el efecto de PRAEMHO no se pueda ver en los resultados de matrícula y rendimiento del nivel de educación secundaria, pues la intervención del proyecto se hizo en solo 19 institutos. Sin embargo, el Ministerio de Educación sigue recibiendo solicitudes, de parte de directores de institutos, para adaptar los planes curriculares de PRAEMHO a sus propios institutos. Esta demanda para convertir más institutos en colegios con orientación vocacional, es percibida dentro del Ministerio, como un elemento de éxito del proyecto PRAEMHO.</i></p>
PROCORREDOR	<p>No data could be found that informs this indicator in this case.</p>
PASS	<p>There is no specific mention of absorption capacity in the PASS documents, but considering its significant budget, it can be assumed that the GoH was the most probable channel of aid delivery.</p>

Bosques y Agua	The aid modality was determined by the applicant NGO as appropriate to their own absorption capacity.
I-8.2.5	Level of consideration of strengthening Civil Society in the choice of aid modality
General	<i>See also I-8.3.6</i>
Non intervention specific	<p>The EC in Honduras has two meeting annually with Civil Society, the purpose of these meetings are related, among other things, to define priorities in cooperation. See notes.</p> <p><i>MN 310: La relación con la sociedad civil es para el dialogo político. Se hacen reuniones con ellos dos veces al año, para consultas y para definir prioridades de cooperación, sobre todo cuando se preparan los insumos del CSP. A nivel operativo se hacen reuniones, con la sociedad civil, para difundir las convocatorias de la EC en las diferentes líneas temáticas.</i></p>
PRRAC	Considering the centralised aid modality chosen, it does not seem that the strengthening of civil society was an issue when selecting the aid modality. In fact, as mentioned under I-8.3.6, the PRRAC had little impact in terms of the strengthening of civil society.
PASS	<p>Even though the EC states in its CSP that the involvement of non-state actors, including churches and NGOs, “should be considered essential”; the specific objective of the PASS remains the strengthening of the institutions responsible for Security and Justice. Hence the choice of a decentralised management by the Government that is not prone to strengthen Civil Society in particular.</p> <p><i>(Sources : Country Strategy Paper Honduras 2007-2013, p. 34; DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 9)</i></p>
JC.8.3	The choice proved adequate in terms of inherent advantages and disadvantages of (EC) aid modalities
PRRAC	<p>According to an EC staff member, the choice of aid modality proved to be adequate in the sense that it allowed for independence and for diminishing risks of corruption. Timeliness turned out to be a problem but not convinced that another aid modality (notably decentralised management) would have been more efficient.</p> <p><i>(Source: MN 413)</i></p>
FORCUENCAS	<p>Given the weakness of the local authorities across a very large area, the choice was adequate, any other choice could have had worse outcomes. According to MN 210, at the time in early 2000s, the forestry corporation was very weak, and it was only possible for the EC project designers to assign SETCO as the main beneficiary of FORCUENCAS, rather than the much more logical choice of AFE-COHDEFOR. This is considered by the meeting to be a design error, however what has been significant is the strengthening of the municipal authorities, esp. the UMAs. The Honduran custom (similar to many developing countries) of throwing out civil service staff with every change of government (even at the local level) and</p>

	replacing them with technical new-borns, may put these achievements at risk. In fact TA difficulties were a great contributor of implementation problems, and any modality can suffer from these kinds of leadership failures.
PRAEMHO	With PRAEMHO the stock of school with technical labs increased significant. It made that EC delegates meet more frequently with government technicians to coordinate the project implementation. The aid (through PRAEMHO) for infrastructure and laboratories definitely helped to expand the capacity of technical education.
PROCORREDOR	MN 212 mentions that: <i>“The aid modality chosen was the best one as is proven by the flexibility that a Decentralized Project has to deal with implementation issues. Budget support is understood to not even have been considered, as the Project was limited in coverage, and clearly needed to be a project. All the national agencies were very weak in this area, so a project was indicated as this could build up one agency SERNA that could then reach out to the others”</i>
PASAH	See also I 8.1.3
PASS	Considering inherent advantages and disadvantages, it seems that the decentralised management by the GoH was adequate. It must be noted in this respect that there were not many other options due to the specific characteristics of the Public Security Sector and the significant budget of the programme. This being stated, the unexpected events of mid-2009 that led to a change of governments contributed to the halting of the programme.
Apoyo EFA	The EFA Fund modality and the size of the EC contribution to it, does not allow seeing any program appropriation. There is frequent contact with other donors and consequently also with government officials. It is a cause for delays in program implementation, because the coordination within donors and the acceptance of proposals on the part of the government is a process that can take 5 months.
Bosques y Agua	The thematic project was the only choice.
I-8.3.1	Evidence of analysis of options for aid delivery (incl. different EC modalities)
Non intervention specific	As an hypothesis (but confirmed by MN 145) it seems that the choice of a modality is rarely the result of an analysis of its advantages and disadvantages in a given context. The first option would always be BS and other options would be considered only in special cases (e.g. the FAO experience on some topics would lead to a co-management modality) or when BS is impossible (e.g. when a sector policy does not exist), or the fiduciary risk is too high. Furthermore, the choice of modalities would be reducing itself since the Devis programme is a failure in terms of disbursement rate. Therefore a EC Delegation does not

	dispose any more of an instrument by which it can finance efficiently a programme by playing a leading role in its execution. Apart from BS, the only serious options available (the Devis programme is not an efficient option) are the co-management with UN institutions and the delegated cooperation.
PRRAC	As mentioned above under JC 8.1, the PRRAC benefited from the setting up of an unusual structure.
APERP	No evidence was found that different options for aid delivery were analysed
FORCUENCAS	No evidence could be found that informs this indicator in this case.
PROADES	idem
PROCORREDOR	No evidence could be found that informs this indicator in this case.
PASAH	idem
PASS	It is not a thorough analysis of aid modalities, but the CSP 2007-2013 does mention the following: "The possibility of a budget support approach seems rather unlikely, due to the specific characteristics of the public security sector. Adequate formulae should be sought to promote the participation of the relevant administrations of Member states in the implementation of the programme/project, inspired by the "twinning" model used for acceding countries during the enlargement process." <i>(Source: Country Strategy Paper Honduras 2007-2013, p. 33)</i>
FAO-Semilla	According to the DTA, this modality (delegated cooperation) was chosen because FAO has a long and successful experience in Central America in developing local seeds, and because this project is a continuation of a previous project which was evaluated as successful. The previous project was executed and managed by NGOs with the FAO playing a role of technical advice. The FAO semilla project was financed by EC, managed by FAO and executed by NGOs.
Bosques y Agua	No evidence could be found that informs this indicator in this case.
I-8.3.2	Degree of national ownership allowed by the choice of aid modality
Budget support overall	In theory, BS allows for a more important ownership because this modality respects national procedures and funds are integrated into State budget. This does not seem to be always the case in Honduras, probably due to the low predictability of BS funds and the management difficulties associated with this modality
PRRAC	The centralised aid modality chosen for the PRRAC did not favour ownership. However, according to an EC staff member, this also depended on how the PMUs was run and managed. For example, in Honduras, there was a good involvement of local authorities in

	<p>the PRRAC-Desarollo local.</p> <p>With respect to the few projects that were implemented through NGOs, it is worth noting one of the conclusions from the PRRAC evaluation:</p> <p>“In addition, we may conclude that NGOs have generally shown awareness about the importance of working in a participatory manner with local authorities and communities.”</p> <p><i>(Source: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.54; MN 413)</i></p>
FORCUENCAS	<p>Aid modality does allow for significant national ownership, as seen for example in the incorporation of the Steering Committee approach as part of the project modality chosen. However, MN 210 states that “<i>The choice of SETCO led to need to use the Comite de Dirreccion as a source of technical collaboration, which was never really possible as the Committee alternated between very serious political/policy divisions and image confection; and then once frustration of higher-level Delegates had increased, to the relegation of participation to lower tier functionaries, who could not take on commitments nor were consistent ito the same person attending each working meeting</i>”. The large geographical area covered led to problems with over-dispersed projects, according to the 2008 Monitoring Report. This problem was more due to the scale of the project and the size of the funds disbursed, than the aid modality alone.</p>
PROADES	<p>Very little ownership because decentralization ceased to be a national priority</p>
PRAEMHO	<p>PRAEMHO (EC Project Management) could have worked better if there were more projects reporting to the government.</p> <p>The fact that there is a growing demand for vocational schools in the secondary level of education and the Ministry of Education is coping with this by implementing in new schools the programs developed in PRAEMHO, is a sign of some degree of project appropriation.</p> <p><i>MN 307: La iniciativa de crear PRAEMHO se genero en el Ministerio de Educación, pero fue basado en las experiencias del proyecto PRRAC. PRAEMHO ha funcionado como un piloto para establecer nuevos colegios vocacionales, y el hecho que exista demanda de educación vocacional en los institutos PRAEMHO, hace que exista cierta apropiación de ellos por parte de maestros y alumnos. Los programas curriculares no han sido apropiados en su totalidad, debido a la tendencia de los maestros a seguir con el programa curricular anterior.</i></p> <p><i>MN302: El impacto mas inmediato esta en las escuelas intervenidas, pero a</i></p>

	<i>nivel de sector la contribución ha sido mínima pues el proyecto es relativamente pequeño (PRAEMHO). El sector de educación secundaria ha estado desprotegido, y es por eso que el gobierno ha implementado las escuelas básicas de novenos grado.</i>
PROCORREDOR	Project is focussed on one Department; therefore any degree of ownership is inherently local. High levels of ownership have been noted in monitoring reports and are stated as achievements in the 2009 Annual report .
PASAH	<p>According to the main actors (MN 131, MN 133), PASAH effectively benefitted from a strong ownership which would not have been possible with another aid modality. This ownership was made possible by the very close relation between the “Secretaría de la Presidencia” and the SEFIN, by which the PASAH budget was allocated between the main budget lines financing food security. Therefore the “Secretaría de la Presidencia” could see the “colour of the EC money”, which is not normally the case in BS.</p> <p>However PASAH’s disbursements were “off budget”, except for the 2009 disbursements which were included in a budget which was never presented to parliament! (and were never executed).</p>
PASS	<p>The EC emphasises in its CSP that “strategy ownership is key to the success of development policies” and that “the largest possible participation of all segments of the society must be encouraged.” In the case of the PASS, the aid modality was not prone to favour ownership from civil society actors; but it was likely to induce the commitment of the GoH. This was most important considering the central role of the State in the Public Security sector.</p> <p><i>(Sources : Country Strategy Paper Honduras 2007-2013, p. 82)</i></p>
Apoyo EFA	The EFA Fund modality and the size of the EC contribution to it, does not allow seeing any program appropriation.
FAO-Semilla	National institutions (such as municipalities) played no important role in this project.
Bosques y Agua	Project is focussed on one small region; therefore any degree of ownership is inherently local. All documents show that ownership by stakeholders has been very high via this aid modality in the case of this small localised project.
I-8.3.3	Level of strategic approach allowed by the choice of aid modality
Budget support overall	<p>In theory, BS allows for a more strategic approach because policy dialogue addresses strategic questions and is not concentrated on small practical issues as in traditional projects.</p> <p>This is confirmed by PROADES (despite its difficulties) and PASAH which have had an influence respectively on the decentralization policy and on the PRS. See I-7.4.3</p>

PRRAC	<p>According to an EC staff member, the PRRAC missed the opportunity to favour regional integration in sectors where such integration is so important such as risk management, environmental protection, natural resources management (water) as it could have done if it had been a real regional programme. However, the EC has recognised this strategic missed opportunity by launching the PREVDA which can be considered a regional follow-up programme of the PRRAC.</p> <p><i>(Source: MN 413)</i></p>
FORCUENCAS	<p>Project documents show an evolution from dispersed multiple projects supported through the mid-life of this project, that were then superseded in 2008 onwards by a focus on strategic projects, following the new clarity offered by approval of the Forest Law and the establishment of ICF.</p>
PROADES	<p>The strategic approach gave little concrete results because decentralization ceased to be a national priority</p>
PROCORREDOR	<p>This project seeks to support local actions, while at the same time effecting systemic change through support for multi-stakeholder networking. The aid modality used is consistent with that approach, given the high quality of the project design.</p>
PASAH	<p>High level of strategic approach illustrated by the national priority given to Food Security, by the preparation of a new law on FS, by the role of Parliament, by the establishment of a “Consejo Nacional de Seguridad Alimentaria”, by the influence of the “Unidad de Seguridad Alimentaria” on the future programme of conditional cash transfer to the poorest, by a better coordination between public and private actors on food security, etc. (MN 131 and 133)</p> <p>Again this strategic approach would not have been possible through a traditional project modality.</p>
PASS	<p>As mentioned in 8.2.1, Honduras is the second biggest recipient of EU aid in Latin America and this is not only due to the high level of poverty but also due to the EU's interest in consolidating stability and democracy in this country. By allowing the GoH to manage such an important programme in the sector of Public Security, the EC did not only intend to tackle the problem of violence and insecurity in the country, it also wished to strengthen the governmental structures. This may explain the selection of the Department of Homeland Security which is responsible for prevention, criminal investigation and penitentiary management as the key beneficiary of the programme:</p> <p>“la Secretaría de Seguridad se presenta como un beneficiario clave de la fase de lanzamiento del programa y Jefe de Fila más indicado para el lanzamiento de un Programa Sectorial.”</p>

	<p>Furthermore, it should be mentioned that a second phase (PASS II) of the programme is foreseen with an even higher budget of 35 million euros.</p> <p><i>(Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 5)</i></p>
Bosques y Agua	Project is focussed on one small region; therefore a strategic approach is neither sought nor to be expected as it is an inherently local working method.
I-8.3.4	Quality of policy dialogue with the Government allowed by the choice of aid modality
FORCUENCAS	Post-2008 onwards the focus on strategic projects, partnerships with other donors, better inter-institutional working and an increasingly successful reputation, led to the opening of multiple opportunities for policy dialogue, as seen in documents published by the Agenda Forestal resulting from joint processes about proposals for Community Forestry Policy and Consultative Forestry Councils.
PROADES	Similar to I 8.3.3 Scarce policy dialogue for similar but opposite reasons as for PASAH (but ITA was good also)
PRAEMHO	<p><i>MN 306: El apoyo a través de un fondo común, como es el caso de EFA no vincula el control de los fondos con los resultados del programa. En el caso específico de EFA, el fondo común no ha logrado alcanzar un dialogo para cambiar el sector de educación, por lo que esta modalidad tiene poco sentido. La modalidad de utilizar UGPs es más efectiva pero los proyectos son menos sostenibles. La modalidad a seguir depende de lo que más conviene al cooperante y al gobierno.</i></p> <p><i>MN 308: Para fortalecer la capacidad institucional del Ministerio de Educación, sobre todo en la parte de adquisiciones, la modalidad de un fondo común se miraba atractiva, y así se crea el fondo común de EFA. Esto fondo pareció buena Idea a la EC que con la finalización de PRAEMHO entro a formar parte de el. El fondo funciono adecuadamente hasta el 2006, luego el fondo fue visto dentro del Ministerio como un proyecto, para el cual había que tener una administración separada del Ministerio, y con esto se dejo a un lado el concepto que era una estrategia nacional. Esto ha hecho que todos los involucrados en el sector analicen con cautela los éxitos del programa EFA.</i></p> <p>The modality used for PRAEMHO made that EC delegates meet more frequently with government technicians, in order to coordinate the project implementation.</p> <p><i>MN 308: Cuando se estaba ejecutando el proyecto PRAEMHO las discusiones entre los delegados de la EC y los técnicos del gobierno eran mas frecuentes (varias veces en un mes) debido a la necesidad de reunirse para coordinar la ejecución del proyecto</i></p>

PROCORREDOR	Aid modality was not a key determinant of the high quality of policy dialogue, rather this reflects a good quality project conception and effective management.
PASAH	Similar to I 8.3.3 Successful policy dialogue because Food Security was a national priority, because ITA was housed inside the Ministry (Secretaría de la Presidencia), because of the political weight of this Secretaría, and because of the quality of the ITA. Would not have been possible through another modality. Budget Support permits concentrating policy dialogue on strategic issues.
PASS	<p>It can be assumed that a decentralised management by the GoH of a significant envelope for Public Security allowed for a constructive policy dialogue with the EC; especially considering that there has been an “on-going effort from the government to design a National Security Plan”. It is worth noting that, after the Coup, the Lobo Government is still working on the design of a National Security Policy and the Minister of Security, Oscar Alvarez, has committed himself to elaborate such policy by February 2011.</p> <p>According to the UNDP, “this objective is realistic but the theme of justice remains complicated.”</p> <p>An EC Staff Member explains with respect to the quality of policy dialogue and the choice of aid modality: “There was an intense policy dialogue for a year (in 2007) with the national authorities and a desire to involve the beneficiaries institutions as much as possible hence the choice for a decentralised management by the government.”</p> <p><i>(Source: Annual Action Plan (AAP) 2007 for the Cooperation with Honduras, pp.2-3, MN401; MN 412)</i></p>
Apoyo EFA	<p>With EFA modality there is frequent contact with other donors and consequently also with government officials.</p> <p><i>MN 305: La comisión europea se adecuo a la solicitud del gobierno de Honduras de apoyar la educación técnica que en su momento estaba dentro de una estrategia de promover la educación técnica. La iniciativa basada en la metas del milenio cambiaron la estrategia de educación y surge EFA, En junio del 2004 la EC firmo un acuerdo de entendimiento de apoyar la educación mediante un fondo común. El cambio de la política de estado se hace para tener una política de estado que sobre pase cualquier gobierno.</i></p>
Bosques y Agua	Not relevant or logically applicable due to the small local scale of this project.

I-8.3.5	Degree of capacity building of national institutions allowed by the choice of aid modality
Budget support overall	<p>Being “on treasury” and “on budget”, respecting national procedures and avoiding functioning through special implementation units, should allow BS to guarantee a much higher capacity building of national institutions. Experience shows that this depends on the success of the programme and the quality of ITA.</p> <p>It seems that in Honduras the problems of human resources in public administration are so acute that BS must necessarily be accompanied by a strong ITA programme.</p>
PRRAC	<p>The centralised aid modality chosen for most of the PRRAC projects was not prone to strengthen public institutions. According to the CSP 2007-2013, this is a lesson to be learnt from the PRRAC:</p> <p>“As to the PRRAC, one of the most important lessons is that such programmes should include a component specifically designed to assist and strengthen the public institutions responsible for long-term sector strategies.”</p> <p>However, if a distinction is made between “hardware” and “software” institutional strengthening with the first referring to physical works, buildings, vehicles and equipment then the conclusion is more nuanced. The Transtec-Sher evaluation mission writes in this respect: “PRRAC has contributed on a large scale to supplying hardware, and has undoubtedly increased the capacity of institutions in terms of their volume and scope”.</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, p.19)</i></p>
FORCUENCAS	<p>The relationship between aid modality and the degree of capacity building of national institutions is highly indirect, depending on many other confounding factors. The large area to be covered led to dispersed projects, and similarly dispersed capacities, but this was noted and tackled by changes in 2008 towards a strategic operational approach.</p>
PRAEMHO	<p>The aid (through PRAEMHO) for infrastructure and laboratories definitely helped to expand the capacity of technical education. See notes.</p> <p><i>MN 305: Los recursos en el aula tangible son dados por el fondo común y la infraestructura de los colegios técnicos fueron financiados por PRAEMHO.</i></p> <p><i>MN 308: Hay evidencias empíricas, no documentadas, de que las capacitaciones de los maestros han contribuido a mejorar la educación secundaria, pues la dotación de equipos de laboratorios motivo a muchos maestros</i></p>

PROCORREDOR	Single region focus under this aid modality has allowed for adequate levels of capacity building..
PASAH	To a certain extent PASAH permitted some capacity building (see I 8.3.3) but with the traditional limitation of Honduran politics: all the administrative staff changes at each change of government.
PASS	It seems that the choice of a decentralised management by the Government was precisely made to allow this capacity building despite the risks linked to the political context. See I- 8.2 The necessity of the GoH to turn to EU MS to contract technical assistance points in the same direction. <i>(Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, pp. 18-19)</i>
Apoyo EFA	The results in EFA have been less tangible. <i>M N: 305 Los indicadores de EFA (el informe lo dan impreso) y ellos muestran que ha habido avances en educación. MIDE también ha producido indicadores que muestran los avances (estos también los dan en físico). Para las metas del milenio la única meta que se va a lograr es la cobertura de educación prebásica (duplicación de la cobertura al 2015 respecto a 2000).</i>
Bosques y Agua	Community-level scale and facilitatory approaches of this project under this aid modality has allowed for considerable capacity building
I-8.3.6	Degree of sustainable strengthening of Civil Society allowed by the choice of aid modality
General	<i>See also I-8.2.5</i>
Budget support overall	Budget Support normally does not allow for the strengthening of civil society, which explains why NGOs are often opposed to this modality. The different budget line opened to NGOs, should, in theory, strengthen Civil Society by increasing their technical skills, coverage and influence.
PRRAC	The second aid modality through Local Initiatives were intended to encourage more participation from civil society and local institutions, but the design of the interventions had limited impact for two reasons: only a small amount of PRRAC resources were allocated (just 5% of the budget), and only local rehabilitation actions received support. <i>(Source: Transtec-Sher, Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC), July 2009, p.29)</i>

APERP	<p>Budget support is not particularly adapted to the strengthening of civil society because it is very much limited to bilateral relations. However in view of the risk of changing government priorities and policies, DelHon considered involving more Civil Society in Budget Support, but did not explain how to achieve this:</p> <p>“A strong leadership and political will must be assured before the commitment of aid, especially in the case of Budgetary Aid Programmes. Projects must be designed to minimise the adverse effects of the change of Governments and to ensure a transparent management, involving external actors such as civil society and other donors. Beneficiaries must be carefully selected and institutions such as the Ministries of Finance and of the Presidency should be involved in the negotiations of every commitment.”</p> <p><u>Source: 2008 memorandum to headquarter presenting the annual Action Programme</u></p>
FORCUENCAS	<p>All documents examined such as the MTR of 2007, narrate a project development process in which strengthening civil society is understood as a vital element of the project's approach. Making linkages between sustainable strengthening of civil society and choice of aid modality is not possible with the information contained in the documents available. The aid modality is one global overall determinant in a complex setting.</p>
PROADES	<p>PROADES also promoted Civil Society participation in public policy through the “Foro Tripartito de Descentralización (FTD)”. However this participation was always limited and the FTD died in 2009 according to a commentator.</p>
PRAEMHO	<p>Education projects were not intended to strengthen Civil Society</p>
PROCORREDOR	<p>The logframe shows a high level of consideration of strengthening civil society as it considers a key assumption that active fostering is required of the interest in inter-institutional coordination between civil society organizations, local governments and national authorities. The project as the chosen aid modality was appropriate as it allows for networking and intensive dialogue. This project has sought and achieved sustainable strengthening of Civil Society.</p>
PASAH	<p>PASAH has, to a certain extent, improved the coordination between different actors, public and private, on Food Security (MN 131 and 133). In this sense it may have strengthened Civil Society</p>
PASS	<p>As mentioned under I-8.2.5, the specific objective of the PASS remains the strengthening of the institutions responsible for Security and Justice. Hence the choice of a decentralised management by the Government that is not prone to strengthen Civil Society in particular.</p>

	<i>(Sources : Country Strategy Paper Honduras 2007-2013, p. 34; DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 9)</i>
Bosques y Agua	All documents examined show that strengthening civil society was intrinsic to the NGO-led method implicit in this aid modality. Given the highly local focus, this project has achieved correspondingly high levels of sustainable strengthening of Civil Society.
I-8.3.7	Degree of harmonisation of approach and procedures with other interventions
FORCUENCAS	No evidence could be found that informs this indicator in this case.
PROCORREDOR	No evidence could be found that informs this indicator in this case.
PASAH	<p>In the preparatory documents there is a great coherence between the PASAH programme and other CE interventions supporting the decentralization process, education, governance and rural development. The same can be said about other donor's interventions which are duly accounted for. However this does not imply that approaches have been harmonized: in budget support the donor loses control over the activities implemented in a particular sector. See JC 3.2 and JC 3.3</p> <p>No evidence has been found of harmonization of BS procedures with other donors, as could be a common evaluation matrix of indicators or simply a harmonization of disbursement calendar.</p> <p>No harmonization (not even coordination) has been sought with the regional FS programme PRESANCA which was executed independently from the national programmes.</p> <p>PASAH promoted inter-institutional coordination and supported the foundation of COTISAN which unites 42 institutions from Government, International Cooperation and NGOs since October 08. However COTISAN does not aim at harmonization of approach and procedures.</p>
PASS	<p>As mentioned under JC.5.3, there was no effort on the part of the Honduran Department of Homeland Security or any other institution to coordinate donors until recently, because the budgets allocated to programmes of Public Security and/or Justice were very small and it was therefore easy to avoid overlaps or any other problems linked to lack of coordination. For example, as mentioned in the Action Fiche, there are no other EC programmes currently involved in this sector. In this context, the degree of harmonisation with other interventions is not really relevant.</p> <p><i>(Sources : DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p. 7; Ficha de Acción para Honduras, p.6)</i></p>

Apoyo EFA	This EC contribution is based on basket funding, which implies (some) harmonisation of procedures between donors.
FAO Semilla	The EC funds hereby directly a project from a UN organisation through delegated management, whereby the procedures from that UN organisation apply.
Bosques y Agua	No evidence could be found that informs this indicator in this case.
I-8.3.8	Number and importance of management and procedural constraints relating to the chosen aid modality
Budget support overall	<p>See I-7.1.5</p> <p>The management and procedural constraints related to BS in Honduras have two origins:</p> <ol style="list-style-type: none"> 1. On the EC side, the BS with its two tranches system and a high number of conditions/indicators/objectives, is complicated to apply and to administrate because it requires, for the host country, a good monitoring and a high coordination capacity between different administrations. 2. On the Honduran side these capacities do not exist: according to PEFA there is a serious problem of administrative capacity in Honduras. On the one hand different units are in charge of the administration of external cooperation, and on the other the coordination of the budget execution with the international cooperation is insufficient because the State does not use a control system based on the programming of investments. 3. <p>Source: PEFA 2008, p. 87</p> <p>These difficulties are also recognized in EC internal reporting: "The BS modality is experiencing considerable difficulties in HON due to the GoH's limited ability to correctly manage this type of intervention and generalised institutional weaknesses". Source: EAMR 2007: p.3.</p> <p>These difficulties were also stressed in different interviews (MN 130, 132, 137, 134, 140, 145). One of our interviewees, a high level Honduran public servant, after praising the budget support from the EC asked that the EC be clearer in its definitions of an "eligible" and a "non eligible" invoice for BS. This same person suggested that EC could transfer some special extra funds to the Government in order to measure BS indicators.</p> <p>In the beginning of PROADES (2005) the Government created a special Administrative Unit (Unidad de Gestión) in order to administrate this budget support and in the National Budget added a new expenditure line called "PROADES" (corresponding to the PROADES entry line) (MN 145).</p> <p>Budget support monitoring implies following between ten and twenty different indicators (in the case of Honduras) in different</p>

	sectors and fields (macro, PFM and sectoral indicators), measuring their achievements and comparing them to established objectives. This in turn implies a planning through objectives and a monitoring through results that few administrations in the world are capable achieving, even in the EU. Therefore the difficulty of this exercise should not be underestimated.
PRRAC	As mentioned under JC8.1, the Commission was undergoing a process of deconcentration at the time and the setting-up of a structure centralised in the Delegation was quite innovative especially to manage such a large project and this has led to procedural constraints. (Source: MN 413)
FORCUENCAS	No data could be found that informs this indicator in this case.
PROCORREDOR	No data could be found that informs this indicator in this case.
PASS	No specific information found on this indicator at this stage.
Bosques y Agua	No data could be found that informs this indicator in this case.
I-8.3.9	Delays directly or indirectly imputable to the chosen aid modality
Budget support overall	<p>From I-8.3.8 it is easy to understand that BS will suffer from delays due to the particular constraints linked to this modality. In Honduras all Fixed and Variable Tranche disbursements (with one exception) have suffered from delays. As a consequence, BS in Honduras is particularly unpredictable (PEFA 2008 p.88) and the Ministry of Finance has refused to include some BS commitments in the budget arguing the excessive unpredictability of these funds.</p> <p>As a consequence also EC decided that in Honduras the disbursement of all tranches will be done on the same year as the evaluation of the indicators (in the year N). This will considerably reduce the lag between evaluation and disbursement but this way the BS disbursements may not appear any more in the budget presented to Parliament because the budget of year N is presented and discussed at the end of year N-1.</p>
PRRAC	As mentioned above under JC 8.1, the centralised aid modality chosen contributed to the delayed implementation of the PRRAC.
FORCUENCAS	No evidence could be found that informs this indicator in this case.
PROCORREDOR	No evidence could be found that informs this indicator in this case.
PASS	As mentioned under JC.8.3, the unexpected events of mid-2009 that led to a change of governments contributed to the halting of the programme. The nature of the programme (Security Sector Reform) combined with the chosen aid modality have led to the delayed implementation of the PASS. Furthermore, according to an EC staff member: "The problem of this choice [of aid modality] of course is that it delays the project because of the lack of capacity of the

	national institutions.” <i>(Source: MN412)</i>
Apoyo EFA	The modality used in EFA is a cause for delays in program implementation, because the coordination within donors and the acceptance of proposals on the part of the government is a process that can take 5 months. See notes. <i>MN 305: La desventaja es la tardanza es que los cooperantes se tardan en aprobar los planes operativos, para el caso el plan operativo se presenta en octubre y probablemente sea aprobado en marzo. Estos ha atrasado la entrega de los textos. En el modelo de UGP se tarda menos en aprobar los fondos pero no se puede focalizar en los gastos que quiere el programa en EFA. El fondo lo que hace es organizar todas las ayudas a la educación, también la idea es que se evite la duplicidad de proyectos.</i>
Bosques y Agua	No evidence could be found that informs this indicator in this case.
JC.8.4	<i>The mix of aid modalities favoured the effectiveness and efficiency of EC cooperation overall</i>
Non intervention specific	The concentration on one modality (Budget Support) increases the risk of halting the cooperation. What happens if there is a major macro-economic crash (as could have happened in 2009 in Honduras), or a major political change opposed to EC principles (as happened in 2007 in Nicaragua)? By increasing the risk, the concentration on Budget Support in Honduras may affect the effectiveness and efficiency of EC cooperation (MN 145). The risk reduction implies a necessary diversity of modalities.
I-8.4.1	Justification of choice of aid modality in terms of overall mix of modalities
APERP	No evidence found that the mix of modalities has justified the choice of modalities
PROADES	idem
PASAH	idem
PASS	It is not clear that the choice of aid modality was made in terms of the overall mix of aid modalities.
I-8.4.2	Variety of EC aid modalities used in cooperation with Honduras
I-8.4.3	Complementarity in advantages of different EC aid modalities used in Honduras
I-8.4.4	Complementarity in drawbacks of different EC aid modalities used in Honduras
APERP	The main drawbacks of BS in Honduras are: <ol style="list-style-type: none"> 1. Its sensibility to political and socioeconomic instability 2. Its sensibility to changes in policy priorities and orientations 3. Its complexity and scarce adaptation to national context (poor

	GoH administrative capacity)
I-8.4.5	Synergies between interventions in terms of advantages and drawbacks of aid modalities
JC.8.5	<i>The choice of aid modalities proved adequate in terms of sustainability</i>
Budget support overall	Sustainability is one of the most important arguments in favour of Budget Support because, by definition, BS guarantees the ownership of the programme. However, if there is no clear improvement in the PFM system and (as in Honduras) a complete turnover of the public administrative staff in each election, then one of the main goals of BS (improve the use of the main public development instrument: the national budget) will not be reached.
PRAEMHO	The use by the Ministry of Education of PRAEMHO curricula is an evidence of ownership. <i>MN303: Con la ejecución de PRAEMHO se ha mejorado la oferta curricular, pues las escuelas se han acercado a satisfacer las necesidades del mercado laboral. Pero el mercado laboral es cambiante y hay que seguir cambiando los curriculums.</i> <i>MN303: No hubo estrategia de salida, y cree que esta salida se debió al compromiso de apoyo presupuestario para el gobierno.</i>
I-8.5.1	Degree of national ownership allowed by the choice of aid modality
Overall	<i>See I-8.3.2</i>
I-8.5.2	Degree of indirect strengthening of national capacities through EC support
Overall	<i>See I-8.3.5</i>
PASS	By adopting a decentralised management by the government, the EC wished to directly strengthen the beneficiary institutions. The capacity buildings of these institutions represent the specific objective of the PASS as stated in the DTAs. <i>(Source: DTAs, Anexo II del Convenio de financiación n°DCI-ALA/2007/019-235, p.9)</i>
I-8.5.3	Continuity in EC support relating to the choice of aid modality
Budget support overall	BS is often partially disbursed (this is the whole idea of conditionality) and sometimes interrupted or cancelled (as in Nicaragua and Honduras). This certainly happens more frequently than with other aid modalities. And so what?
PRAEMHO	For PRAEMHO there has not been further support from the EC. <i>MN 302: El cree que la salida se debe a que la EC se ha comprometido mas a dar apoyo presupuestario al gobierno, mas que ha una estrategia de salida.</i> <i>MN 307: No hubo una estrategia de salida.</i>
PASS	It is difficult to appreciate the continuity of EC support when

	considering the PASS as Justice and Public Security is a new focal sector of the 2007-2013 country strategy.
JC.8.6	<i>The choice of EC aid modalities proved adequate in terms of cost-effectiveness</i>
Non intervention specific	<p>An interesting remark to make at this stage is the “deconcentration” (gradual transfer of responsibilities from EC headquarters to the EC regional Delegation) of EC aid in Honduras. The CSP further mentions in this respect:</p> <p>“[A]n EC “regionalised Delegation” was opened in Tegucigalpa in November 2005, in order to improve programme management, raise the disbursement rate, strengthen EC visibility and increase its participation in donor coordination mechanisms and in policy dialogue with the authorities.”</p> <p><i>(Source: Country Strategy Paper Honduras 2007-2013, pp.18-19; MN 413)</i></p>
PRRAC	<p>It is interesting to note with respect to the PRRAC that the deconcentration process did not bring about the expected cost-effectiveness just because it was an innovative process at the time. An EC staff member explains:</p> <p>“It is important to remember that when the PRRAC was identified and designed, the Commission was undergoing a process of deconcentration of its external assistance. The PRRAC was therefore to be implemented by the Delegation which was considered to be innovative but the Delegation was not yet prepared to manage such a large programme”</p> <p><i>(Source: MN 413)</i></p>
I-8.6.1	Evidence of consideration of cost-effectiveness in the choice of aid modality
Budget support overall	Cost effectiveness is probably the most important determinant of the choice of BS as a priority aid modality. However written evidence of this is difficult to find. They normally result from interviews to EC staff (MN 114).
FORCUENCAS	No evidence of any consideration of cost-effectiveness in the choice of aid modality.
PROCORREDOR	No evidence of any consideration of cost-effectiveness in the choice of aid modality.
PASS	Cost-effectiveness was most probably not the most important criterion when selecting the aid modality of the PASS. Ownership was deemed important because of the nature of the programme (institution-building) and the delicate political context was also taken into consideration (with the EC remaining in control of disbursement). Again, an EC staff member commented on this aspect: “The problem of this choice of course is that it delays the project because of the lack of capacity of the national institutions”

	<i>(Source: MN 412)</i>
Bosques y Agua	No evidence of any consideration of cost-effectiveness in the choice of aid modality.
I-8.6.2	Implementation costs implications of choice of aid modality for the EC and counterparts
I-8.6.3	Management costs implications of choice of aid modality for the EC and counterparts
Budget support overall	Management costs in BS are lower for EC than for counterparts. For both, learning costs are very high and for both cost diminishes with time. See Evaluation of EC cooperation with Nicaragua

Annexe 9: Bibliography

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United Nations Development Programme	Migración, desarrollo humano y ciudadanía	2009	http://hdr.undp.org/en/reports/nationalreports/latinamericathecaribbean/honduras/name,19752,en.html
United Nations Development Programme	Delincuencia, inseguridad ciudadana y desarrollo humano en Honduras	2009	http://hdr.undp.org/en/reports/nationalreports/latinamericathecaribbean/honduras/name,19753,en.html
United Nations Development Programme	Informe Nacional sobre Desarrollo Humano 2006 - Hacia una Ciudadanía Social Plena	2006	http://hdr.undp.org/en/reports/nationalreports/latinamericathecaribbean/honduras/name,3340,en.html
United Nations Development Programme	Report on Human Development - Statistics	2009	http://hdrstats.undp.org/en/indicators/indicators_table.cfm
WB	Stenghtening performance accountability in Honduras	2009	
World Bank	Country Policy and Institutional Management evaluation	2010	http://data.worldbank.org/indicator/IQ.CPA.PUBS.XQ
World Bank	Honduras : Public expenditure review (Vol. 1 of 2) : Executive summary and main report	2007	http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187283&theSitePK=523679&entityID=000333037_20080124011717&searchMenuPK=64187283&theSitePK=523679
World Bank	Honduras : Public expenditure review (Vol. 2 of 2) : Background chapters and annexes	2007	http://www-wds.worldbank.org/external/default/main?pagePK=64193027&piPK=64187937&theSitePK=523679&menuPK=64187510&searchMenuPK=64187283&theSitePK=523679&entityID=000333037_20080124030722&searchMenuPK=64187283&theSitePK=523679
World Bank	Honduras Trade Brief - World Trade Indicators 2009/10	2009 /10	http://info.worldbank.org/etools/wti/docs/Briefstaags.htm
World Bank	Honduras: Trade-at-a-Glance Table - World Trade Indicators 2009/10	2009 /11	http://info.worldbank.org/etools/wti/docs/Briefstaags.htm

World Bank	Enterprise Survey - Honduras (2006)	2006	http://www.enterprisesurveys.org/ExploreEconomics/?economyid=86&year=2006
World Bank	Country Snapshot - Honduras	any	http://rru.worldbank.org/BESnapshots/Honduras/default.aspx
World Bank	Country Assistance Strategy for the Republic of Honduras	2009	
World Resources Institute	Agriculture and Food-- Honduras	2003	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Biodiversity and Protected Areas-- Honduras	2003	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Climate and Atmosphere	2003	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Coastal and Marine Ecosystems	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Economics, Business, and the Environment	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Energy and Resources	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Environmental Governance and Institutions	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Forests and Grasslands	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Population, Health and Human Well-being	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results
World Resources Institute	Water Resources and Freshwater Ecosystems	NA	http://earthtrends.wri.org/gsearch.php?kw=honduras&action=results

PRRAC

Author	Title	Year
European Commission	Terms of Reference for the Evaluation of ECHO's Aid to the Victims of Hurricane Mitch	2000
European Commission	Communication from the EC to the Council and the Parliament on a Community Action Plan for the Reconstruction of Central America, COM(1999)201	1999
European Commission	Convenio de Financiación entre la Comunidad Europea y la Republica de Honduras -PRRAC	2000
Quest-Consult	Post-Mitch ECHO evaluation, Global Plans 1998, 1999 and 2000: Rehabilitation Sector	2001
Transtec-Sher	Global Evaluation of the Regional Programme for Reconstruction in Central America (PRRAC)	2009
European Commission	Programme Régional de Reconstruction pour l'Amérique Centrale (PRRAC), Rapport 2008	2009

APERP

Author	Title	Year
EC	Financial Agreement	2009
EC	Addendum No1 firmado	2010
EC Internal documents	<u>DelHon 2008 memorandum to headquarter presenting the annual Action Programme</u>	2008

FORCUENCAS

Author	Title	Year
EC	Ficha de identificación de FORCUENCAS	2001
EC	Convenio de Financiación	2002
EC	Three Addenda	2004-2006
NIRAS	Evaluación de medio término del proyecto FORCUENCAS	2007

PROADES

Author	Title	Year
Agriconsortium (Juan Bermejo et al.)	Misión de formulación de un programa de apoyo a la descentralización en Honduras	2004
Berlioz & C° (Michel Prouzet et al.)	Identification Mission to a sectorial programme to support decentralization in Honduras	2004
EC	Financial Agreement and DTA	2004
EC Internal documents	Proades issues ppt - reuniones y notas –	2008
EC Internal Documents	<“PS-MR-030603.02” - PROADES	2009
EC Internal Documents	“PS-30603.01”	2007
EC Internal Documents	“Early Warning on Budget Support” by DELHon from May 14, 2009 -	2009
EC Internal Documents	letters from CE to the GoH.	2007
EC Internal Documents	NOTA DE DOSSIER “Cumplimiento de la condicionalidad " Progreso satisfactorio en la implementación del Programa de Mejora de la Gestión de las Finanzas Públicas" del programa de Apoyo al Plan de Nación. Noviembre 2010	2010

EC Internal Documents	DelHon BCS-30603.01 March 2009	2009
EC Internal Documents	DelHon PS-30603.01 diciembre 2007	2007
EC Internal Documents		
EC Internal Documents	Propuesta de Financiación – PROADES	2003
GoH	“Matriz de Indicadores de las Mejoras en el PFM”, PROADES 2	2008
GoH	Informe 2005 PRODDEL	2005
GoH and EC	Evaluación Global de PROADES	2010
ROM	MR on PROADES	2009

PRAEMHO

Author	Title	Year
Alberto Nagle Milena De Romero Giovanni Sanna Carlos Rivas	Informe Final de PRAEMHO	2008
Comisión Europea	Convenio de Financiación entre la Comunidad Europea y la Republica de Honduras ALA/2003/5747	2003
Consejo Nacional de Educación y Dirección de Educación Superior	Las Comisiones Curriculares del Consejo Nacional de Educación Superior y sus Aportes a la Educación Nacional	2009
IBF International Consulting	Evaluación Final del Programa de Apoyo a la Enseñanza Media en Honduras (PRAEMHO): Borrador Informe Final	2008
MWH-ODI-ECDPM	Evaluation de la stratégie de coopération de la Commission Européenne avec le Honduras, Vol. 1 : Rapport de Synthèse,	2004
Secretaría de Educación	Observaciones del PRAEMHO al Informe de Evaluación Final	2008

PROCORREDOR

Author	Title	Year
EC	Ficha de identificación	2003
EC	Convenio de Financiación	2006
GTZ - Zamorano	Informe anual	2009
GTZ - Zamorano	Informes semestrales de avance de la ATI	2009-2010

PASAH

Author	Title	Year
ATI PASAH	Informe Final ATI PASAH, diciembre 2010	2010
ATI PASAH GoH	LA EVOLUCIÓN DE LA COOPERACIÓN DE LA UNIÓN EUROPEA EN SEGURIDAD ALIMENTARIA EN HONDURAS	2010
EC	Financial Agreement and DTA	2007
EC Internal Documents	<u>Action Fiche, 2008;</u>	2008
EC Internal Documents	NOTA DE DOSSIER A/2 ESTADO DE CUMPLIMIENTO DE LAS CONDICIONES DEL SEGUNDO TRAMO FIJO 2007 (3.0 M€) DEL PROGRAMA DE APOYO A LA SEGURIDAD ALIMENTARIA EN HONDURAS (PASAH)	2007
EC Internal Documents	Source: Nota de dossier A/2 31.7.2007	2007
EC Internal Documents	“Early Warning on Budget Support” by DELHon from May 14, 2009 -	2009
EC Internal Documents	Action Plan 2009	2009
EC Internal Documents	Identification Fiche	2004
GoH	Source: Evaluación Global del PASAH, Informe Preliminar; SEDP – UE, Octubre 2010	2010
GoH	Estrategia Nacional de Seguridad Alimentaria y Nutricional	2010
GoH	Situación Actual de la seguridad alimentaria y Nutricional en Honduras a Diciembre 2009	2010

PASS

Author	Title	Year
European Commission	Convenio de Financiación entre la Comunidad Europea y la Republica de Honduras - PASS	2008
European Commission	Ficha de Acción para Honduras	2007
European Commission	Annual Action Plan	2007
Julia Schünemann	Initiative for Peacebuilding: ¿Una reforms sin apropiación? Dilemas en el apoyo a la reforma del sector seguridad y justicia en Honduras.	2010

EFA

Author	Title	Year
Comisión Europea	Convenio de Financiación entre la Comunidad Europea y la Republica de Honduras ALA/2006/018-366 – Apoyo a la educación primaria	2007
Nina Boschmann Rosario Santos Bertran Rosa Inés Ospina Alberto Barillas	Evaluación Externa Conjunta de Medio Termino de EFA	2009
Oficina de EFA	Informe de Seguimiento de la Educación para Todos en Honduras	2010
Secretaria de Educación	Manual Operativo de EFA	2001

PAAPIR

Author	Title	Year
European Commission	Commission Decision	2008
European Commission	Annual Action Plan	2008
European Commission	Action Fiche	2008
European Commission	Convenio de Financiación entre la Comunidad Europea y la Republica de Honduras - PAAPIR	2009
European Commission	Disposiciones Técnicas y Administrativas (DTAs)	2009

PRAP

Author	Title	Year
Sergio A. Membre-o Cedillo	Colección Cuadernos de Prospectiva 4 del PNUD: HONDURAS: Reforma del Estado, política pública y capacidad de gobierno para la integración en el siglo XXI	2003
European Commission	Disposiciones Técnicas y Administrativas (DTAs)	2004

Annexe 10: List of Persons Met

European Commission Headquarters

Surname, name	DG/Unit	Function
Almeida-Teixeira, Maria Esmeralda	AIDCO B1	Geographical Coordination and supervision for Latin America, Cooperation officer (Head of sector)
Andre, Virginie	ECHO (Nicaragua)	Responsible for Latin America
Karamalakova, Galina	AIDCO B1	Geographical Coordination and supervision for Latin America, Cooperation assistant (geo-coordinator for Honduras)
Querol-Carceller, Cristina	RELEX G2	International Relations Officer - Desk Honduras & Nicaragua
Salinas, Claudio	AIDCO E1	Quality Management Officer, Budget Support
Straicskai, Tibor	RELEX G2	International Relations Officer - Desk Honduras & El Salvador

EU Delegations

Surname, name	Delegation/Unit	Function
Bouanchaud, David	EU Delegation in Honduras	Task Manager
Fache, André	EU Delegation in Honduras	Task Manager (PROCORREDOR and FORCUENCAS)
Jardinet, Sylvanie	EU Delegation in Honduras	Task manager
Massie, Tom	EU Delegation in Honduras	Head of Section
Moreno López, Rafael	EU Delegation in Honduras	Assesor de cooperación
Silano, Laurent	EU Delegation in Honduras	Head of Cooperation
Valladares, Vanessa	EU Delegation in Honduras	Task Manager (Sociedad Civil)
Versteeg Peter	EU Delegation in Honduras	Charge d'affaires
Zaratiegui, Juan	EU Delegation in Honduras	Task Manager (PASS)
Hernandez, Melba	EU Delegation in Honduras,	Task Manager (PRAEMO, EFA)
Bardía Ricard	EU Delegation in Nicaragua	Head of Unit Finanzas y Contratos
Bulté Nicolas	EU Delegation in Nicaragua	Task Manager
Canda, Emilio	EU Delegation in Nicaragua	Head of Regional Unit

Cornejo Héctor	EU Delegation in Nicaragua	Task Manager Finanzas y Contratos
Estebanz, Angel	EU Delegation in Nicaragua	Task Manager
Habed, Luz Marina	EU Delegation in Nicaragua	Task Manager
Litvine, Marc	EU Delegation in Nicaragua	Head of cooperation
Navarro, Yalena	EU Delegation in Nicaragua	Task Manager
Orozco, Scarlett	EU Delegation in Nicaragua	Task Manager
Peñalba, Mauricio	EU Delegation in Nicaragua	Task Manager EC Nicaragua (PRRAC <i>Desarrollo local</i> and <i>Salud/Educación</i>)
Petinatto, Carlo	EU Delegation in Nicaragua	Head of Budget Support Unit
Tercero, Isabel	EU Delegation in Nicaragua	Task Manager
Veluce Olga	EU Delegation in Nicaragua	Task Manager

EU Member States

Surname, name	Organisation/Unit	Function
Aguilar, Reina	Spanish International Cooperation Agency,	Education and Health Coordinator
Caprio, Temby	GTZ	Basic Education Coordinator
Sköld, PÅr	Sweedich cooperation (ASDI)	

National authorities

Surname, name	Ministry/Institution/Unit	Function
Zapata, Juan Blas Wachowski, Peter	Agenda Forestal Hondureña FORCUENCAS / ICF / SEGPLAN	Director Ongoing International TA
Midence, Sandra	Ex presidenta del Banco Central de Honduras y otros altos cargos Ex Viceministra de Finanzas Ex representante de Honduras en Washington en el BID	
Galdamez, Jose Antonio	ICF (Instituto Nacional de Conservación y Desarrollo Forestal, Áreas Protegidas y Vida Silvestre)	Director de APs y biodiversidad
Gamero, René	ICF	Asesor nacional: apoyo preparatorio del MOSEF
Suazo, Jose Trinidad	ICF	ICF Director
Barahona, Nelson	Ministry of Education	Adviser
Bustillo, Emma	Ministry of Education	General Coordinator of Secondary School
Cardona, Cynthia	Ministry of Education	Plan EFA Coordinador Honduras
Chavez, Karen	Ministry of Education	EFA Disbursement Official
Del Cid, Elia	Ministry of Education	Education Vice Minister
Torres, Renys	Ministry of Education	Secondary Education Technical Assistant
Pineda, Ana	Ministry of Justice and Human Rights	Minister
Cáceres, César.	Ministry of Security	Director del PASS
Suazo, Héctor	National Police Officer	Liaison between the PASS

		and the National Police
Pineda, Dr. Mario Zeron, Juan Jose Espinosa, Ruben	Programa Nacional de Desarrollo Rural Sostenible - PRONADERS	Director del Programa Planning Director Technical Director
Cabañas Cadillo, Marcio	Public Ministry	Liaison between the PASS and the Public Ministry
Calidonio, Elena	Secretaría de la Presidencia, Unidad Administradora de Proyectos,	Directora
Oseguera, Margarita	Secretaría de la Presidencia, Unidad Técnica de Seguridad Alimentaria	Directora
Weizemblut, Jacobo Regalado	Secretaria del Estado para Agricultura	Ministro de la SAG
Raudales, Julio	Secretaría de Planificación y Cooperación externa (SEPLAN)	Vice Ministro
Cuellar, Rigoberto	SERNA (Secretaría de Recursos Naturales y Ambiente)	Secretario de Estado
Vásquez, Ing Alfonso	SERNA	Regional Coordinator of SERNA for Atlantida Dept
Caraccioli, Arnoldo	Secretaria de Gobernacion y Justicia (SGJ), Unidad Técnica de Descentralización (UTD)	Director UTD
Espinoza, Mayra	SGJ, UTD	Ex Directora de la Unidad Técnica de Descentralización (UTD) en 2008-2009
Gonzales, César	SGJ, UTD	ex-vice ministro de la SGJ consultor sobre apoyo presupuestario en la UTD
Zavala, Francisco	Supreme Court of Justice	Liaison between the PASS and the CSJ

Other implementing partners

Surname, name	Organisation/Unit	Function
Pagoada, Adolfo	Arizona Municipality and MAMUCA	Mayor of Arizona Municipality President of the MAMUCA "mancomunidad"
Lopez, Doris	Escuela Policarpio Bonilla, Valle de Angeles	Director
Alvarado, Ivo Rodriguez, Giovanni	Fundación para el Parque Nacional La Tigra – AMITRIGRA	AMITIGRA science director Coordinador FORCUENCAS' Forestry Consultative Committee (CCF)
Caceres, Donaldo Pineda, Maria	Fundacion Vida, supporting FORCUENCAS enviro-education work	Consultor en educación Directora Financiera
Villalobos, Jorge	INA	Técnico
Cruz, Melvin	MADERA VERDE – green development NGO	Member
Acosta, Ismalia	PASAH	International Technical Assistance
Rodriguez, Miguel Angel	PASAH	International Technical

		Assistance
Gamundi, Javier	PASS	International Technical Assistance
Monje, José	PASS	International Technical Assistance
Martinez, Evelyn	RASHON – Red de Agua y Saneamiento	Coordinator for Atlantida
Galindo, Porfirio	RASHON y CURLA	Committee member
Flores, Jorge	RASHON y CURLA	Committee member
Mejía, Virgilio	REHDES	Director of network that joins up almost all NGOs working in PA and biodiversity management.
Martínez, Rodolfo	REMBLAH	Director
All names could not be noted in the informal context	Timber Forestry Cooperatives operating around Texiguat BR	Members of Cooperatives
Oscar Reyes	Unidades Municipales Ambientales; Municipalities of Valle de Angeles and San Juan de Flores/Cantarranas	Coordinator UMA Cantarranas
Salgado, Gladys	Watershed management Committee for Rio Soledad	Coordinator

Other beneficiaries

Surname, name	Organisation/Unit/Location	Function/Status
Grupo de mujeres	Municipio de Buenaventura	Apicultoras
Grupos de mujeres	Municipio de La Venta	Apicultores, panaderas, envasado de ciruelas
Sierra Castro, José Adán	Municipio de La Venta	Alcalde
All names could not be noted in the informal context	Timber Forestry Cooperatives operating around Texiguat BR	Members of Cooperatives

International organisations and other donors

Surname, name	Organisation/Unit	Function
Barahona, Athos	ACDI, Canada	Education and Governance Technical Adviser
Navarro, Edgardo	FAO	Ex director del proyecto FAO Semilla
Jarquín, María José	IDB	Especialista en Modernización del Estado División de Capacidad Institucional del Estado (ICF/ICS)
Gutschow, Kathrin	KFW Honduras y Guatemala	Adviser on Education
Rafael Espinoza	UNDP	Coordinador Proyecto BCPR (Planes Integrales de Seguridad y Política Nacional de Seguridad)
Tábora, Rocío	UNDP	Coordinadora Unidad Gobernabilidad

Schlotthauer, Julius	USAID	Economist and G16 coordinator
Thompson, David	USAID	Director oficina de Desarrollo Municipal e Iniciativas democráticas
Bergen, Geoffrey	World Bank	Representante
Mossi, Dante	World Bank	Economist

Civil Society

Surname, name	Organisation/Unit	Function
Dupuis, John	Cámara de Comercio de la Cuidad de La Ceiba – Sub-Comité de EcoTurismo	Sub Committee Coordinator
Almendares, Willman	CARE	
Mejía, Merlin	CARE	
Vasquez, Adelina	CDH (Centro de Desarrollo Humano)	
Pizzati, Vivian	Democracia sin Fronteras	
Vargas, Edoardo	FOPRIDEH	
Velásquez, Limbor	Fundación San Alonso Rodriguez	
Humberto León, Carlos	Hermandad de Honduras	
Amaya, José	ICADE	
Valle, Marco	ICADE	
Siikanen, Leena	OIKOS	
Merrison, Ralph	OXFAM	
Gaulier, Claire	PACOT Apoyo urbano	
Oveel Ochoa, Dani	PACOT Apoyo urbano	
Planella, Mariano	Save the Children	
O'Neill, Sally	TROCAIRE	
Redman, George	TROCAIRE	