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INDEPENDENT COUNTRY PROGRAMME EVALUATION HONDURAS



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FOREWORD

It is my pleasure to present the second Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Honduras. The evaluation, which covers the 2017–2020 period, was conducted by the Independent Evaluation Office of UNDP in 2020, in close collaboration with the UNDP Honduras country office and Regional Bureau for Latin America and the Caribbean.

The partnership between the Government of Honduras and UNDP began in 1971. Over the last five years, the UNDP strategy has been structured around three pillars: (i) democratic governance and human rights; (ii) citizen security, access to protection mechanisms and citizen participation; and (iii) sustainable production and consumption, climate change, income and decent work.

The evaluation found that UNDP is valued as a trusted partner that is well positioned to address human development challenges. UNDP neutrality and transparency allowed the country office to be strongly positioned and involved in strategic and politically sensitive areas of development in Honduras such as the electoral process, transparency and human security. For instance, UNDP technical support to the 2018 interparty dialogue has helped to prevent the further escalation of violence in the country.

UNDP has also been adapting its work to remain relevant to the country's evolving development context, in particular during the COVID-19 pandemic, where UNDP has positioned itself as a key interlocutor to support the Government of Honduras with timely evidence, health procurement, awareness campaigns in remote areas as well as innovative solutions.

UNDP has successfully promoted an integrated approach to citizen security at national level and supported electoral processes. However, areas such as citizen participation, gender equality and women's empowerment and the development of sustainable national capacities, particularly disaster preparedness and post-disaster recovery, deserve further attention and have yet to be fully addressed.

I would like to thank the Government of Honduras and national stakeholders for their contributions to the evaluation. I am confident that the findings and recommendations of this independent evaluation report will be of use to UNDP, the Government and other national stakeholders in prompting discussions on how UNDP may further enhance its contribution to sustainable human development in Honduras.



Oscar A. Garcia
Director, Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

AMHON	Association of Municipalities
ATE	Electoral Technical Assistance project
CENISS	National Centre for Social Sector Information
COHEP	Honduran Private Enterprise Council
CONADEH	Honduras Commissioner for Human Rights
COSUDE	Swiss Agency for Development Cooperation
COVID-19	Coronavirus Disease 2019
CPD	Country programme document
CSO	Civil society organization
DIM	Direct Implementation Modality
EU	European Union
FEGASUR	Southern Cattle Federation
GDP	Gross domestic product
GEF	Global Environment Facility
GEWE	Gender equality and women's empowerment
GRES	Gender Results Effectiveness Scale
IADB	Inter-American Development Bank
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office
IOM	International Organization for Migration
IUDPAS	University Institute for Democracy, Peace and Security
M&E	Monitoring and Evaluation
MAPS	Mainstreaming, acceleration and policy support methodology
MiAmbiente	Ministry of the Environment and Natural Resources
MoU	Memorandum of Understanding
MSME	Micro, small and medium enterprise
MUPIL	Lenca People's Unity Committee
NIM	National Implementation Modality
OHCHR	United Nations Human Rights Office
OMCSC	Municipal Observatory for Coexistence and Citizen Security

PBF	Peacebuilding Fund
RNP	National Register of Persons
ROAR	Results-Oriented Annual Report
SDGs	Sustainable Development Goals
SEDIS	Secretary for Development and Social Inclusion
SSTC	South-South and triangular cooperation
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDPA	United Nations Department of Political Affairs
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UPR	Universal Periodic Review
UNSSCO	United Nations South-South cooperation office
UTECI	Technical Unit for Inter-institutional Coordination

Evaluation Brief: Honduras

Honduras is a lower-middle-income country within the medium human development category. It is considered a country with multiple strengths and the potential for economic growth and higher shared prosperity due to its strategic location, growing industrial base and young and growing population. However, the country has one of the highest levels of poverty, inequality and social exclusion in the region. In 2020, the COVID-19 pandemic weakened vital sectors of the country's economy, including manufacturing, commerce, construction, hospitality and transportation and storage, reducing tax collection.

The lack of citizen security has been identified as a major obstacle to human development and a challenge for eradicating poverty, the expansion of citizenship, the exercise of rights, and democratic governance. The state of democracy in the country has been assessed and characterized as fragile and weak. Gender disparities and violence against women persist, and the participation of women in political and public life remains limited. Due to its geographical location, Honduras is vulnerable to cyclical climate phenomena, including cyclones, tropical storms and hurricanes, as well as prolonged periods of drought associated with the climate distortion known as "El Niño". Honduras faces significant challenges regarding environmental deterioration, loss of biodiversity and the reduction of ecosystem benefits. One of the most visible effects has been progressive deforestation. The adverse social effects of the expansion of extractive activities are another source of concern, due to the frequency of conflicts between settlers and local communities over the use of natural resources and ecosystem benefits.

The work of UNDP in Honduras for the period 2017-21 has been guided by the United Nations Development Assistance Framework (UNDAF), which is aligned with the priorities identified by the Government in key national planning documents, namely "Visión País" (2010-38), "Plan de Nación" (2010-22), the Government Strategic Plan (2014- 2018) and sectoral cabinet plans. The UNDP country programme document for Honduras was designed to contribute to three of the five outcomes of the 2017-21 UNDAF: Outcome 1, supporting institutional reforms for effective and transparent participation in democratic spaces, including for vulnerable populations; Outcome 2, improving living conditions, citizen security and access to protection mechanisms, with broad citizen participation; and Outcome 3, increased production and productivity, access to decent work, income and responsible consumption for populations living in poverty and vulnerable to food insecurity in prioritized regions and municipalities, taking into account climate change and ecosystem conservation and sustainable management.

Findings and conclusions

UNDP has been a trusted and valued partner of the Government, and perceived as a neutral and credible provider of technical assistance by both national and international stakeholders. UNDP neutrality and transparency allowed the country office to engage in areas of high political sensitivity and strategic importance, including electoral processes and dialogue, and security data.

In the area of Democratic Governance and Human Rights, UNDP brought credibility and transparency to procurement processes for Honduran institutions. While UNDP support to the Government is appreciated, its positioning at subnational and local levels has deteriorated due to the lack of an enduring presence in the field and a clearer strategy for work with local partners. In face of the Coronavirus Disease 2019 (COVID-19) crisis, UNDP promptly responded and positioned itself as a key interlocutor to assist the Government in its recovery efforts through a socioeconomic impact assessment, which provided a timely evidence base

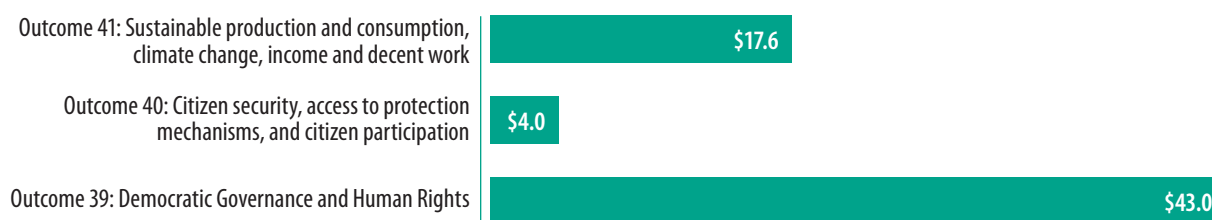
for the design of economic and social measures, an innovative cash transfer solution, support for efficient and transparent procurement, as well as redirecting resources for the acquisition of protective equipment and an awareness campaign.

In the area of Citizen Security, Access to Protection Mechanisms and Citizen Participation, UNDP has been fundamental in enhancing national capacity for the collection, analysis and understanding of violence and insecurity in the country. Greater transparency and confidence in data reliability was achieved through the generation of interinstitutional validation mechanisms, integrated information systems, multidimensional analysis and territorial prioritization indices. Nonetheless, these efforts have not yet been linked to the monitoring and evaluation (M&E) of policies, plans or programmatic instruments in security and prevention. Furthermore, during this programme cycle, UNDP has limited its deployment and presence in the most violent municipalities where it was operational, due to the lack of local funds and projects. Instead, UNDP has refocused its work on strengthening central institutions that coordinate and provide technical assistance to the local level.

In the area of Sustainable Production and Consumption, Climate Change, Income and Decent Work, UNDP has helped to improve sustainable management practices and resilience in various economic and vulnerable groups, including women and youth in rural municipalities. Beyond the demonstrative and educational effect of prioritizing value chains, the adoption of sustainable production practices and management of natural resources has had a limited impact on improving the development conditions of participating producers. During this programme cycle, UNDP has also supported Honduras in designing and strengthening its legal framework to help the country move towards a more sustainable production model. UNDP has also assisted institutions involved in the environmental sector in the formulation and implementation of public policy instruments aimed at changing production practices, the restoration and conservation of biodiversity, and climate change adaptation.

UNDP mobilized a greater amount of resources than expected over the period 2017-20, and created an ambitious pipeline as a result of its positioning in key sectors of interest. This significant inflow of resources was accompanied by a noteworthy decrease in the country office execution rate due to contextual factors, its dependence on few external donors, and inadequate operational capacity and human resources to accommodate the ambitious pipeline.

Programme expenditure by outcome, 2017-2020 (million US\$)



Recommendations

Recommendation 1. Building on the lessons learned from its current portfolio, UNDP should increase its focus on medium- to long-term capacity development, including more local actors, to ensure the sustainability of results achieved.

Recommendation 2. UNDP should develop a cohesive and integrated plan for more engagement with non-state actors, to fully benefit from these partnerships across its portfolio. The COVID-19 outbreak has exposed the country's economic vulnerability, and civil society and the private sector could support UNDP efforts for social and economic recovery.

Recommendation 3. UNDP should leverage its positioning and trust across sectors, to work on important strategic governance issues such as e-governance and e-services. UNDP work on digitalization during COVID-19 provides an opportunity to further explore the potential for e-governance and anti-corruption.

Recommendation 4. UNDP should develop a gender strategy that holistically integrates a more responsive and transformative gender mainstreaming programme approach.

Recommendation 5. UNDP should strengthen its monitoring and evaluation systems to adequately guide and capture UNDP contributions to transformative change, and generate timely information to support decision-making, knowledge management and the advocacy of senior management.

CHAPTER 1

BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It lays out the development context of Honduras before introducing the UNDP country programme.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of UNDP strategy in facilitating and leveraging national efforts for achieving development results. ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹

This is the second country level evaluation of UNDP work in Honduras.² The evaluation covers the period from 2017 to mid-2020 of the current country programme cycle (2017-2021). The scope of the ICPE includes the entirety of UNDP activities in the country, and covers interventions funded by all sources, including core UNDP resources. It also includes any projects and activities from the previous programme cycle that either continued or concluded in the current one, in accordance with the evaluation Terms of Reference (Annex 1, available online).

BOX 1. Evaluation questions

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP performance and the sustainability of results?

The ICPE is guided by three main evaluation questions (Box 1). It presents findings, conclusions and recommendations which will serve as an input to the formulation of the new UNDP Honduras Country Programme Document (CPD) for 2022-2026.

The primary audiences for the evaluation are the UNDP Honduras country office, Regional Bureau for Latin America and the Caribbean and Executive Board, and the Government of Honduras.

1.2 Evaluation methodology

The evaluation assessed the effectiveness of the UNDP programme by analysing progress made towards the achievement of the expected outputs, and the extent to which these outputs contributed to the intended outcomes as defined in the CPD and/or reconstructed theories of change by thematic area. To better understand UNDP performance and the sustainability of results, the ICPE then examined the specific factors that have influenced the programme, positively or negatively. UNDP capacity to adapt to the changing context and respond to national development needs and priorities was also examined.

The ICPE was conducted according to the approved IEO process. Following the development of the terms of reference, the IEO mapped all projects and activities against the country office intended results and, through a stakeholder analysis, identified relevant actors to be consulted by the team. With the outbreak of the Coronavirus Disease 2019 (COVID-19) pandemic in March 2020, in consultation with the country office, the ICPE team decided to conduct the evaluation remotely, adapting its methodology to the changed circumstances while still guaranteeing respect for evaluation norms and professional standards.

¹ See <http://web.undp.org/evaluation/policy.shtml>

² Assessment of Development Results (ADR) in 2006.

The evaluation relied on information collected from different sources, and triangulated to the extent possible. Data from available documents (strategies, project documents, monitoring reports, evaluations)³ were complemented by information available online,⁴ and more than 140 interviews with UNDP staff and stakeholders.⁵ This allowed the team to develop further insights on the effectiveness of programme interventions, determine factors affecting its performance, and identify strengths and areas for improvement of the UNDP programme.

Attention was given to integrating a gender-responsive evaluation approach to data collection and analysis. Gender marker data were used for the analysis of gender programme expenditure and to assess the level of commitment to gender equality and women's empowerment (GEWE).⁶ Sex-disaggregated data were assessed against programme outputs, where available. The IEO Gender Results Effectiveness Scale (GRES) was used to assess the quality and level of gender-related results achieved by the programme under the different outcomes.⁷

The draft ICPE report went through an internal and external quality assurance processes before being submitted to the country office and Regional Bureau for review and identification of any factual errors, and finally shared with the Government and other national partners. This process was concluded with a videoconference with the main stakeholders of the programme, which offered an additional opportunity to discuss the results and recommendations in the report.

Evaluation limitations

With the outbreak of the COVID-19 pandemic, the ICPE team had to conduct the evaluation remotely, adapting its methodology to rely more on desk review of available material and online and telephone consultations complemented by written exchanges with stakeholders via email. The evaluation experienced several connectivity issues, especially during hurricanes Eta and Iota in Honduras. To mitigate these challenges, the evaluation team broadened the scope and depth of its secondary data review by including external reviews, assessments and evaluations and country progress reports, including the extensive use of decentralized evaluations, to cross-reference the data and validate findings. The evaluation team also prolonged the consultation period to accommodate these mitigation measures.

The insufficient quality of the programme result framework affected the ability of the evaluation to fully assess the achievement of programme objectives beyond output level. Monitoring reports were not always available and the quality of some documents was not always sufficient, but the ICPE was able to access a number of studies and terminal evaluations commissioned by the country office, particularly for projects funded by the Global Environment Facility (GEF). The team also used the desk review and cases study analysis undertaken for the IEO Middle-Income Countries evaluation in Honduras, and organized discussions with that evaluation team to validate some of the emerging findings and conclusions. Finally, the

³ The main documents consulted by the evaluation team are listed in Annex 4 available on-line.

⁴ IEO has conducted an analysis of a sample of social media produced by UNDP Honduras to assess the breadth of its online communication and use the content as a proxy for the projection of its strategic positioning.

⁵ A full list of interviewees is available in Annex 5 online.

⁶ A corporate monitoring tool used to assign a rating score to project outputs during their design phase and track planned expenditure towards outputs that contribute to achieving GEWE. The scores are GEN 0 (No noticeable contributions to gender equality), GEN 1 (Some contributions to gender equality), GEN 2 (Significant contributions to gender equality), and GEN 3 (Gender equality is the principal objective). The gender marker does not reflect actual expenditure assigned to advancing GEWE. As the gender marker is assigned by project output and not project ID, a project might have several outputs with different gender markers.

⁷ GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive and gender transformative.

evaluation team recruited two experienced consultants familiar with the development challenges and context of Honduras. Despite the challenges and delays, the evaluation was able to guarantee respect for evaluation norms and professional standards.

1.3 Country context

Honduras has a population of 9,385,764,⁸ and is categorized as a low-middle-income country, with a gross domestic product (GDP) of US\$ 25.1 billion and a growth rate of 2.7 percent in 2019.⁹ Honduras is in the medium human development country category, ranking 132 out of 189 countries in 2019.¹⁰

In 2019, the services sector was the largest component of GDP (60 percent), followed by the industrial sector (28 percent), and the primary sector (12 percent).¹¹ In terms of activities, manufacturing and agriculture made up 17.6 percent and 11.5 percent of GDP respectively.¹² In 2020, the COVID-19 pandemic weakened vital sectors of the country's economy, including manufacturing, commerce, construction, hospitality and transportation and storage, reducing tax collection.¹³

Despite multiple strengths, and the potential for economic growth due to its strategic location, growing industrial base and young and growing population,¹⁴ Honduras has one of the highest levels of poverty, inequality and social exclusion in the region. In 2019, approximately 18.7 percent of the population were living in poverty, with 54.8 percent in extreme poverty.¹⁵ Income inequality in Honduras is one of the highest in the region, and its Gini Index stood at 52.1 in 2018.¹⁶

The COVID-19 pandemic has severely impacted Honduras, especially in relation to employment. In 2020, approximately 5.2 percent of the labour force was unemployed and employment stagnated as a result of the lockdown and layoffs.¹⁷ The health sector has also been vulnerable due to the limited capacity of the national health system. As of 24 January 2021, a total of 140,238 confirmed cases and 3,441 deaths had been reported in the country.¹⁸ While the Government of Honduras took early measures to stop the spread of COVID-19,¹⁹ the country is expected to experience increases to 20.5 percent poverty and 57.8 percent extreme poverty, and of 1.4 percent in the Gini Index, by the end of 2020.²⁰

The lack of citizen security is a major development obstacle to the country's development, poverty eradication and the exercise of rights and democratic governance.²¹ The economic cost of violence has been estimated as \$6,506.4 million in 2019, or 13 percent of GDP, ranking 23 out of 163 countries according to the Global Peace Index 2020. The national homicide rate was 44.7 (per 100,000 inhabitants) in 2019.²²

⁸ Population in Honduras as of January 2021. <https://www.ine.gob.hn/V3/>

⁹ World Bank data: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=HN>

¹⁰ Human Development Report 2019: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/HND.pdf

¹¹ Honduras in digits (2017-2019), Central Bank of Honduras.

¹² CEPALSTAT, Databases and Statistical Publications, Economic Commission for Latin America and the Caribbean (ECLAC), Honduras National Economic Profile, 2019.

¹³ Behaviour of the Honduran Economy as of the III Quarter of 2020, Central Bank of Honduras, Economic Studies Department, Economic Information Management Department.

¹⁴ World Bank. Honduras country context. <https://www.worldbank.org/en/country/honduras/overview>

¹⁵ Survey of Multi-Purpose households, National Institute of Statistics Honduras, June 2019: https://www.ine.gob.hn/publicaciones/Hogares/EPHPM_2019

¹⁶ World Bank Gini index: <https://data.worldbank.org/indicator/SI.POV.GINI?locations=HN>

¹⁷ World Bank, total unemployment (ILO estimate). <https://datos.bancomundial.org/indicador/SL.UEM.TOTL.ZS?locations=HN>

¹⁸ World Health Organization Emergency Dashboard, COVID-19 as of January 2021. <https://covid19.who.int/region/amro/country/hn>

¹⁹ <http://covid19honduras.org/?q=congelamiento-de-precios-absoluto>

²⁰ The social challenge in times of COVID-19, United Nations, Economic Commission for Latin America and the Caribbean, May 2020..

²¹ UNDP Regional Report on Human Development "Citizen Security with a human face: assessment and proposals for Latin America".

²² Special bulletin on homicides in Honduras 2019; University Institute in democracy, peace and security; Republic of Honduras Public Ministry; National Police; RNP; National Autonomous University of Honduras.

This lack of economic opportunity hinders prospects for young people, and acts as a compounding factor for poverty and citizen insecurity. In 2019, more than a quarter of the population between 15 and 24 years of age were not in school or employment.²³ Around one-third of total employment is in agriculture, and 73 percent of the rural population is living below the poverty line of \$5.50 per day.²⁴

In 2020, approximately 34,000 Hondurans emigrated due to unemployment, poverty and violence, with the main destinations being the United States, Spain and Mexico.²⁵ In addition, the country experienced intraregional immigration and mobility flows with bordering countries such as Guatemala, Nicaragua and El Salvador. “Migrant caravans” have been an important phenomenon in Honduras, undertaking the migratory route to the United States since October 2018. These migrant caravans have influenced reforms of migration policies, including requests for asylum and refugee status in the United States and Mexico.²⁶ However, in 2020, 34,286 Hondurans were returned to the country, mainly from the United States, Mexico, and Guatemala.²⁷

Gender disparities persist in the country. Honduras has a Gender Inequality Index of 0.479, ranking it 116 out of 162 countries in 2018.²⁸ According to the National Institute of Statistics, the female labour participation rate was 41.4 percent in 2019.²⁹ In addition, Honduras has the second highest rate of femicide in the region (5.1 per 100,000 women).³⁰ The participation of women in political and public life remains limited. The approval of the ‘Regulation for the Application of the Principle of Parity in Electoral Processes’ has not generated greater political participation by women or effective alternation in popularly elected positions.³¹ Honduras ranks 42 out of 153 countries on gender political empowerment,³² with 21.1 percent of seats in the National Assembly held by women in 2020, which is below the regional average of 32.9 percent.³³

The state of democracy in the country is fragile and weak according to the Global State of Democracy Index.³⁴ Honduras fell to 146 out of 180 countries in the 2019 Transparency International Corruption Perception Index, from 112 in 2015.³⁵ The 2017 elections, with candidates from across the whole political spectrum, took place in a context of polarization, and were characterised by allegations of electoral fraud, violent post-electoral protests, complaints of human rights violations and rejection of the results.³⁶ The Organization of American States highlighted irregularities, errors and systematic problems before, during and after the elections.³⁷ In 2018, with support from the United Nations, the Government facilitated a dialogue with the aim of resolving the political crisis and addressing constitutional reforms of the State.³⁸

²³ II VNR of the 2030 Agenda: from recovery to Sustainable Development, Government of the Republic of Honduras, National Commission of the 2030 Agenda for the Sustainable Development Goals, July 2020.

²⁴ World Bank Data. Poverty & equity brief: Honduras. October 2019. <http://povertydata.worldbank.org/poverty/country/HND>

²⁵ UN DESA data. <https://migrationdataportal.org/es?i=netnumbermig&t=2020&cm49=340>

²⁶ Migratory Profile of Honduras 2019, IOM. <https://publications.iom.int/system/files/pdf/mp-honduras-2019-es.pdf>

²⁷ National Centre of information of the social sector, Government of Honduras. <https://www.ceniss.gob.hn/migrantes/migrantesestadisticas.aspx>

²⁸ Gender Inequality Index, UNDP Human Development Report 2019: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/HND.pdf

²⁹ Trefoil Characteristics of Women, National Institute of Statistics Honduras, 2019. <https://www.ine.gob.hn/V3/imag-doc/2020/01/Trifolio-Characterísticas-de-la-Mujer-1.pdf>

³⁰ El Salvador, followed by Honduras, is the country in Latin America with the highest rate of feminicides. Data source: Observatory of gender equality in Latin America and the Caribbean (ECLAC, 2018).

³¹ International Covenant on Civil and Political Rights, United Nations Human Rights Committee, CCPR/C/HND/CO/2, August 22, 2017 (p.3, item 12).

³² World Economic Forum. Global Gender Gap Report 2020. http://www3.weforum.org/docs/WEF_GGGR_2020.pdf

³³ The World Bank Data, proportion of seats held by women, national parliaments. <https://data.worldbank.org/indicator/SG.GEN.PARL.ZS?locations=HN>

³⁴ By International IDEA, “Global State of Democracy Indices” <https://www.idea.int/>

³⁵ Transparency International: <https://www.transparency.org/cpi2019?/news/feature/cpi-2019>

³⁶ Honduras Final Report, General elections 2017, Electoral Observation Mission of the EU. <https://reliefweb.int/report/honduras/informe-final-elecciones-generales-2017-misi-n-de-observaci-n-electoral-de-la-uni-n>

³⁷ Second Preliminary Report of the Electoral Observation Mission in Honduras OAS, 2017, pages: 11-13.

³⁸ Informe Diálogo Político en Honduras (December 2018).

Due to its geographic location, Honduras is vulnerable to cyclical climate phenomena, including cyclones, tropical storms and hurricanes, as well as prolonged periods of drought associated with the climate distortion known as “El Niño”. In November 2020, hurricanes Eta and Iota brought widespread flooding and major destruction to the country. At least 745 communities across 155 of the 298 municipalities reported varying degrees of damage, including loss of life, food and nutrition insecurity.³⁹

Honduras faces significant challenges regarding environmental deterioration, loss of biodiversity and reduction of ecosystem benefits. One of the most visible effects has been progressive deforestation, at 40 percent of the total land area today compared to 65 percent in 1995.⁴⁰ The adverse social effects of the expansion of extractive activities are another source of concern, due to the frequency of conflicts between settlers and local communities over the use of natural resources and ecosystem benefits. This situation is more sensitive in indigenous and Afro-descendant territories due to the spiritual value of natural resources, in addition to their economic and environmental functions. Currently renewable energy consumption stands at 51.5 percent of total final energy consumption.⁴¹

1.4 UNDP programme under review

The UNDP partnership with Honduras began in 1971. During the current evaluation period, the UNDP strategy in Honduras has been guided by the 2017-2021 CPD, which is aligned to the Honduras United Nations Development Assistance Framework (UNDAF) 2017-2021. The CPD is also aligned with the priorities identified by the Government in key national planning documents, namely, “Visión País” (2010-2038), “Plan de Nación” (2010-2022), the Government Strategic Plan (2014-2018) and sectoral cabinet plans.

The main focus of the current CPD is to reduce vulnerabilities and inequalities, so that no one is left behind. The foundation of the 2017-2021 CPD, in particular, has been the Sustainable Development Goals (SDGs) with a focus on goals 1, 5, 10, 12, 13, 16 and 17. The CPD focused on three outcome areas:

Outcome 39. Vulnerable Hondurans in target communities have improved the exercise of their rights, with more effective, inclusive and transparent institutions, through broad and effective citizen participation.

Outcome 40. The Honduran population, particularly those in vulnerable situations in municipalities experiencing high levels of violence and crime, improve their conditions of living, citizen security and access to protection mechanisms, with broad citizen participation.

Outcome 41. Populations in conditions of poverty and vulnerability to food insecurity in prioritized regions increase production and productivity, gain access to decent work, increase income and responsible consumption, while taking into account climate change, conservation and sustainable management of ecosystems.

³⁹ <https://reliefweb.int/report/honduras/honduras-flash-appeal-tropical-storm-eta-november-2020>

⁴⁰ Human Development Report 2019 (% of total land area). <http://www.hdr.undp.org/en/indicators/100806>

⁴¹ Renewable sources include hydroelectric, geothermal, solar, tides, wind, biomass and biofuels. Source: Human Development Report, 2019.

In the area of Democratic Governance and Human Rights (Outcome 39), UNDP planned to promote inclusive electoral processes for the implementation of regulatory and institutional reform. Through the implementation of Universal Periodic Review (UPR) recommendations, UNDP committed to contribute to the political participation and the fulfilment of the human rights of indigenous and Afro-Honduran communities, especially women. As part of this outcome, UNDP also focused on ensuring the transparent governance and management of quality basic services in order to address corruption and impunity.

Under the Citizen Security, Access to Protection Mechanisms and Citizen Participation portfolio (Outcome 40), UNDP, with other key international and local partners, intended to strengthen institutional capacities and advance public policies and security plans to prevent violence, generate spaces for dialogue and conflict resolution, and create job opportunities for the youth. In addition, this outcome committed to improve municipal capacities through the establishment of Observatories of Violence to generate reliable data for the design, implementation and evaluation of evidence-based public policy and programmes that would address the needs of vulnerable groups, including women.

In the Sustainable Production and Consumption, Climate Change, Income and Decent Work area (Outcome 41), UNDP planned to improve the living conditions of the most vulnerable populations, including women and youth in rural municipalities, through the implementation of sustainable value chains and good practice to increase agricultural production and productivity and expand business creation while stimulating the economy. UNDP also intended to develop national and local capacities for risk reduction, disaster preparedness and post-disaster recovery planning as well as climate change adaptation and biodiversity conservation. Honduran commitments to the Paris Agreement continue to be supported by UNDP in this programme cycle.

For the five-year programming cycle, UNDP envisaged \$91.97 million in planned resources for programme implementation.⁴² During the evaluation period, UNDP implemented 46 projects: 16 for democratic governance and human rights (Outcome 39); eight for citizen security, access to protection mechanisms and citizen participation (Outcome 40); and 22 for sustainable production and consumption, climate change, income and decent work (Outcome 41). The total budget amounted to \$209.3 million, surpassing the estimated planned resources (detailed are provided in finding 21).⁴³

⁴² CPD 2017-2021 - Annex: Results and resources framework from Honduras, pages 9-13.

⁴³ Planned budget (2017-2021) = \$91,970,620; Actual budget (2017-2020) = \$209,251,053. Percentage mobilized resources = 228%.

CHAPTER 2

FINDINGS



This section of the report assesses UNDP contributions to the CPD outputs, cross-cutting issues and key factors affecting results against the programme theory of change, as well as UNDP contributions to expected development outcomes.

2.1 Democratic governance and human rights

CPD Outcome 39: Vulnerable Hondurans in target communities have improved the exercise of their rights, with more effective, inclusive and transparent institutions, through broad and effective citizen participation.

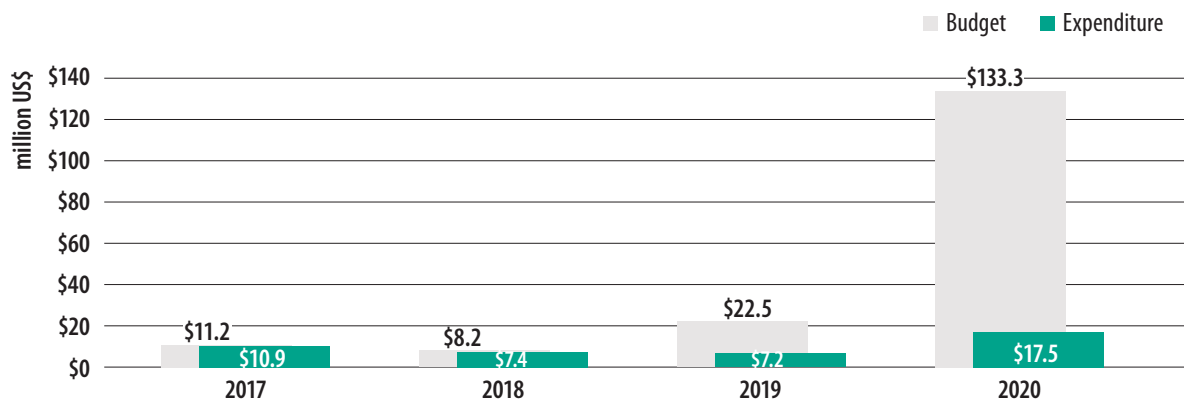
OUTPUT 1. Institutions of the political-electoral system supported to implement regulatory and institutional reforms to strengthen participation, representation and exercise of human rights.

OUTPUT 2. Implementation of the Universal Periodic Review recommendations supported.

OUTPUT 3. Institutions supported for more transparent and efficient management of basic service delivery.

16 projects were implemented under this outcome during this programme cycle, with a budget of \$175.3 million, and expenditure of \$43 million at the time of this evaluation. This is the largest area of expenditure (\$43 million, corresponding to 67 percent of total programme expenditure), with a 25 percent execution rate.⁴⁴ Ten projects (10.5 percent of expenditure) were implemented by UNDP under direct implementation modality (DIM), while six projects (89.5 percent expenditure) were under the national implementation modality (NIM). This portfolio has primarily been funded by the State communications company Hondutel (49 percent of expenditure) and the Government of Honduras (38 percent), and the rest was covered by the Peacebuilding Fund (PBF), USAID, and UNDP (4 percent each).

FIGURE 1. Evolution of budget and expenditure in the area of democratic governance and human rights



Source: Data from Power BI as of 21 August 2020

⁴⁴ The financial resources correspond to the period: 2017 to August 2020.

Finding 1. The 2018 interparty dialogue facilitated by the United Nations, with technical support from UNDP, was found to have helped to prevent a further escalation of violence and contributed to more peaceful management of the political crisis. While the dialogue ended without a formal agreement, some electoral institution reforms can be attributed to this exercise. The interparty dialogue made a limited contribution to broad, effective and transparent citizen participation in democratic spaces.

Following the political crisis of 2017 and an increase in citizen protest, conflict and violence, representatives of the main political parties in Honduras requested the Secretary-General of the United Nations to facilitate a national dialogue to agree on necessary political and institutional reform for the country and avoid further confrontation and instability. In response, the Resident Coordinator's Office and UNDP facilitated an interparty dialogue, which according to different stakeholders helped to prevent further escalation of violence. Representatives of United Nations agencies, funds and programmes and the Embassy of Spain participated in the process, with the assistance of the United Nations Department of Political Affairs (UNDPA). The dialogue, facilitated by UNDP, culminated in a document consisting of 169 actions for electoral system reform.

Despite the UNDP facilitation role in this process, the dialogue ended without agreement between the parties, as there was significant disagreement on three points: amnesty for political prisoners; approval of a second electoral round; and the holding of a referendum on presidential re-election.⁴⁵ Some of the actions identified in the final document have led to ongoing work processes aimed at increasing popular confidence in the electoral system, such as the issuance of a new identification card and the separation of administrative and judicial functions on electoral matters. Another range of actions on which there was apparent agreement covered the restructuring of polling stations so that they are operated by citizens, and the regulation of political financing.

While there were factors beyond UNDP control, such as the lack of involvement of a key political force and decision-makers, there were a number of other influential factors that UNDP could have taken into account. The process had a political negotiation framework aimed at reaching sectoral agreements, rather than multisectoral and broad-based dialogue (as recommended by the UNDPA exploratory mission).⁴⁶ Local consultations, which aimed to gather inputs from rural areas to inform the dialogue,⁴⁷ were not held,⁴⁸ either before or during the exercise.⁴⁹ The intervention was not strongly supported by a large part of civil society and lacked a broad medium- to long-term strategy to build capacities and conditions for dialogue among different sectors.

The dialogue was an isolated, time-bound exercise, organized in response to a specific request relating to the electoral crisis, and limited in structure. The dialogue could have taken a more permanent and overarching intervention strategy⁵⁰ to facilitate broad-based dialogue in the country.⁵¹ The contribution

⁴⁵ Political Dialogue in Honduras report (December 2018). <https://www.lavanguardia.com/politica/20181212/453519796852/dialogo-nacional-en-honduras-concluye-sin-un-acuerdo-que-ponga-fin-a-crisis.html>. <https://www.europapress.es/internacional/noticia-finaliza-dialogo-nacional-liderado-onu-honduras-acuerdo-poner-fin-crisis-20181213041334.html>

⁴⁶ Report of the Exploratory Mission of DPA in Honduras, page 2.

⁴⁷ Ibid.

⁴⁸ The focus of the office resources on the inter-party dialogue affected the rhythm of other ongoing interventions, which were part of the dialogue itself. In fact, actions to strengthen institutions in conflict management, the aforementioned sectoral and territorial consultations and spaces for social dialogue, such as the Human Rights Discussion Board, were frozen due to such prioritization. No significant results are evident at the moment.

⁴⁹ Documentation of the UNDP-Caritas project "Forming ethical leadership for Democratic construction in Honduras", initiated in November 2019.

⁵⁰ UNDP did continue its support on enhancing the capacities of State and non-state actors on conflict prevention and mitigation, and adoption of institutional mechanisms for conflict prevention, as presented in the next findings.

⁵¹ Particularly on the four major topics identified for the dialogue, namely, electoral crisis, human rights, constitutional and political reforms, and electoral reforms.

of the interparty dialogue to generating spaces for dialogue between civil society and Government has, therefore, been limited.⁵² Nevertheless, UNDP disseminated the final report of the process to key actors and over 80 civil society leaders at the end of the dialogue, with the aim of generating the conditions for sustainability.⁵³

Finding 2. UNDP effectively lends its credibility and transparency to Honduran national institutions for the management of strategic projects on large and politically-sensitive financial investments. The UNDP contribution to strengthening electoral institutions has been moderately effective. UNDP is currently revisiting its strategy to address factors that have hindered its effectiveness, including electoral cycle alignment or national capacity development.

UNDP has continued long-standing projects to strengthen the Supreme Electoral Court and the National Register of Persons (RNP). These institutions are key to a reliable electoral census, as they are the competent authorities for registration of different civil aspects of citizenship. UNDP established its contribution to strengthening three areas: i) planning and evaluation; ii) access and transparency of information; and iii) the electoral census.⁵⁴

In relation to the Supreme Electoral Court, UNDP implemented the 'Electoral Technical Assistance' (ATE) project between 2008 and March 2018. It aimed to improve institutional performance through internal regulation and technological improvements.⁵⁵ Some processes remained unfinished, including linking the RNP with the Supreme Electoral Court to make the transfer of information more efficient and reliable, and measures for more transparent management of polling stations. Numerous revisions of the ATE project did not address key political concerns (such as electoral reform and the politicization of the Supreme Electoral Court), and the actions pursued did not achieve expected results in terms of improving the performance and credibility of the Court. The main reported result for the period is the creation of the Electoral Court and the National Electoral Commission to separate jurisdictional and administrative electoral functions. UNDP work with these newly created institutions is incipient, but expected to grow in the coming years.⁵⁶

Indicators in the Results Framework associated with the improvement of the performance of, and public trust in, the Court point to stagnation in the last three years.⁵⁷ The performance of the Supreme Electoral Court has not improved, according to the scale set out for the indicator, and public trust in the institution has not increased, according to data from the Latin American Public Opinion Project. Between 2006 and 2018, distrust in the electoral management body has deepened from 23 percent to 56 percent.⁵⁸

Regarding the RNP, UNDP focused on obtaining a reliable electoral census to give transparency to the process and guarantee the citizens' right to identification. The 'National Registry Effectiveness' project ended in 2017, and the '*Identificate*' project started in 2019. Prior to *Identificate*, UNDP had invested over \$4 million over 10 years in this area. During that time, repeated actions were identified for registration

⁵² CPD (pages 8, 13-14). Results and resources framework for Honduras, Indicators of Outcome 39, page 2.

⁵³ E.g. the Catholic Church, political parties, COHEP, civil society and the National Congress.

⁵⁴ Results and resources framework for Honduras, CPD Outcome 39, pages. 4-5.

⁵⁵ Not all approved or in force.

⁵⁶ The Peace Building Fund (PBF) "Promoting Transparency, Institutional Efficiency and Inclusion for Conflict Prevention in Honduras" Project and the Project to Support the Electoral Cycle in Honduras 2020-2022 with EU funds, have been approved during the second half of 2020 in support of the new electoral institutions (CNE, TJE and the Financing, Transparency and Oversight Unit for Political Parties and Candidates). These interventions seek to improve the efficiency and institutional capacities of these institutions to promote institutional mechanisms of transparency and accountability, especially in the face of the next electoral exercise. As these are recent projects, there is still no evidence of results at the time of the evaluation.

⁵⁷ 42 percent in 2018 according to the presentation of the M&E CPD System 2017-2021 UNDP Honduras (slide 6) based on LAPOP's Barometer of the Americas.

⁵⁸ ROAR 2019, page 4.

processes, new identification of citizens in key and vulnerable areas, as well as actions to clean up the RNP databases, with limited results and poor sustainability.⁵⁹ Evidence of this is that the current *Identificate* project is integrating protocols to identify citizenship which had been missing in the RNP until now.

The *Identificate* project involves the mobilization of unprecedented funds through a \$70 million Central American Bank for Economic Integration loan to the Government of Honduras, managed by UNDP. This is assigned to the enrolment of approximately 6 million people, and the issuance of a new identification document. UNDP has gained significant attention as a central player in a process of great public significance for the whole country, but this has also increased its exposure to risks, in particular reputational. The central problem that justifies the new enrolment approach is a general lack of popular trust in the reliability of processes based in the electoral census, which are largely controlled by political parties and built on databases perceived as inconsistent, irregular and insecure to possible identification theft. Accordingly, this project aims to provide new identification cards and updated databases to achieve a safe and reliable electoral census for the upcoming elections, planned for November 2021. UNDP support focuses on the development of procurement processes for enrolment and the provision of new identification cards. The main added value of UNDP is its transparency in procurement and competency-based recruitment processes for enrolment, as well as its recognition as a trusted actor. The focus of the project is not on capacity-building or institutional reform to sustain updates and maintenance of the databases. Although there is an emerging capacity-building plan, it is still in the draft phase.⁶⁰ The retention of recruited and trained personnel, or reform processes such as the decentralization of RNP services and offices, are not envisaged. Combined with a lack of funds to sustain the benefits of the project, these challenges weaken the potential for the intervention to be transformative aspects and sustainable. While the intervention strengthens transparency, it does not necessarily install capacity in the partner institution, and could generate a perceived delegation of institutional responsibility to UNDP.

UNDP has been supporting the institutional strengthening of both institutions for more than a decade, with moderate effectiveness. The tendency to not intervene, or to limit the window of intervention to non-election times, has hindered the effectiveness of UNDP work.⁶¹ Following the recommendations of the ATE final evaluation, UNDP is making efforts to better adapt its programming across the electoral cycle, including post- and pre-electoral support.⁶²

Finding 3. UNDP engagement in the recognition and upholding of indigenous and Afro-Honduran communities' human rights was highly relevant. UNDP has contributed significantly to the capacity of key government institutions for conflict prevention. While UNDP has generated spaces to link communities and authorities in conflict-affected territories, those mechanisms have not yet created sustainable citizen participation.

UNDP appropriately designed a specific line of intervention to promote dialogue between indigenous and Afro-Honduran people and institutions on the governance of natural resources.⁶³ This aimed to enable stakeholders to manage conflict in a peaceful manner, strengthen the capacity of communities to manage their territories in accordance with national regulations, and facilitate the design of a mechanism for free and informed consultation.

⁵⁹ PRODOC, reports and final evaluation of the ATE project, and PRODOC and project board reports support for strengthening the management capacity of the RNP.

⁶⁰ Capacity Building Plan. *Identificate* project, August 2020.

⁶¹ This phenomenon is partially attributable to donors' interest and cyclical engagement in this area.

⁶² PBF Transparency and PACE-H/UE.

⁶³ UNDP also reported local dialogue with Caritas in seven communities (La Ceiba, Jutiapa, Sabá, Sonaguera, Tocoa, Bonito Oriental, Trujillo) to initiate a process of dialogue and conflict resolution among the population.

This line of intervention is very relevant as long as concrete work with rights-holders is observed. UNDP has conducted training for civil society organizations (CSOs) in La Moskitia in dialogue and negotiation, and transparency and audit mechanisms. A territorial governance structure was created in La Moskitia, (*Alianza para el Desarrollo de la Mosquitia Hondureña*), an important result achieved thanks to the contribution of UNDP with other actors. The structure was established as a framework for inclusive participation, in cooperation and coordination between the Government, six municipalities, the Organization for Indigenous and Black Peoples of the Honduran Mosquitia, the United Nations Resident Coordinator's Office, and the Governments of Germany and the Swiss Confederation (COSUDE). It succeeded in creating an unprecedented space for dialogue, gathering diverse actors and prioritizing the representation of the Miskito indigenous people. The structure has been highly relevant, but without the necessary conditions for sustainability, the process remained unfinished. The project design did not take into account elements of the context analysis that were beyond its control, including conflict and competition between municipalities, institutions and territorial councils, and between traditional authorities and councils. The dialogue was also limited by the lack of action by state institutions that convened such spaces.⁶⁴

UNDP work is highly valued by rights-holders,⁶⁵ but the challenges for more permanent and strategic UNDP presence in the territory have limited the results. UNDP recently closed its office in the area, but a second phase of the project started in September 2020 to address ongoing processes such as advocacy, transparency and accountability actions aimed at the public and private sectors. As such, UNDP is currently looking for a cost-effective way to renew its presence in the territory.

The establishment of the REDD Committee demonstrated good practice in the participation and consultation of multiple social and institutional actors linked to the conservation and restoration of forests (such as sector institutions, CSOs, private companies, universities or indigenous groups). Led by the Ministry of Environment and Natural Resources (*MiAmbiente*), UNDP supported the development of cultural safeguarding protocols for indigenous peoples. This mechanism was closely linked to dynamics of collaborative participation, as well as the achievement of specific products, but this has been diluted over time, in line with almost all spaces created in Honduras in recent years. The lack of sustainability of those dialogue mechanisms was due to a series of factors beyond UNDP control, including the deterioration of trust in public institutions and the Government's reputation, and limited capacity of, and tensions within, civil society, especially among indigenous peoples.

UNDP also supported the process of dissemination of Convention 169, contributing to the broad consultation process and comparative analysis of inputs from indigenous and Afro-descendant groups, and supporting the missions of the Special Rapporteur for Indigenous Peoples.⁶⁶ Interviewees highlighted the added value of the convening capacity of UNDP, especially in the territories. The draft law has had several modifications since it received comments from the International Labour Organization in 2018, and other proposals have since been presented to the National Congress.⁶⁷ In November 2019, a new proposal for a 'Law on Free, Prior and Informed Consultation' was submitted to Congress, at its request, by the United Nations Human Rights Office (OHCHR).⁶⁸

⁶⁴ Final evaluation of the project Strengthening Civil Society Organizations for the full exercise of Human Rights and Social Audit in La Moskitia Hondureña, pages 28-35.

⁶⁵ The territorial councils made an express request for UNDP to continue working in the area.

⁶⁶ Support provided mainly in the previous programme cycle with some activities during this programme cycle. For more information on the Convention see http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C169.

⁶⁷ Under review in National Congress for objections of Indigenous organizations, among others: MUPIL and CONPAH.

⁶⁸ National report submitted pursuant to paragraph 5 of the annex of the Human Rights Council resolution 16/21. Honduras (February 5, 2020), page 15 paragraph 127.

UNDP has contributed significantly to the capacity-development of government institutions key to conflict prevention, such as the Secretariat for Human Rights, and the National Commissioner for Human Rights (CONADEH). The 'Conflict Prevention and Management' project links the conflict in the country with the promotion of, and respect for, human rights in its design, and also includes support for the capacity-building of non-state actors (civil society and the private sector). However, there is only evidence of work to strengthen the national and local capacities of the Secretariat for Human Rights and CONADEH, through a certification course in 36 municipalities. On the other hand, under the previous programme cycle, UNDP promoted the Human Rights Dialogue Committee, a permanent mechanism for dialogue between the Government and CSOs for citizen participation, auditing and formulation of proposals related to the implementation of public policies and the National Human Rights Action Plan. Civil society withdrew from this space, which has consequently not been in session since 2018. A strategy that linked both paths could have been more coherent and contributed to greater effectiveness of the work of UNDP, in terms of the quality and sustainability of dialogue with citizens and CSOs, and the participation of the private sector and other interest groups.

The country office intervention strategy and monitoring and evaluation (M&E) of this output is unclear. UNDP support is understood to be directed towards the implementation of 13 of the 2015 UPR recommendations. In fact, UNDP projects under this Outcome do not cover all 13 recommendations. The country office has linked some of its projects to the governance and citizen security portfolio, of which only the 'Spotlight Initiative' is ongoing. The M&E system reports that there has been no progress in meeting this indicator according to the 2017 midterm report, which is understandable considering that it was the first year of the country programme. The Government of Honduras reports 34 implemented recommendations (on human rights defenders, journalists, social communicators and justice operators), 101 which are under implementation (on the protection of women, migrants, human rights defenders and citizen security) and 17 pending for implementation (mainly those related to the ratification of optional protocols to international treaties).⁶⁹ However, it is very difficult to isolate the contribution of UNDP to the fulfilment of the recommendations by Honduras, with no evidence of linkages or M&E strategy to measure the contribution. The 2017 midterm report states that there has been no progress in meeting the indicator on the UPR recommendations, which is understandable considering that it was the first year of the country programme. However, the SIMOREH platform records compliance with each UPR recommendation, and the majority of the contributions of UNDP projects to UPR recommendations are related to regulatory, institutional and public policy improvements.⁷⁰ The Government of Honduras reports 34 implemented recommendations (on human rights defenders, journalists, social communicators and justice operators), 101 under implementation (on the protection of women, migrants, protection of human rights defenders and citizen security) and 17 pending implementation (mainly those related to the ratification of optional protocols to international treaties). However, it is very difficult to isolate the contribution of UNDP to the fulfilment of these recommendations by Honduras.

Finding 4. UNDP has significantly contributed to the dissemination and monitoring of the 2030 National Agenda and the identification of gaps, allowing the Government to align its public policies and strategies to improve its effectiveness. UNDP has also contributed to the recognition and dissemination of the SDG Agenda in the private sector, and the visibility of private sector contributions. Progress has been limited in terms of sustainable development solutions, or the localization and acceleration of the SDGs, especially in building the capacity of institutions that provide basic services.

⁶⁹ Ibid. page 4, item 10.

⁷⁰ aimed to: i) benefit the PIAH (anti-discrimination measures, positive measures, participation in the public sphere), ii) prevent, attend, respond to femicide and VAW, including sexual violence, iii) improve the rule of law (capacity of criminal prosecution, efficiency of the justice system, training in human rights), iv) prevent youth violence (understood as gang violence) and v) facilitate the access to public services by the most vulnerable: education, health, social assistance, water and sanitation.

UNDP has developed interventions for the dissemination, localization and acceleration of the 2030 Agenda in the country, carried out through a focus on increasing the effectiveness, inclusivity and transparency of institutions providing basic services. The main achievements so far are related to three areas: i) analyses and evaluations to identify gaps in the measurement and achievement of goals; ii) the development of three integral policy strategies within core development areas to identify and accelerate the changes required by the National Agenda; and iii) support to dissemination of the National Agenda and monitoring of its progress. UNDP, together with the Resident Coordinator, has supported the Government to establish the key governance mechanisms of the Agenda (National 2030 Agenda Commission and National SDG Agenda Technical Committee).⁷¹

UNDP conducted an Integrated Rapid Assessment and Development Finance evaluation, to assess national and municipal capacities and needs in order to accelerate the 2030 Agenda.⁷² This has generated a number of knowledge products within priority development areas, such as the 'Evidence for the 2030 Agenda and SDG 16: inclusive and peaceful societies in Honduras' study conducted with the support of the 'InfoSegura' regional project and PBF.⁷³ There is no evidence of improvements in the M&E and management systems of institutions for the measurement and achievement of the prioritized goal of SDG 16. The Joint 'Resilience and Social Cohesion' programme, with the International Organization for Migration (IOM) and OHCHR, planned a pilot for the construction of a system of indicators aligned to the 2030 Agenda on security, migration and related crimes, and the development of political dialogue platforms to develop revised public policy proposals on citizen security and the prevention of irregular migration, but these actions were not carried out.⁷⁴

Through the 'Mainstreaming, Acceleration, Policy Support' (MAPS) methodology, UNDP has developed SDG/Combos analyses on three development issues affecting territories of the country: chronic child malnutrition in the Lempa region (one of the poorest areas of the country with the highest level of child malnutrition in Latin America), adolescent pregnancy, and irregular migration.⁷⁵ These analyses have been conducted with the purpose of generating multisectoral interventions, aligning efforts with other actors, and localizing and accelerating work on the SDGs. In addition, the MAPS tool provides a common framework for United Nations agencies for implementation of the 2030 Agenda through the incorporation of the SDGs into national planning frameworks.⁷⁶ Three comprehensive policy strategies were developed in the areas analysed, which showed potential for integration, but these are not being implemented, with no funds currently available, and the participation of UNDP is not planned for the implementation or M&E phases.⁷⁷

Through the 'Resilience and Cohesion' programme, UNDP supported the development of the National Strategy for Reintegration of Returned Migrants, based on analysis of the multiple causes and determinants of economic, social, cultural and/or environmental migration and displacement in six municipalities (Catacamas, Juticalpa, El Progreso, La Ceiba, Choloma and San Pedro Sula). This strategy aimed to achieve greater levels of protection and reintegration of the migrant population and their families in their communities, and the prevention of irregular migration and its recurrence, but has not yet been implemented. In a second phase, pilot projects are planned in priority municipalities. Therefore, the Combos have not yet achieved a more territorial location for the strategies. Although the Association of Municipalities (AMHON)

⁷¹ Executive Decree PCM-064-2018, Ver <https://www.scgg.gob.hn/es/node/211>

⁷² Evaluation of Finance for development in Honduras. Draft: Main progress of the evaluation in the first phase. UNDP Honduras. ROAR 2017, page 6.

⁷³ Evidence for the 2030 Agenda and SDG 16: inclusive and peaceful societies in Honduras (UNDP, February 2020).

⁷⁴ PRODOC trinational project for resilience and social cohesion in Northern Central America.

⁷⁵ Combos analysis products within the framework of the projects: capacity building Agenda 2030 (00107216) and Engagement Facility (00081367).

⁷⁶ MAPS – A Common Approach to UNDG policy support to the SDGs.

⁷⁷ Ibid.

was involved in their development, there are still issues in engaging local actors in prioritized regions in local SDG committees, as other spaces have already been set up, including social protection committees. There is also no evidence of the active participation of other sectors, such as the private sector, in these strategies.⁷⁸

In light of the challenges of monitoring the National Agenda for SDGs, in coordination with other United Nations agencies, UNDP has provided inputs for the development of the two Voluntary National Reviews (VNRs): “VNR I: Laying the Groundwork for Implementing the 2030 Agenda”⁷⁹ presented in July 2017 at the High-Level Political Forum on Sustainable Development, and “VNR II: from Recovery to Sustainable Development”, presented in July 2020.⁸⁰ However, UNDP has not contributed to the Presidential Results Management System or M&E of national planning.

UNDP has also provided technical assistance to the Honduran Private Enterprise Council (COHEP) for the development of the SDG Business Platform, which allows the storage and analysis of standardized data generated by companies.⁸¹ For this purpose, UNDP raised awareness of the 2030 Agenda and its relevance to the private sector and developed capacities for dissemination of the Global Reporting Initiative methodology, supporting the first report of private sector contributions to achievement of the SDGs.⁸² This report, published in July 2020, includes information from 37 companies representing 12 economic sectors on the six priority SDGs, and includes a series of recommendations and flagship initiatives for implementation of the SDGs.⁸³ There is evidence of progress on reporting and awareness-raising actions. UNDP is also working on initiatives to improve social responsibility and inclusive business, incorporating programmes such as the Gender Equality Seal for Business following the experience of El Salvador, but without significant progress. In July 2018, COHEP and the United Nations Global Compact signed an agreement to promote the Global Compact principles and the SDGs.⁸⁴ Despite UNDP support to COHEP for the creation of a discussion forum, the local network hasn’t yet been established.

Finding 5. UNDP contributed to the effectiveness and transparency of the procurement processes of entities such as Hondutel and the Institute of Military Forecasting. UNDP also played an instrumental role in the effectiveness and transparency of COVID-19 related transfers and procurement. Actions implemented so far have not contributed sustainably to the Outcome, which aims to achieve more inclusive and transparent institutions. New initiatives are being implemented, however, and are progressing in that direction.

Under its governance portfolio, UNDP designed a line of work to support priority institutions to improve their effectiveness and transparency and contribute to national and international efforts in the fight against corruption.

For over a decade, UNDP has been supporting the Institute of Military Forecasting (IPM), which manages social protection funds for Armed Forces personnel, in the area of human resources and business intelligence to promote financial stability for the institution and its affiliates.⁸⁵

⁷⁸ Ibid.

⁷⁹ Government of Honduras (2017) National Review for the voluntary review Agenda 2030. Laying the groundwork for implementing the 2030 SDG Agenda. ECOSOC High Level Political Forum.

⁸⁰ National Commission for the 2030 Agenda (2020) II Voluntary National Report of the 2030 Agenda.

⁸¹ <http://cohep.com/ODS/>

⁸² National Commission for The Agenda 2030 (2020) II Voluntary National Review of the 2030 Agenda. page 66.

⁸³ ODS business platform. COHEP. UNDP (2020) Contribution of companies in Honduras to the 2030 Agenda. 2019 Report.

⁸⁴ SRECI (July,2018) COHEP and Global Compact signed an agreement to promote the SDGs. Press release.

⁸⁵ PRODOC Project “Efficiency in the Military Prevision Institute Management”.

In addition, for nearly 20 years, UNDP has supported the strategic management capacity of Hondutel for the implementation of priority projects for the maintenance and expansion of network coverage.⁸⁶ UNDP has managed \$19 million of government funds to strengthen Hondutel, which represents approximately 76 percent of the budget allocated for this Outcome to 2019.⁸⁷ According to interviewees and documents reviewed, the UNDP partnership with Hondutel has enabled more agile procurement compared to State processes, and generated more effective and efficient management, generating savings in purchases. Procurement processes became 60 percent faster, generated 27 to 30 percent savings, and allowed Hondutel to fulfil 100 percent of its investment commitments.⁸⁸ Through the ‘Transparency of Hondutel Strategic Management’ project, UNDP has indirectly contributed to the expansion of coverage of telecommunications services in the country, and strengthened human and financial resources in this area.

The added value of UNDP in these interventions is the effectiveness and transparency of UNDP procedures for the management of institutions, since procurement and acquisition processes are carried out by UNDP in accordance with its own procedures. However, the project failed to include measures to develop, install and transfer capacities to the institutions, provide them with external and internal control mechanisms or address some of the obstacles identified (e.g. modifications to the State Procurement Law which make administrative systems cumbersome). At the moment, there is no evidence of an exit strategy for these interventions to incentivize a more sustainable approach.

In addition to Hondutel and IPM, UNDP supported other institutions with transparent management mechanisms, including: the National Centre for Social Sector Information (CENISS), the Secretary of Government, the Health Secretariat, the Secretary for Development and Social Inclusion (SEDIS) and the Secretariat of Labour and Social Security. The support to CENISS focused on the transparency and effectiveness of the process for selection of people vulnerable to the pandemic as beneficiaries of the single bond. UNDP also facilitated a series of assessments and analyses for the institution, as well as South-South cooperation actions, and has developed a page on the CENISS website with information on the 2030 Agenda and Chronic Child Malnutrition Combo. Support to the Secretary for General Government Coordination has been timely in monitoring the progress of the National SDG Agenda indicators through studies and the generation of data for voluntary reports. UNDP supported the Health Secretariat with the purchase of COVID-19 related equipment and supplies. A new line of work has started with the Secretary of State in the Office of Labour and Social Security on COVID-19 purchases and capacity development at regional level.

At municipal level, UNDP planned to support citizen participation under this CPD, to increase transparency in municipal management through these committees or similar spaces.⁸⁹ Citizen Transparency Commissions are social auditing bodies constituted in municipalities to monitor transparency in public management and provide services in an effective and efficient way.⁹⁰ However, UNDP has not been able to work on spaces for citizen participation during this CPD, and no significant evidence of such contribution has been found.

Regarding coordination with national and international efforts in the fight against corruption and impunity, there has been technical assistance to the Clean Policy Unit for software to automate the accountability of political parties, but this action was still in progress at the time of this review.

⁸⁶ PRODOC Project “Support for the Strategic Management of Hondutel”, page 4.

⁸⁷ Data extracted from the document Projects List; 2.07.2020. UNDP Honduras.

⁸⁸ Infographic Agreement between Hondutel and UNDP 2013 to 2018 and confirmed during interviews.

⁸⁹ CPD, pages 8/22.

⁹⁰ Article 59-B.- Municipalities Law (Added by Decree 143-2009).

2.2 Citizen security, access to protection mechanisms and citizen participation

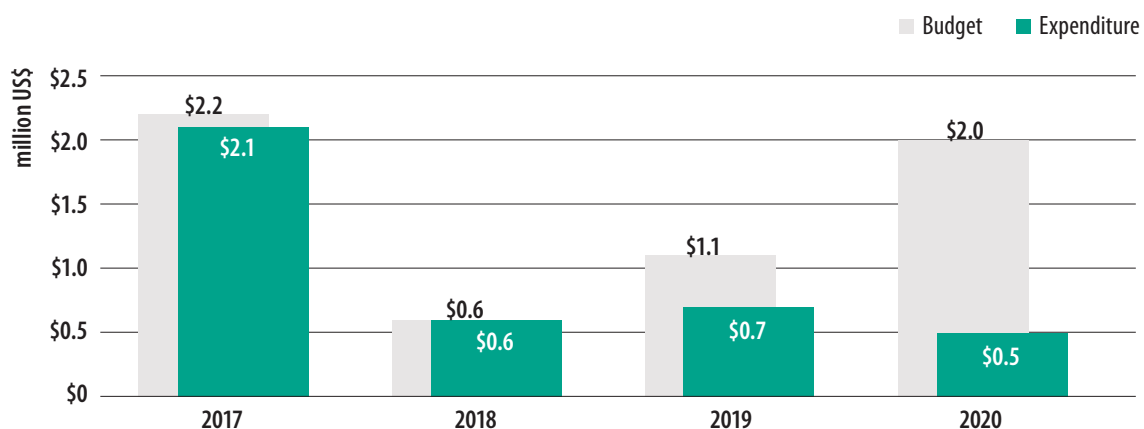
CPD Outcome 40: The Honduran population, particularly those in vulnerable situations in municipalities experiencing high levels of violence and crime, improve their living conditions, citizen security and access to protection mechanisms, with broad citizen participation.

OUTPUT 1. Strengthened capacity to prevent violence in ten of the country's 30 most violent municipalities.

OUTPUT 2. Improved municipal capacity for the management of citizen security (including assessment, planning, monitoring and evaluation).

During the evaluation period, UNDP implemented eight projects with 17 outputs under this outcome, with a budget of \$5.9 million and expenditure of \$4.0 million (6 percent of total programme expenditure), resulting in a 67 percent execution rate (the highest of the three outcomes).⁹¹ Seven projects (61 percent of expenditure) were directly implemented by UNDP, while one (39 percent expenditure) was implemented under NIM. The main sources of funding for this outcome were USAID (60 percent expenditure) and the Spotlight Initiative Fund (17 percent expenditure).

FIGURE 2. Evolution of budget and expenditure in the area of citizen security, access to protection mechanisms and citizen participation (2017-20)



Source: Data from Power BI as of 21 August 2020

⁹¹ The financial resources correspond to the period: 2017 to August 2020.

Finding 6. UNDP has been important in strengthening national capacities for data collection, analysis and assessment on violence and insecurity in the country. Greater transparency and confidence in data reliability were achieved through the generation of inter-institutional validation mechanisms, integrated information systems, multidimensional analysis and territorial prioritization indexes. The authorities have data to prioritize actions, territories and target populations in their decisions on citizen security. However, these efforts have not yet been linked to the M&E of policies, plans or programmatic instruments in security and conflict prevention. The UNDP contribution to the systematic use of data for decision-making and results-based management is progressing.

Through the *InfoSegura* regional project, UNDP has made a significant contribution to improve capacity for collecting and analysing citizen security data in Honduras. In 2014, data were fragmented, with inconsistencies and low confidence in its reliability. Currently, the country is able to periodically generate and disaggregate data for the main indicators on citizen security and other related issues. UNDP has supported the Technical Unit for Inter-institutional Coordination (UTECI) of the Security Secretariat for the ratification of statistical data on 11 types of crimes or events,⁹² and has developed tools to analyse data on the main crimes and other social dimensions. UNDP has also developed the 'Integrated Information System for Citizen Security and Coexistence Policies', established in CENISS with data from the Security Secretariat.⁹³ The system facilitates the multidimensional analysis of violence and insecurity in an automated and reliable way, enabling the collection of inputs for decision-making and public policy development, and the identification of areas with high concentrations of crime and risk factors and populations most affected by violence and crime. UNDP has also made notable efforts to improve the generation of open data. Most UNDP data can be used by institutions to make better decisions and redirect policies and programmes.

Although the availability and analysis of data could have impacted decision-making in security and violence prevention institutions, the evaluation only found anecdotal evidence that these institutions systematically and regularly used such information to review, adjust or modify public policies or programme instruments. While the systematic use of data requires long-term cultural change beyond the direct control of UNDP, specific enabling support and technical assistance to the corresponding institutions could have facilitated this change.

The CPD focuses UNDP interventions in those municipalities which experience most violence and where UNDP was already operational.⁹⁴ However, UNDP has limited its deployment and presence in these municipalities during this period, due to lack of funds and projects at local level. Instead, UNDP has refocused its work on strengthening central-level institutions that coordinate and provide technical assistance to the local level. UNDP has provided technical assistance and training to the Unit for Management and Support to Local Governments of the Security Secretariat, which reviews local plans, and has strengthened the Honduran model of Municipal Observatories of Coexistence and Citizen Security (OMCSC) supervised by UTECI. Overall, UNDP supported 30 OMCSCs, which is more than planned. The contribution has been translated into 14 local plans certified by the Government in 2019. 30 new municipal plans are expected in 2020, even though the COVID-19 pandemic has affected progress.

⁹² Technical Roundtable on Violent Deaths: Technical Unit for Interinstitutional Coordination / Undersecretariat for Interinstitutional Affairs. National Police, Public Ministry, NRP, OMCSCs, National Observatory of Violence IUDPAS.

⁹³ Final performance evaluation of the regional Citizen Security Project (*InfoSegura*), page 13. Annual Report 2018-2019, page 13. <http://www.ceniss.gob.hn/seguridad/>

⁹⁴ "Strengthening Democratic Governance in Honduras through citizen security" project with USAID funds, completed in September 2017 and "Municipal Citizen Security in the Northern Triangle" project with World Bank funds, completed in 2016.

The evaluation was not able to capture evidence of UNDP strategic work to build capacity at the local level. This could have been evidenced in the establishment of local results-based management models, increased capacity of local managers,⁹⁵ support from the municipal committees for citizen security, or the implementation of M&E systems for local plans. Evidence of the limited results and impact of the UNDP intervention strategy include: i) deficits in local capacity to understand the data;⁹⁶ ii) weaknesses in the culture of using data to formulate policies and provide feedback to local prevention and safety plans identified in previous UNDP interventions;⁹⁷ iii) absence or low quality of plans of some municipalities;⁹⁸ iv) a tendency to adopt specific and non-programmatic actions for which M&E is not conducted;⁹⁹ and v) a lack of participation in the local plans of other institutions in the justice and security system with competencies in crime control and prevention.

The indicators captured in the results framework raise problems in terms of contribution (see Annex 6). The outcome indicators are impact indicators linked to the UNDAF,¹⁰⁰ and it is impossible to isolate the UNDP contribution. Regarding outputs, the M&E system reports a favourable trend in levels of violence in priority municipalities. UNDP has made efforts to document the decline of crime in municipalities, which could be associated to expanded security prevention.¹⁰¹ Due to weaknesses in the M&E of local plans, a relationship of influence between the plans and the behaviour of violence in such territories could not be identified.

Finding 7. UNDP has strengthened the capacity of the academic sector to collect and analyse security data and has empowered academic and civil society networks working on citizen security. However, UNDP strategies for increasing the quality and impact of citizen participation in security issues were given lower priority than those aimed at improving institutional capacities.

UNDP recognizes the need for more work to support increased cohesion and coordination among civil society bodies, and between civil society and public institutions.¹⁰² Although the theory of change incorporates citizen participation under security management, and proposes a concrete contribution at local level, partnerships with civil society have been limited and their contribution to citizen participation in security management have not been significant, especially at local level.

With the support of *InfoSegura*, the Citizen Security Knowledge Network was created,¹⁰³ a regional network of non-state actors, universities and civil society that conducts research on relevant issues. With the support of UNDP, the network has trained security institutions and generated exchange of successful experiences through South-South cooperation.

A network of all observatories in the country, including academic and State-managed bodies, has not been established. However, UNDP has contributed to inter-institutional coordination committees to validate official data on violence indicators. These committees include CSOs and the Institute for Democracy, Peace and Security (IUDPAS) of the National Autonomous University of Honduras. The aim of these committees is to validate official data on violence indicators.

⁹⁵ The training of mayors and members of local corporations in the integrated system of the CENISS was in the planning phase at the time of the fieldwork (Marcela Smutt and Carmela Lanza, regional and national coordinator respectively of InfoSegura).

⁹⁶ Final Performance Evaluation of the Regional Citizen Security Project (InfoSegura), page.24.

⁹⁷ Final Evaluation of the Strengthening Democratic Governance Project in Honduras: Promotion of Coexistence and Citizen Security, page 46.

⁹⁸ ROAR 2019, page 11 and interviews.

⁹⁹ ROAR 2019, page 12 and interviews.

¹⁰⁰ The UNDAF results framework reports that UNFPA, UNHCR and OHCHR also contribute to these indicators.

¹⁰¹ From data to action. All stories count. UTECI / Security Secretariat. InfoSegura.

¹⁰² ROAR 2019, page 4.

¹⁰³ Knowledge Network on Citizen Security (CONOSE), FLACSO Honduras, and the Association for a fair society (ASJ).

The CPD foresees the strengthening of municipal committees for citizen security for the planning, supervision and participatory evaluation of local security plans, in which the citizens are expected to participate. The evaluation did not find evidence of UNDP support to these committees.

The main mechanism to ensure national ownership of the CPD and the sustainability of its results is “(...) *the strengthening of the institutional and technical capacity of national partners to plan, develop, and deliver services through the use of an inclusive, transparent, and human rights-based approach. UNDP will focus on the most vulnerable and excluded populations. As such, the country programme has been designed according to an integrated and complementary approach for the promotion of the inclusion and resilience.*”¹⁰⁴ An imbalance of efforts in institutional capacity-building and those to build social sustainability (for example through building public opinion in support of the approaches promoted, communication for development, organization and empowerment, or public resources for inclusion) can imply a clear risk to the consolidation of programming results and continuity.

Finding 8. UNDP has facilitated spaces for dialogue and promoted access to alternative mechanisms for conflict resolution in La Moskitia, but with limited results and sustainability. The inappropriate use of conflict resolution methodology to manage cases of domestic violence may generate a lack of response from the security and justice system to cases that require special protection from the State, such as violence against women.

Within its actions to prevent violence, UNDP developed a specific line of programming on conflict management through access to alternative mechanisms to the justice system. Using the ‘Insider Mediation’ methodology, and with the support of the European Union (EU), UNDP has formed a network of Mediators and Local Committees in three areas of the Honduran Moskitia (Patuca, Biosfera and Puerto Lempira). These areas are affected by violence, abuse and violations of human rights, specifically of indigenous and Afro-Honduran populations. Municipal Observatories of Security and Coexistence are not active in any of these territories, and the State, United Nations agencies and international development actors have limited presence. Furthermore, the organization mechanisms of indigenous communities are often in conflict with those established by the State. The Government has prioritized those municipalities where observatories will be created based on citizen security data.¹⁰⁵

Using the Insider Mediation methodology, the main result identified is the follow-up of 892 mediations from 2015 to 2019.¹⁰⁶ This indicator refers to the number of cases resolved by municipal mediation and conflict-conciliation or community coexistence units. The expected target of 2,500 resolved cases has not been met, and UNDP projects contributing to this indicator have ended.

According to local interviewees, and analysis of the conflicts addressed, UNDP has built community capacity to manage daily conflicts among its members, and with those of neighbouring communities. The most frequent causes of violence, insecurity and human rights violations in these territories are conflicts related to the misappropriation of land or the use and management of community-based natural resources by other groups or sectors outside of the indigenous communities. However, the CPD did not include a line of intervention around these issues.

¹⁰⁴ Honduras CPD, page 7.

¹⁰⁵ Progress in municipalities with the Municipal Observatories of Coexistence and Citizen Security (OMCSC) UTECI-CEASCI-UGAGLO (Sub-Secretariat for Interinstitutional Affairs (Government of Honduras) (p.3).

¹⁰⁶ ROAR 2018, page 9 and interviews.

Some mediation was conducted in cases of intra-family violence, although this wasn't a plan or objective of the project.¹⁰⁷ The methodology was intended to be used for other types of political and social conflict, including conflicts over the use of land or natural resources, due to irregularities in electoral processes, or tensions at local and community levels.¹⁰⁸ Conventional law limits the use of mediation and conciliation in cases of violence against women because of the vulnerability of the victims and the circumstances surrounding this type of violence. In addition, this type of intervention replaces the institutional response of the security and justice system, which sometimes has security and protection measures for victims to prevent violent repercussions for them and their families.

Finding 9. UNDP interventions to support institutions and citizens to prevent violence and promote economic reintegration have been isolated and are not sustainable at local level.

Although UNDP planned to establish a broad number of partnerships with national and local institutions for the prevention of violence, its work on institutional strengthening was focused on the Security Secretariat and CENISS. During the previous CPD period, UNDP worked with the Security Secretariat and municipalities through the 'Strategy for Crisis Prevention and Recovery' project to strengthen national and local security policies and build capacity and information systems to implement and oversee such policies. In this evaluation period, UNDP continued working with the *InfoSegura* project, where it maintains alliances with the Security Secretariat. However, it does not seem that partnerships at municipal level have been maintained with the same intensity, even though this was foreseen in the results framework. There is no record of work with AMHON, and direct work with municipalities has been fragmented and unsustainable, especially in relation to mayoral offices and municipal citizen security committees.

UNDP has not been able to engage local authorities in implementing preventative models for the recovery of public spaces. Initiatives were established to develop skills and opportunities for employment and economic reintegration for victims of violence, youth, and migrants. These initiatives have not been integrated, continuous (with regular capital endowment), or institutionalized (e.g. through the National Institute of Professional Training or the National Institute of Youth).¹⁰⁹ Two initiatives were established in the main cities of Honduras, Tegucigalpa and San Pedro Sula, aimed at generating skills and employment opportunities for young people from high-risk communities. In addition, a Business Innovation Laboratory was launched for the economic reintegration of people with disabilities, under the 'Fab Lab' initiative and in partnership with the Chamber of Commerce of Tegucigalpa, and this included a seed capital fund to support young people.¹¹⁰ The 'PREVJUVE' project did not achieve formal commitments to give continuity to its actions and products, and scale up these initiatives.¹¹¹

Several key factors have influenced the weak performance of UNDP to achieve planned outputs in terms of building capacities to manage safety and prevent violence in the most violent municipalities:

- The completion of the USAID, EU and World Bank projects without continuity affected results for citizen security and peaceful conflict management at local and community levels;
- The downsizing of the country office limited its capacity to improve financial execution, mobilize resources, and ensure financial sustainability;

¹⁰⁷ Ibid.

¹⁰⁸ Support for privileged mediation: strengthening resilience in the face of conflict and turbulence. Guidance note. Frequently asked questions.

¹⁰⁹ Final Evaluation Report of the "Comprehensive Security and Prevention of Violence that affects Children, Adolescents and Young People in SICA countries' Project (PREVJUVE), page 36-37.

¹¹⁰ Ibid. (pages 36-37). Also see Final Technical Report Period: From December 07 to March 26, 2018 (CCIT).

¹¹¹ Ibid. (page 48).

- Execution delays and management challenges in some projects, especially those implemented at municipal level or in La Moskitia (staff turnover, difficulties in initiation and roll out, etc);
- The ambitious design of PREVJUVE regarding expected results at national and regional levels, and in relation to the available human and financial resources.¹¹²

Finding 10. UNDP has demonstrated flexible capacity to respond to national needs for protection of the most affected populations and communities in support of the humanitarian crisis caused by the massive displacement of people in migrant caravans in 2018.

The sustained, intense and widespread violence generated by the increase in irregular migration and forced displacement has created a need to understand and develop a response to this situation of chronic violence and humanitarian crisis. As regards this new context, UNDP initially focused on developing tools and analyses, to adjust programming and strengthen its contribution. However, it has not been able to develop any new proposals for this context.

Following the 'Resilience and Cohesion in the Context of Chronic Violence in the Northern Triangle of Central America' joint project with IOM and UNHCR, UNDP implemented the 'UNDP Honduras Response to Chronic Violence' project, with a global investment of \$262,000 from Crisis Response Unit funds for a period of eight months. This project aimed to organize the UNDP response to humanitarian crises, supporting the recovery of affected communities, and increasing their resilience to future crises. At the midpoint of this project, the migrant caravans started their journey towards the United States. The project had a strategic design, supporting the country office to develop analysis and response, to support national actors to deal with the crisis. Results are limited. A relevant exercise of self-evaluation and redefinition of the Citizen Security, Violence Prevention and Rule of Law portfolio was conducted, resulting in new theories of change, and two studies on gangs and the effectiveness of the justice system.¹¹³ Studies from the PREVJUVE project were reported to be pending, including the systematization of the project. However, UNDP did not develop a response strategy, even though the budget was fully executed, and was not able to carry out planned exchange activities or partnership strategies with other agencies to design new interventions and mobilize funds.

The final project report refers to a lack of time and funds to carry out the entire intervention. Implementation was delayed, and there were issues with the availability of consultants and the execution of funds, including activities not initially planned. UNDP missed an opportunity to position itself on this emerging issue, taking advantage of its leverage with other actors (partnerships with municipalities and competent institutions, convening power, work in governance and security) to develop new partnerships and sources of financing. An office with limited staff fully dedicated to the 2018 inter-party dialogue exercise could have prevented a greater use of these funds and a more agile response in a context of violence, as severe as the one that originated in the aforementioned project. The country office now has a rule of law specialist for the development of new proposals in the sector, and has succeeded in launching a second phase of the PBF-funded tri-national project on migration in conjunction with UNHCR and IOM. This project was expected to start in January 2021.

¹¹² Ibid (page 47).

¹¹³ Final report, UNDP Honduras response to chronic violence project (March 2019), page 12.

2.3 Sustainable production and consumption, climate change, income and decent work

CPD Outcome 41: Populations in conditions of poverty and vulnerability to food insecurity in prioritized regions increase production and productivity, gain access to decent work, increase income and responsible consumption, while taking into account climate change, conservation and sustainable management of ecosystems.

OUTPUT 1. Sustainable and resilient practices incorporated into the livelihoods of groups in extreme poverty.

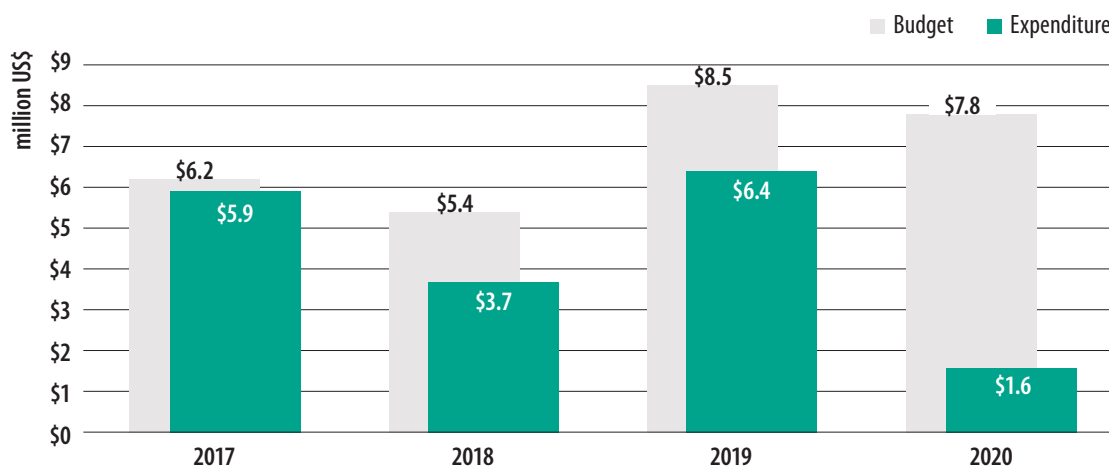
OUTPUT 2. Vulnerable communities, including women and youth, access environmentally-friendly value chains and markets incorporating sustainable management practices for productive landscapes.

OUTPUT 3. Improved national and local capacities for disaster risk and climate change management with special attention to the contribution of women.

OUTPUT 4. Improved opportunities for economic development of women and youth.

A total of 22 projects with 28 project outputs were implemented under this outcome, with a budget of \$28 million and expenditure of \$17.6 million (27 percent of total programme expenditure), resulting in a 63 percent execution rate.¹¹⁴ This portfolio was mostly nationally implemented, with 12 projects (91.3 percent expenditure) under NIM and 10 (8.7 percent) under DIM. The portfolio has largely been funded by GEF (58.6 percent if expenditure) followed by the Forest Carbon Partnership Facility (22 percent of expenditure).

FIGURE 3. Evolution of budget and expenditure in the area of sustainable production and consumption, climate change, income and decent work (2017-2020)



Source: Data from Power BI as of 21 August 2020

¹¹⁴ The financial resources correspond to the period: 2017 to August 2020.

Finding 11. UNDP contributed to the fulfilment of specific obligations undertaken by Honduras in world environmental summits, as well as significant efforts to improve the legal framework and technical capacity of national environmental institutions.

UNDP supported Honduras in designing and strengthening its legal framework to help the country move towards a more sustainable production model. The most significant developments with UNDP support included: i) reform of the Forest Law to include private natural reserves; ii) the Fisheries Law, which establishes maritime limits for industrial and artisanal producers; iii) reform of the National Risk System Law (SINAGER); iv) the Law of Intellectual Property Rights for access to genetic resources by rural communities, indigenous people, and women; v) ministerial agreement to approve regulation of access and use of the benefits of genetic resources (ABS framework); vi) regulation of artisanal mining with precise codes for mercury-added products and occupational safety; vii) regulation of management of the mercury cycle in the hospital sector; and viii) the decree to establish the National Forest Management and Monitoring System.

In addition to strengthening the legal framework, UNDP supported institutions involved in the environmental sector for the formulation and implementation of public policy instruments aimed at changing production practices, the restoration and conservation of biodiversity, and climate change adaptation. Among these, it is worth highlighting: i) the National Climate Change Policy and Strategy; ii) the National REDD Strategy; iii) the National Environmental Agenda; iv) the National Biodiversity Strategy; v) review and revision of the Policy on Wetlands and Comprehensive Management of the Coastal Marine Area; vi) the National Programme for the Recovery of Goods and Services of Degraded Ecosystems; and vii) the National Plan for Climate Change Adaptation.

With technical support from UNDP, *MiAmbiente* prepared national reports committed to global summits on the environment, biodiversity and climate change.¹¹⁵ During the period under review, key reports prepared included: i) the Sixth National Biodiversity Communication; ii) the Third National Communication of the United Nations Framework Convention on Climate Change; iii) the First Biannual Update Report; and iv) the First National Report on Social and Environmental Safeguards. In addition, UNDP supported the Presidential Office on Climate Change and *MiAmbiente* in the formulation of its Nationally Determined Contributions to comply with the COP21 agreement. In order to develop knowledge, *MiAmbiente* technical personnel were trained in the development of national reports. In accordance with the Minamata Convention, UNDP supported *MiAmbiente* in the reduction of mercury released from the hospital and gold-mining sectors (those with the highest use in the country). This resulted in a reduction of one metric ton in four national hospitals,¹¹⁶ and 4.4 metric tons in the Corpus Cristi gold-mining complex, in the municipality of Macuelizo (Santa Barbara).

The technical capacity of institutions in the environment sector is key to fulfil the country's environmental commitments. To this end, UNDP trained 350 officials from institutions dedicated to climate change and biodiversity conservation, mainly from *MiAmbiente* and the Institute of Conservation, Forest Development, Protected Areas and Wildlife.¹¹⁷

Within the framework of the National REDD+ Strategy, UNDP has contributed to strengthening the capacity of the National Institute for Forest Conservation and Development and *MiAmbiente* for the sustainable management of the country's forest resources. Among the most relevant contributions is the design and

¹¹⁵ Convention on Biological Diversity, Nagoya Protocol, Global Convention on Climate Change, Aichi Targets; Minamata Convention on Mercury.

¹¹⁶ Hospital Escuela Universitario, Hospital María de Especialidades Pediátricas, Hospital San Felipe de Especialidades y Hospital Mario Catarino Rivas.

¹¹⁷ ROAR Report 2019; case study 2020.

installation of the National System of Forest and Management Monitoring. This enables the monitoring of risks such as fires and pests and facilitates the management of licenses for the exploitation of wood by companies and individuals, linking the information platforms of different institutions in the sector.

UNDP was also involved in the development of methodological and technological tools to facilitate the management of climate change adaptation processes. Among these efforts, it is important to emphasize the design of the National REDD+ Strategy, and its instruments including the financial strategy, the evaluation of social and environmental safeguards, the environmental and social management framework, the technical profile of the Climate Change Monitoring and Management Unit, the Environmental Safeguards Information System, and the Complaints and Disputes Mechanism.

Contributions relating to Outcome 41 include the development of studies to provide reliable baseline data on the degradation of natural systems and biodiversity loss, including: i) update of the annual reference levels in 22,000 hectares of deforested areas; ii) causes of deforestation and forest degradation; iii) analysis of land tenure, including Indigenous peoples' territories; iv) list of flora and fauna species of special concern, including demographic status and habitats; v) maps of the state of national ecosystems; vi) proposal for Honduras to be included in the list of 'megadiverse' countries; vii) baseline study of CO₂ emissions for climate change management and access to payments for environmental services; and viii) study on future national climate change scenarios.¹¹⁸ UNDP also assisted in developing a report on compliance with the prerequisites to access financial resources to pay for the results achieved under the REDD+ Strategy within the Warsaw framework and the Green Climate Fund.

These methodologies and restoration and conservation tools, in particular biological corridor approaches, productive landscapes and landscape management tools, have enabled the recovery of ecosystem functions and services of important degraded natural resources, including oxygen production, carbon fixation and water source protection. The main contributions are: i) 250 thousand hectares of restored land; ii) 857,111 hectares of forest under sustainable management practices; iii) 434,680 hectares declared as water-producing micro-basins; iv) 3,395 hectares of coffee fields as agroforestry systems; and v) stronger connectivity between areas of production and natural reserves.¹¹⁹

87 percent of Honduras is forest. Through REDD+ projects, UNDP has contributed to establishing a baseline for the country's carbon production, using advanced technologies recognized by the Intergovernmental Panel on Climate Change. Based on these standards, an estimated contribution of 7.3 million tons of carbon per year has been established. According to analysts interviewed, the main contribution of UNDP interventions has been to slow environmental deterioration and the loss of biodiversity in the country.

Finding 12. UNDP has helped to improve sustainable management practices and strengthen the resilience of different economic and vulnerable groups. Beyond the demonstrative and educational effect of prioritizing value chains, the adoption of production practices and sustainable management of natural resources has had limited impact on improving the development conditions of those producers. Results have been hampered by the lack of an enabling environment, mainly due to limited access to State incentives and differentiated prices in organic markets.

With the financial support of COSUDE, as part of the small grants programme, UNDP assisted the local organization ADEASEMAR to implement the 'Resilient Gulf of Fonseca Start-up Plan' project. The original aim of UNDP was to generate a pilot project to enable replication and scale-up of a sustainable development

¹¹⁸ ROAR Reports 2018 and 2019.

¹¹⁹ ROAR 2019; case study, 2020.

programme and the economic and social inclusion of the vulnerable population living from coastal marine resources in the Honduran Gulf of Fonseca. The main achievements include: i) strengthening the management capacities of the association; ii) training of local residents in sustainable management practices for mangroves and olive ridley turtles (a native species of the area); iii) the construction of a visitor's centre; iv) the construction of eight cabins to house visitors; v) the payment of wages for 30 community members to reforest 14 mangroves; and vi) the development of a manual for olive ridley turtle management.

The sustainable management practices promoted by the project generated several environmental benefits such as the restoration of 18 mangroves (13 reforested and five strengthened), the release of 9,000 new-born olive ridley turtles,¹²⁰ the increased population of sea turtles,¹²¹ and greater awareness, skills and knowledge of local populations for the sustainable management of the marine-coastal resources of their community. In addition to the environmental benefits, the project improved the income and development conditions of 208 heads-of-household, including 113 women who received various benefits from the project, including direct employment in the scientific station, visitors' accommodation, gift shop and bakery.¹²² With the remaining income, the project generated a fund of half a million lempira (approximately \$20,500), with which it could leverage a matching loan for the purchase of land and the construction of 23 houses.

As a result of the good conservation practices and sustainable management of the olive ridley turtles and mangrove forest, there is a good probability that the project intervention model will be replicated and scaled up by the Government of Honduras in four further communities in the municipality of Marcovia. This was expressed in a letter from *MiAmbiente* to the UNDP Resident Representative, which considers the technical and financial assistance of the small grants programme "of great importance", considering the "successful experiences in El Venado and other regions of Honduras".¹²³ However, the original idea of using the project experience as a pilot for a sustainable development programme of larger scope and duration was discarded, after COSUDE announced its intention to withdraw from Honduras in 2024.

UNDP has also contributed to strengthening the capacity of two groups of 40 associations that bring together 1,845 artisanal fishers from Tela (Atlántida) and La Moskitia on the Atlantic coast of Honduras.¹²⁴ The support provided sustainable fishing techniques and practices according to international conceptual and normative protocols on biodiversity (for example, use of a three-inch net for line and hook fishing), and the legal and fiscal registration of seven textile associations, covering 262 members (200 men and 62 women). The associations of artisanal fishers were also consulted on the content of the Fisheries Law, which established maritime limits for industrial and artisanal fisheries. Despite the benefits received, interviews noted that these organizations were left with unmet expectations.¹²⁵

Under the conceptual framework of "productive landscapes", and the comprehensive landscape management model, the producers of three priority value chains (coffee, cocoa and livestock) were trained in methods and tools for the sustainable management of production processes, restoration of degraded systems, and biodiversity conservation. These actions have benefited producers in the South-Central and West areas of the country. 1,202 coffee producers, 250 cocoa producers, 650 livestock producers and 96 young people (children of coffee producers) were trained as technicians in Landscape Management Tools.

¹²⁰ Higher than the planned target of 6,000 new-borns.

¹²¹ From 100 in 25 days of closure to 150 in the same period.

¹²² Resilient Gulf Project. Systematization Report, April 2020.

¹²³ Letter from the Secretary of Environment and Natural Resources to the UNDP Resident Representative in Honduras., December 5, 2019.

¹²⁴ UNDP Honduras. ROAR Report 2018.

¹²⁵ They consider that they have not received inputs (refrigerators and furniture) and materials for the marketing of products. They were consulted in several areas without understanding the purpose of the consultation.

14 field schools were run in the departments of Yoro and Olancho. Capacity-building was also provided to the Southern Cattle Federation (FEGASUR), which brings together 21 associations and 750 livestock producers in the departments of Choluteca and Valle. The ROAR 2019 noted a 20 percent increase in milk and meat productivity among 650 livestock producers participating in the 'Sustainable Landscapes' project.¹²⁶ The evaluation reported the case of one livestock producer affiliated with FEGASUR who increased milk and meat production due to the introduction of good agroforestry practices. Those are promising results with replication potential.

In addition to promoting sustainable management, restoration and conservation practices, UNDP interventions advocated for the inclusion of livestock producers in local commercial banking. In total, 183 small producers managed to mobilize a total of \$514,000 in loans with advantageous conditions.¹²⁷ It is also worth mentioning the creation of the conditions for FEGASUR to access technical and financial support from the Inclusive Economic Development Programme implemented by COSUDE in the south of the country.

In contrast to the progress seen in capacity-building, the evaluation identified several factors that structurally limit changes to the production model in the supported value chains, which are barely recognised in the theory of change design. These include the limited impact of revisions to the policy and regulatory framework for value chains to incorporate the promoted practices and create incentives for innovation and change of the productive matrix. For example, although the law governing coffee and cocoa value chains was passed in 2016, it needs updating, and the lack of regulations to promote sustainable livestock is also notable.¹²⁸ In addition, small and medium-sized producers still do not benefit from better prices for products generated with good environmental practices due to the incipient or non-existent local organic market. Furthermore, UNDP puts significant effort into capacity building, both of institutions and producers, but with limited direct investment in economic or productive initiatives.¹²⁹

In other supported economic activities, benefits have been noted such as the reduction of the energy bill of a small hotel as a direct effect of the application of energy-efficiency practices, and 35 associates of two small-scale gold mining companies who lowered their production costs by using alternatives to mercury.¹³⁰

Finding 13. While UNDP initiatives for the inclusion of indigenous people in environmental governance are highly relevant, the strengthening of natural systems governance has been limited, especially in the territories of indigenous people, which are often area of potential conflict.

Governance of the environment and natural resources constitutes one of the most important challenges of the country. The most frequent sources of tensions and conflicts are: i) social demands for access and use of natural resources, mainly land, water and forests; ii) the expansion of extractive industries (farming, tourism, energy) into local communities and indigenous territories; iii) limited legal certainty regarding private and collective property rights over land; iv) the presence and territorial control of organized crime structures, mainly drug traffickers; and v) limited field presence of institutions.

Influenced by the governance crisis that has affected the country for the last ten years, the relationship between the national Government and the nine Honduran indigenous groups has been characterized by the absence of enabling conditions such as trust, credibility, and the ability to listen. In this regard, a report by the United Nations Special Rapporteur on the Rights of Indigenous Peoples has drawn attention to the

¹²⁶ ROAR 2019.

¹²⁷ ROAR 2018.

¹²⁸ Law for the protection of coffee and cocoa activities, No. 34,166 / 2016.

¹²⁹ Strategic outcome framework 41. Page 2 and Conceptual model in Annexes.

¹³⁰ Located in Choluteca y Macuelizo (Santa Bárbara).

limited progress in processes of official ownership of collective lands.¹³¹ The Inter-American Commission on Human Rights also warned in 2015 that the State of Honduras is not “*complying with its obligation to recognize, entitle, delimit, and demarcate these territories, which is generating conflicts between indigenous people and settlers interested in taking ownership of their lands*”.¹³²

In the absence of enabling conditions for dialogue between the State and indigenous people, the contributions made under Outcome 41 can be classified as highly relevant. These include: i) support for the creation of a multisectoral structure for governance and sustainable management of natural resources in La Moskitia with the participation of indigenous leaders; ii) training of indigenous leaders on the content of the Nagoya protocol, which establishes the access of indigenous people and communities to the benefits of genetic resources and ancestral knowledge on sustainable management; iii) the formulation of an indigenous and Afro-Honduran cultural safeguard as part of the social and environmental safeguards of the National REDD + Strategy; iv) support for the formulation of the Law of Prior, Free and Informed Consultation;¹³³ v) the participation of indigenous leaders in the steering committee of projects such as CONECTA+ and Sustainable Landscapes; and vi) the participation of the Lenca People’s Unity Committee (MUPIL) in the consultation processes for the REDD+ Strategy and other UNDP projects. At government level, it is important to emphasize the formation of the Inter-Institutional Committee for Biocultural Heritage, a governing and advisory body on the safeguarding of biocultural heritage and ancestral knowledge, consisting of eight government institutions linked to culture, biodiversity and academia.

In addition to these initiatives for the inclusion of indigenous people in environmental governance, UNDP supported the development of other mechanisms for the participation of different actors, including the National Committee for Social and Environmental Safeguards of Honduras, with the participation of 46 institutions from six public policy sectors, and five biological corridor committees. In the forestry sector, UNDP has supported the implementation of Voluntary Association Agreements, promoted by the EU to regularize land tenure in forestry areas, including indigenous territories.

Regarding the governance of natural systems, within the framework of the ‘AdaptarC’ project, which began in 2019, the 14 northern municipalities of the department of Francisco Morazán were invited to participate in the “*Yo soy CBC*” platform for inter-institutional coordination of the Central Forest Corridor (CBC). Due to its contribution to water provision for the urban population, this natural system is considered to have a high conservation value. Although a technical committee has been installed, this environmental governance structure has not yet been consolidated. In addition, work is being done on the development and training of seven micro-basin committees, who will be responsible for management plans, reforestation and fire control. UNDP is also expected to install two new forest nurseries and strengthen five nurseries already operating in the area. Implementation of the AdaptarC project has suffered delays during 2020, including the execution of financial commitments, due to a reduction in field activities due to mitigation measures related to the COVID-19 pandemic, and changes in *MiAmbiente* arising from the creation of the new Presidential Office for the Green Economy. Partisan issues have also been reported, as municipalities governed by the official political party, such as Tegucigalpa, have limited will to collaborate with municipalities led by mayors of opposition parties.

¹³¹ Report of the United Nations Special Rapporteur on the rights of Indigenous Peoples. Situation of indigenous peoples in Honduras, July 2016.

¹³² CIDH, Indigenous Peoples, Afro-descendant communities and Natural Resources: Protection of human rights in the context of extraction, exploitation and development activities. San José, Costa Rica, 2015.

¹³³ Under review in National Congress for objections of Indigenous organizations, among others MUPIL and CONPAH.

Finding 14. UNDP supported improvement of the policy framework, and the development of methodological tools, for the management and prevention of risks associated with climate events.

Due to its location in the Central American Isthmus, Honduras is exposed to two hurricane basins between May and November: the Atlantic, which includes the eastern and western Atlantic, the Caribbean Sea and the Gulf of Mexico; and the Eastern North Pacific.¹³⁴ Although their magnitude and trajectories are unpredictable, these events occur regularly every year. According to the regional information platform INFORM, 45 municipalities are at very high risk of exposure, and a further 195 at high risk.¹³⁵ The social groups most affected by these climate events are usually already vulnerable due to their income, place of residence or ethnicity.

For this reason, UNDP is providing technical assistance to the National Contingency Commission to review, update and reform the Law of the National Risk System, which dates from 2009. The objective is to adapt the law to changes in the international conceptual and normative framework on the risks associated with different natural events. The reform project is expected to be transmitted to the National Congress in 2021.

With the support of UNDP, in collaboration with United Nations Children’s Fund (UNICEF), EU, AMHON, academia and other actors, the National Contingency Commission developed the Honduras module for INFORM,¹³⁶ to record and measure the risk index of all 298 municipalities in the country.¹³⁷ The index is made up of 35 indicators that measure the three dimensions of potential disaster risk: danger and exposure; vulnerability; and lack of responsiveness. This information can be used by the national Government, municipal governments, CSOs and other stakeholders to make evidence-based decisions and prevent, prepare for, and respond to disasters.

Despite its relevance and usefulness, the INFORM tool is not yet known or used by all municipalities in the country. According to interviews, this is the case in the 14 northern municipalities of the department of Francisco Morazán, although the tool could have helped municipalities with their prevention and contingency plans for hurricanes such as Eta and Iota.

UNDP also provided training to municipalities. Staff from the environment units of 24 municipalities were trained on the international conceptual framework for climate change and tools for disaster risk management related to the most common climate events in their territories (for example, prolonged droughts in the dry season and high rainfall in the season of tropical storms and hurricanes). Local government staff were also trained on watershed management and measures for adaptation to the global effects of climate change.¹³⁸ This process expects to create at least one graduate prevention officer within each of the 298 municipalities of the country. Overall, 68 municipal and national officials were certified as prevention officers.

UNDP technical assistance to 24 municipalities in Olancho and Francisco Morazán contributed to updating municipal development and land-use plans, incorporating components of disaster risk management, climate change adaptation, and basin management. Taking into account these strategic planning tools, it is expected that the mayors and staff of the municipalities will be in a position to adopt relevant prevention and mitigation measures for each event so as to reduce the scale of potential adverse impacts.

¹³⁴ OCHA, Natural disasters in Latin America and the Caribbean, 2000-2019.

¹³⁵ INFORM. <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Subnational-Risk/Honduras>

¹³⁶ ROAR 2018 reports the participation of the Humanitarian National Network for the development of the INFORM Platform.

¹³⁷ <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Subnational-Risk/Honduras>

¹³⁸ ROAR 2019.

The solutions supported by UNDP, while contributing to mitigation and recovery responses, do not systematically address the structural causes of risks in the most vulnerable populations. In general, these are initiatives focused on critical and emerging effects, but with less attention to addressing the causes, such as the location of communities, the quality of housing, land use planning, models of appropriation, and the use of natural resources.¹³⁹

Finding 15. UNDP has contributed to strengthening the capacities of micro- and small enterprises to promote their social and economic inclusion in the market economy, while reducing their vulnerability. The social and economic inclusion strategy for micro, small and medium enterprise (MSME) has achieved some results in terms of increased incomes and temporary employment opportunities. However, these results have not always been sustainable and have been limited by structural factors. The strategy failed to mitigate those factors, with an insufficient focus on improving opportunities for women and youth.

The implementation of the UNDP strategy for the social and economic inclusion of MSMEs as an “inclusive business” model,¹⁴⁰ and its five methodological tools,¹⁴¹ has generated several changes in the capacities of the owners and partners of participating MSMEs. The two interventions described below have shown direct impacts on the living conditions of beneficiary groups.

More than a thousand coffee producers increased their income between 12 and 15 percent due to increased production and access to local export markets, mainly driven by two factors: technology, in particular the use of “Solar Coffee Dryers”, which added value to the product and improved its price by 14 dollars per 100 kg,¹⁴² and marketing, which consisted of the sale of dried products to relevant exporters that supply raw materials to global corporations such as Nestlé. The UNDP intervention also enabled 650 coffee producers at the base of the economic pyramid to reach purchase and sale agreements in local markets, and three pilots of inclusive business models were developed in the coffee and cocoa value chains.¹⁴³

The second case corresponds to partners of the company *Procalza*, one of 50 participating MSMEs from the social sector. *Procalza*, a shoe manufacturing company, is owned by 11 partners who worked as self-employed shoemakers before joining together to form the company. The company received various grants in goods and services under the Supplier Development methodology, for the acquisition of machinery; consulting and training in business organization and marketing methods; and linkages to the public procurement system for sales of their products to SEDIS. *Procalza* has been one of the cases in which the social and economic inclusion strategy achieved changes in the development conditions of the owner-members. A 20 percent increase in production levels was reported due to manufacturing modernization, and a 200 percent increase in profits from the sale of production to the State purchasing system.¹⁴⁴ 60 temporary jobs were also created (33 percent women and 63 percent young people between 16 and 35), and working capital increased, especially due to the machinery provided by UNDP.

¹³⁹ FILAC (November 2020) Consequences of the 2020 Hurricane Season on the indigenous communities of Central America.

¹⁴⁰ It consists of four main components: i) Formalization; ii) Business organization of the business and training of owners or partners on business techniques; iii) financial inclusion in commercial banking; iv) capitalization with manufacturing equipment and technologies.

¹⁴¹ i) Micro-franchises; ii) supplier development; iii) business incubation labs; iv) Rotary Fund for access to inputs and materials; v) growing with my business.

¹⁴² The model was implemented thanks to the collaboration of the COHONDUCAFE Foundation and the Nescafé Corporation. Report 2019 Project Board + competitiveness + employment.

¹⁴³ ROAR 2019.

¹⁴⁴ Ibid.

However, changes for the coffee producers and partners of the footwear MSME appear to be temporary effects, with limited potential for sustainability once support to the project ends. In the case of *Procalza*, this evaluation found evidence that the company is unstable, and at risk of losing the assets provided by UNDP. As of October 2020, *Procalza* managed to complete the delivery of 70 percent of the contract with SEDIS. Of the 11 founding partners, only two remain.

Interviews revealed several structural factors behind *Procalza*'s limited effectiveness and scope: i) the limited human capital of male and female entrepreneurs; ii) a lack of productive assets; iii) an environment that is not conducive to the market economy ecosystem, including access to financing or the institutional framework of the State;¹⁴⁵ and iv) stigmatization of vulnerable populations as lacking entrepreneurial capacity or attitudes. It is important to note the emphasis of the UNDP strategy on developing entrepreneurial capacity of the poor population in Honduras as the main path for their inclusion, and the weak focus on fixing structural challenges. For example, this evaluation did not identify a specific focus of UNDP interventions to improve economic development opportunities for women and youth.

Regarding work on structural factors, through the '+Competitiveness + Employment' project in the Lempa region, a case has been developed to promote the certification of 39 rural savings banks as microfinance entities with the National Bank for Production and Housing of Honduras. However, this is still under consideration. Regarding institutional capacity, with the support of AMHON, UNDP strengthened the capacity of 16 municipalities to manage processes for the social and economic inclusion of MSMEs in their territories. As a result, five municipalities developed competitiveness and employment agendas.¹⁴⁶ In addition, an Agricultural Production Unit was created and equipped in the Municipality of El Progreso in Yoro. Likewise, the Municipality of Omoa received support for the design of its brand to improve its tourism marketing.¹⁴⁷

Projects related to the green economy provide opportunities to integrate a model of sustainable development and social inclusion. In the current programme these can be divided into two types, depending on the project approach: some are sustainable management projects that aim at global environmental benefits, while others aim at the social and economic inclusion of the most vulnerable. Environmental projects target food agro-industries that sell their raw materials in global markets and have the capacity to access climate finance through environmental certification. Social inclusion initiatives are aimed at small producers and groups living in poverty, including indigenous peoples, who are subject to social and environmental safeguards but lack opportunities to access green funds. According to several interviewees, this could increase inequality when the most vulnerable groups are excluded from the benefits of climate finance and green economy markets.

2.4 Cross-cutting issues

Finding 16. UNDP added-value, neutrality and transparency allowed it to be involved in strategic and sensitive areas of development. While UNDP support to the Government is appreciated, the transfer of capacity has been limited, and this threatens the sustainability of institutional development.

UNDP is considered a reliable and competent partner in areas such as democratic governance, citizen security and climate change. Evidence collected by the ICPE confirmed the appreciation of national and international stakeholders of the UNDP role as a neutral provider of technical assistance. This has allowed UNDP to engage in areas of high political sensitivity and strategic importance for the country, including

¹⁴⁵ As land, working capital, equipment and infrastructure.

¹⁴⁶ Omoa, Cortés, Progress, Danlí and Paradise.

¹⁴⁷ UNDP. Annual Project Report + competitiveness + employment.

electoral processes and dialogue, and security statistics. These intervention areas have elevated the overall profile of UNDP and the United Nations in the country, allowing the country office to leverage new partnerships with International Financial Institutions. The multi-million dollar Government contribution to the *Identificate* project is a sign of the high level of trust in the capacity of UNDP to deliver.

During this programme cycle, UNDP positioning at subnational and local levels has deteriorated (see findings 5, 7 and 10). UNDP support to last-mile challenges has been impacted by the lack of an enduring presence in the field or a clear strategy for work with local partners.

UNDP positioning with the private sector has been strengthened during this programme cycle. UNDP signed a memorandum of understanding (MoU) with COHEP and the Honduran Foundation for Corporate Social Responsibility to develop cooperation in areas of common interest. Yet, despite UNDP preparing a road map to foster partnership with the private sector in 2018, the SDG Business Platform and incipient progress with the Global Compact, the private sector still has untapped potential.

Despite some *ad hoc* and one-off engagements with civil society, UNDP Honduras lacks a clear approach to civil society engagement to develop the full potential of these partnerships.

While UNDP is a major player in the United Nations system, it has not sufficiently leveraged its privileged positioning within the system to develop joint programming and develop its niche as a convenor for development in Honduras. There is room for UNDP to strengthen its position and role in the United Nations system and fully leverage other agencies' expertise to reinforce interventions and resource mobilization. Finally, there is still confusion among stakeholders as to the role of the UNDP Resident Representative versus the United Nations Resident Coordinator, which might have an impact on UNDP positioning.

UNDP is also recognized for its central role in advocacy and the promotion of an enabling environment for development, particularly for the achievement of the SDGs (see finding 5). Recent UNDP efforts to build a more sustained dialogue with and between Government and non-state actors are reinforcing the already strong position of the office in the country.¹⁴⁸

While innovation is evident in the design and delivery of a limited number of projects (e.g. conditional cash transfers), partner perceptions suggest that innovation is not yet part of the UNDP Honduras value proposition. According to the 2015, 2017 and 2020 partnership surveys, partners perception is below 50 percent, lower than the regional or global results for UNDP. National stakeholders believe that there is space for more innovative and integrated efforts from UNDP to accelerate development solutions and financing towards the SDGs.

Another critical value proposition of UNDP relates to the efficiency gains and transparency of UNDP procurement procedures. Stakeholders noted that national procurement procedures are cumbersome, and, in some cases, the Government is challenged to ensure the efficient and timely delivery of goods and services. UNDP assistance is praised for its transparency and efficiency. Such examples were further highlighted in relation to the UNDP support to the COVID-19 response, IT equipment and other types of goods and services for the public sector. However, the UNDP ability to offer deeper and longer-term solutions beyond procurement was still found to be a challenge.

¹⁴⁸ Timely preparation of the Human Development Report before the 2021 elections and ten years after the last one. The report is expected in 2021.

A related and significant feature noted by interviewees is that UNDP is engaged when the Government does not have a solution for an urgent need, or to provide confidence in processes such as procurement. Illustrative examples were found across most sectors.¹⁴⁹ While addressing short-term capacity gaps, this support lacks a strategy to build sustainable national capacity and structures. Outsourced expertise replaces missing institutional knowledge, without a clear plan on how institutional capacity will be sustained beyond the accomplishment of a task. A striking example is that UNDP has supported the procurement processes of Hondutel and other institutions for over 15 years.

Finally, even after the delinking of the Resident Representative function from UNDP, several partners interviewed underlined that UNDP is generally perceived as a coordinating agency, with high convening capacity. This gives it legitimacy and leadership in the coordination of certain sectoral committees, and the development of integrated projects such as the socioeconomic response to the COVID-19 pandemic (finding 20).

Finding 17. Honduras was the first country globally to sign an agreement on South-South and triangular cooperation between the Government, the United Nations country team in Honduras and the United Nations South-South Cooperation Office (UNSSCO). While the UNDP portfolio demonstrates several examples of South-South cooperation, implementation of the agreement did not fulfil expectations, and cooperation between countries through the exchange of information and approaches could be further promoted.

In 2017 Honduras signed a MoU on South-South and triangular cooperation (SSTC) with the United Nations country team and UNSSCO. This is a pioneering agreement and pilot initiative which has been replicated in other countries, such as Panama and Azerbaijan. It was also reported that this experience was key for the preparation of the new 2020 UNDP corporate SSTC strategy.

The agreement accelerated understanding of the SSTC concept by national institutions, but while the document set ambitious goals and targets, it was not operationalized. Most commitments from the signatories were not met due to multiple factors, including staff turnover in the Government, insufficient corporate support from UNSSCO, and the availability of dedicated funds.

Beyond this agreement, the UNDP portfolio contains a limited number of SSTC across thematic areas:

- In democratic governance, UNDP has developed SSTC between CENISS and the governments of Peru, Uruguay and Bolivia to share experiences on administrative records for social programmes and policies in Honduras.
- In citizen security, UNDP has developed two regional projects (InfoSegura and PREVJUVE), and there are opportunities to promote more systematic SSTC processes. Within *InfoSegura* there have been some exchanges between public institutions of three countries in the northern triangle (El Salvador, Guatemala and Honduras) and between public institutions, academia and civil society.
- In climate change adaptation, some interventions which included SSTC have demonstrated its value in enhancing the planned results. The coastal marine project received support from UNDP Cuba, including technical assistance from Cuban experts and experience exchanges and trainings between the two countries. The project also organized a technical cooperation meeting of the coastal marine group of the Latin America Network, which included the participation of experts

¹⁴⁹ Such as technical assistance in drafting reports to international treaty bodies or strategies such as the Biennial Update Reports, COVID-19 procurement.

from Costa Rica, Mexico, Guatemala, Cuba, Panama, Chile and Uruguay. UNDP Honduras received support from UNDP Colombia to formulate and implement the inclusive “micro-franchise” business model, based on their successful experience.¹⁵⁰ Finally, UNDP Honduras and UNDP Guatemala implemented a binational project for the integrated management of the Motagua River Basin with the aim of reducing sources of land pollution.

SSTC is often highlighted as one of the key value propositions of UNDP, used to generate new ideas and improve existing methodologies and tools. While UNDP supported the development of the MoU and has applied SSTC features in some interventions, there is scope to map potential experiences and opportunities for the country, systematize this approach, and document learning for knowledge sharing, replication and scale-up of results.

Finding 18. UNDP has quickly responded to the COVID-19 crisis and positioned itself as a key interlocutor to support the Government of Honduras in its recovery efforts through the socioeconomic impact assessment which served as a timely evidence base for the design of economic and social measures, an innovative solution on cash transfer, and support for efficient and transparent procurement. UNDP also redirected resources to the acquisition of protective equipment and an awareness campaign.

The recent global COVID-19 outbreak has altered the Government’s priorities and impacted the UNDP country programme and delivery, including postponement and cancellation of some planned activities for the year. It also led to the repurposing of some of its programme funds to the urgent COVID-19 response, as well as developing new projects. Stakeholders consider the UNDP response to COVID-19 to have been timely, useful and adapted to the country’s needs. While UNDP engaged in several actions in response to the COVID-19, five activities stand out.

In the midst of the outbreak, UNDP was invited by the Government of Honduras to support the identification, selection and delivery of a social programme targeted at the most vulnerable and affected population. According to interviewees, Honduras became the first country worldwide to use a multidimensional approach to identify individuals affected by COVID-19 for electronic transfers (of 2.000 lempiras, equivalent to \$82 dollars) for around 260.000 vulnerable persons. At the time of this review, 56.000 cash transfers had been made, representing almost \$5 million.¹⁵¹ A key achievement remains the development of the Multidimensional Vulnerability Index in conjunction with national partners the Oxford Poverty and Human Development Initiative of the University of Oxford and the University of Los Andes in Colombia.¹⁵² Its relevance was demonstrated anew in the targeting support to the population affected by hurricanes Eta and Iota. It was also the first time the country developed the delivery of social benefits using mobile phone electronic notifications.

With the Secretariat of the Presidency, UNDP co-leads the COVID-19 early recovery group, which allowed the identification of emerging needs created by the pandemic and facilitated recovery efforts.¹⁵³ This led to other important UNDP efforts, including two assessments to evaluate the socioeconomic impact of COVID-19.¹⁵⁴ Under the leadership of the Resident Coordinator, UNDP and other United Nations agencies

¹⁵⁰ The experience was implemented in the Business Development Center of the Lenca Region.

¹⁵¹ <http://datos.ceniss.gob.hn/BonoUnico/Canjes.aspx>

¹⁵² “Centro Nacional de Información del Sector Social”, “Secretaría de Estado en el Despacho de Trabajo y Seguridad Social” and the “Servicio Nacional de Emprendimiento y Pequeños Negocios”.

¹⁵³ Representatives from areas such as social protection, employment, entrepreneurship from both the public and private sectors, civil society and cooperation.

¹⁵⁴ “Evaluación Rápida del impacto socioeconómico COVID-19 en Honduras” and the Social and economic impact of the COVID-19 and policy options in Honduras.

assessed the socioeconomic impacts of COVID-19, resulting in the preparation of the Socioeconomic Recovery Plan to mitigate the negative effects of the pandemic.¹⁵⁵ Development partner interviewees confirmed that the report serves as an important planning tool for recovery responses to the crisis.

The Government of Honduras, EU and Inter-American Development Bank (IADB) signed an agreement to finance a programme on the immediate public health response to contain and control the virus. An important condition requested by the signatory was that UNDP would be in charge of managing and executing the procurement process, to guarantee transparency and efficiency in the management of resources.

During the outbreak, the Government launched the Office of Presidential Priorities and Public Innovation, mandated with the modernization and simplification of procedures through the use of information and communication technologies. Over two months, UNDP supported the Government to digitalize three key services¹⁵⁶ central to the COVID-19 economic recovery plan, while promoting transparency and efficiency.¹⁵⁷ UNDP was also engaged in facilitating connectivity for various actors.¹⁵⁸ Interviewees noted that the digital transformation field is wide open with opportunities for UNDP, including in the area of anti-corruption, and highly relevant during and after the COVID-19 era.

In collaboration with the Council of Elders and the Territorial Councils of La Moskitia, UNDP and COSUDE developed the COVID-19 Protocol for the Indigenous Peoples of La Moskitia, one of the most remote regions of Honduras. UNDP also worked on reinforcing messages of non-discrimination and prevention of contagion in this area. This support included the training of three local radio broadcasters,¹⁵⁹ reaching eight territories and more than 3,000 people, training 60 community leaders and providing essential protective equipment and biosecurity supplies.¹⁶⁰

Finding 19. Although UNDP programming has shifted towards a gender equality focus, its contributions to gender equality and women's empowerment have been specific, and progress towards expected results has been limited in an uncondusive country context, especially for relevant initiatives such as Spotlight.

41 percent of programme expenditure has been assigned to outputs that were not expected to contribute to gender equality (GEN0).¹⁶¹ A review of programme documents showed that a large proportion of projects in the UNDP portfolio was marked as GEN1 (36 percent of project outputs, with expenditure of \$10 million), while GEN2 projects represent 41 percent of the portfolio with expenditure of \$28 million. Only 9 percent of expenditure has been allocated to outputs with gender equality as the main objective (GEN3), accounting for with expenditure of \$0.8 million over the implementation period. Most GEN2 and GEN3 projects are under Outcome 40 on citizen security (within which over 50 percent of projects are GEN2 or GEN3). It is important to highlight that the proportion of more gender focused projects has increased over time, particularly since 2018. Annual expenditure has also shown a clear shift, with an increasing trend in programme resources for projects designed to promote gender in a significant way (GEN2). Up to 2018, the UNDP programme did not include any GEN3 projects.¹⁶²

¹⁵⁵ The socioeconomic recovery plan developed by the Resident Coordinator Office with the technical Support of UNDP in Honduras was in preparation phase during the drafting of this report.

¹⁵⁶ "Trademark Registration" for the Property Institute, "Authentic and Apostilles" for the Secretariat of Public Relations and International Cooperation, and " Stepped Credit Solidarity" from the Presidential Credit Solidarity Programme.

¹⁵⁷ Through the regional project SIGOB.

¹⁵⁸ Supported private sector with training in digital entrepreneurship, facilitating zoom licenses to the National Congress.

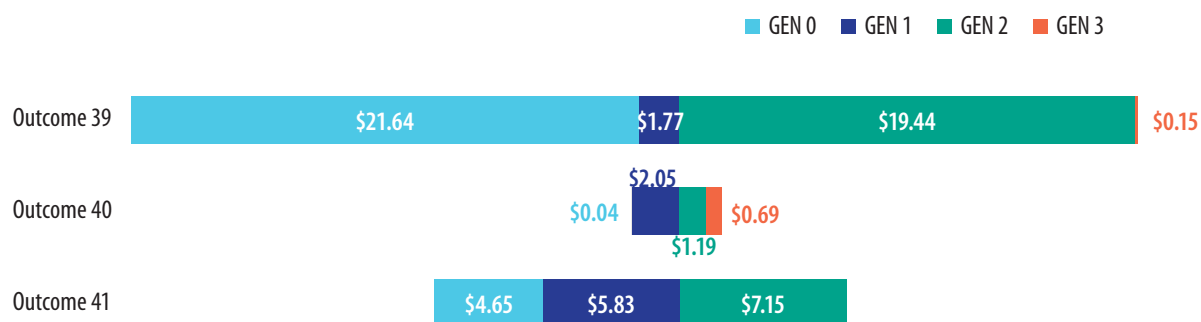
¹⁵⁹ Radio Bautista "Buenas Nuevas", Radio Católica "Kupia Kumi" y Radio "Play".

¹⁶⁰ <https://www.hn.undp.org/content/honduras/es/home/stories/la-moskitia-hondurena-contra-el-covid-19-.html>

¹⁶¹ According to the Gender Marker, a UNDP tool used to track expenditure towards gender mainstreaming. GEN 0 (No noticeable contributions to gender equality), GEN 1 (Some contributions to gender equality), GEN 2 (Significant contributions to gender equality), and GEN 3 (Gender equality is the principal objective).

¹⁶² Engagement Facility project (Combo Embarazo Adolescente) started in July 2018 and Spotlight project started in April 2019.

FIGURE 4. Expenditure by gender marker and outcome, 2017-20 (million US\$)



Source: Data from Power BI as of 21 August 2020

While the governance portfolio has several GEN2 projects, few have activities and results that are gender responsive. Most contributions and results obtained by UNDP under this Outcome are gender targeted or gender blind according to the GRES scale.¹⁶³ Although projects paid attention to the number of women involved in project activities, there is no evidence of the use of differentiated approaches adapted to the needs and interests of women, or for the equitable distribution of benefits, resources, status or rights. Nor is there evidence of more strategic work aimed at modifying cultural practices, values or power structures that perpetuate gender inequality and discrimination and the exclusion of women from decision-making.

The ‘Strengthening Human Rights CSOs in La Moskitia’ project developed an agenda of priorities in seven specific areas, with 30 indigenous and Afro-Honduran women. The ‘Combos’ project incorporated a gender approach to the analysis carried out using the SDGs Combo tools for the formulation of three public policies. UNDP also supported the Academy of Women Parliamentarians, an initiative led by NDI, although there is only evidence at the level of activities. The results are very limited and are fundamentally based on the participation of women in project spaces and activities, and women’s participation in Congress remains low, at below 30 percent. UNDP has also started supporting SEDIS in the development of a gender strategy to incorporate a gender approach in policies, programmes and social projects as a means to advance gender equality and the empowerment of women and girls in Honduras. This initiative is closely aligned with the UNDP programme priority in UNDAF 2017-21 to promote the participation of women in national public life.¹⁶⁴ In addition, UNDP supported SEDIS in developing an action plan to target women during the pandemic.

Of the seven projects in the portfolio of outcome 40, two of them, *InfoSegura* and *Spotlight*, include actions which aim to obtain gender responsive results. Those interventions are aligned with United Nations commitments in UNDAF 2017-21 for the prevention of violence against women.¹⁶⁵ UNDP has generated knowledge through studies and analysis on gender-based violence and femicide, including the recent ‘Analysis of institutional capacities for the generation of information on violence against women and girls and femicide in Honduras’. This study documented existing data in the country, identifying gaps in monitoring and capacity, to guide potential future interventions with institutions from the justice and security system, but has limited use at local level.

¹⁶³ The Gender Results Effectiveness Scale (GRES): A Methodology Guidance Note.

¹⁶⁴ UNDAF 2017- 2021, Effect 3.

¹⁶⁵ UNDAF 2017- 2021, Effect 4.

UNDP has been implementing the Spotlight Initiative since the end of 2018, in partnership with the United Nations Population Fund (UNFPA), UNICEF and UN Women and with EU funds (\$14 million over four years). This initiative focused on reducing femicide and preventing and responding to violence against girls and women in five municipalities in the country. UNDP focuses on institutional strengthening and data management, to enable national and subnational systems and institutions to plan, fund and deliver evidence-based programmes to prevent and respond to violence against women and girls. UNDP also aims to have quality, disaggregated and comparable data globally on different forms of violence against women and girls and harmful practices, which is collected, analysed and used according to international standards. There is a will for UNDP to increase its contribution to the Initiative through support to local programming and budgets for work on gender-based violence, or the creation of an integrated justice information system.

Regarding interagency work, UNDP supported UN Women with various aspects of work to eliminate violence against women and girls, including consolidation of the legal framework, strengthening the knowledge of CSOs and the women's and feminist movements, and facilitating spaces for dialogue.¹⁶⁶ In addition, UNDP has assisted UNFPA to strengthen services for the prevention and eradication of violence against women and girls. However, these actions are still pending, and Spotlight has not shown any significant progress so far. The initiative started with significant delays, which some actors attribute to difficulties in the country office while responding to commitments to the inter-party dialogue held in 2018, and slow recruitment.¹⁶⁷ UNDP has still not begun work in all of the prioritized territories, and had to modify its strategy to build a more conducive environment through specific gender-related work. The project financial execution is low, and there is no evidence of significant contributions or results, although in considering results it is important to factor in contextual difficulties for progress on GEWE in the country.

Under the environment portfolio, interventions adopted specific measures to address existing inequalities between men and women in processes of sustainable development and social inclusion. However, aside from some exceptional cases, these measures have shown little effectiveness in bringing about transformational changes and reducing prevailing gender gaps. Most interventions were assessed as gender targeted. Outcome 41 promoted seven gender-related processes in interventions for sustainable development and social inclusion, namely: i) the disaggregation of indicators by sex, and establishing quotas for the participation of women in the projects goals; ii) the prioritization of women in the selection of producers and owners of participating SMSEs; iii) training of project staff, institutions and producers; iv) the preparation of instruments to integrate a gender perspective into processes (e.g. Action Plan for Gender Inclusion, and a guide for the incorporation of the gender perspective in projects in the environmental area); v) gender analysis and the social and environmental management framework for projects; vi) strengthening of Municipal Offices for Women in 14 municipalities; and vii) support for the Gender Empowerment School, which has included business training for women entrepreneurs. These activities had limited effect on the structural factors of gender inequality in the economic activities and development processes promoted. For this reason, based on the design and the results achieved, the outcome products were rated gender targeted on the GRES scale. This is still to be considered as an improvement over the previous programming cycle.

While most projects include parity targets for participation, there was no evidence of sustained and adapted gender mainstreaming throughout programming, or any focus on more responsive and transformative approaches. This can be explained by the following internal factors:

¹⁶⁶ Honduras Spotlight Programme Annual Narrative Progress Report (01 January 2020 – 31 December 2020) initiated by the EU and the United Nations.

¹⁶⁷ <https://www.hn.undp.org/content/honduras/es/home/presscenter/articles/2019/comienzo-socializacion-de-la-iniciativa-spotlight-en-municipios-.html>

- The country office did not have a dedicated holistic gender strategy in place to guide effective gender mainstreaming throughout the organization. This has prevented the country office from effectively applying GEWE throughout programme planning, implementation, monitoring, evaluation and reporting. Moreover, the country office has not set a budget target for GEWE allocations for the implementation of gender targeted and gender mainstreaming initiatives.¹⁶⁸
- There are weaknesses in project design and limited integration of gender analysis prior to the development of outputs. This has affected the extent to which projects could promote gender equality and equity. Moreover, while there are good practices in some projects, there is insufficient synthesis of lessons learned, or implication of the gender focal point in design or partnerships with civil society.
- Insufficient human and financial resources weakened efforts to mainstream GEWE. The country office does not have a dedicated gender specialist. In June 2017, the M&E focal point was appointed as gender focal point (20 percent of the time) without clear terms of reference. Since the departure of this focal point, a new one was appointed, who also coordinates the Spotlight project. This gender focal point focuses on representing UNDP in information requests on GEWE, and has provided GEWE training to SEDIS technical and senior management, but has a limited role in ensuring gender inclusion in UNDP project documents or inputs to programme portfolio teams.
- Interviewees noted that staff capacity-building on gender consisted only of brief awareness workshops. There is a need to institutionalize capacity development initiatives (e.g. trainings, learning sessions, mentoring) that aim to build the technical gender equality competencies of UNDP Honduras personnel.

Following a commitment expressed by the new management to strengthen gender mainstreaming, the gender focal point was tasked to work with the regional gender officer in the development of an initial action plan for the gender equality seal implementation.¹⁶⁹ This could lead the office to deliver more concrete transformational gender equality results. As part of this process, the country office established a gender focal team with six members across sections,¹⁷⁰ developed three gender tools (promotion of gender equality in recruitment, production of gender-sensitive communication, and development and review of gender markers), and provided support to government institutions (e.g. SEDIS, National Institute of Women) to ensure that gender commitments were fulfilled. The current gender focal point has recently been requested to develop a gender strategy, but as of November 2020 this had not yet been completed. Finally, the inter-agency thematic group on gender was reactivated, and had its first meeting in October 2020.

As of November 2020, women represent 68.57 percent of country office personnel,¹⁷¹ with women well represented in managerial positions (53.8 percent),¹⁷² although only 22.9 percent of fixed-term appointments were held by women.¹⁷³ On growth and development, only 25 percent of female staff considered that their supervisor took an active interest in their growth and development, as opposed to 64 percent of male staff.

¹⁶⁸ United Nations country team SWAP Gender Equality Scorecard. https://unsdg.un.org/sites/default/files/UNCT-SWAP_Gender-report_Web.pdf

¹⁶⁹ The Gender Equality Seal incentivizes UNDP country offices to integrate gender equality into all aspects of their development work. Upon completing a range of specific standards, UNDP Country offices can achieve either a Gold, Silver or Bronze level certification. By engaging with the Seal, UNDP Country offices are better positioned to support government partners and accelerate progress towards achievement of the SDGs. <https://www.undp.org/publications/undp-gender-equality-seal-initiative-undp-entities>

¹⁷⁰ M&E focal point, human resources focal point, programme associate, project coordinator, governance analyst, resident representative executive associate.

¹⁷¹ UNDP Intranet, Atlas Executive Snapshot, Gender Distribution, Regional Bureau of Latin America and the Caribbean, Honduras.

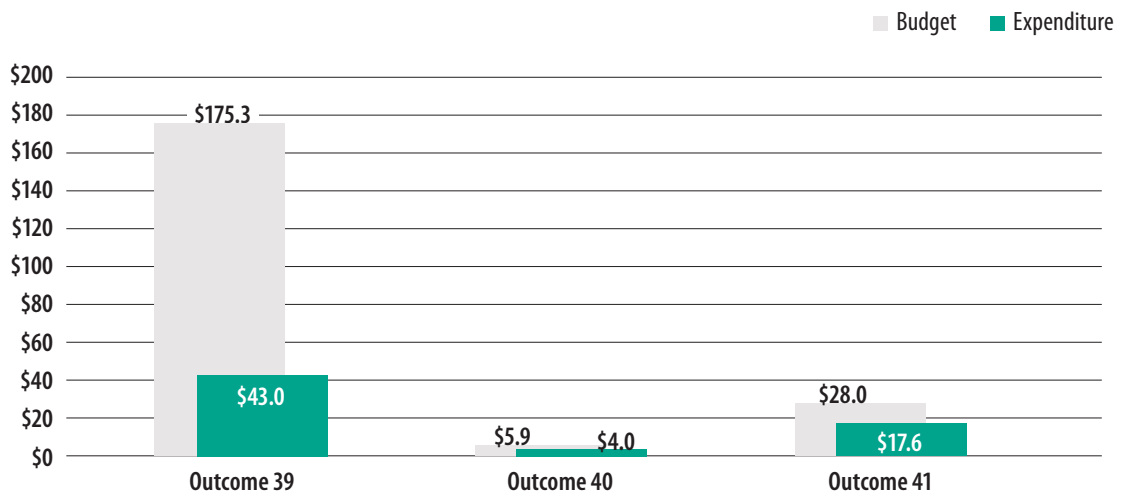
¹⁷² Total of women in D1, P5, P4, P3, NOC, NOB = 7 (53.8%); Total of men in D1, P5, P4, P3, NOC, NOB = 6 (46.2%).

¹⁷³ Women with Fixed Term Positions = 11/48 = 22.9%.

Finding 20. Despite a challenging financial context, UNDP has been able to mobilize a higher than expected amount of resources. However, its delivery operational capacity was not matched, and internal resources were stretched.

UNDP estimated that \$92 million would be needed to implement its 2017-21 programme, of which \$1.8 million (2 percent) from core resources. As shown in figure 5, between 2017 and mid-2020,¹⁷⁴ the programme enjoyed a budget allocation of \$209.3 million, exceeding its five-year target by 128 percent and reaching its highest level in 2020 with \$143.2 million. These figures are attributable to the democratic governance and human rights portfolio (Outcome 39), for which UNDP mobilized \$175.3 million against an initial target of \$22.8 million for the 2017-21 period. This is mainly due to the *Identificate* project which secured \$104 million in 2019-20, the ‘COVID-19 response’ with \$40 million in 2020, and an increase in funding for the ‘Transparency in the Strategic Management of Hondutel’ project, which received \$24 million over the 2017-20 period. For the two other outcomes, citizen security, access to protection mechanisms and citizen participation (Outcome 40) and sustainable production and consumption, climate change, income and decent work (Outcome 41), UNDP did not achieve its resource mobilization targets. Outcome 40 mobilized \$6 million against a target of \$10.8 million,¹⁷⁵ and outcome 41 mobilized only \$28 million against a target of \$58.4 million.

FIGURE 5. Total budget and expenditure by outcome (million US\$) for the 2017-20 period



Source: Data from Power BI as of 21 August 2020

The country office successfully mobilized non-core resources through government cost-sharing (59 percent), vertical trust funds (24 percent), and bilateral/ multilateral funds (17.4 percent). Government cost sharing funds have been the most important part of the UNDP portfolio, representing approximately \$37.3 million (58 percent) of total expenditure. Funding from Hondutel, which contributed \$21 million, represents 32 percent of total expenditure for the 2017-21 CPD period, and approximately half (49 percent) of Outcome 39 total expenditure. The Government of Honduras was the second largest contributor, at \$16.1 million (25 percent), followed by the GEF Trust with \$10.3 million (16 percent of expenditure) and USAID (6 percent).

¹⁷⁴ The financial resources have been extracted from Power BI as of 21 August 2020.

¹⁷⁵ Partially due to the discontinuity of funding from USAID.

UNDP was able to mobilize a more diversified funding base, which is vital to office functioning, given the very limited amount of core resources available. UNDP “aggressively pursued other opportunities” and was very successful in positioning itself as an important partner to international financial institutions. Though without a resource mobilization strategy, the country office has created an ambitious pipeline and sought opportunities for joint programming, cost-sharing, and collaboration with international financial institutions, thanks to dedicated advocacy efforts by UNDP senior management.

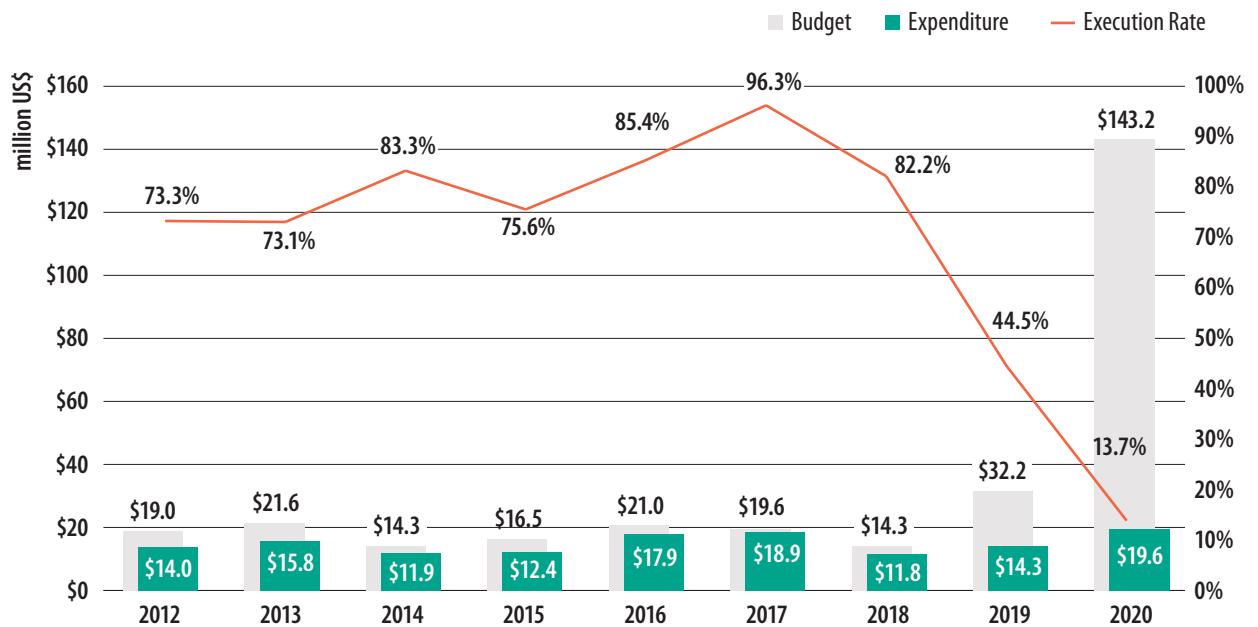
While recognizing the value of UNDP-provided development services, interviewees expressed some scepticism about the financial appeal of UNDP proposals. This is mainly due to the inability of the M&E system to capture the UNDP added-value in some sectors. For example, in procurement, UNDP is unable to justify and quantify the benefits of its interventions.

Some interviewees also warned of the dangerous precedent set by the UNDP agreement with IADB to lower direct project costs to 4 percent. This could affect future negotiations with partners and have an impact on UNDP financial sustainability.

Finally, despite notable growth in the resources mobilized over 2017-20, UNDP dependence on a few external funds continues to raise concerns about its financial sustainability and financial risk management. Similarly, the evaluation could not establish any concrete plans or strategy to pursue alternative funding opportunities with the private sector, which has much untapped potential in Honduras.

The significant increase in budget allocations was accompanied by a notable decrease in the programme execution rate. While UNDP delivery has increased between 2018 and 2020, the overall execution rate went down from 96.3 percent in 2017 to 44.5 percent in 2019. UNDP disbursed \$64.6 million between 2017 to mid-2020.

FIGURE 6. Programme budget and expenditure, Honduras 2012-20



Source: Data from Power BI as of 21 August 2020

Based on interviews and desk reviews, the ICPE identified several key drivers behind the reduced execution rate:

- The implementation period was marked by political and social instability, as well as the COVID-19 health crisis, which slowed implementation of the country programme. The 2017 election and COVID-19 significantly altered the UNDP programme of work as it refocused to the country's most immediate needs. This has delayed the execution of projects and planned activities.
- Limited human resource capacity in national institutions was a factor affecting the timely delivery of projects. This occurred particularly in case of NIM projects, which reported a lower average execution rate (66 percent) than DIM projects (78 percent).¹⁷⁶
- Government restructuring, including shifts in ministerial portfolios and turnover of key personnel in ministries, is another factor requiring UNDP re-engagement and delaying project delivery, particularly under Outcome 41.
- UNDP Honduras went through several downsizing exercises and successfully improved its financial sustainability.¹⁷⁷ In 2017, the country office had 36 staff, and in 2018, this had reduced to 31.¹⁷⁸ With the delinking of the Resident Representative from UNDP, the office was further reduced to 23 personnel. Interviewees noted that UNDP appears to be overstretched, and that this is affecting effective programme management, including M&E and reporting. Some personnel are covering multiple projects, thematic areas and organizations with insufficient time (or sometimes even expertise) in their areas of responsibility.
- Operations are staffed for regular duties. Capacity bottlenecks appear at times due to multiple tender requests from a number of projects at the same time, or unplanned new activities. Some partners have reported delays in procurement activities. This is of particular importance for UNDP which has positioned itself as a provider of transparent and efficient procurement services.
- The country programme contains few large projects such as *Identificate*. Lower execution rates in those key projects have a disproportionate impact on the overall country execution rate.

It is questionable whether UNDP Honduras, as currently structured and staffed, is sustainable over the medium to long term given the current and prospective workload. The country office is well aware of the challenges of its structure and capacity to respond to the changes ahead. Given the success of the resource mobilization approach, this could represent an impediment to UNDP potential in the country.

¹⁷⁶ Average execution rate between 2017-2019.

¹⁷⁷ Financial sustainability improved compared to the previous programme cycle as a result of several actions including the improving of DPC recovery, downsizing, etc.

¹⁷⁸ Data provided in the permission questionnaire.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE



This chapter presents the evaluation conclusions on UNDP performance and contributions to development results in Honduras, as well as the recommendations and management response.

3.1 Conclusions

Conclusion 1.¹⁷⁹ UNDP is a trusted and valued partner of the Government. It is perceived as a credible provider of development services by both national and international stakeholders. UNDP neutrality and transparency allowed the country office to be strongly positioned and involved in highly strategic areas of development in Honduras. UNDP has been adapting its work to remain relevant to the country's evolving development context.

UNDP enjoys a good reputation as a valuable partner in Honduras, providing support in alignment with national priorities. UNDP work in Honduras appropriately focuses on environmental vulnerability and climate change, democratic governance and citizen security, three of the country's major development challenges. The UNDP value proposition has been its expertise and ability to respond to the country's needs and demands. Its work is particularly appreciated for the efficiency and transparency of its procurement services, its role during electoral dialogues and as a knowledge broker.

UNDP has responded promptly to the Government's changing priorities and emerging needs, and has been able to swiftly adapt some of its interventions to address challenges generated by the COVID-19 pandemic and migration. The trust of the Government and international partners has enabled UNDP to play a leading role in coordinating efforts to fight and mitigate the damage caused by the pandemic. It has also presented new opportunities for UNDP, notably in the field of digital transformation.

Conclusion 2.¹⁸⁰ UNDP made important contributions to the national development agenda and demonstrated some progress towards most programme outputs despite a very challenging and dynamic national context.

The role of UNDP in supporting electoral processes has been crucial and recognized in the country. UNDP has contributed to preventing a further escalation of violence by facilitating the inter-party dialogue. UNDP also brought credibility and transparency to procurement processes for Honduran institutions.

UNDP has contributed significantly to national capacity for the collection and analysis of citizen security data, as well as the understanding of violence and insecurity in the country. Published data are now deemed more reliable and accurate, contributing to public confidence and greater transparency of information.

UNDP also played an important role in improving the legal and institutional framework for climate change, and the restoration, conservation and sustainable use of the biodiversity of the country's natural ecosystems to achieve environmental benefits. UNDP also supported the country to fulfil specific obligations undertaken in world environmental summits. The UNDP social and economic inclusion strategy and the improved sustainable management practices have achieved some results in terms of increased income and temporary employment opportunities.

During this programming cycle, UNDP contributions to disaster risk management have been limited, despite the scale of this challenge for Honduras. Interventions insufficiently addressed capacity gaps, in particular at local level.

¹⁷⁹ Linked to findings 1, 2, 4, 5, 6, 10, 11, 14, 16 & 18.

¹⁸⁰ Linked to findings 1, 2, 3, 5, 6, 8, 9, 11, 12, 13 & 15.

Conclusion 3.¹⁸¹ UNDP mobilized a higher than expected amount of resources as a result of its good positioning in key sectors of interest. This significant inflow of resources was accompanied by a noteworthy decrease in the country office execution rate due to contextual factors, as well as inadequate operational capacity and human resources to accommodate the ambitious pipeline.

UNDP was able to mobilize a more diversified funding base by aggressively pursuing opportunities. Despite not having a documented resource mobilization strategy, the country office has created an ambitious pipeline thanks to dedicated advocacy efforts by UNDP senior management.

Despite the notable growth in overall resources in 2017-20 (mainly attributable to two new projects), UNDP dependence on a small number of external funds continues to raise concerns about its financial sustainability and financial risk management. Some interviewees also warned about the dangerous precedent set by the UNDP agreement with IADB in lowering direct project costs to 4 percent. Similarly, the evaluation could not find any concrete plans or strategy to pursue alternative funding opportunities with the private sector, which has untapped potential in Honduras.

These challenges are a strain on the already small country office team, threatening some of the gains made by the office. From 2017 to mid-2020, the execution rate reduced from 96.3 percent in 2017 to 44.5 percent in 2019. It is not clear whether UNDP Honduras, as currently structured and staffed, is sustainable over the medium to long term given the current and prospective workload. More importantly, the low execution rate could affect the favourable positioning of UNDP as a provider of efficient and transparent procurement services.

Conclusion 4.¹⁸² UNDP has not systematically or effectively implemented a gender mainstreaming approach across its programme. Most UNDP interventions have been gender blind or gender targeted, focusing on parity and inclusion, but not addressing the different needs of men and women or power structures, norms or cultural values in a transformative way. Progress has been hindered by the lack of a gender strategy and action plan, a full-time gender focal point, adequate dedicated resources or financing opportunities, and an uncondusive enabling environment for gender transformational initiatives.

The country office has made insufficient progress in the integration of gender dimensions to appropriately address the structural causes of inequality and apply rights-based approaches across its country programme. Gender mainstreaming has been mainly focused on gender targeted results, with only some gender responsive interventions, like the work with Spotlight. Even though UNDP programming shows some integration of gender as measured by gender markers, assessment of actual UNDP interventions results exposes weak contributions to GEWE.

UNDP lacks a more holistic and integrated approach to addressing the structural and root causes of inequality in its entire programme, which would provide for a more gender transformative approach. This has prevented the country office from effectively applying GEWE throughout programme planning, implementation, monitoring, evaluation and reporting. UNDP effectiveness in promoting gender equality is constrained by limited human resources and institutional capacity in key responsible institutions, and the lack of a full-time gender specialist. Moreover, UNDP Honduras is working in a difficult country environment for GEWE, with limited financing opportunities.

Conclusion 5.¹⁸³ While UNDP has established some partnerships, it has yet to fully explore opportunities to leverage them, in particular with non-state actors, and for more South-South cooperation or innovative solutions.

¹⁸¹ Linked to findings 2, 3,4, 6 & 20.

¹⁸² Linked to findings 8, 15 & 19.

¹⁸³ Linked to findings 1, 3, 6, 10, 16, 17 & 20.

UNDP has not sufficiently leveraged partnerships and collaboration to promote change. The UNDP approach to partnership building has mostly focused on the direct support of government priorities, with some attempts to create networks through partnerships with non-state actors. Collaboration with other United Nations agencies also remained limited in scope and is more opportunistic than strategic.

UNDP positioning with civil society was weakened by its intervention in the 2018 electoral dialogue. Despite some engagement with civil society, UNDP Honduras lacks a cohesive and integrated strategy for civil society engagement to develop the full potential of these partnerships.

UNDP Honduras collaborated with some other countries in the implementation of its programme. While Honduras was the first to sign a pioneering agreement on SSTC between the Government, the United Nations country team and UNSSCO, implementation of the agreement did not fulfil expectations. Cooperation and the sharing of innovative solutions between countries could be further promoted.

Conclusion 6.¹⁸⁴ UNDP programmed a relevant and necessary line of interventions focusing on citizen participation in the regions. During the CPD period, results achieved around dialogue and the participation of civil society were not sustainable, especially at local level.

During this CPD cycle, UNDP generated space for dialogue between the Government and civil society at national and municipal levels. Citizen participation on security management, political dialogue and transparency was below expectations, reducing the social sustainability of UNDP results. UNDP also appropriately worked on the recognition and fulfilment of the human rights of indigenous and Afro-Honduran communities, particularly in relation to access to and management of natural resources, spaces for dialogue and access to alternative mechanisms for conflict resolution. Most mechanisms to ensure participation, such as municipal committees, were not established or maintained.

Conclusion 7.¹⁸⁵ The programme suffers from inadequate indicators and M&E practices to assess UNDP performance above the level of outputs. In addition, the transformational potential of the programme was limited by the lack of a medium- to long-term strategic vision for capacity development.

The current UNDP M&E system meets the traditional reporting requirements for project implementation, but fails to provide concrete data and analysis on UNDP contributions to transformative and behaviour change outcomes. Beyond the results framework, project progress reports tend to look at activities and outputs without assessing the medium-term effects or long-term impact. The M&E system does not sufficiently integrate knowledge management and lessons learned from projects, affecting the office capacity to make informed decisions, formulate new projects, share knowledge with partners, justify impact to its donors, or adequately support senior management advocacy efforts.

UNDP has been key to addressing short-term capacity gaps in Government, but has dedicated insufficient attention to ensuring that capacities were transferred and sustainably installed in the partner institutions. This could be a threat to building sustainable institutional structures. A medium- to long-term strategic vision for capacity development is currently missing in most interventions, and this has limited the transformative contribution of UNDP in Honduras.

In some intervention areas, UNDP has yet to be recognized as a strategic partner that can contribute beyond procurement. UNDP could play a more central role in the country's strategic planning, to initiate higher-level changes in its areas of intervention. Some intervention results have not been systematically linked to decision-making, policies and plans.

¹⁸⁴ Linked to findings 1, 3, 5, 6, 7, 8, 9, 10, 16 & 17.

¹⁸⁵ Linked to findings 2, 4, 5, 6, 7, 13 & 15.

3.2 Recommendations and management response

RECOMMENDATION 1.



Building on the lessons learned from its current portfolio, UNDP should increase its focus on medium- to long-term capacity development, including more local actors, to ensure the sustainability of results achieved.

UNDP should identify the approaches needed to ensure that necessary capacities are transferred and installed in partner institutions, for a better and more sustainable contribution. UNDP must ensure that the design and execution of projects take advantage of opportunities to strengthen partner institutions and overcome recurring capacity development bottlenecks. For example, for the reduction and mitigation of disaster risks, particular attention should be directed toward local capacity development. Finally, a clearer results chain on capacity development should allow UNDP Honduras to achieve higher-level transformative changes.

Management response: **Partially Agreed**



During country programme implementation, UNDP has contributed to strengthen the capacities of local and national institutions, such as Government, academia and private sector, to produce good quality data in the security, social and environmental sectors, in line with the data revolution proposed by the 2030 Agenda. UNDP has also made relevant contributions in areas of competency-based recruitment and training, which has been a key aspect that contributed to enhance credibility from a technical point of view.

It is important to emphasize that capacity development is a constant and indispensable process in a complex and changing context, full of challenges such as a pandemic scenario, mobility of actors at the local level high turnover of government officials and other external issues encountered out of UNDP control.

Over time, the UNDP strategy has moved towards better alignment on strengthening and transferring capabilities throughout its portfolio. Furthermore, the preferred execution modality for projects in Honduras is Country Office Support to National Implementation (NIM) thereby directly supporting capacity development through on-the-job training, one of the most effective means to develop skills and apply best management practices. Alongside a combination of high-level institutional development advisory support (SIGOB, among others), the country office has been applying a multidimensional, sustainable and long-term approach to capacity development. Of course, political will, financial resources and social stability are relevant factors to take into consideration. In conclusion, a more sustainable approach is already in place.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 New CPD will incorporate lessons learned on capacity development.	October 2021	Programme Management		Completed

RECOMMENDATION 2.



UNDP should develop a cohesive and integrated plan for more engagement with non-state actors, to fully benefit from these partnerships across its portfolio. The COVID-19 outbreak has exposed the country's economic vulnerability, and civil society and the private sector could support UNDP efforts for social and economic recovery.

UNDP should strengthen civil society to work on areas that require civic engagement, such as citizen security, gender equality, transparency and sustainable environmental practices. Civil society engagement should also contribute to the social sustainability of interventions, in particular by generating spaces for dialogue between civil society and the Government, or creating a sustainable mechanism for citizen participation.

Regarding the untapped potential of the private sector, UNDP should consider updating and further developing its 2017 private sector road map to align it with the new country context and needs, as well as the progressive vision of the new senior management.

Management response: **Partially Agreed**



While we agree that UNDP should consistently promote greater engagement with non-state actors, UNDP has already established a variety of partnerships with the private sector, with Agenda 2030 stakeholders, with business entrepreneurs in the coffee and cocoa sectors, with the Chamber of Commerce and Industry of Tegucigalpa, the Honduran Council of Private Enterprise, and the Honduran Foundation for Corporate Social Responsibility.

In addition, throughout 2020, the country office has established a network of collaborators with academia and a broad range of CSOs, including the direct engagement of 39 youth organizations reaching more than 100,000 young people throughout the country in the framework of the UNDP National Human Development Report initiative.

The above is reflected in the new Partnership & Communications Action Plan under formulation for the next cycle CPD 2022-26.

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
2.1 Formulate the Partnership & Communications Action Plan for 2022-26 Country Programme, incorporating the recommendation.	October 2021	Programme Management		Completed

RECOMMENDATION 3.



UNDP should leverage its positioning and trust across sectors, to work on important strategic governance issues such as e-governance and e-services. UNDP work on digitalization during COVID-19 provides an opportunity to further explore the potential for e-governance and anti-corruption.

UNDP should build on its positioning to further leverage partnerships, in particular with other United Nations agencies, as well as to more fully support SSTC opportunities to accelerate innovative development solutions. This is also an opportunity to reclaim the 2017 agreement on South-South cooperation and fulfil commitments made to contribute to the next CPD.

Management response: **Partially Agreed**



The country office is already broadening its range of partners in order to effectively and sustainably contribute to the transparency of national institutions. New initiatives are being implemented with National Services of Entrepreneurship, SEDIS, the Secretariat of Labour and Social Security and the Ministry of Health. Also, digital transformation for more transparent and efficient management of service provision by the Government is ongoing. UNDP has supported the Government in strengthening its capacity for innovation in public management, through six institutions that have added transparent management tools.

In this sense, UNDP has directly supported the digitization of the services of the Trademark Registry of the Property Institute; Authentic and Apostilles of the Secretariat of Public Relations and Cooperation; and Tiered Solidarity Credit of the Solidarity Credit Programme; and others have started in the Secretariat of Education and the Supreme Court of Justice. The digitization process has a comprehensive approach to improve institutional efficiency and transparency, thereby improving access to priority public services. These vital services enable economic recovery and effective responses focused on preventing the spread of COVID-19.

The e-governance and anti-corruption has been included in the new programmatic cycle.

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
3.1 New CPD will include e-governance and anti-corruption initiatives.	October 2021	Programme Management		Completed

RECOMMENDATION 4.



UNDP should develop a gender strategy that holistically integrates a more responsive and transformative gender mainstreaming programme approach.

UNDP should capitalize on results and lessons from the implementation of initiatives to support GEWE, to develop a country office strategy to fully integrate GEWE into its portfolio. Building on its flagship projects in this area, and in collaboration with the regional gender specialist, the country office should further develop its theory of change to fully address the root causes of persistent gender-based violence, discrimination and inequalities. Interconnectivity between projects and portfolios with transformative potential for women should be developed.

This should be defined in consultation with the Government and civil society, outlining how to engage stakeholders in the design and effective delivery of interventions with transformative GEWE potential. This should be an opportunity for UNDP to identify areas in which it could support the Government to advance on GEWE policies and legislation and adapt national strategies, identify implementation gaps, and strengthen national capacities and M&E frameworks on GEWE.

This work requires dedicated capacity beyond a single part-time focal point. UNDP should recruit a full-time gender specialist as focal point, as mandated for offices delivering above \$25 million.

Management response: Agreed



There are important processes to promote women's empowerment and participation which were carried out during the evaluation period that we would have liked the evaluator to consider in the assessment: Academy of Parliamentarians, SEDIS gender policy proposal, analysis on the human rights situation of indigenous women (Tawahka, Miskitu, Pech and Garifuna) in the Honduran Moskitia. We agree that a continuous strengthening of the gender mainstreaming approach is needed. In this respect, the country office commitment to a more responsive and transformative gender approach is confirmed, as it has started the recruitment of a gender specialist as well as the process to obtain the gender seal.

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
4.1 The country office will reinforce GEWE in the formulation of the new CPD for the period 2022 – 2026, with the collaboration of the regional gender specialist.	January 2022	RR, DRR, Programme Unit, Management Support Unit (MSU)		In process
4.2 Country office is in the process to recruit a full-time gender specialist.	April 2022	RR, DRR, Human Resources		In process

RECOMMENDATION 5.



UNDP should strengthen its monitoring and evaluation systems to adequately guide and capture UNDP contributions to transformative change, and generate timely information to support decision-making, knowledge management and the advocacy of senior management. The results framework needs to be adjusted with an outcome focus to adequately measure UNDP concrete contributions and performance, and include clear objectives, targets and indicators on which UNDP can realistically have a measurable influence.

It is also crucial to consolidate the results and lessons learned from projects to optimize the performance and design of interventions. M&E systems should be designed to encourage active learning and feedback loops, internally and with national partners, project beneficiaries and the general public.

Management response: **Partially agreed**



The country office has an M&E System that complies with the institutional monitoring policy and guidelines, which includes tracking performance through the collection of appropriate and credible data, analysing evidence to inform management decision-making, reporting on performance and lessons to facilitate learning and support accountability. This is done by: i) monitoring the outcomes at least annually through the Results Oriented Annual Report (ROAR); ii) monitoring the outputs through the Integrated Workplan, the ROAR, and project-specific output monitoring included in project progress reports, which are discussed and approved in the annual project board meetings; iii) lessons learned are reflected in the project quality assurance uploaded in the project document centre; iv) lessons learned are also included in project final evaluation reports, which are uploaded to the ERC; and iv) knowledge products such as project systematizations of relevant processes are uploaded to the transparency portal.

It is worth mentioning that the CPD results framework was taken from UNDAF 2017-22, which was formulated in consultation with local actors and agreed and signed with the Government. The approved CPD evaluation plan included the outcome evaluations to be carried out in the second semester of 2020 and during 2021, the inputs from these evaluations were not available for the ICPE, as the ICPE was developed in 2020.

The country office has formulated a robust new Country Programme Document 2022-25, aligned with the new United Nations Sustainable Development Framework 2022-25, which followed an extensive consultation process with local actors and which was recently signed with the Government. The results framework for the new CPD has been adequately designed with clear objectives, targets and indicators. An evaluation plan for the new CPD was also approved, ensuring evaluation of all programmatic areas and contributions.

It is important to take into account the impact that the changing context of roles and functions, as well as officials, may have in the sustainability of results and knowledge management at the institutional level.

Finally, the recent country office audit exercise by OAI acknowledged the improved M&E practices carried out by the office.

◀ Recommendation 5 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking	
			Comments	Status
5.1 New CPD incorporates an improved monitoring and evaluation section and results framework.	October 2021	Programme Management	Draft CPD has been submitted for the Executive Board review and approval.	Completed
5.2 New fully costed evaluation plan, as part of the CPD, includes outcome and thematic evaluations to provide a comprehensive coverage of the next cycle programme.	December 2021	Programme Management		Completed
5.3 The country office will seek guidance from the Regional M&E Advisor as well as the UNDP M&E community to improve knowledge sharing practices towards sustained institutional strengthening.	April 2022	Programme Management		In process
5.4 Develop staff capacity on evaluations through structured inductions and training courses available in the Corporate Learning Platform.	June 2022	Programme and MSU		In process

* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

ANNEXES



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12840>.

Annex 1. Evaluation Terms of Reference

Annex 2. Evaluation Matrix

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. List of projects for review

Annex 6. Status of country programme outcome and output indicators matrix



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