Final Report

Final Evaluation of the Project "Support for Hondutel's Strategic Management"

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Project Information

Project Title	Support to the Strategic Management of Hondutel	
Atlas Id	76149	
Institutional Effect and Output	CPD: Output 2.2. Strengthening institutional capacities at the national and local levels for the development and implementation of integrated public policies that address the reduction of poverty, inequalities, social protection and care within the framework of the 2030 Agenda; corresponding to Outcome 2: The State is constituted as an effective and efficient public administration, adapted to the needs of the population, which applies a territorial approach, with a focus on gender and human rights.	
Country	Honduras	
Region	Latin America and the Caribbean	
PRODOC Signature Date	November 13, 2013	
Project Dates	Start	End (original/real)
	17-oct-13	30-abr-14/31-dic-2022
Budget (USD)	841,064.93	50,663,919.93
Execution at the time of evaluation (USD)	41,539,827.15	
Source of Funding	Hondutel	
Party Responsible for Implementation	Hondutel	

Information of the evaluation		
Type of Assessment	Project	
Evaluation	Final	
Period evaluated	Start	End
	13-oct-13	31-dic-23
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List of acronyms and abbreviations

BID	Inter-American Development Bank
BM	World Bank
CAN	Campus Area Network
CONATEL	National Telecommunications Commission
CPD	Country Paper, Country Programme Document
DDHH	Human rights
FMI	International Monetary Fund
GoH	Government of Honduras
Hondutel	Honduran Telecommunications Company
JDP	Project Board of Directors
M&E	Monitoring and Evaluation
MANUD	United Nations Development Assistance Framework
MCNUDS	United Nations System Cooperation Framework for Sustainable Development
NIM	National Implementation Modality
ODS	Sustainable Development Goals
ONU	United Nations
PNTED	National Plan for the Transformation of Digital Education
PNUD	United Nations Development Programme
POA	Annual Operating Plans
Prodoc	Project Document
SAR	Rental Administration Service
SEFIN	Ministry of Finance of Honduras
SMART	Specific, Measurable, Achievable, Realistic, and Time-bound
SNU	United Nations System
SREP	Strengthening the Policy and Regulatory Framework
TdR	Terms of Reference
TIC	Information Technology, Information Technology
ToC	Theory of Change
UAP	Project Support Unit
UIT	International Telecommunication Union
UNAH	National Autonomous University of Honduras

Executive Summary

The Honduran country office of the United Nations Development Program (UNDP) requested to carry out the final evaluation of the project "Support for the Strategic Management of Hondutel" (ID: 76149), which was executed under the National Implementation Modality (NIM) by the Honduran Telecommunications Company (Hondutel) between November 2013 and December 2022. USD 42 million was executed in purchases and installation of telecommunications infrastructure, as well as in operational expenses of the executing unit of the project. This project originally had a duration of 6.5 months, but continuous extensions made it last just over 9 years.

According to UNDP procedures, all projects with a budget of more than USD 3 million are required to conduct independent evaluations, the objectives of which are to verify their performance and draw lessons learned from experience, so as to apply them to future interventions. The analysis of the final evaluation on the aforementioned issues would contribute to the decision-making process of the key actors and provide guidelines to design a new intervention if necessary.

The main target audience for this evaluation is the UNDP country office in Honduras and the Board of Directors of Hondutel, as well as the Presidency of Honduras and the Ministry of Finance (SEFIN), who have to define the priorities for the company and allocate the corresponding resources for their implementation.

The purpose of the project was "to support Hondutel's strategic management capacity, in the implementation of prioritized projects for the maintenance and expansion of coverage in the existing telecommunications network for the greater benefit of the population." Initially, the implementation of the CAN UNAH Network (National Autonomous University of Honduras) project would be supported in 8 University Centers, defined within the operational plan proposed by the Hondutel Audit Commission. In addition, subject to the availability of financial resources and Hondutel's priorities, training would be provided to its staff in strategic areas such as: (i) Results-based management; (ii) Monitoring and evaluation; (iii) Good practices in the management of procurement and contracts.

The evaluation was carried out between August and November 2023, conducting 17 semi-structured online interviews with officials from Hondutel, UNDP and the Judiciary, with the aim of gathering more details about the internal organization of the company, controls, strategic management plans, institutional strengthening, benefits and sustainability of the project and the company. One of the main limitations of the methodology was the short time to carry out the evaluation (initially 25 days) and the impossibility of carrying out the face-to-face field mission, so it was not possible to verify works and have access to a greater number and variety of actors to interview.

The project document was focused on product sourcing and mostly aimed at procurement processes. Therefore, the first exercise to be carried out was to reconstruct the ToC of the project, its main results and indicators to measure its performance, so the evaluation questions focused on 3 aspects: i) project design and strategy, ii) results achieved, iii) sustainability and iv) lessons and pending challenges to be considered as inputs for the development of a new intervention.

Findings

Project Strategy and design

The Prodoc contains a number of misconceptions regarding the formulation of its strategy, indicators, results and outputs. It lacked essential components such as institutional

strengthening and knowledge management based on the development of strategic plans, results-based management and vision of the company, consistent business plans, monitoring and evaluation of results, and transparency and adequate indicators. In addition, the strategy is more like a technical cooperation to support the implementation of technological infrastructure, and the lessons learned from the first phase of the project (2002-2012) were not considered.

Relevance

The project has been relevant to the needs of the different GoH of the last 10 years who have considered that measures should be taken to improve the management of Hondutel. In addition, this project has also been in line with the UNDP CPDs and the MCNUDS for Honduras, in terms of reducing the existing digital divide as a result of the low broadband internet penetration in the country.

Coherence

Hondutel has been on the radar of several governments due to its insolvency, financial crisis, and technological obsolescence, among other problems. However, the investments, regulatory and organizational adjustments necessary for the continuity of the company have not been made, so the UNDP project does not appear to be in contradiction with any government intervention, as there is very little improvement policy for Hondutel. This is also reflected in the fact that the UNDP project does not have any strategic management component for the company, placing it in the role of the company's procurement service provider.

Efficacy

Considering the short scope of the project, positive results were obtained, such as the connection of five UNAH campuses, the installation of the judiciary network, thanks to which this entity can now reach 18 departments, where virtual court hearings can now be held and information can be shared through its platform. With the expansion of the IP network and the acquisition of high-capacity radios from Hondutel, it was possible to expand the coverage of internet services and new clients were incorporated, such as the Secretariat of Security and the Revenue Administration Service (SAR), both with the provision of broadband services, in addition to administering the 911 system. This can speed up the response of the authorities in cases of emergency.

Efficiency

The revised documentation lists a number of situations that led to a variety of delays in procurement processes – from lack of funds for transfers to UNDP and slow decision-making by Hondutel to the cancellation of tenders – and which resulted in the high number of budget adjustments made (16) to the project.

It was found that a series of general non-investment services, such as contracting security and insurance companies, accumulated 48% of the total expenditure of the project, but only 40% was allocated to investment in equipment and infrastructure, while the reported savings could not be verified due to lack of detailed information.

M&E

To monitor the progress of the project, the main M&E tools used were the issuance of annual reports, preparation of POAs, annual budgets and expenditure control through the UNDP ATLAS system, together with the control exercised by the JDP at its annual meetings. In addition, a Project Support Unit (UAP) was set up, with a liaison appointed by Hondutel. With respect to the annual reports, POAs and minutes of the JDP, these focused on

procurement processes using indicators referring only to the number of processes tendered. There is no program or document explaining the company's corporate strategy and how the project contributes to this effort. Nor is there a final report where a consolidated of the investments can be appreciated, nor is there an exit strategy – with specific objectives and commitments by the project actors – that can provide sustainability to the actions implemented.

Sustainability

The implementation of the project was subject to numerous changes in government, Hondutel authorities and priorities. The pandemic also delayed some project activities, but that does not justify the total delays. This is in addition to Hondutel's lack of investments and resolution of the underlying problems such as financial sustainability, management and business strategy of the company. With respect to environmental issues, no approach to this issue was detected, either from the point of view of corporate environmental management or the need for an environmental impact assessment of the investments made.

Gender Equality and Human Rights (DDHH)

The documentary review and interviews did not show any approach to these issues, nor is there any report indicating how women and vulnerable groups in the country have benefited.

Conclusions

Project design and strategy

The Prodoc did not meet the criteria of a UNDP development project, which require the participation of key actors in its preparation, institutionalization and implementation. Recommendations and lessons learned from the first phase of the project were also not included.

The institutional arrangements for the project were inadequate. The JDP only includes Hondutel and UNDP, where the company held all possible positions within this instance (presidency, supplier, beneficiary and financier), so it was not a balanced board representing the main decision-makers in the sector.

Relevance

The initial conception of the purpose of the project – support for strategic management – remains relevant for the country and the company, in terms of reducing the existing digital breach as a result of low broadband internet penetration and ensuring the technical and financial sustainability of Hondutel.

Coherence

The project does not appear to contradict any government intervention with respect to Hondutel, as there is little or no improvement policy for the company from a regulatory, management and investment point of view. However, notwithstanding the above, the project reinforced the efforts of the different governments in the application of anti-corruption policies and in favor of the transparency and accountability policies that have been implemented in the last decade, along with efforts for digital inclusion and improving connectivity throughout the country. in accordance with the Sustainable Development Goals (SDGs) of the United Nations (UN). UNDP's contribution was to bring greater agility, transparency and credibility to Hondutel's procurement processes.

Effectiveness

The investments made by the project resulted in the expansion of Hondutel's broadband network***, with some clear examples of benefits for users and the company,*** such as the

interconnection of the five UNAH campuses, the services provided to the Judiciary, the national police and the 911 administration.

The impact of the project has been very modest in improving the strategic management of Hondutel, which keeps its structural problems unresolved. UNDP could have provided much more substantive and active support than was done in this project, but due to the specifications set out in the project document, UNDP's role as a collaborative partner was restricted, nor was its global networks of experts leveraged to support the strategic management of Hondutel.

A lack of ownership on the side of Hondutel was also detected, since very few interviewees knew about the project, while those who knew about it only referred to it as a more efficient and transparent purchasing system than their own. None showed interest in a more strategic cooperation with UNDP that would address the company's critical issues, including improving its procurement system, for example. Interviews could not be conducted with other entities related to the ICT sector, such as SEFIN or CONATEL.

Efficiency

Expenditures as of December 2022 totaled USD 41,68 million (82% of the total budget). Contracts with security and corporate insurance companies account for 48 per cent, while the preliminary estimate made in this evaluation suggests that the actual investment would only amount to 40 per cent of project costs. ***The project's resources have been spent in a transparent manner***, but ***it cannot be concluded that it has been efficient,*** since the impact of continuous delays, budget revisions and extensions on the total costs of the project, both in terms of administration and timeliness, has not been estimated, nor is it reasonable to overspend on services that are not very related to the initial objective of the project (support to the strategic management of Hondutel and investment).

The efficiency in the expenditure reported in terms of savings thanks to the procurement processes and their use were not reflected in the approach to structural aspects that affect the company, such as training and institutional strengthening in results-based management and business vision.

M&E

The M&E system was insufficient to measure the project's achievements, as it lacked adequate indicators for monitoring results and at the same time its focus was on the monitoring of procurement. The M&E system implemented did not provide information on how the project contributes to the development of the company.

Sustainability

The financial sustainability of Hondutel is the biggest risk facing the investments made by the project, due to the structural problems of the company.

It was not possible to assess the environmental sustainability of the project, because this issue was absent from the implementation of the project.

With regard to political and social sustainability, no major risks are foreseen, since the state-owned company has existed since 1976 and since then the Honduran State has supported it to keep it in force, so this danger is considered minor.

Gender Equality and Human Rights

Desk review and interviews revealed that there was no activity or strategy to address these issues.

Lessons learned

1. The lack of a project document with objectives, SMART indicators and an adequate system of consistent M&E makes it very difficult to assess its results and sustainability.
2. It is not appropriate to implement this type of project in which UNDP is limited only to the delivery of an operational service and not strategic support to its partners, because the impacts of this type of intervention have been very limited due to the fact that they do not address the underlying problems affecting Hondutel and the Information Technology (ICT) sector.). In this regard, the GoH should also consider that UNDP's participation in development projects implies a key added value for these interventions, regardless of the origin of its funding, either because of its prestige as a United Nations agency, its transparency, reliability and global networks of knowledge that it possesses at the international level.
3. When a second stage of a project is carried out, the lessons learned from the previous stage should be included, while incorporating various key actors that are related to the issue, and not only the direct beneficiary, because as mentioned above, the scope and effects of the experience are limited by the excessive weight of the beneficiaries (in this case Hondutel) in decision-making.
4. The JDP, as a strategic and guiding element of a project, should be made up of other actors external to the beneficiary and who have interference with the issue, in such a way that there is a shared vision about the solution of the problem and that also promotes the opening of the corresponding instances to achieve the desired changes.

Recommendations

No.	Recommendation	Responsible	Time window
1	It is suggested to prepare a final report that systematizes the experience of the project, both in financial aspects, risks, relevant results and potential impacts, as well as its M&E system used and lessons learned, so that it serves as an input for a new intervention focused on a sustainable development of Hondutel and the provision of services that reduce the digital divide in the country.	⇒ UNDP as the requester of the report. ⇒ Hondutel prepares the report.	Immediate, with agreement of deadlines between the parties
2	It is not appropriate to insist on reproducing this type of purely operational interventions in the future without also addressing the set of structural problems of management, organization, strengthening of human talent and the development of corporate strategies of Hondutel.	⇒ UNDP	Immediate
3	It is suggested that Hondutel and the GoH take advantage of UNDP's potential in a role as an active advisory partner in organizational management policies, institutional and technological strengthening, and that the new intervention also includes key actors in the sector (regulatory, supervisory and financial).	⇒ Hondutel's Board of Directors embraces this vision.	Immediate.
4	It is recommended that Hondutel's Board of Directors take the decision of requesting substantive support from UNDP, on issues of corporate governance improvement, M&E, transparency, and policy and regulatory needs of the sector in order to allow fair competition for Hondutel.	UNDP promotes ITU mainstreaming in technical aspects. ⇒ Hondutel's Board of Directors operationalize the decision.	Immediate.
5	It is suggested to formalize an inter-institutional working group that includes the key actors of the sector (e.g., SEFIN, Hondutel's Board of Directors, CONATEL, the presidency of the GoH), UNDP and ITU to develop a roadmap with clear objectives, tasks, responsibles, deadlines and commitments of each actor involved in the problem and not only Hondutel. so that the development of the future project contains the strategic elements necessary to ensure strategic management, planning, sustainability and competitiveness of Hondutel.	UNDP coordinates with ITU to promote the creation of the working group and its support. ⇒ The Hondutel's Board of Directors coordinate and operationalize the activities of the Working Group through Hondutel.	3 months Roadmap and work plan aiming at a project document approved by the parties.
6	If additional cooperation between UNDP and Hondutel is deemed necessary, it should consider at least the following elements: a) Analysis of the structural causes that affect the sustainability of the company. b) Set short, medium and long-term objectives for the intervention. c) Clearly define the final beneficiaries and outcomes of the intervention. d) Explicitly establish gender aspects and vulnerable groups, establishing criteria to measure the changes that occur in these beneficiaries. e) Define an institutional framework for the project (project board of directors) that is inclusive and involves the participation of key actors in the telecommunications sector, such as SEFIN, CONATEL, Hondutel, the International Telecommunication Union (ITU) and representatives of the country's presidency. f) Establish a flexible and expeditious decision-making mechanism for Hondutel within the framework of the new cooperation with UNDP.	⇒ UNDP coordinates with ITU to identify technical support needs for each of the above-mentioned points. ⇒ The Board of Directors of Hondutel, Hondutel and the Inter-Agency Working Group agree with UNDP and ITU on the strategy for the new intervention.	12 months from the formalization of the working group. Project document approved by the parties.
7	It is suggested that the future intervention should have several components: a) ***An M&E system*** with SMART indicators, including evaluations (mid-term and final) and monitoring of information to detect desired changes (behavior, economic and social situation of the beneficiaries, with gender segregation and type of populations, along with information on the technological, managerial and organizational progress of the company. This M&E system must be able to collect and systematize the information for the elaboration of the lessons learned and the exit strategy of the project. b) ***Institutional strengthening*** that allows Hondutel and other actors to establish parameters and good practices for the improvement of the company's management, including technological aspects as well as regulatory and strategic management (elaboration of the business strategy, business vision, regulations necessary for a more effective competition of the company, prioritization of services, organizational structure, planning based on business strategy, among other topics. c) ***Knowledge management***, which allows Hondutel to join a peer-to-peer cooperation network (e.g., South-South) to exchange experiences - successful and not so successful of similar companies - with the aim of adapting these experiences to the reality of Hondutel and the country. It is suggested that ITU be involved in both the development and implementation of the project. d) ***Investments*** that respond to the design of Hondutel's corporate strategy and that are known by all the key players involved.	⇒ The Board of Directors of Hondutel, Hondutel and the Inter-Agency Working Group agree with UNDP and ITU on the strategy and structure of the new intervention. ⇒ UNDP is coordinating with ITU to provide technical support to Hondutel to develop the project document for the new intervention. ⇒ Hondutel is responsible for the preparation of this document, which would be approved by the parties.	

1. Introduction

The Honduras country office of the United Nations Development Program (UNDP), requested to carry out the final evaluation of the project "Support to the Strategic Management of Hondutel" (ID: 76149), which was implemented between November 2013 and December 2022 (9 years), which executed USD 42 million in purchases and installation of telecommunications infrastructure.

According to UNDP procedures, all projects are required to conduct final evaluations, the objectives of which are to verify their performance and extract lessons learned from experience, so as to apply them to future interventions.

As can be seen, most of these objectives are associated with UNDP's project evaluation criteria (relevance, coherence, efficiency, effectiveness and sustainability), within the framework of results-based management that considers improvements in the inclusion of gender and marginalized groups within the expected results of the project, as well as a rational and effective use of available resources within a partnership strategy in accordance with the strategic objectives of the country and UNDP.

The main recipients of this evaluation are the country office of Honduras, the Executive Management and the Board of Directors of Hondutel, as well as the Presidency of Honduras and the Ministry of Finance of Honduras (SEFIN), who have to define the priorities for the company and allocate the corresponding resources for their implementation.

The present report has eight sections. On its cover, the general information of the project is shown (amounts, identification codes, implementing and executing agency, deadlines, etc.), followed by an executive summary where the reader can find a summary of the project, the main findings, conclusions and recommendations of the final evaluation, as well as the list of abbreviations used in this report.

Section 1 provides the scope and objectives of the evaluation work, as well as its main users. Later, Section 2 focuses on the description of the intervention and analysis of the country's development context regarding the Hondutel problem and the way in which it has been addressed.

Section 3 focuses on the methodological aspects used to conduct the evaluation, the type of analysis that was performed, and the limitations of the methodology.

Section 4 presents the findings of the evaluation, covering the design of the project, its implementation (financial and activities), the results achieved and its sustainability.

Sections 5, 6 and 7 show all the conclusions, recommendations and lessons learned. Finally, Section 8 corresponds to the annexes, which include - among others - the ToR of the consultancy, the project's Logical Framework Matrix, the matrix of evaluation questions, the list of documents reviewed, the people interviewed and the interview agenda, the evaluation trail and the analysis of the indicators.

The structure and contents of this report are designed so that the reader can get involved step by step in the subject and how the aspects of cause and effect stipulated in the Project Document (Prodoc), as well as the methods of monitoring

and evaluation of the same, provide a broad vision of the main strengths and weaknesses in its design and execution. as well as the partnership policies implemented by the project. Finally, audiences are expected to have a clear perspective on the benefits of the project for Hondutel and the population in general, as well as on the main challenges and potential solutions to the crisis that Hondutel has been facing for almost a decade.

2. Context and description of the intervention

Context

The Honduran Telecommunications Company (Hondutel) is a state-owned company created in 1976 to provide essential telecommunications services to the population and national institutions throughout Honduras. Hondutel is supervised by the National Telecommunications Commission (CONATEL), whose functions are to regulate and supervise the exploitation and operation of telecommunications carried out by the different companies in the sector.

However, Hondutel has faced significant challenges in terms of modernization and competition. Technologically, Hondutel has tried to keep up with rapid innovations in the field of telecommunications, but its outdated infrastructure and lack of significant investments in technology have limited its ability to offer modern and competitive services.

As for its financial situation, the company has been facing economic challenges for more than a decade. Competition from private operators and the rapid evolution of telecommunications technologies have impacted its profitability, increased its accumulated debt and decreased its revenues, which has led different actors to propose reforms and restructurings to improve its financial viability, including the possibility of privatization or strategic partnerships that could revitalize the company and improve its operations.

Hondutel's main customers have traditionally been local residents and businesses, but it has lost a significant part of its customer base due to competition from private operators offering more modern and efficient services.

The main challenges for the development and viability of Hondutel include the need to modernize its technological infrastructure, the improvement of operational efficiency, the quality and portfolio of services it offers to increase its competitiveness and ensure its operational and financial sustainability in an increasingly saturated market.

The Intervention

Due to the company's financial problems, in 2013 the GoH appointed an audit committee with all the powers of administration, management and legal representation of Hondutel, with the aim of designing and implementing an operational plan that would be able to save the company from its insolvency situation. The UNDP country office in Honduras was designated by the government as a strategic partner, initiating the project called "Support to the Strategic Management of Hondutel" (ID 76149), whose purpose was to support Hondutel's strategic management capacity in the implementation of prioritized projects for the

maintenance and expansion of coverage of the existing telecommunications network. The project would last only 6 months (October 2013-April 2014) and had a total budget of USD 841,064.93 which was provided by Hondutel. However, due to continuous requests for extension of the project by Hondutel, the execution would last 9 years (between Nov-2013 and Dec-2022) with a total execution of USD 42 million, mainly in purchases and installation of telecommunications infrastructure.

Hondutel is the main beneficiary of the project and at the same time the national executor, while UNDP support is limited to the procurement process of the equipment required by Hondutel.

Design of the project

The project was linked to Strategic Area 2 of the United Nations Development Assistance Framework (UNDAF) 2012-2016: Modern, Transparent, Accountable, Efficient and Competitive State, where it was expected to contribute to the development of the United Nations Development Assistance Framework (UNDAF) 2012-2016: In the framework of SINAPLADEH, national and local governments, and civil society have abilities and better tools for planning, monitoring and evaluation of development policies. It is also aligned with UNDP's Country Document (CPD) and different government plans. Over the years, the project is finally inserted in Result 2 of the Cooperation Framework of the United Nations System for Sustainable Development (UNSCDF) in Honduras 2022-2026: The State is constituted as an effective and efficient public administration, adapted to the needs of the population, which applies a territorial approach, with a focus on gender and human rights.

It is also framed ***in Outcome 2 of the UNDP CPD***: The State is constituted as an effective and efficient public administration, adapted to the needs of the population, which applies a territorial approach, with a focus on gender and human rights, and more ***specifically in Output 2.2. Strengthening institutional capacities*** at the national and local levels for the development and implementation of integrated public policies that address the reduction of poverty, inequalities, social protection and care within the framework of the 2030 Agenda (*Country Programme Document 2022-2026, United Nations Development Programme,* n.d.).

The project has been aligned with the different government programs, where the current one includes it in point ***7.2: Public Investment,*** which proposes to implement a comprehensive restructuring plan and professional administration for HONDUTEL that, among other aspects, offers new services, a fair collective agreement, financial sustainability, indicators, standards and goals of productivity, that guarantees internet access to the educational system as well (Castro, s. f.).

Purpose and objectives of the project

The purpose of the project was "to support Hondutel's strategic management capacity, in the implementation of prioritized projects for the maintenance and expansion of coverage in the existing telecommunications network for the greater benefit of the population" (Hondutel's *Strategic Management Support*, n.d.).

According to Prodoc, initially the main product to be obtained would be the implementation of the Campus Area Network (CAN) for 8 centers of the National Autonomous University of Honduras (UNAH), followed by the following:

1. Broadband Internet Expansion,
2. Strengthening the operations platform for business continuity,
3. Corporate insurance policies and,
4. Provision of nationwide security and surveillance for the company's facilities.
5. Training in strategic areas (results-based management, Monitoring and Evaluation (M&E) and good practices in procurement and contracts).

Scope and objectives of the evaluation.

According to UNDP procedures, all projects with a budget of more than USD 3 million are required to conduct independent evaluations, the objectives of which are to verify their performance and draw lessons learned from experience, so as to apply them to future interventions. The Terms of Reference (ToR) of this project evaluation indicate how this intervention is aligned with the strategic priorities of UNDP, the Country Programme Document (CPD), the United Nations System (UNS) and the Government of Honduras (GoH). In addition, it is hoped that the findings, conclusions and recommendations will serve as a basis for analysis for the formulation of a new phase of the project, as well as the other areas of UNDP intervention in Honduras.

The objectives of this evaluation are the following:

(a) Assess the fulfilment of the results proposed by the project, also identifying progress, indirect results and obstacles to their achievement.

(b) Analyze the relevance with which the project responds to national priorities, both from the perspective of the Government of Honduras and the UNDP, from a gender and human rights perspective.

(c) Identify the effectiveness of the project, including needs for improvement in the process of project formulation and implementation, making proposals for change that apply under UNDP policies and programmatic guidelines.

(d) Analyze the efficiency of the intervention strategy and the management modality used for the implementation of the project, identifying points and proposals for improvement to enhance the achievement of results in future phases or projects of similar magnitude.

(e) Assess the sustainability of the project, the availability of financial, institutional and capacity resources, possible social, political or environmental risks that may affect sustainability.

(f) Analyze the effectiveness with which the human rights approach, the gender perspective and the inclusion of vulnerable groups were included during the formulation and implementation of the project.

On the other hand, the evaluation is expected to adopt a Theory of Change (ToC) approach in its analysis, in order to determine the causal links between the interventions that UNDP has supported and the achievement of the expected results of the project at the national and local levels. In addition, the evaluator is also required to develop a logical model of how UNDP interventions are expected to lead to the expected changes.

The evaluation must apply the criteria of relevance, coherence, effectiveness,

efficiency, and sustainability, and answer 59 evaluation questions grouped into the different criteria mentioned above (See Annex 2), including the Gender and Human Rights (HR) point of view.

Evaluation approach and methods

Approach

The first element considered to approach the Hondutel problem and its logic was first that the original Prodoc could not be considered as a project in itself, since it did not include a logic of intervention, there were no appropriate components, results or SMART indicators to measure the project's achievements.

As a second point, the documentation available (Annex 3) for the evaluation was very limited, there were only very general annual reports, reports from the Project Board of Directors (JDP) and Annual Operating Plans (AOP), whose contents had no narrative and focused on the acquisition operations of internet and telecommunications technologies that would later be implemented in different parts of Honduras.

Therefore, the first exercise to be carried out was to reconstruct the project's ToC, its main results and indicators to measure its performance, so the evaluation questions focused on 3 aspects: i) project strategy, ii) results achieved, iii) sustainability and iv) pending challenges to be considered in a new intervention.

On the other hand, there were a considerable number of evaluation questions (59), so the evaluator considered it necessary to categorize them, excluding repetitions but assigning priority to the topics that were mentioned most frequently, such as gender inclusion, the design of the project strategy, its effectiveness and efficiency, as well as the appropriation of the initiative by key actors and its sustainability. The assessment matrix can be found in Annex 2, along with its indicators and sources of information.

Under this concept, the evaluator reformulated, for example, the terms of strategy in terms of project design, implementation arrangements in Prodoc, as well as execution (partnerships, M&E system, inclusion and adaptive management). Table 1 below shows a category of topics addressed in the assessment questions contained in the ToR.

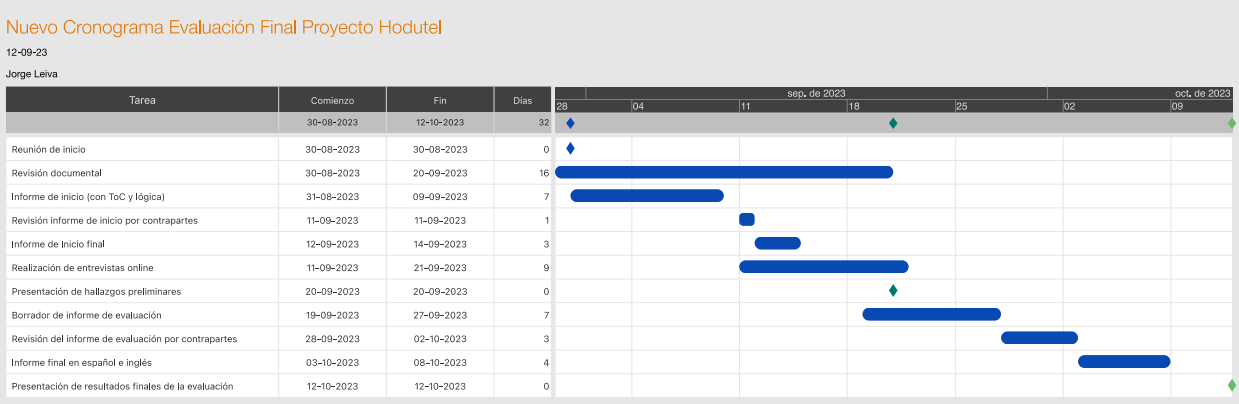
Table 1: Categorization of ToR assessment questions into relevant topics.

Topics in questions in the ToR of the assessment	Evaluation criterion or cross-cutting element						
	Coherence	Effectiveness	Efficiency	Gender equality	Relevance	Sustainability	Total
Ownership						2	2
Implememtation arrangements			1				1
Contribution		1		1	2		4
Human Rights					1		1
Strategy		3		1	2		6
Exit strategy						2	2
Strengthening		1				1	2
Gender		3	1		1		5

Topics in questions in the ToR of the assessment	Evaluation criterion or cross-cutting element						
	Coherence	Effectiveness	Efficiency	Gender equality	Relevance	Sustainability	Total
Management	2		7	1	1		11
Lessons learned			1	1		1	3
Achievement of results	1	3		3			9
Adaptive management		2			1		3
Stakeholder participation		2					2
Likelyhood						1	1
Recommendations				1		1	2
Risks						5	5
Total	**3**	**15**	**10**	**8**	**8**	**13**	**59**

To obtain more information about Hondutel's situation, it was necessary to resort to secondary sources such as press articles, the Honduran transparency portal, audits and reports from the World Bank (WB) and the International Monetary Fund (IMF), among others. All this secondary information was cross-referenced with that obtained by the semi-structured interviews that took place during the evaluation (See Annex 4).

The duration of the evaluation under the ToR was 25 calendar days and was executed according to the schedule shown in the following Gantt chart.



3. Procedures and tools for data collection

Desk review: the evaluator conducted a review of the project documents available on the UNDP website (https://www.undp.org/es/honduras/proyectos/transparencia-de-la-gestion-estrategica-de-hondutel), where the POAs, audits, annual reports and meetings of the JDP were accessed, among the most important. Another important source of information was included in Hondutel's transparency page (https://portalunico.iaip.gob.hn/portal=361), where the company's plans and strategies can be accessed.

In addition, ***information was sought from other secondary sources***, such as the World Bank, IMF, studies and press publications. Finally, ***17 semi-structured online interviews were conducted*** with Hondutel and UNDP officials (group in this case), with the aim of gathering more details about the company's internal organization, controls, strategic management plans, institutional strengthening and sustainability of the project and the company.

Ethics

The evaluation was conducted in accordance with the principles outlined in the

UNEG Ethical Guidelines for Evaluations. The evaluator informed each interviewee that the source of the information collected would be confidential, and its use would be limited only to the present evaluation.

About the Evaluator

Jorge Leiva holds a degree in Chemical Engineering from the University of Santiago de Chile (USACH), MSc and PhD(c) from the Catholic University of Leuven (KUL) in Belgium. He worked for 10 years as a project manager at the National Commission of the Environment of Chile (now a ministry) and has been dedicated to the evaluation of projects since 2006, mainly for UNDP and UNEP, as well as with other cooperation agencies and consultancies.

Main limitations of the methodology

One of the main limitations of the methodology was the lack of time to carry out the evaluation (25 days) and the impossibility of carrying out the face-to-face field mission, so it was not possible to verify works and have access to a greater number and variety of actors to interview. It was possible to interview 17 people, who were mainly Hondutel and UNDP officials. The project coordinators and implementation team, as well as the UNDP counterpart in Hondutel, were not available.

On the other hand, the scarce documentation to which we had access and the lack of participation of actors meant that secondary sources of information were more important than in other evaluations and that many of the conclusions of this evaluation rest on this type of source, although the interviews revealed that there is a broad agreement between what was reviewed in the documentation and what was reported by these actors.

Finally, it is worth mentioning that Prodoc was not a project document as such, as it lacked a cause-and-effect logic that in 2012 was already common in this type of project, in addition to lacking a results framework with precise results and indicators.

4. Findings

Project design and strategy

Purpose of the project

The Prodoc contains a number of misconceptions regarding the formulation of its strategy, indicators, results and outputs. With respect to the strategy, it cannot be mentioned that there is any in this document, but rather it seems more like a technical cooperation to support the implementation of technological infrastructure, as reflected in the initial POA. However, the purpose of the project appears more ambitious in Prodoc: "The purpose of the project is to ***support Hondutel's strategic management capacity***, ***in the implementation of prioritized projects*** for the maintenance ***and expansion of coverage*** in the existing telecommunications network for the greater benefit of the population" (Point 1.2 of Prodoc). The interpretation given to the purpose of the project, and which appears in different reports, presentations and minutes of the JDP, was that the strategic support would be given by the implementation of prioritized projects, but the order of the sentence clearly indicates 3 items that are sequential - separated by commas - and not just one statement, so the correct reading of the purpose of the project should be - according to the understanding of the evaluator - the following: i) support strategic management capacity, ii) support the implementation of prioritized projects, and iii) support the expansion of network coverage.

Prodoc has been the source of the misinterpretation of the project, since in its summary section it is stipulated that the purpose is: "***to support Hondutel's strategic management capacity in the implementation of prioritized projects for the maintenance and expansion of coverage of the existing telecommunications network***".

On the other hand, the context described in the Prodoc refers to the critical financial situation of Hondutel where the GoH at that time raised the need to raise the productivity levels of Hondutel and implement a Business Plan. Under these guidelines, the project was aligned with Output 2.2.1 of the UNDAF 2012-2016: "related entities have qualified personnel and tools for planning, monitoring, evaluation and accountability".

With the passing of time, the purpose of the project is even more unclear, since in UNDP reports the project is called ***"Transparency of the Strategic Management of Hondutel",*** where it aligns with the UNDP CDP 2022-2026 on effective and efficient public administration, specifically with Output 2.2.: "Strengthening institutional capacities at the national and local levels for the development and implementation of integrated public policies".

In the same vein, Hondutel is in the plan of the GoH 2022-2026 in its section ***7.2: Public Investment,*** which proposes to implement a comprehensive restructuring plan and professional administration for Hondutel that, among other aspects, offers new services, a fair collective agreement, financial sustainability, indicators, standards and goals of global productivity and that guarantees Internet to the education system.

Due to the lack of clarity of Prodoc and its interpretations, the project lacked the components such as institutional strengthening in terms of the elaboration of strategic plans, management by results and vision of the company, consistent business plans, monitoring and evaluation of results, and transparency. On the contrary, its implementation was limited to the acquisition of equipment and infrastructure to expand the coverage of Hondutel's networks, especially fiber optics. The interviews conducted agreed that these processes were the main contribution of UNDP, first of all because of the transparency of its procurement procedures, and that Hondutel could access technology companies and support that would not be possible without UNDP sponsorship. It is worth mentioning that the final evaluation of the first phase of the project warned that although good management had been made to expand the Hondutel network, it became highly dependent on the UNDP procurement system and, as in this project, the company's structural strategic problems were not addressed. which was a decrease in revenues, excessive debt, lack of investment, focus of the business and competitiveness of the company vis-à-vis private operators[1].

In conclusion, although the main purpose of the project was to introduce transparent, efficient and effective management practices that would allow the financial sustainability of the company, while introducing more technological equipment and expansion of networks, it was finally limited to the acquisition of equipment to expand Hondutel's network. However, considering the company's ongoing crises over the past 20 years, the initial conception of the project's purpose remains relevant to the country and Hondutel.

Deconstructing the Logic of the Project

In accordance with the problems related to the future sustainability of the company, both from a financial and technological point of view, the evaluator proposed the following ToC for the project, which is shown in Fig.1. In this ToC, the evaluator proposes to make Hondutel's concept of "Strategic Management" visible in an exhaustive way in terms of a meaning that is highly accepted among companies and academia: "Strategic management provides a direction to the company that involves organizational objectives, development policies and plans designed to achieve objectives and distribute resources to implement plans. Strategic management is not static in nature, models include a feedback loop to monitor execution and obtain the information for the next stage of planning"[2].

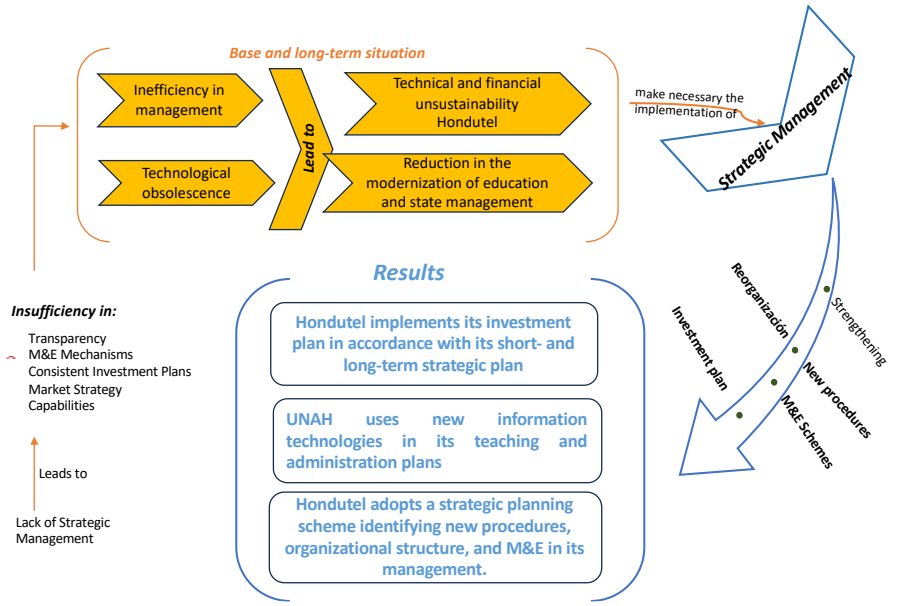
The proposed ToC is framed in the need for Hondutel to improve its management, results and transparency to keep the company at a competitive level that ensures its financial and technical sustainability, as well as to contribute to the State and Education agencies being able to modernize their management processes, which in the case of the project, the latter would focus on the new technological infrastructure of the UNAH implemented by Hondutel, through an express agreement between

[1] Evaluación final del proyecto "Apoyo a la gestión, modernización y expansión de la red de Hondutel": https://erc.undp.org/evaluation/evaluations/detail/5693

[2] https://es.wikipedia.org/wiki/Gesti%C3%B3n_estrat%C3%A9gica.

both institutions (See Fig. 2).

Fig. 1: Tentative project contact formulated by the evaluator, according to the conceptual framework developed in Fig. 2



Therefore, the components of a strategic management project would be as follows:

a) planning according to the vision and nature defined for the company,

b) implementation of reorganization processes and new company procedures that support the transparency, efficiency, and effectiveness of the company's actions,

c) implementation of M&E performance plans and actions.

A reading of the project documentation indicates that "strategic management" has been reduced to improving procurement processes to update and expand the Hondutel network, through the mechanisms and expertise used by UNDP and to a lesser extent. Training has also been carried out for the company's civil servants, but without detecting an intervention that generates the results sought by strategic management: to make the company transparent, effective, competitive and technically and financially sustainable, and to support the transparency processes of State agencies.

The above approach also responds to the need to compile lessons learned regarding Hondutel's planning and procedures, as well as its legal status, so that conclusions and recommendations can be drawn for future UNDP and business interventions.

Fig. 2: Tentative Concept Map for the Project

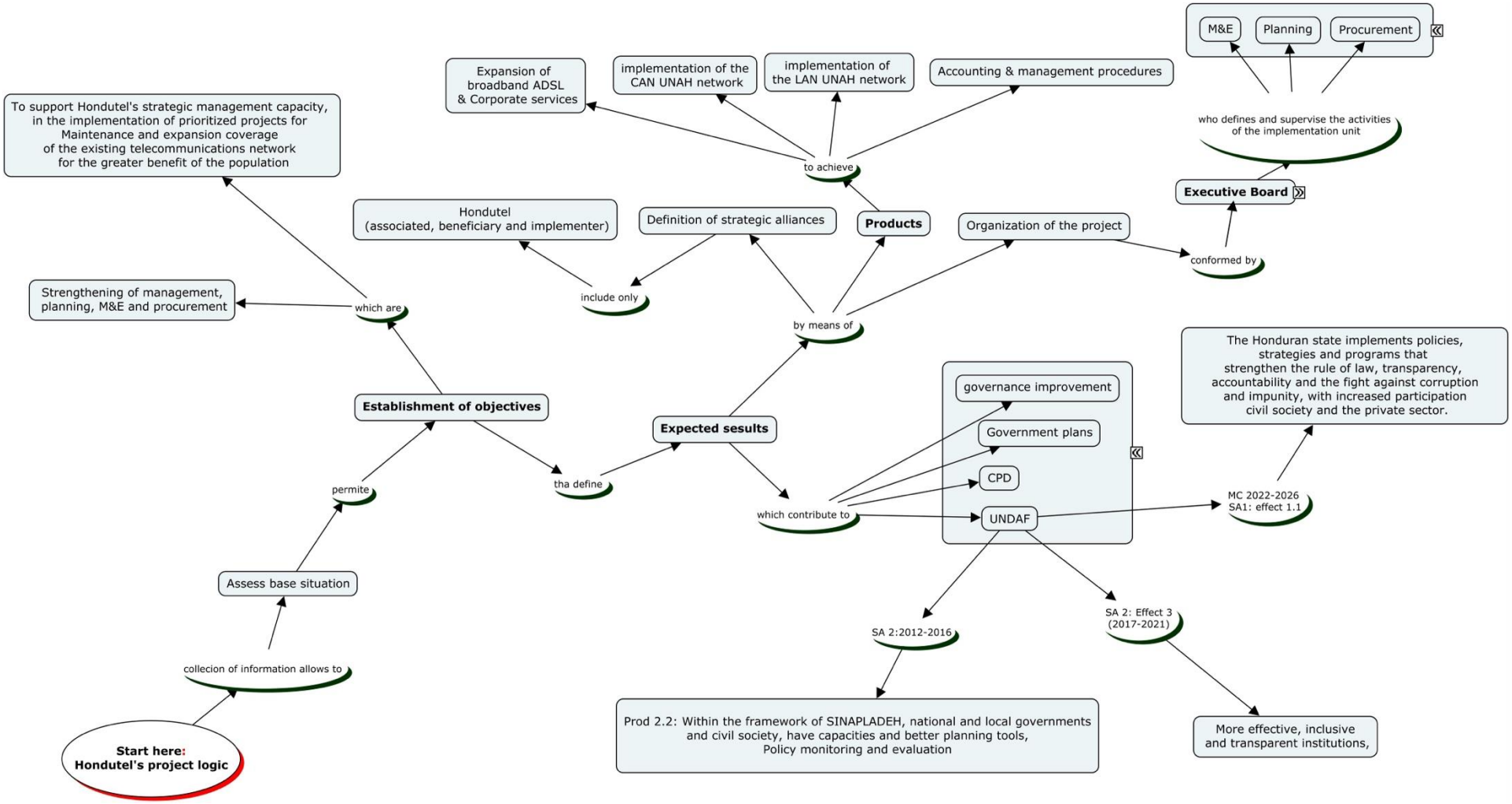


Table 2 shows an example of a results framework and indicators that could be applied to a cooperation between UNDP and Hondutel to achieve the objectives of making Hondutel a transparent, efficient and effective company.

Table 2: Tentative Results Framework for the project or its continuation

Id	*Component*	*Result*	*Result Indicator*	*Product (s)*
1	Strengthening of capacities for Strategic Management	• Hondutel's Board of Directors implements strategic management tools in each of the company's divisions.	⇒ Number of trained executives and key employees performing coordinated strategic planning activities (definitions of business objectives, organization, management, training, M&E).	⇒ Good practice guides by company area, diagnosis of barriers, gaps and needs of the company ⇒ Diagnosis of specific investment needs in human resources, type of knowledge and infrastructure. ⇒ Diagnosis of the causes of the company's financial situation and proposals for solutions (debt restructuring and collections, organization, type of business, regulatory aspects, technology).
2	Determination of objectives, organization and key business areas for Hondutel in the medium and long term	• Hondutel adopts a strategic planning scheme identifying new procedures and organizational structure in its management	⇒ No. of Hondutel divisions with strategic planning units functioning and reporting to the Hondutel Board of Directors	⇒ Documents and manuals describing:Medium and long-term objectives and vision of the company ⇒ Definition of the type of business and niche of the company, as well as its business plan. ⇒ Organizational chart readjusted according to the company's objectives, vision and type of business ⇒ Operational manuals for management, procurement, and personnel functions according to the company's objectives, vision, and type of business ⇒ Establishment of incentives for civil service careers
2	Determination of objectives and key business areas for Hondutel in the medium and long term	• Hondutel implements its investment plan in accordance with the definitions and priorities of its short- and long-term strategic plan	⇒ % increase in investments ⇒ % Extended Coverage and Technology Type ⇒ % growth of Hondutel according to its business definition and niche.	⇒ A short-, medium- and long-term investment plan established according to the company's strategic vision ⇒ A short-, medium- and long-term financial plan to ensure Hondutel's sustainability.
3	M&E of Results and adjustments to Hondutel's management	• Hondutel adopts a results-based M&E system that increases the transparency of its management and feeds back into its strategic and operational plans according to the changing needs of the sectoral, national and international business environment.	⇒ Number of M&E units in Hondutel, both nationally and in each division and region. ⇒ No. of Staff Productivity Indicators Identified and Implemented ⇒ Number of productivity indicators by area of the company identified and implemented ⇒ No. of investment efficiency indicators identified and implemented. ⇒ A management and results monitoring and evaluation system implemented to measure the efficiency and effectiveness of the execution of strategic and operational plans, as well as their investments, both from the point of view of personnel qualifications and of each division/unit of the company.	⇒ An M&E plan that defines the minimum parameters of efficiency, obligations and rights of personnel, board and management level and for each division/unit of the company. ⇒ An M&E plan of the company's spending and investment efficiency. Installation of M&E units by division of the company as well as at the national and regional level, with clearly established functions and allocated resources.

Relevance

As indicated in the previous section, the project has been relevant to the needs of the various GoH over the past 10 years who have felt that measures should be taken to improve the management of Hondutel. In addition, this project has also been in line with the UNDP CPD and the MCNUDS for Honduras.

Regarding the project's contribution to the CPD's ToC, it can be mentioned that this effort contributes to reducing the digital divide in the country, the fight against corruption and the achievement of greater transparency of Hondutel in terms of the company's procurement processes.

However, the project did not address the underlying issues of the company's problems. The lessons learned shown in the final evaluation of the UNDP-Hondutel project (phase 1) concluded that strategic aspects of the company's management had been set aside, focusing only on procurement processes, which also led to the fact that after 10 years of implementation of phase 1 of the project, Hondutel was more dependent on UNDP for procurement processes than before the project. These lessons were not incorporated into the design and implementation of the current project, but were followed with the same previous practice, without addressing substantive issues (legislative, management, company organization, business focus, etc.), so it can be concluded that the project is not very relevant to address the situation of Hondutel, but it is relevant in terms of public policy such as the National Plan for the Transformation of Digital Education 2020 (PNTED),[3] or the National Strategy for Financial Inclusion 2015–2020[4], where the technological component is of extreme importance.

Coherence

This term refers to how national and sectoral policies positively or negatively influence the actions carried out by the project, or whether the project itself is carrying out activities that are contrary to its own objectives.

There are several studies and projects concerning the situation in Hondutel and the telecommunications sector. Although there is no information about its results, the Inter-American Development Bank (IDB) has had some intervention in this sector, specifically with Hondutel in the period 2011-2014, where the objective was to support SEFIN to develop a comprehensive plan to restore the financial viability and improve the operational efficiency of Hondutel, through the development of the institutional structure. local capacity-building and a plan for the dissemination and dissemination of the Strengthening the Policy and Regulatory Framework programme (SREP) (*Cooperación Técnica No Reembolsable No. ATN/KK- 12908-HO. Proyecto de asistencia técnica a HONDUTEL*, s. f.).

Hondutel has been on the radar of several governments due to its insolvency, financial crisis, and technological obsolescence, among other problems. However, the investments, regulatory and organizational adjustments necessary for the

[3] https://siteal.iiep.unesco.org/bdnp/3646/decreto-ejecutivo-ndeg-pcm-1322020-programa-nacional-transformacion-educativa-digital

[4] https://www.cepal.org/sites/default/files/news/files/inclusion_financiera._estudio_de_caso_honduras-min.pdf

continuity of the company have not been made, so the UNDP project does not appear to contradict any government intervention, as there is little or no improvement policy for Hondutel. This is also reflected in the fact that the UNDP project does not have any strategic management component for Hondutel, placing it in the role of only the company's procurement service provider. Despite the above, the project is in line with the efforts of the different governments in their anti-corruption policies and in favor of the transparency and accountability policies that have been implemented in the last decade, along with the efforts for digital inclusion and improving connectivity throughout the country. in accordance with the Sustainable Development Goals (SDGs) of the United Nations (UN).

Effectiveness

As mentioned in previous sections, the project indicators do not account for the results achieved in terms of the use of the new infrastructure installed by the project, since all the effort was focused on the products (fibre km, number of connection points, etc.). The available documentation also does not contain a final report analysing the challenges and achievements of the project in terms of the new uses of the technology by the beneficiaries and how these uses have changed their usual practices (e.g. response times to demands, availability of information to users, implementation of new processes thanks to these technologies, etc.). etc.). There is only a small brochure describing the works and the extent of Hondutel's fiber optic coverage,[5] along with information scattered throughout the POAs, annual reports and minutes of the JDP.

Despite of the above, and considering the ToC shown in Fig.1, it is possible to approximate some of the results obtained.

Case 1: UNAH

Design and construction of the LAN network of 5 telecommunications rooms in the five campuses of the university. This result reported in the brochure does not account for what the university is actually doing with this new infrastructure. Some publications indicate that the UNAH installed a technological classroom in San Francisco de Opalaca, which will benefit the population of the municipality of Intibucá, which amounts to more than 13 thousand inhabitants. With the technological classroom, young people will have access to hardware and software to be able to enter a higher education career[6]. There is also the Technological Classroom of Santa Cruz de Yojoa, which has already graduated about 70 young people who had the opportunity to train in basic office automation for 16 weeks, adding a total of 90 hours of development of skills in the use of virtual tools and platforms[7].

On the other hand, UNAH will also use the technologies implemented by the project to improve its organizational processes through the installation of a server for

[5] El convenio entre Hondutel y PNUD 2013 a 2018: https://www.undp.org/es/honduras/publications/convenio-hondutel-pnud-de-2013-2018

[6] https://www.youtube.com/watch?v=PPAPAnUlHZI

[7] https://blogs.unah.edu.hn/unahvs/unah-gradua-primera-promocion-en-aula-tecnologica-de-santa-cruz-de-yojoa/

virtualized environments in order to safeguard and centralize information, streamlining the processes of design, bidding, and project execution. At the same time, to make more efficient the operation and maintenance of buildings and other works in the civil, hydrosanitary and electromechanical areas[8].

Finally, it should be noted the connectivity in the 5 campuses of the university nationwide, which benefits students and academics in facilitating the flows of information and programming of university studies.

All these achievements have necessitated the internet connectivity provided by Hondutel, which in the case of virtual classrooms are apparently free for the municipalities benefiting from the initiative.

Case 2: Honduran Judiciary

The brochure only states that the network of the Judiciary was designed, acquired and installed at 70 points nationwide. Interviews indicate that the facilities have had a positive benefit for the institution, expressed in the growth of the data network currently reaching 18 departments, including the Bay Islands, and improvements in response time to requests. The Judicial Branch also takes advantage of Hondutel's technology to hold virtual hearings, open broadcasts through platforms and access the institutional portal, where laws, judgments and jurisprudence, among others, are digitized[9].

Case 3: Hondutel's Infrastructure and Institutional Strengthening

As reported by UNDP***, the project's expenses are in the order of USD 42 million between 2013-2022, where the*** investment in equipment and infrastructure is close to 40% - that is, - approximately USD 17 million, with the rest being personnel and security expenses, so the effectiveness of the project could be questioned from this point of view, considering that stage 1 of the project had an approximate budget of USD 200 million for the same period of time.

With these resources, it was possible to increase broadband coverage from 54 to 76 municipalities, increasing the capacity to deliver broadband services in tourist areas of the Atlantic coast by 400% and international broadband capacity by 440%, with 12,500 fixed internet access points nationwide.

According to CONATEL data, the investments made by the entire telecommunications sector as of June 2023 was USD 181 million[10] (1 USD = 24,74 Lempiras approx.), while the State budget for all of 2023 in the communications sector reported by SEFIN would be approximately USD 24.42 million, with an execution of only USD 2.1 million[11] (approx. 9%), which shows that state investment is far below that made by Hondutel's competitors, to which is added a deficient execution of the allocated resources.

With regard to ***Hondutel's institutional strengthening***, it is only reported that the

[8] UNAH, Memorial anual 2017, pág. 23: https://seapi.unah.edu.hn/memorias/

[9] https://escuelajudicialpva.poderjudicial.gob.hn/mod/data/view.php?d=1

[10] https://www.conatel.gob.hn/doc/Informes/2023/Informe%20trimestral%20sector%20de%20Telecomunicaciones,%202T2023.pdf

[11] https://www.sefin.gob.hn/ciclo-de-inversion-publica/

competencies of more than 98 technicians belonging to the company have been reinforced. According to the interviews and annual reports, these trainings that the equipment suppliers have delivered to Hondutel's technicians have focused on superficial issues of equipment operation, so the company cannot carry out modifications, adaptations or independent maintenance without having to pay additionally, which has resulted in Hondutel having a greater dependence on this type of equipment supplier companies.

Although the documentation states that the project has meant cost savings for Hondutel, these have not been reflected in the project's accounts, nor have they been used to reinforce Hondutel's strategic management processes, human talent, M&E, corporate organization or a sustainability plan (need for new regulations, transparent procedures, business approach, etc.). This situation is worrisome, since these types of institutional strengthening activities,[12] which were subject to the availability of resources that could have been freed up by these savings, were not carried out because in practice they were not a priority for the company.

In the strategic management aspects, the final evaluation detected, both in the documentary review and in interviews, the following structural needs of the company, in which UNDP could support Hondutel in a more substantive way:

- A civil service career system with clear and defined incentives, roles, promotions and responsibilities;
- Professionalized management teams focused on obtaining results and financial and technical sustainability of the company,
- Implementation of a business management system, transparency in personnel hiring and procurement that is efficient and professional,
- An approach to the company's business/niches/services with a defined and clear strategy, aligning the organizational structure, investment and marketing needs with the formulated strategy,
- An effective M&E system to determine the company's trajectory (services offered, investments, costs, feedback, etc.) and identify timely changes and adjustments if necessary,
- An effective collection system that reduces delinquency,
- Introduction of necessary regulatory changes to ensure the autonomy, flexibility and competitiveness of the company in a context of constant technological change, partnerships and the generation of new services.

It is worth mentioning that Hondutel is both a debtor and a creditor of several public bodies that do not pay for their services. Regarding the latter, it was identified that the company does not have an adequate collection system[13], approx. USD 850 thousand as of August 2023 only from government organizations[14].

The final evaluation did not have access to documents such as the definition of the

[12] For example, training has always been a recurring concern of the JDP, but no specific program was finalized, see minutes No. 6, March 18, 2019.

[13] Audit 2008-2014 published in 2016: 006-2014-DASII-HONDUTEL-B.pdf (tsc.gob.hn)

[14] api.iaip.gob.hn/api/public/serve_archivo/?idarchivo=MTg1OTQxOQ==

company's strategy – beyond the generalities of the transparency page – and its annual operating plans. The interviewees agreed that this situation is due to the fact that the company cannot reveal its plans due to the high competition in the sector, but that internally it has its own indicators and priorities, which in the case of the project was to carry out procurement processes of goods and services by UNDP.

Finally***, a lack of ownership of the project by Hondutel was also detected***, since very few people interviewed knew about the project, while those who knew about it only referred to it as a more efficient and transparent purchasing system than their own. None showed interest in a more strategic cooperation with UNDP that would address the company's critical problems, including improving its procurement system for example. Interviews could not be conducted with other entities related to the ICT sector, such as SEFIN or CONATEL.

Case 4: Revenue Administration Service

Thanks to the development of broadband, the expansion of the IP network and the acquisition of high-capacity radios, it was possible to expand the coverage of internet services and new clients such as the Secretariat of Security and the Revenue Administration Service (SAR), both with the provision of broadband services.

Case 5: Secretariat of Security

State-of-the-art CORE 10G equipment (Cisco Equipment) was acquired for the National Police, to strengthen the technological platform of the Secretariat of Security, bandwidth capacities were increased by 100%, which allows not only to improve the operability of the Secretariat, but also allows different services to citizens at the national level. It is worth mentioning that the failure of the National 911 Emergency System in March 2023, Hondutel took the responsibility of providing fiber optic connectivity for the operation of the security cameras of the 911 system, which were not fully operational[15]. Today, 911 operates normally and has more than 300 data links[16].

Efficiency

To achieve its objectives, the project was divided into 5 components/activities to monitor its progress:

Activity 1: Maintenance and expansion of the existing telecommunications network

Activity 2: Monitoring and Operations

Activity 3: Project Consulting

Activity 4: Diversification of Services

Activity 5: Improvement and Maintenance of the technological infrastructure of the national company

The original project had a duration of almost 7 months and an amount of USD 842 thousand, but was extended numerous times up to 10 years, reaching a total budget

[15] Honduran 911 Emergency System Cameras Continue to Be Turned Off Amid Crisis Over Violent Deaths - Contra Corriente

[16] https://www.latribuna.hn/2023/08/16/el-14-de-septiembre-hondutel-relanza-su-marca-y-ofrece-novedosos-servicios-con-fibra-optica/

of USD 50,663,919.93 as of December 2022.

With the information provided by UNDP from its ATLAS accounting system, the following expenditures are obtained per year, totaling USD 41.68 million (82% of the total budget) as of December 2022, where activities 1 and 5 are the ones that accumulate 90% of the project's expenses.

Table 3: Project Expenditures 2013-2022 (in thousands of USD)

Activity/year	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*2020*	*2021*	*2022*	*Total (USD)*	*% expenses*
Blank	0	0	0	0	0	0	0	130	0	0	**130**	0%
Activity 1	0	2,672	4,681	7,770	9,224	1,376	164	311	258	0	**26,456**	63.5
Activity 2	14	98	108	98	104	110	97	78	80	53	**838**	2.0
Activity 3	0	0	0	37	24	0	0	0	0	0	**60**	0.1
Activity 4	0	0	0	0	0	482	734	648	644	491	**3.000**	7.2
Activity 5	0	0	0	0	0	3,758	3,121	1,978	1,916	425	**11,198**	26.9
Total	***14***	***2,769***	***4,789***	***7,904***	***9,351***	***5,727***	***4,116***	***3,145***	***2,899***	***969***	***41,683***	***100%***

The revised documentation does not show clear differences between these components, so they are really one (purchase of equipment and maintenance). However, when performing an analysis with respect to suppliers, it is found that a number of general non-investment services such as security and insurance are in components 1 and 5, so an unbalanced allocation of expenses in these categories is detected. When analyzing the expenses by activity, there is a series of suppliers that appear blank and that amount to USD 2.1 million, which would be the salaries of the project support unit (UAP), along with accommodation, travel expenses and transportation dispersed in various activities.

Table 4 shows the main types of suppliers in the project. As can be seen, insurance and security company items total almost half of the project's expenses (48%), while investments – assuming that 60% of the "Other" item is investment – investment would amount to only 40% of the project's total expenses.

Among the main technology providers are CISCO Systems Inc. with USD 6 million, COLTEL with USD 1.92 million and Huawei Technologies Honduras S.A. with USD 1.81 million.

Table 4: Participation of the project's largest suppliers

Supplier Type	*Amount (USD)*	*Share (%)*
Other	6,591,654	16%
Security	8,932,468	21%
Insurance	11,209,908	27%
Investment	12,810,562	31%
Unbilled (*)	2,138,224	5%
Total (USD)	***41,682,816***	***100%***

(*): likely allocated to wages.

On the other hand, the project's budget revisions reached 16 in 10 years, that is, approximately one every 7 months of work. The cited documentation also mentions that the advantages of working with UNDP were that procurement processes are carried out in a transparent manner and would also lead to savings for Hondutel. With respect to the former, annual audits of the project were carried out, which concluded that there were no shortcomings in the procurement, so the purchases were made in accordance with UNDP procedures.

In reference to the savings produced, in 2017 savings of close to USD 850 thousand were calculated with respect to the budgets tendered,[17] although later there is no further information regarding the savings in the processes at the end of the project.

Neither Prodoc nor the annual reports contain indicators on the efficiency of expenditure, but they do list a number of situations that led to a variety of delays in procurement processes and resulted in the high number of budget adjustments made to the project:

a. The high turnover of the company's management staff,
b. The difficult financial situation in Hondutel that prevented transfers of funds to UNDP,
c. Delays in budget and tender approvals by Hondutel's Board of Directors,
d. Failures in the scheduling of tenders due to not considering the adequate times that these procurement processes require.

Due to these circumstances, the project has had the capacity to generate savings for the company, although the exact amount is not known. However, while UNDP's procurement processes have been valued for their efficiency and transparency, the entire processes have been delayed due to the above-mentioned causes, due to the fact that in this project procurement is not only the responsibility of UNDP, but also of Hondutel's internal processes - such as authorizations - , those that have not been timely due to their financial situation and the slowness of their internal decision-making processes. On the other hand, according to Prodoc, prioritized projects for maintenance, expansion and coverage of the existing network would be financed, but practically 50% of the expenses were allocated to security and insurance services, leaving less than 40% for investment, so it seems that the initial spending priorities were not met.

In this way, it can be stated that the project's resources have been spent in a transparent manner, but it cannot be concluded that it has been efficient, since the impact of the continuous delays and budget revisions on the total costs of the project, both in terms of administration and timeliness, has not been estimated, nor does it seem reasonable to spend excessively on services that would not have much relation to the initial objective of the project (support to the strategic management of Hondutel). The efficiency of the project's expenditure was not reflected in the approach to structural aspects that affect the company (transparency, lack of competitiveness, technological obsolescence and strengthening of technical and managerial staff).

[17] Project Progress Report: Period covered by this report January to September, 2017

M&E

The main M&E tools used were the issuance of annual reports, preparation of POAs, annual budgets and expenditure control through the UNDP ATLAS system, together with the control exercised by the JDP at its annual meetings. In addition to the above, a Project Support Unit (UAP) was formed made up of 3 people hired by UNDP to carry out the daily management of the project, who had a liaison appointed by Hondutel.

The institutional arrangements for the JDP are not adequate for a project that was defined as supporting Hondutel's strategic management. In the first place, this type of board of directors aims to bring together the key actors of a given project, among which are, among others, the beneficiaries, institutional controllers, organizations with interference in the issue, etc.

For the specific case of this project, the JDP is chaired by Hondutel (who is the owner of the project), is also the superior beneficiary (represented by the technical areas as the final beneficiaries) and supplier. This arrangement is inefficient for M&E activities because Hondutel occupies all possible positions within the project (beneficiary, controller, decision maker, financier and executive) so it is not a diverse deliberative body that can deliver different points of view and strategies to implement the project. Within this same scheme, UNDP is relegated to the role of "Senior Supplier" (technical advisor and/or financier), which reinforces that the real concept of the project was for UNDP to provide procurement services that the company did not have the capacity to perform.

With respect to the annual reports, POAs and minutes of the JDP, they do not have sufficient information to evaluate the progress of the project, mainly because they focus on procurement processes without explaining the reasons why and where they are needed. There is no program or document explaining the company's corporate strategy and how the project contributes to this effort. In some minutes of the JDP there are mentions of the need to have a strategy document that includes training for key officials on administration to improve the strategic management of the company, but in concrete terms the POAs and budgets concentrate on acquiring goods and services.

There is also no final report of the project where a consolidated investment and its strategic results for the company can be appreciated, as well as a lack of an exit strategy – with specific objectives and commitments by the actors – from the project that can support the sustainability of the implemented actions.

Needless to say, the indicators to monitor the progress of the project were not adequate to measure its results, since they focused on products and activities (for example, the number of university campuses with facilities or the number of Hondutel management companies requesting investments). There is no indicator to show how many users benefited from the new technologies and how they are used by the beneficiaries. There are some references to the police having new possibilities with the installation of fiber optics, but there is no indicator that can show if there is an increase in the response times of the entity, or if the systems are integrated so that the information is shared with other actors such as the courts of justice.

Sustainability

Financial sustainability is the biggest risk facing the project due to the structural problems of Hondutel, which has needed interventions and bailouts from the government on different occasions. The root of the financial sustainability problem is the lack of an organization with vision and business planning, effective, efficient, professional and transparent that ensures technological change processes in a relevant and timely manner.

It has not been possible to assess the environmental sustainability of the project, due to the lack of a Hondutel corporate environmental policy that involves procedures, goals and objectives. The environmental issue has been absent from the project's reports, in addition to missing details on specific locations where the investments have been implemented and the type of regime that these locations have (protected area, reserve or other protection figure), nor whether these investments needed environmental impact assessment studies according to current legislation.

With regard to political and social sustainability, no major risks are foreseen, since the state-owned company has existed since 1976 and since then the Honduran State has supported it to keep it in force, so this danger is considered minor.

One of the key elements for the sustainability of the project is the implementation of an exit strategy. In this case, it was detected that there is no formal document that systematizes the 10-year experience of the project, nor a guideline or roadmap with concrete commitments from the actors involved to maintain the "momentum" and scale up investments. In addition, no document was found with the lessons learned from the project, except for some annual reports in which these lessons were named. Therefore, it is possible that this experience will not be scaled up in the near future, although there is interest from Hondutel to develop a new project, but with the same current characteristics.

Cross-cutting themes

Gender equality and human rights

The documentary review and interviews showed that there was no approach to these issues, concentrating the entire execution of the project on procurement. Nor is there any report indicating how women or vulnerable groups have benefited.

5. Conclusions

Design & Strategy

Prodoc did not meet the criteria of a UNDP development project, which require the participation of key actors in its preparation, institutionalization and implementation. In addition, recommendations and lessons learned from the first phase of the project were not included.

The institutional arrangements for the project were inadequate. The JDP only includes Hondutel and UNDP, where the company held all possible positions within this instance (presidency, supplier, beneficiary and financier), so it was not a balanced board representing the main decision-makers in the sector.

Relevance

The initial conception of the project's purpose – support for strategic management – remains relevant for the country and the company, in terms of reducing the existing digital divide as a result of low broadband internet penetration and ensuring the technical and financial sustainability of Hondutel.

Coherence

The project does not appear to contradict any government intervention with respect to Hondutel, as there is little or no improvement policy for the company from a regulatory, management and investment point of view. Without prejudice to the above, the project reinforced the efforts of the different governments in the application of anti-corruption policies and in favor of the transparency and accountability policies that have been implemented in the last decade, along with efforts for digital inclusion and improving connectivity throughout the country. in accordance with the Sustainable Development Goals (SDGs) of the United Nations (UN). UNDP's contribution was to provide greater agility, transparency and credibility to Hondutel's procurement processes.

Effectiveness

The investments made by the project resulted in the expansion of Hondutel's broadband network***, with some clear examples of benefits for users and the company,*** such as the interconnection of the five UNAH campuses, the services provided to the Judiciary, the national police and the 911 administration.

The impact of the project has been very modest in improving the strategic management of Hondutel, which keeps its structural problems unresolved. UNDP could have provided much more substantive and active support than was done in this project, but due to the specifications set out in the project document, UNDP's role as a collaborative partner was restricted, nor was its global networks of experts leveraged to support the strategic management of Hondutel.

A lack of ownership on the part of Hondutel was also detected, since very few interviewees knew about the project, while those who knew about it only referred to it as a more efficient and transparent purchasing system than their own. None showed interest in a more strategic cooperation with UNDP that would address the company's critical issues, including improving its procurement system, for example. Interviews could not be conducted with other entities related to the ICT sector, such as SEFIN or CONATEL.

Effciency

Expenditures as of December 2022 totaled USD 41.68 million (82% of the total budget). Contracts with security and corporate insurance companies account for 48 per cent, while the preliminary estimate made in this evaluation suggests that the actual investment would only amount to 40 per cent of project costs. ***The project's resources have been spent in a transparent manner, but it cannot be concluded*** that it has been efficient, since the impact of the continuous delays, budget revisions and extensions on the total costs of the project, both in terms of administration and timeliness, has not been estimated, nor is the excessive expenditure on services that are not very related to the initial objective of the project

(support to the strategic management of Hondutel and Hondutel). investment).

The efficiency in the expenditure reported in terms of savings thanks to the procurement processes and their use were not reflected in the approach to structural aspects that affect the company, such as training and institutional strengthening in results-based management and business vision.

M&E

The M&E system was insufficient to measure the project's achievements, as it lacked adequate indicators for monitoring results and at the same time its focus was on the monitoring of procurement. The M&E system implemented did not provide information on how the project contributes to the development of the company.

Sustainability

The financial sustainability of Hondutel is the biggest risk facing the investments made by the project, due to the structural problems of the company. ***It was not possible to assess the environmental sustainability*** of the project, because this issue was absent from the implementation of the project.

With respect ***to political and social sustainability, no major risks are foreseen, since the state-owned company has existed since 1976 and since then the Honduran State has supported it to keep it in force, so this danger is considered minor.***

Gender Equality and Human Rights

The desk review and interviews revealed that there was no activity or strategy for these issues.

6. Recommendations

No.	*Recommendation*	*Responsible*	*Time window*
1	It is suggested to prepare a final report that systematizes the experience of the project, both in financial aspects, risks, relevant results and potential impacts, as well as its M&E system used and lessons learned, so that it serves as an input for a new intervention focused on a sustainable development of Hondutel and the provision of services that reduce the digital divide in the country.	⇒ UNDP as the requester of the report. ⇒ Hondutel prepares the report.	Immediate, with agreement of deadlines between the parties
2	It is not appropriate to insist on reproducing this type of purely operational interventions in the future without also addressing the set of structural problems of management, organization, strengthening of human talent and the development of corporate strategies of Hondutel.	⇒ UNDP	Immediate
3	It is suggested that Hondutel and the GoH take advantage of UNDP's potential in a role as an active advisory partner in organizational management policies, institutional and technological strengthening, and that the new intervention also includes key actors in the sector (regulatory, supervisory and financial).	⇒ Hondutel's Board of Directors embraces this vision.	Immediate.
4	It is recommended that Hondutel's Board of Directors take the decision of requesting substantive support from UNDP, on issues of corporate governance improvement, M&E, transparency, and policy and regulatory needs of the sector in order to allow fair competition for Hondutel.	UNDP promotes ITU mainstreaming in technical aspects. ⇒ Hondutel's Board of Directors operationalize the decision.	Immediate.
5	It is suggested to formalize an inter-institutional working group that includes the key actors of the sector (e.g., SEFIN, Hondutel's Board of Directors, CONATEL, the presidency of the GoH), UNDP and ITU to develop a roadmap with clear objectives, tasks, responsibles, deadlines and commitments of each actor involved in the problem and not only Hondutel. so that the development of the future project contains the strategic elements necessary to ensure strategic management, planning, sustainability and competitiveness of Hondutel.	UNDP coordinates with ITU to promote the creation of the working group and its support. ⇒ The Hondutel's Board of Directors coordinate and operationalize the activities of the Working Group through Hondutel.	3 months Roadmap and work plan aiming at a project document approved by the parties.
6	If additional cooperation between UNDP and Hondutel is deemed necessary, it should consider at least the following elements: a) Analysis of the structural causes that affect the sustainability of the company. b) Set short, medium and long-term objectives for the intervention. c) Clearly define the final beneficiaries and outcomes of the intervention. d) Explicitly establish gender aspects and vulnerable groups, establishing criteria to measure the changes that occur in these beneficiaries. e) Define an institutional framework for the project (project board of directors) that is inclusive and involves the participation of key actors in the telecommunications sector, such as SEFIN, CONATEL, Hondutel, the International Telecommunication Union (ITU) and representatives of the country's presidency. f) Establish a flexible and expeditious decision-making mechanism for Hondutel within the framework of the new cooperation with UNDP.	⇒ UNDP coordinates with ITU to identify technical support needs for each of the above-mentioned points. ⇒ The Board of Directors of Hondutel, Hondutel and the Inter-Agency Working Group agree with UNDP and ITU on the strategy for the new intervention.	
7	It is suggested that the future intervention should have several components: a) ***An M&E system*** with SMART indicators, including evaluations (mid-term and final) and monitoring of information to detect desired changes (behavior, economic and social situation of the beneficiaries, with gender segregation and type of populations, along with information on the technological, managerial and organizational progress of the company. This M&E system must be able to collect and systematize the information for the elaboration of the lessons learned and the exit strategy of the project. b) ***Institutional strengthening*** that allows Hondutel and other actors to establish parameters and good practices for the improvement of the company's management, including technological aspects as well as regulatory and strategic management (elaboration of the business strategy, business vision, regulations necessary for a more effective competition of the company, prioritization of services, organizational structure, planning based on business strategy, among other topics. c) ***Knowledge management***, which allows Hondutel to join a peer-to-peer cooperation network (e.g., South-South) to exchange experiences - successful and not so successful of similar companies - with the aim of adapting these experiences to the reality of Hondutel and the country. It is suggested that ITU be involved in both the development and implementation of the project. d) ***Investments*** that respond to the design of Hondutel's corporate strategy and that are known by all the key players involved.	⇒ The Board of Directors of Hondutel, Hondutel and the Inter-Agency Working Group agree with UNDP and ITU on the strategy and structure of the new intervention. ⇒ UNDP is coordinating with ITU to provide technical support to Hondutel to develop the project document for the new intervention. ⇒ Hondutel is responsible for the preparation of this document, which would be approved by the parties.	12 months from the formalization of the working group. Project document approved by the parties.

7. Lessons learned

1. The lack of a project document with objectives, SMART indicators and an adequate system of consistent M&E makes it very difficult to assess its results and sustainability.
2. It is not appropriate to implement this type of project in which UNDP is limited only to the delivery of an operational service and not strategic support to its partners, because the impacts of this type of intervention have been very limited due to the fact that they do not address the underlying problems affecting Hondutel and the Information Technology (ICT) sector.). In this regard, the GoH should also consider that UNDP's participation in development projects implies a key added value for these interventions, regardless of the origin of its funding, either because of its prestige as a United Nations agency, its transparency, reliability and global networks of knowledge that it possesses at the international level.
3. When a second stage of a project is carried out, the lessons learned from the previous stage should be included, while incorporating various key actors that are related to the issue, and not only the direct beneficiary, because as mentioned above, the scope and effects of the experience are limited by the excessive weight of the beneficiaries (in this case Hondutel) in decision-making.
4. The JDP, as a strategic and guiding element of a project, should be made up of other actors external to the beneficiary and who have interference with the issue, in such a way that there is a shared vision about the solution of the problem and that also promotes the opening of the corresponding instances to achieve the desired changes.

8. Annexes

Annex 1: ToR

Annex 2: Matrix of Assessment Questions

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
1	***Is the intervention doing the right thing? The extent to which the objectives and design of the intervention respond to national and global needs, policies and priorities, as well as those of beneficiaries and partner institutions, and continue to do so as circumstances change.***	***Pertinence***	Was the project aligned with national development priorities, country programme outputs and impacts, the UNDP Strategic Plan and the SDGs (Sustainable Development Goals)?	Strategy	What are the national and UN policies, programmes and regulations to which the project responds?	Government Programs, Management Plans, Policies and Plans of Hondutel, UNDAF, CPD.	Document review, interviews, budgets, annual project planning.	No. of national and UN priorities covered by the project.	Qualitative and quantitative
2			What was the contribution of the project to the theory of change for the relevant country programme outcome?	Contribution	Did the M&E system have the capacity to identify and quantify the contributions to the DPC?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	M&E system applied to the proyecto.No. of SMARTNo. project goals consistent with UNDAF	Qualitative and quantitative
3			Were lessons learned from other similar projects taken into account in the design?	Strategy	What are the specific lessons learned that were applied in the design of the project? Were relevant actors consulted?	Prodoc, interviews, minutes of the board of directors.	Document review, interviews	Amount and type of coordination with stakeholders during project design, annual reports.	Qualitative and quantitative
4			Did the project contribute to gender equality, women's empowerment and the human rights-based approach?	Gender	What were the specific activities carried out on gender and human rights? How were their results measured?	Prodoc, interviews, board minutes, annual plans.	Document review, interviews	No. of activities and products with a gender perspective	Qualitative and quantitative
5			Was the inclusion of a gender perspective in the planning of results and activities envisaged?	Management	Was the inclusion of a gender perspective in the planning of results and activities envisaged?	Prodoc, interviews, board minutes, annual plans.	Document review, interviews	No. of activities and products with a gender perspective	Qualitative and quantitative
6			Did the project contribute to ensuring the human rights of Hondurans in an equitable manner?	HUMAN	What were the specific activities carried out on gender and human rights? How were their results measured?	Prodoc, interviews, board minutes, annual plans.	Document review, interviews	No. of activities and products with a gender perspective	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
7			Has the project had an adequate capacity to respond to political, legal, economic and institutional changes in the country?	Adaptive Handling	Was a risk management system implemented during the implementation of the project? Was it updated periodically? What measures were being taken?	Prodoc, interviews, board minutes, annual plans.	Document review, interviews	No. of Project Adjustments	Qualitative and quantitative
8			Was UNDP support an important asset in promoting the sustainable development of the country; as well as the reduction of poverty and inequalities of the beneficiaries?	Contribution	What was the contribution of UNDP to the achievement of project results?	Prodoc, interviews, board minutes, annual plans.	Document review, interviews	No. of Project Adjustments	Qualitative and quantitative
9	***To what extent is the intervention compatible? The compatibility of the intervention with other interventions in a country, sector or institution.***	***Coherence***	To what extent do other interventions or policies support or detract from the project's intended outcomes?	Achieving results	There is coordination between the project implementation team and the sectoral authorities that guide the project's investments)	Annual Plans, Progress Reports, Interviews	Document review, interviews	No. of actors participating in the project.	Qualitative and quantitative
10			To what extent does the project support or detract from other interventions or policies?	Management	The current regulations of the sector favor Hondutel to be able to implement the project's interventions?	Hondutel's Regulations, Processes & Rules, Prodoc, Interviews	Document review, interviews	No. of actors participating in the project.	Qualitative and quantitative
11			To what extent are there overlaps or gaps between the project and the services or support provided by other actors?	Management	Has the project, UNDP and authorities coordinated with the interventions of other donors and actors to take advantage of synergies and identify needs and opportunities for cooperation?				
12	***Is the intervention achieving its goals? The degree to which the intervention has achieved, or is expected to achieve, its objectives and outcomes, including***	***Efficiency***	What was the contribution of the project to the outcomes and outputs of the country programme, the SDGs, the UNDP Strategic Plan and national development priorities?	Contribution	The programming of the project's activities considered the SDG indicators, the CPD and the UN cooperation framework in the country? How were these contributions measured?	Annual Plans, Progress Reports, Interviews	Document review, interviews, budgets, annual project planning.	Number of SDG indicators to which the project contributes	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
13	***differentiated outcomes between groups.***		What factors contributed to or hindered the achievement of the intended outputs or outcomes?	Adaptive Handling	How were the unexpected situations (COVID, policy changes, etc.) dealt with during the execution of the project? Were they specified in the programming and annual reports?	Annual Plans, Progress Reports, Interviews	Document review, interviews, budgets, annual project planning.	No. of adjustments to the project; Existence of a COVID strategy	Qualitative and quantitative
14			Was UNDP's partnership strategy adequate and effective?	Strategy	Who were the internal and external partners of the project? Was there an analysis of actors?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of actors participating in the project.	Qualitative and quantitative
15			What factors contributed to or affected the effectiveness of the project?	Adaptive Handling	What was the impact of COVID on the results of the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	"No. of adjustments to the project; Existence of a COVID strategy"	Qualitative and quantitative
16			In which areas did the project record the greatest achievements? What were the favorable factors and why? How can these achievements be further developed or expanded?	Achieving results	What were the main expected results of the project? How were they measured?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
17			In which areas did the project record the least achievements? What were the limiting factors and why? How would it be possible or was it possible to overcome them?	Achieving results	In which areas did the project record the least achievements? What were the limiting factors and why? How would it be possible or was it possible to overcome them?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
18			Was an unintended effect, negative or positive, achieved with the strategy used?	Achieving results	Was an unintended effect, negative or positive, achieved with the strategy used?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
19			What other strategies, if any, would have been more effective in achieving the project's objectives?	Strategy	What other strategies, if any, would have been more effective in achieving the project's objectives?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
20			Are the project's objectives and outputs clear, practical, and feasible within its scope? Do they clearly take into account the differentiated needs of women, men and other populations?	Strategy	What are the practical objectives of the project? Are they clear from the start?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
21			What has been the involvement of the various stakeholders in the implementation of the project?	Stakeholder participation	Who are the main actors who can benefit/benefit from the project? Was there a consultation?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
22			Are the project's management and implementation processes participatory, and does the participation of men, women and historically vulnerable populations contribute to the achievement of its objectives?	Stakeholder participation	Was there participation of relevant actors in the planning and definition of the objectives and activities of the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
23			To what extent did the project support the enhancement of the capacities of national partners?	Strengthening	Who are the main partners of the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
24			Has the project's capacity been responsive to the needs of national populations (men, women and historically vulnerable populations) and to changes in the priorities of nationals (men, women and historically vulnerable populations) and changes in the priorities of partners?	Gender	What is Hondutel's planning and decision-making process like? Is there a long-term vision about the services to be provided and the type of organization to be implemented?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
25			What have been the main achievements or impacts with respect to men, women and vulnerable groups?	Gender	How have the civil servants - men and women - participated in the design and development of the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
26			Has the project contributed to gender equality, women's empowerment and the realization of human rights? What changes or opportunities should be taken into account in an expansion or second phase of the project?	Gender	How has the project's contribution to gender equality and human rights been measured?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
27	***Are resources being used appropriately? The degree to which the intervention produces, or is likely***	***Efficiency***	How efficient was the structure defined for project management in the project document in	Implementation Fixes	What was the role of the board of directors? Promoted Hondutel's strategic planning? What are the biggest gaps to	Board of Directors Minutes, Annual Operating Plans, Progress Reports	Document review, interviews, budgets, annual	Level of board influence on decision-making. Level of	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
	to produce, results economically and on time.		achieving the expected results?		achieve efficiency in the company?		project planning.	participation of relevant entities such as SEFIN, CONATEL	
28			To what extent were resources used to address inequalities in general and address gender inequalities, gaps and barriers in particular?	Management	Is there a budget to incorporate gender issues and activities, human rights ?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
29			How efficient and cost-effective was the implementation strategy and implementation of the project?	Management	What is the strategy of the project? What is the investment planning process like?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
30			To what extent were financial and human resources used economically? Were resources (funds, male and female staff, time, expertise, etc.) strategically allocated to achieve impact?	Management	Were the procurement processes competitive and adequate?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
31			To what extent were resources used efficiently? Were the activities that were carried out profitable? Were quality products obtained?	Management	Were the procurement processes competitive and adequate?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
32			Were the funds provided and were the project activities implemented in a timely manner?	Management	Were the transfers from Hondutel to UNDP made in a timely manner and in the agreed amounts? Were procurement processes scheduled and executed according to planning and estimated resources?				
33			Did the monitoring and evaluation systems employed by UNDP ensure the effectiveness and efficiency of project management?	Management	What criteria were used to measure the effectiveness of the project? Was there a revision of indicators?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
34			Did the monitoring and evaluation tools used provide the necessary information, semi-annual and annual reports; including differential information about women?	Management	How was the M&E system and project logic designed?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
35			To what extent did UNDP promote gender equality, women's empowerment, human rights and development during the delivery of project outputs?	Gender	What was UNDP's role in incorporating gender and human rights issues into the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
36			Lessons learned regarding women were documented and shared by the project team on an ongoing basis/transferred to partners so that they can learn from the project and, potentially, replicate and/or scale up in the future?	Lessons learned	Did the M&E system have the capacity to document lessons learned? Was there any negotiation activity with different relevant partners/actors?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
37			To what extent have people living in poverty, indigenous people, persons with physical disabilities, women, men and different disadvantaged populations benefited from UNDP's work in the country?	Achieving results	Are there any programming activities of the project that include the issue of gender and human rights? Are there indicators for this?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
38			Were there any unintended effects on people living in poverty, indigenous people, people with physical disabilities, women, men and historically vulnerable populations?	Achieving results	Did the investments made by the project affect the environment or lead to resettlement, violence or loss of work in the intervention areas?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
39	***Transverse***	***Human rights***	To what extent has gender equality and women's empowerment been taken into account in the design, implementation and monitoring of the project?	Management	The project's M&E system included gender and human rights indicators within its activities? What were these indicators?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
40			Is the gender marker in this project representative of reality?	Strategy	Do you know what the gender marker of the project is?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
41			Does the project have different effects and impacts on men and women?	Achieving results	What have been the activities that have had the greatest impact on women?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
42			How did the project reduce gender inequalities in telecommunications? What impact did it have on women's realities?	Achieving results		Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
43			To what extent has the project promoted positive changes in the issues of gender equality and women's empowerment? Were there any unintended effects on women, or on relationships between men and women?	Achieving results		Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
44			What lessons learned in terms of gender equality and telecommunications emerged in the different phases of the project?	Lessons learned		Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
45			What recommendations can be provided on what to change, expand or increase for the better, focusing on the gender outcomes efficiency scale?	Recommendations	Did the project's M&E system have the capacity to make recommendations regarding the results of the project?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
46			What was UNDP's contribution to the project's interventions to strengthen gender equality?	Contribution	How was UNDP's technical and political support to promote gender equality?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
47	***Will the benefits be long-lasting? The extent to which the net benefits of the intervention continue or are likely to continue.***	***Sustainability***	Are there any financial risks that could jeopardize the sustainability of project products that affect women, men, and historically vulnerable populations?	Risks	Is there an adequate budget for Hondutel to continue implementing its operational and strategic plans?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
48			To what extent will the men, women and historically vulnerable populations targeted by the project's interventions benefit in the long term?	Probability	Do vulnerable groups have the capacity to continue contracting services from Hondutel?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
49			To what extent will resources be available to sustain the benefits achieved through the project?	Risks	Is there a specific long-term investment plan for Hondutel?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
50			Are there any social or political risks that could jeopardize the sustainability of the project outputs and the project's contributions to the outputs and outcomes of the country programme?	Risks	Is there a specific long-term investment plan for Hondutel? Does Hondutel provide better or worse quality services than the competition? Why does this happen?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
51			Do the legal frameworks, policies, and governance processes and structures to which the operation of the project is subject entail risks that could jeopardize the sustainability of the project's benefits?	Risks	What are the main regulatory gaps that negatively affect Hondutel's development? What needs to be done?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
52			To what extent did UNDP actions pose an environmental risk to the sustainability of the project's outputs that possibly harmed the project's beneficiaries (women and men)?	Risks	Were the project's investments made with environmental impact studies?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
53			How likely is it that the degree of stakeholder ownership will be sufficient to sustain the benefits of the project?	Appropriation	Did the company's management adopt strategic plans to develop its activity?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
54			Are there mechanisms, procedures and policies in place for key stakeholders to continue to work on the results achieved in the areas of gender equality, women's empowerment, human rights and development?	Exit strategy	Were the lessons learned from the project and recommendations discussed with the stakeholders?	Prodoc, annual operational plans, collection of information on project indicators, board of directors minutes and annual reports.	Document review, interviews, budgets, annual project planning.	No. of Project Adjustments	Qualitative and quantitative
55			How supportive of stakeholders (men, women and vulnerable groups) is for the long-term objectives of the project?	Appropriation	Is there an agreement between SEFIN and Hondutel to maintain an adequate financial flow to sustain the company?	National budgets, Hondutel budget, company trends.	Document review, interviews, budgets, annual project planning.	No. Agreements and Budget Level Allocated	Qualitative and quantitative
56			Did the project team document lessons learned on an ongoing basis and were they forwarded to stakeholders to extract lessons learned?	Lessons learned	The M&E system documented and systematized the lessons learned from the project	Project budget, Hondutel budget, company trends.	Document review, interviews, budgets, annual project planning.	Budget Level Allocated	Qualitative and quantitative
57			Do UNDP interventions have well-designed and planned exit strategies that include a gender dimension?	Exit strategy	Is there any formal agreement or institutional mechanism that ensures the implementation of pending issues of the project?	Hondutel budget, company trends.	Document review, interviews, budgets, annual project planning.	No. Agreements and Budget Level Allocated	Qualitative and quantitative

No.	*Criterion Explanation*	*Criterion*	*Question*	**Project dimension**	**Specific sub-questions**	**Data Sources**	**Data collection methods or tools**	**Indicators or standards of achievement**	**Methods for data analysis**
58			What could be done to strengthen exit strategies and sustainability, in order to support project beneficiaries, including marginalized groups?	Recommendations	What would be the main constraints to developing and implementing an exit strategy from the project?	National budgets, Hondutel budget, company trends.	Document review, interviews, budgets, annual project planning.	No. Agreements and Budget Level Allocated	Qualitative and quantitative
59			To what extent do women, civil society, community-based organizations, the private sector, key actors, local governments and sectoral institutions have the capacity to continue to use the knowledge and experiences gained through the project?	Strengthening	What has been the response of private telecommunications companies to the strengthening of Hondutel? Are there competition issues in the sector?	National budgets, Hondutel budget, company trends.	Document review, interviews, budgets, annual project planning.	No. Agreements and Budget Level Allocated	Qualitative and quantitative

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Appendix 4: List of Interviews

No.	Name	email	Position	Institution
1	Angélica Pon	angelica.pon@gmlogisticshn.com	Administrador Financiero Proyecto	PNUD Honduras
2	Claudia Villalta	claudia.villalta@hondutel.hn		Hondutel
3	Marco Antonio Chávez García	marco.chavez@hondutel.hn	Gerente de Operaciones	Hondutel
4	Arely Montano	aremontano@gmail.com	Directora de Infotecnología	Poder Judicial
5	Mariano Esaú Madrid Guerra	mariano.madrid@hondutel.hn	Director de Finanzas	Hondutel
6	Gustavo Villafranca	gustavo.villafranca@hondutel.hn	Finanzas	Hondutel
7	Marel Turcios	marel.turcios@hondutel.hn	Finanzas	Hondutel
8	Mario Mejía	mario.mejia@hondutel.hn	Finanzas	Hondutel
9	Wenceslao Bejarano	wenceslao.bejarano@hondutel.hn	Finanzas	Hondutel
10	Mario Paz	mariopaz1974@gmail.com	Jefe Centro de Capacitación CENCAPH	Hondutel
11	Liliana Molina	liliana.molina@hondutel.hn	Dirección de Planificación y Control	Hondutel
12	Carolina Cerrato Chinchilla	carolina.cerrato@hondutel.hn	Oficial de Información Pública	Hondutel
13	Mario Paz	mariopaz1974@gmail.com	Jefe Centro Capacitación	Hondutel
14	Tania Martinez (grupal)	tania.martinez@undp.org	Especialista de Programa; Gobernabilidad Democrática y Seguridad Ciudadana	PNUD Honduras
15	Jenny Maria Berganza Trejo (grupal)	jenny.berganza@undp.org	Analista de Monitoreo y Evaluación	PNUD Honduras
16	Claudia Waleska Espinal Fonseca (grupal)	claudia.espinal@undp.org	Finanzas	PNUD Honduras
17	Milianinaninovf Cortes (grupal)	milianinaninovf.cortes@undp.org	Analista de Gestión Estratégica	PNUD Honduras

Annex 5: Evaluation Trail

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
1	3	4	[H2] Aknowledgements	Institutional Effect and Output	Indicate the current DPC, which is detailed in the ToR	Nov 9, 2023	Accepted, it was added.
2	3	11	H2] Aknowledgements	841,064.93/50,663,919.93	Indicate currency. I would understand that it would be the same, original and revised, wouldn't it?	Nov 9, 2023	Accepted, it was added.
3	3	11	H2] Aknowledgements	841,064.93/50,663,919.93	The budget should be the total expenditure (41,539,827.15) + the balance (50,024.55) = 41,589,851.70. The 841,064.93 I don't identify	Nov 20, 2023	Not welcomed. The USD 841,000 corresponds to the original budget of Prodoc. On the other hand, the 50.66 M comes from the closing ppt of the project, that was the budget, so there would be a balance of USD 9,124,092.78.
4	7	1	[H1] Executive Summary	Executive	I suggest summarizing the content of the executive summary substantially, as a general rule of the IEO a maximum of 4 pages is considered relevant for an executive summary.	Nov 9, 2023	Aceptada.Se cut the executive summary.
5	7	35	[H1] Executive Summary	November 2023	Maintain consistency with the established end dates of the evaluation, the box indicates October 2023	Nov 9, 2023	Accepted, corrected dates
6	7	44	[H1] Executive Summary	Civil service	To maintain inclusive language throughout the wording, it is suggested to use gender-neutral wording.	Nov 9, 2023	Accepted, inclusive language included
7	9	32		Efficiency	I believe that there is a need for a relationship between all the achievements mentioned in the previous point and efficiency.	Nov 10, 2023	Acogida.Se the link was made
8	9	39		When performing an analysis with respect to providers, it is found that a number of general non-investment services such as security and insurance are in components 1 and 5, so an arbitrary allocation of expenses in these categories is detected. There are also a number of suppliers that appear blank and that amount to USD 2.1 million, so it is presumed that they would be the salaries of the project's implementation unit, but there are also accommodation, per diem and transportation expenses scattered in various components.	Were other available sources consulted to confirm these data? Audits?	Nov 10, 2023	These figures were obtained directly from PUND's ATLAS, which are consistent with the project's audits (which are based on the same ATLAS system).

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
9	10	10		In 2017, savings of close to USD 850 thousand were estimated with respect to the budgets tendered, although later there is no further information regarding the savings in the processes at the end of the project.	Are there accounting records that allow this information to be provided?	Nov 10, 2023	Unfortunately, they do not exist. The reports for 2017 and 2020 only compare the allocated tender budget and the awards and conclude that there are savings. There is also no report detailing these savings and where they occur.
10	10	13		M&E	Again, there is a need for a list of the achievements mentioned above and adequate monitoring of them in order to achieve them	Nov 10, 2023	Acogida.Se the link was made
11	11	11		Conclusions	The wording of the conclusions is pretty much the same as that of the findings. I suggest making a differentiation and specifying the conclusions reached.	Nov 10, 2023	Aceptada.Se texts were modified and shortened.
12	11	11		Conclusions	[REPLY 1 TO COMMENT 11]according to Jenny, she seems to repeat the findings, it is key to have concrete and clear conclusions	Nov 10, 2023	Aceptada.Se texts were modified and shortened.
13	11	18		They don't seem right	It is advisable to avoid ambiguous confirmations that do not prove to be supported by the review. I recommend indicating whether or not the institutional arrangements are in accordance with the structure of a development project, since they may correspond to another type of intervention than those used by UNDP	Nov 10, 2023	Aceptada.Se corrected the text.
14	12	15		Investments amounted to approximately US$ 17 million over 10 years (40% of the budget), so the effectiveness of the project could be questioned from this point of view, considering that stage 1 of the project had an approximate budget of USD 200 million for the same period of time.	Explain the statement in this paragraph. What do you want to indicate specifically? Why would effectiveness be in question? Was there a smaller scope of the second phase?	Nov 10, 2023	Aceptada.Se deleted the text, it had little to do with efficiency, but with efficiency. In any case, what is meant is that only a minor part of the budget was to buy and implement technology, while the rest was destined to contract surveillance and insurance services, as well as operational expenses of the project.
15	12	15		Investments amounted to approximately US$ 17 million over 10 years (40% of the budget), so the effectiveness of the project could be questioned from this point of view, considering that stage 1 of the project had an approximate budget of USD 200 million for the same period of time.	[REPLY 1 TO COMMENT 14]In addition, effectiveness is not a matter of spending money but of achievements	Nov 10, 2023	The problem is not the expenditure, but its distribution. The goal was to make investments in technology to expand the network, but in the end only 40% was for this purpose. This is the reason for the comment.

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
16	12	32		despite the fact that UNDP could provide much more substantive and active support than what has been done in the last 20 years (procurement), without taking advantage of the lessons learned from the previous phase of this project	I recommend revising the wording of this commentary, as it suggests that UNDP has not intentionally provided the support. It is important to analyze whether this has been due to limitations in the agreements with Hondutel	Nov 10, 2023	Aceptada.Se the wording was changed to reflect this situation.
17	12	32		despite the fact that UNDP could provide much more substantive and active support than what has been done in the last 20 years (procurement), without taking advantage of the lessons learned from the previous phase of this project	[REPLY 1 TO COMMENT 16]it is important to remember that the project is NIM and, as Jenny mentions, UNDP's actions are limited by the agreements	Nov 10, 2023	Aceptada.Se the wording was changed to reflect this situation.
18	14	8		Recommendations	It is pertinent to develop at least one recommendation related to gender equality and women's empowerment for a future intervention in a similar project. In addition to the human rights approach.	Nov 9, 2023	Aceptada.Se includes gender recommendation. In addition, more details of what the new intervention would be are given.
19	14	10		Type of intervention	What type of intervention would be advisable, according to the context in which the initiatives with Hondutel are developed?	Nov 10, 2023	Aceptada.Se includes gender recommendation. In addition, more details of what the new intervention would be are given.

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
20	14	13		If additional cooperation between UNDP and Hondutel is deemed necessary, it should consider at least the following elements:Comply with the requirements that make up a real UNDP project (clear objectives, correspondence between the objective and content of the project, analysis of actors, ToC and results framework with SMART indicators, strategic scope that goes to the heart of the problem to be solved and is not only operational, with credible logic and estimation of risks including environmental and inclusive aspects such as gender), not allowing the momentary urgency to overwhelm the fundamental and strategic aspects of the intervention, In the elaboration of a new intervention with Hondutel, representatives of key institutions should be invited to obtain inputs and strategies for improvement of the company (e.g., regulatory, management, strengthening, investments, organization), but not limited only to the actors mentioned in the next point, Ensure that institutional arrangements include the key actors of the problem and not just the beneficiary. Taking this project as an example, a JDP should be made up of SEFIN, CONATEL, Hondutel (as a beneficiary) and a representative of the presidency, in order to obtain a wide range of ideas to address the problem.	This recommendation could also be to use another intervention scheme. It is also important to look at the requirements of the institution and the context in which this type of intervention is carried out, given that, although it is understandable that it does not meet the requirements of a development project as such, UNDP also has other intervention alternatives that could be seen as more viable according to the felt need of the institution	Nov 10, 2023	Aceptada.Se includes gender recommendation. In addition, more details of what the new intervention would be are given.
21	14	33		In the immediate term, a final report should be prepared that systematizes the experience of the project, both in financial aspects, risks, relevant results and potential impacts, as well as its M&E system, lessons learned and a sustainability agenda (or exit strategy) with clear objectives, tasks, deadlines and commitments of each key actor involved in the problem and not only Hondutel). In addition, a committee made up of key institutions and UNDP should be formalized to develop and agree on the project's exit strategy.	It is important to note that the purpose of this evaluation, as indicated in the ToR, is to serve as a basis for a new phase of the intervention with Hondutel; Therefore, while it is important to establish an exit strategy, it cannot be immediate either, as referenced in this recommendation.	Nov 10, 2023	Aceptada.Se clarified the issue, but this recommendation is linked to the establishment of an inter-institutional group that has inputs from the exit strategy, with the new project being the exit strategy that gives sustainability to this project

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
22	14	41		Lessons learned	I suggest approaching and analysing the lessons learned from the perspective of using another intervention strategy rather than highlighting the lack of alignment of the current intervention with a Development Project approach.	Nov 10, 2023	Not welcomed. What happens is that the purpose is not to support Hondutel's capacity, but to "support strategic management capacity", so all the analysis revolves around this key point, it is not only oriented to the development project approach.
23	15	5		beneficiary	It is important that at the beginning of the document it is clarified that when the beneficiary is mentioned, it refers to Hondutel, since at first I thought they were people.	Nov 9, 2023	Aceptada.Se clarification was introduced.
24	20	12	[H1] Scope and objectives of the evaluation.	However, the meetings held with the key actors revealed that UNDP and Hondutel want to develop a new cooperation project, so they want to know what the scope of this new project could be.	This is also indicated in the ToR	Nov 10, 2023	Aceptada.Se clarification was introduced.
25	23	27		Finally, it is worth mentioning that Prodoc was not a project document as such, as it lacked a cause-and-effect logic that in 2012 was already common in this type of project, in addition to lacking a results framework with precise results and indicators.	From the perspective that the project was formulated in 2012 and under this affirmation, it is suggested to consider and try to focus the evaluation under the purpose established in the ToR: The evaluation should identify the factors, both internal and external, that have affected, either positively or negatively, the implementation of the project. It should derive findings, conclusions and recommendations based on evidence, which serve as a basis for analysis for the formulation of a new phase of the project, as well as the areas of intervention of UNDP in Honduras.	Nov 10, 2023	Not welcomed. What happens is that the ToR is clear that the design of the project and its impact on the project should also be analyzed
26	24	1	[H1] Finds	Finds	In addition to the specific comments placed in the body of the document, the comments in each section indicated in the executive summary would also apply here and in subsequent sections.	Nov 10, 2023	Aceptada.Se reworded the findings.
27	24	22		Supporting strategic management capacity	It is important to note that the purpose is to support Hondutel's capacity, not to strengthen its capacity per se, and it is by virtue of this that the intervention should be analyzed.	Nov 10, 2023	Not welcome. The Prodoc and its main title suggest that Hondutel's strategic management capacity should also be supported, which in the end did not happen.
28	41	36	[H1] Recommendations	Recommendations	Again, include at least one recommendation on gender equality	Nov 9, 2023	Accepted.

No.	Pag	Line	Header	Scope of Comment	Comment Text	Date	Evaluator Response
29	41	37	[H1] Recommendations	Considering the experience obtained with this project and its previous stage, it does not seem appropriate to insist on reproducing this type of intervention in the future without addressing the structural aspects of management, organization, human talent and corporate strategies of Hondutel.	The evaluator's point is understood, but it is suggested to remove or refocus the recommendation.	Nov 9, 2023	AcceptedThe recommendation was clarified
30	71	30		Tania Martineztania.martinez@undp.orgProgram Specialist; Democratic Governance and Citizen SecurityUNDP Honduras	There was no interview, only kick-off meeting	Nov 16, 2023	Aceptada.Se made the clarification
31	71	34		15Jenny Maria Berganza Trejojenny.berganza@undp.orgMonitoring and Evaluation AnalystUNDP Honduras	There was no interview, only kick-off meeting	Nov 16, 2023	Aceptada.Se made the clarification
32	10	10		In 2017, savings of close to USD 850 thousand were estimated with respect to the budgets tendered, although later there is no further information regarding the savings in the processes at the end of the project.	We noticed the comment about the use of savings in some of the items, we have found some documentation that refers to how Hondutel allocated the use of them. We'll be sharing them with you in another email.	Dec 14, 2023	Not welcomed. The new documents provided do not reflect the savings, but rather a series of requests from Hondutel to UNDP regarding the bidding processes. While there are mentions of savings, these are vague and do not represent the amount claimed as savings ($3,000 versus $840,000 in savings).
33	26		Recommendations		On the other hand, some of the recommendations are ambitious and we note that they would not be the responsibility of UNDP. For example, apart from offering our know-how, we do not see UNDP's responsibility clearly.	Dec 14, 2023	Welcome. Recommendation 2 was split in two to separate the topics. The responsible column was also reformulated to clarify the role of institutions.