

CARE INTERNATIONAL – HONDURAS

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**Municipal Infrastructure  
Technical Assistance  
Food For Work  
Project Evaluation  
(MITA/UFFW)**

**A Comparative Evaluation  
FHIS/MITA**

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## **A. EXECUTIVE SUMMARY**

1. The procedure followed to conduct the evaluation consisted of: a) the preparation of themes and wording of formal instruments to obtain information from key sources of nine communities where three projects of the **Fondo Hondureño de Inversión Social (FHIS)** (Honduran Social Investment Fund), three of the MITA and three shared by both institutions were developed; b) A pre-analysis done by each member of the area team, and, c) The preparation of the final report done by the coordinator of the comparative evaluation.

2. A comparative evaluation between MITA's and FHIS's projects is interesting, since both institutions do the same infrastructure works, however using different methods due to the nature of each institution. The former is a non-profit development organization, with a regional coverage and the belief that all development actions must directly involve the target population; whereas FHIS is a state institution, having a nation-wide coverage, and no experience in the execution of works engaging the beneficiaries' participation.

3. Evaluation of MITA's three intermediate objectives produced the following results:

3.a. Accomplishment levels of MITA's objectives and goals are very satisfactory, in spite of the efforts demanded by its participative methodology, the involvement of the municipalities as to supplies, imprecisions of the cement market and financial limitations; therefore, MITA's performance is acceptable.

3.b. The established annual infrastructure goals during a four-year term ending on June 1993, were accomplished in 114%. Those of the beneficiary families were fulfilled in 82%. From July 1993 to February 1994, approximately 50% of the goals set out for the current fiscal year had been achieved.<sup>1</sup>

3.c. The increase in job opportunities was accomplished in 75%, generating a total of 8,795 months/person jobs; of which 18.2% is qualified hand labor. Of this labor force, 42.45% was feminine.

3.d. During the project's planning and execution stages, institutional strengthening of the beneficiary communities benefited is achieved. The work done by MITA and the interest it gives to each project decreases while the project is being executed. When consolidating the ten municipalities MITA has worked with, it has reached modest accomplishments, however weakened by labor instability of local municipal employees. Its achievements are translated into: the improvement of municipal performance in organized sectors of the population, technical training of engineers and social workers when the municipalities have relied on these services, and the improvement of sanitary infrastructure → project's administration.

4. The main results of the comparison between FHIS's and MITA's projects were:

4.1. The outstanding difference among the results of both programs (FHIS and MITA) relies on their social focus and methodologies of management and application of projects.

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<sup>1</sup> CARE-MITA's Fiscal Year is from July to June

4.2 FHIS's as well as MITA's projects both achieve an acceptable quality of their installed infrastructure. By hiring private companies, FHIS accomplishes a quick and efficient execution, relying on the required hand labor and within the time limits. The execution of MITA's projects is more complex based on the inter institutional relationship required by its participative method of action and aimed institutional consolidation; in spite of the costs and agility in the execution of projects, MITA's performance exceeds the other.

4.3. A certain weakness is found before and after the execution of MITA's projects. The preparation of projects in both institutions hinders the importance of an environmental impact evaluation. The promotion of the organized continuance and sustainability of MITA's projects is weak.

4.4. Both institution's projects are able to significantly reduce labor disability in adults caused by illness, by improving health environment conditions. As a consequence, the projects have contributed in the generation of a larger labor market supply in the north coast, thus increasing its production potentials and improving the savings and purchase ability of the beneficiary families.

4.5. Municipal personnel's' low qualification and labor instability impair the achievement of a stable institutional consolidation.

5. On the basis of the results of the evaluation and the experience in the field, the following recommendations are made:

5.1. Revise the strategy on the basis of a deeper analysis of the country's urban development, giving preference to those intermediate cities located within the so-called economic development corridor, which means to discontinue to operate in San Pedro Sula, where 24.07% of the projects have been developed. Reduce the current 6.84% standard deviation to 1.5% or 2.0%. Resources should be shifted to other cities like Siguatepeque, Comayagua, La Ceiba and Tocoa, staying in the present intermediate cities.

5.2. Support initiatives oriented to create micro enterprises in poor population areas, supervised by their social organizations. These initiatives should include health environment aspects, as well as food security, creation of green areas and local handicrafts. Such support should foresee the coordination with other private development organizations that, under municipal supervision, is able to transfer their technical knowledge and economic resources.

5.3. Monetize part of the food in local currency to create a rotating fund in the Municipalities; such fund can be recuperated with the tributes of the beneficiaries of MITA's projects.

## **B. INTRODUCTION**

CARE International and USAID Honduras decided to conduct a final evaluation of the Municipal Infrastructure and Technical Assistance Food for Work (MITA) Program, to determine the level of success achieved, and the lessons learned. Since MITA's intermediate objectives and those of the Fondo Hondureño de Inversión Social (FHIS) are apparently the same, a comparative evaluation was deemed appropriate.

Prior to the presentation of results, the method used by the Evaluation Team for this study is explained. Thereupon, the differences between scopes, objectives and methods used by both FHIS and MITA are noted. Next is the general summary of the achievements of general and intermediate objectives, as well as the goals established by MITA in the period comprising July 1989 to February 1994, date when this evaluation began. Then you find a summary of the results obtained by the comparative evaluation of both programs. This second part is started with a general analysis of aspects such as technical qualities and use of civil works, generation of job opportunities in the communities, the institutional, Municipal and community consolidation, women's participation, and benefits and costs; continued then with each institution's projects in detail. After a brief analysis on urban growth this study is closed with the sections of conclusions and recommendations.

Within the main frame of the report, we depart with a general analysis of each theme and then enter into its particularities. While conclusions are based upon results obtained by the study, the recommendations incorporate the expertise and knowledge of the Head Coordinator. Due to time limits, this report was written only by the Head Coordinator, including however, the work and contributions of every member of the team.

## **C. METHODOLOGY USED FOR THE EVALUATION**

The Evaluation Team was integrated by: a) a sociologist, with three years of experience as a consultant on community development, and one year on human gender and ethnic cultures; b) a social worker, with ten years of experience in research and four as a consultant with municipalities; c) a civil engineer, with six years of experience in urban programs, community development and programs including feeding support; and d) a coordinator, who is an economic development manager, with fifteen years of experience in social and economic development.

The Team carried out the evaluation following this procedure:

- a) The means to be used to obtain the required basic and secondary data were defined based upon the Terms of Reference (TOR).
- b) Selection criteria were established to draw a sample that would fulfill the objectives of the evaluation. These criteria were the following:
  1. When possible, Municipality with MITA, MITA-FHIS and FHIS or, at least, with MITA and FHIS projects.

2. Type of project: Sanitary Sewerage  
Water Drainage  
Latrinization

3. Projects completed with a minimum six-month operation.

4. Communities located in extremely poor urban areas, coincident with MITA's and FHIS's work zones.

c) The topics defined per area, were:

#### **MUNICIPAL**

- MITA's and FHIS's contribution to the consolidation of the municipality's technical and social abilities.
- The Municipality's level of commitment towards MITA's and FHIS's projects (agreements, conventions, follow-up).
- Maintenance and sustainability of the projects.
- Project selection criteria.
- Inter institutional relationship -- MITA and FHIS (Degree of satisfaction, incomes, consolidation).
- Participation in project management
- Technical capability during implementation and follow-up.

#### **COMMUNITY**

- Participation in the different stages of the Project - Before, During and Post Project.
- Consolidation of the organization
- Women's participation: social/community, family, labor
- Methods of community participation (Benefits)
- Response of the project to a certain need
- Inter institutional relationships
- Community sanitation
- Training
- Quality of works.

### **BENEFIT ANALYSIS (Tangible/Non-tangible)**

- Comparison among pre- and post-evaluated projects
- Benefit relations during execution
- Job generation
- Income generation
- Training

### **FHIS AND MITA**

- Analysis of methodologies used in project implementation (three stages)
- Strategy (mechanisms, counterparts, objectives, procedures, time frames, etc.)
- Program's geographic coverage and target population
- Selection criteria

d) Formal questionnaires and interview guidelines were prepared per area, and then applied to the sites and projects defined in the following table:

COMMUNITY	MUNICIPALITY	TYPE OF PROJECT	INSTITUTIONS
Villeda Morales	San Pedro Sula	Sanitary Sewer	MITA
Almendros	Choloma	Water Drainage	MITA/FHIS
Centroamérica	San Pedro Sula	Water Drainage	MITA
Gracias a Dios	Villanueva	Water Drainage	MITA/FHIS
21 de Abril	Villanueva	Latrinization	FHIS
Policarpo Paz	Progreso	Water Drainage	MITA
Policarpo Paz	Progreso	Sanitary Sewer	FHIS
Ceibita	San Pedro Sula	Sanitary Sewer	FHIS
Col. Bográn	San Pedro Sula	Sanitary Sewer	FHIS

e) Each member of the team codified and analyzed the results of their interviews, made a review of administrative documents and evaluations done at FHIS and MITA.

f) A review of each evaluator's first draft was discussed with MITA's staff for comments.

g) Representatives of institutions directly or indirectly involved with MITA's projects participated in a workshop to review and enrich the contents of the evaluation.

h) The observations and recommendations made in the workshop were annexed.

i) The final evaluation report was then prepared.

**D. FHIS's AND MITA'S METHODOLOGIES**

First of all, it is important to note that significant differences exist between FHIS and MITA.

FHIS, as a government institution, is more an official fund administrator rather than a project executor; it executes its budget contracting private companies.

Different results obtained from both institutions indicate that FHIS and MITA not only have different work methods, but that their different general objectives lead them to unlike strategies.

**MITA AND FHIS PROGRAMS – COMPARATIVE OBJECTIVES**

<b>GENERAL OBJECTIVES</b>	
<b>MITA</b>	<b>FHIS</b>
a) Improve the quality of life in communities of secondary Municipalities, through the construction of basic institutional infrastructure of the Municipality and community organizations, improving their ability to provide basic infrastructure by implementing development projects on their own; improve organization and participation capability of the community by means of self-aid practice and consciousness./ <sup>2</sup>	a) Increase productivity and incomes of the poorest social groups in urban and rural areas.  b) Help satisfy the requirements of social and productive infrastructure of the subject social groups.  c) Contribute to the satisfaction of basic needs, mainly in fields such as food, health, training and education.

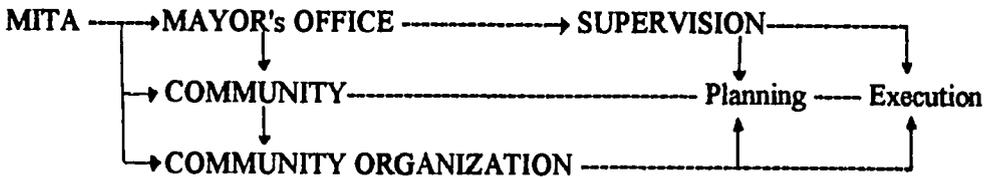
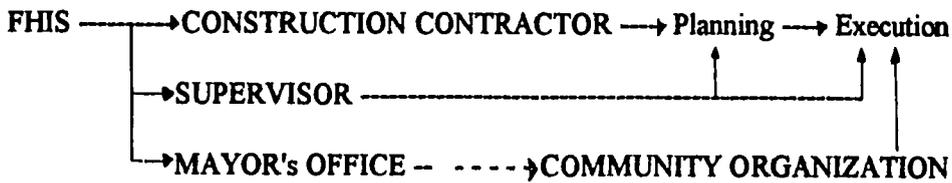
<sup>2</sup> CARE International Honduras "Propuesta Original Donación de Reforzamiento" Program Title II. Tegucigalpa, M.D.C., Printed. Dec. 1988, pg. 11

<b>SPECIFIC OBJECTIVES</b>	
a) Participation of the community in the construction of the work, aiming to create temporary employment.	a) Achieve productivity
b) Achieve community development aimed towards the sustainability and development of future projects.	b) Fulfill infrastructure requirements
	c) Generate employment./ <sup>3</sup>
<b>METHODOLOGIES</b>	
a) The community's organization and development for the construction of the work through the formation of leaders for the administration of the work and construction aspects of the project.	a) The beneficiary of the executed work belongs to focus groups; they participate in the selection of the project.
<b>EMPLOYMENT</b>	
a) Community's participation in the execution of the work.	a) Workers' selection is done among the poorest population groups
b) A working relationship is not established between the contractor and the contracting agent, but rather a community compromise is set forth.	b) A working relationship is established between the contractor and the contracting agent
c) Payment is done with food.	c) Payment is done with money.

FHIS'S typical intervention is through a businessman that obtains the funds needed to execute a civil work (see Scheme "a" below). Interests pursued by this businessman are commonly different from MITA's, the municipalities and prime objectives of communities organizations. The former seeks profit, whereas the latter seeks service and the community's welfare.

<sup>3</sup> SECPLAN/ILO/UNDP-HON/87/009: Employment Generation Program, "Proposal from the Fondo Hondureño de Inversión Social (FHIS)", Tegucigalpa, M.D.C., Printed. Pg. 10.

**SCHEME: FHIS's AND MITA's MANAGEMENT CHANNELS**



The fact that an organization, such as MITA, gets involved in municipal and base organization's institutional consolidation, makes the process for the execution of projects somewhat slower; much more time is needed for inter institutional relations and for training the population. Its working rhythm goes the same pace as that of the population and the municipality. Businessmen in FHIS's projects look after speeding up the execution term and thus investing less and earning more profit.

FHIS, however, has slightly varied its focuses and administrative requirements during the past four working years. In any case, its centralized administration does not allow it to be more agile. The fact of MITA being a program within a Non-Governmental Organization (CARE), and having offices in the same area where the projects are being developed, allows it to be more efficient.

MITA shows certain weaknesses in its methodology; for example: a) there is no emphasis in the canalization of its management with the community through the municipality; b) some projects do not respond to a municipal plan, and c) beneficiaries and the municipality do not ensure the maintenance of the work; nevertheless, its scope, priorities, expertise and interests allow amendments during implementation.

**E. RESULTS**

**1. Comparative Analysis Among FHIS's and MITA's Projects**

Three modalities were set out for the comparison: 1) MITA sponsored projects with no funds from FHIS; 2) FHIS projects without MITA's intervention; and 3) projects where both institutions work together.

Three FHIS-financed projects, without MITA's intervention, were selected for the sample. One of them is a latrization project and the two others are sanitary sewerage. They are located in the communities of Colonia Veintiuno de Abril, in Villanueva; Colonia Bográn and Colonia La Ceibita in San Pedro Sula.

MITA's projects included in the sample were two sewerage works: one located in Colonia Villeda Morales, and the other in Colonia Centroamérica, both in San Pedro Sula. The third is a drainage project in Barrio Policarpo Paz of El Progreso, Yoro.

Finally, three projects were considered as samples for the third formula: two drainage projects located at Los Almendros, in Choloma, and in Gracias a Dios, Villanueva. The third is a sanitary sewerage project in Colonia Policarpo Paz of El Progreso, Yoro.

## **2. Achievement of MITA's objectives**

2.1. The Program's original objective was: "The significant increase in the quality of life of approximately 10,000 families (60,000 persons) in ten secondary cities during a two-year period, and a significant improvement of the municipality's and community organizations' ability to execute their own development projects." Whereas intermediate objectives were basically three:

- a) Provision of infrastructure
- b) Increase in job opportunities; and
- c) Institutional development of Municipalities.

### **2.1.a. Provision of infrastructure**

Given that sufficient funds could not be obtained to accomplish original goals, these were reduced and were set out on a yearly basis according to the obtention of financial resources and necessary experience. To June 1993, the accrued goals turned to the construction of 38 sanitary systems to benefit 51 families.

According to data obtained from MITA's files, to June 1993, forty four (44) sanitary systems were installed to benefit a total of 6,366 families.<sup>4</sup> From July 1993 to-date, ten (10) more projects are pending (refer to MITA's project list), of which four have been completed and six are thought to be finished before June 1994.

On achieving its annual planned goals until fiscal year 1992/1993, MITA fulfilled its infrastructure goals in 114%, and 82% of the target families were served.

During the current fiscal year and to February (66% of its time), MITA has concluded the installation of four sanitary systems and six are being executed. Its goals for 1993/94 are a total of 20 systems. If it keeps working at the same rate (1.25 systems per month), MITA will accomplish 75% of its goals.

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<sup>4</sup> CARE International's Fiscal Year is from July to June.

MITA's PROJECT LIST								
No.	Community	Municipality	Number of Families	TYPE OF PROJECT				TOTAL
				Sanitary Sewer	Rain Drainage	Potable Water	Sanitary Fill	
1	VILLEDA MORALES	SAN PEDRO SULA	250	1				1
2	SAN PEDRO	SAN PEDRO SULA	165	1	1			2
3	CENTRO AMERICANA	SAN PEDRO SULA	105	1	1			2
4	EL CARMEN	SAN PEDRO SULA	167		1			1
5	MUNICIPAL	SAN PEDRO SULA	331	1				1
6	ESQUIPULAS	SAN PEDRO SULA	96	1				1
7	SUAZO CORDOVA	SAN PEDRO SULA	250			1		1
8	SAN ISIDRO (Merendon)	SAN PEDRO SULA	74			1		1
9	SAN ISIDRO (Chamelecón)	SAN PEDRO SULA	204		1			1
10	LA PUERTA	SAN PEDRO SULA	76			1		1
11	LACAYO	SAN PEDRO SULA	406		1			1
12	GRACIAS A DIOS	VILLANUEVA	270		1			1
13	21 DE ABRIL	VILLANUEVA	92			1		1
14	PUEBLO NUEVO	VILLANUEVA	175		1			1
15	LA UNION DOS CAMINOS	VILLANUEVA	65		1			1
16	CABAÑAS	VILLANUEVA	84		1			1
17	DOS CAMINOS SUR	VILLANUEVA	86		1			1
18	VICTORIA I - II	VILLANUEVA	390	2				2
19	EL MILAGRO	VILLANUEVA	305			1		1
20	LA ESPERANZA	VILLANUEVA	152		1			1
21	EL PEDREGAL	POTRERILLOS	100		1			1
22	INFOP - CRUZ ROJA	POTRERILLOS	150		1			1
23	EL REPARTO	SANTA CRUZ	74		1			1
24	LOS PINOS	SANTA CRUZ	92		1			1
25	CORONEL GARCIA	SAN ANTONIO CORTES	70		1			1

### MITA's PROJECT LIST

No.	Community	Municipality	Number of Families	TYPE OF PROJECT				
				Sanitary Sewer	Rain Drainage	Potable Water	Sanitary Fill	TOTAL
26	FUNES BARAHONA	SAN ANTONIO CORTES	150		1			1
27	SOTERO BARAHONA	SAN ANTONIO CORTES	82		1			1
28	LAS AMERICAS	SAN ANTONIO CORTES	90		1			1
29	POLICARPO PAZ	PROGRESO	310	1	1			2
30	2 DE JULIO	PROGRESO	100				1	1
31	BERLIN I ETAPA	PROGRESO	340	1				1
32	BERLIN II ETAPA	PROGRESO	154	1				1
33	QUEBRADA SECA	PROGRESO	252	1				1
34	6 DE JULIO	PROGRESO	76	1		1		2
35	EL PORVENIR	SAN MANUEL	34		1			1
36	DEMOCRACIA	SAN MANUEL	139	1				1
37	LA MORA	SAN MANUEL	35			1		1
38	FILADELFIA	LA LIMA	250	1				1
39	FRATERNIDAD	LA LIMA	36	1				1
40	23 DE SEPTIEMBRE	LA LIMA	250	1				1
41	11 DE ABRIL	CHOLOMA	250		1			1
42	ALMENDROS	CHOLOMA	150		1			1
43	CARE	CHOLOMA	70		1			1
44	SAN FRANCISCO	CHOLOMA	150		1			1
45	PAGAN	CHOLOMA	120		1			1
46	EXITOS ANACH # 1	CHOLOMA	265	1				1
47	TRINCHERA	CHOLOMA	142	1				1
48	TRAVESIA	PUERTO CORTES	220		1			1
49	EL MANGOC	PUERTO CORTES	80			1		1
	<b>TOTAL COMMUNITIES = 49</b>	<b>TOTAL MUNICIPALITIES = 10</b>	<b>7974</b>	<b>18</b>	<b>27</b>	<b>8</b>	<b>1</b>	<b>54</b>

In these 49 communities MITA has executed 54 sanitary infrastructure projects of four different types, benefitting approximately 55,818 inhabitants:

- |                           |    |
|---------------------------|----|
| 1. Sanitary Sewerage      | 18 |
| 2. Pluvial Water Drainage | 27 |
| 3. Potable Water Systems  | 8  |
| 4. Sanitary Filling       | 1  |

### 2.1.a.1. Project Distribution

MITA's projects are concentrated in two cities: San Pedro Sula and Villanueva, with 24.07% and 18.52% of the total projects, respectively.<sup>5</sup> This means both cities add to 42.59% of the total projects. San Pedro Sula is, of course, the country's second largest city, however it also concentrates a considerable load of national and international, private and official aid for its development. Stimulating its development even more, could hinder the growth of intermediate cities. Three intermediate cities such as El Progreso, Choloma and La Lima,<sup>6</sup> that have one of the largest population growth rates, concentrate only 33.33% of MITA's projects. Its current standard deviation is 6.84%, which is considered elevated.

### PROJECT DISTRIBUTION

CITY	CATEGORY	NO. OF PROJECTS	RATE
San Pedro Sula	Largest	13	24.07%
Villanueva	Intermediate	10	18.52%
Progreso	Intermediate	8	14.81%
Choloma	Intermediate	7	12.96%
San Antonio, Cortés	Small	4	7.41%
La Lima	Intermediate	3	5.56%
San Manuel, Cortés	Small	3	5.56%
Puerto Cortés	Intermediate	2	3.70%
Sta. Cruz Yojoa	Small	2	3.70%
Potrerillos	Small	2	3.70%
TOTAL		54	100.00%
AVERAGE		5.4	10.00%
STANDARD DEVIATION			6.84%

**CATEGORIZATION:**

**LARGEST:** Tegucigalpa has the largest population; San Pedro Sula has the second largest.

**INTERMEDIATE:** Cities over 10,000 inhabitants.

**SMALL:** Less than 10,000 inhabitants and officially considered as cities.

<sup>5</sup> Refer to Annex III, Project Distribution.

<sup>6</sup> La Lima is the tenth place among the country's 21 largest cities

### **2.1.b. Increase of Job Opportunities**

According to the information from the Project Implementation Reports (PIR), through September 1993, MITA has generated around 8,795.5 months/person jobs with the various projects it has executed, of which 18.2% (1,597.8 months/person) stand for qualified hand labor, and 81.8% (7,197.6 months/person) are non-qualified.

Since the original proposal did not include the days nor months/person to be used, we have no comparison parameter to verify if these goals were accomplished or not during the foreseen term.

The Evaluation Team also analyzed the number of days of employment per days or months (refer to Chart in Annex IV), considering the specific types of jobs and its effect with respect to gender. This was useful to compare the jobs generated by MITA projects and those where both MITA and FHIS were involved.<sup>7</sup>

Programs sponsored by MITA itself generated 635 jobs, of which 94.4% stands for the manual execution of the works and 5.6% for its management. Of this total, 64.5% was done by men and 35.5% by women.

In projects involving both FHIS and MITA, 571 persons were employed, 93.5% in the direct execution stage and 6.5% in administration; of which 51.6% were men and 49.4% women. (See Annex I, page 6, number 3.)

The above data indicate that women's participation was larger (12.9%) when both institutions worked together. We were not able to establish comparisons regarding women's participation in projects sponsored solely by FHIS, because this information was not available to us. It is known that FHIS does not count with a defined policy as to women's participation, and private building contractors are not forced to incorporate women either.

### **2.1.c. Institutional Consolidation**

No comparisons could be set out among FHIS and MITA concerning this objective since the former does not include it within its plans, at least when dealing with the subject matter of this evaluation.

Municipal employees and interviewed townspeople look at FHIS as a source for the improvement of the conditions of their town. Municipalities are grateful for FHIS's works in view of their own limited resources, however, they expressed their desire to participate in the project's processes. Interviewed communities complained about the apathy they felt when FHIS developed their projects, and believe this weakens their organizations.

The six MITA and MITA-FHIS projects were executed under MITA's community-participation methodology. Such participation was the fundamental base for the execution of such projects, allowing the formation of support committees, or the active participation of existing community development organizations ("patronatos").

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<sup>7</sup> In Colonias: Villeda Morales, Centroamericana, Policarpo, Los Almendros, and Gracias a Dios.

Although institutional consolidation of the institutions and organizations FHIS works with is not one of its objectives, a national Non-Governmental Organization<sup>8</sup> that has executed more than five projects along with FHIS, reported this relationship has induced its own consolidation. They claim this consolidation has occurred thanks to FHIS's technical and administrative requirements, besides the fact that they earn 1.5% from each project, with this purpose.

### **2.1.c.1. Municipalities' Institutional Development**

The latest personnel changes occurred in each Municipality did not allow the team to interview enough employees who had related to MITA, however, the following could be concluded: MITA has produced a positive impact on Municipalities as a means for the transfer of experience for the handling of physical infrastructure projects, through the community's participation.

Municipalities were able to consolidate their engineering and social development sections. Villanueva, El Progreso and La Lima are worth mentioning, since they now count with these services thanks, to a certain extent, to MITA's influence.

Nevertheless, Municipalities are still not ready to execute this type of projects on their own, because of their limited budgets and their unstable personnel, although there has been an institutional consolidation to this level.

Analysis of selected cases under the three formulas reveals that the difference lies in the municipalities' participation as subjects within the handling of the projects under the following aspects: political (selection of beneficiaries), administrative (work supervision and material supply) and technical (planning and designing). The projects handled by MITA, whether or not financed by FHIS, allow municipality's participation to the extent of their own installed capacity. In projects without MITA's intervention, FHIS acts through a contractor, leaving the municipalities behind in their desire to participate. Moreover, in many cases they are merely used as the project's guarantors.

#### **2.1.c.1.1. FHIS Projects**

In these projects, the municipality involved formally participates in selecting the community. For the case of Colonia Bográn, town members turned to political influences and other pressure mechanisms during several months to obtain FHIS's approval and the Mayor's ratification. DIMA participated thereafter in the project's supervision and the one in La Ceibita in Chamelecón. Both projects were executed by the same private company hired by FHIS for such purpose.

The third project investigated was the one installed in Colonia Veintiuno de Abril in Villanueva, wherein the Municipality's participation was at times as intermediary and at times as actor when certain conflicts arose with the contractor.

#### **2.1.c.1.2. MITA-FHIS Projects**

FHIS-MITA sponsored projects follow the criteria and methodologies used by MITA; the agreements and municipal participation within the projects are the same as the ones described formerly.

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<sup>8</sup> "Agua Para el Pueblo" Agency (APP)

In the three sample projects selected and executed by the municipalities of Choloma, Villanueva and El Progreso, municipalities actively participated in selecting the community and provided certain field personnel for the execution of the projects. The project's design was probably the only subject where they were left behind, (due to their lack of equipment and experience), therefore this task was for MITA's technical personnel.

### **2.1.c.1.3. MITA Projects**

The agreements between MITA and municipalities set forth the municipality's liability to provide construction material, the technical designs of each individual project, including plans and budgets as well as the project's supervision and organization of hand labor.

In all three sampled MITA-projects, municipalities' participation was permanent. For the case of the two projects in San Pedro Sula (Colonia Villeda Morales and Centroamericana), the municipality intervened selecting the communities, making the project's design through the DIMA,<sup>9</sup> up to the technical supervision of the works.

The third project analyzed was the one in the community of Colonia Policarpo Paz, located in the municipality of El Progreso. Here, the municipality participated in the identification and selection of the community, but not in the project's design and technical supervision of the work, as it lacks installed capacity, contrary to San Pedro Sula's case; hence, MITA assumed such responsibility. Nevertheless, the municipality of El Progreso has demonstrated a constant interest in all projects, revealed by its human resource contribution to social promotion labor and the financing of the materials for the works.

### **2.1.c.2. Community's Institutional Consolidation**

It is a fact that the consolidation of the community's organization has occurred thanks to MITA's methodology of community participation, developed and implemented by MITA and the Support Committees.

Another effect at the same level is the community's efficient handling and administration of the project, as a result of the training and direct assistance to the committee's members and the community itself.

The community's participation in executing the works has meant a step forward in their own development process and consolidation in terms of organization; the fact that a community is able to organize and develop a collective work implies the recognition and appreciation of its own efforts.

#### **2.1.c.2.1. FHIS Projects**

As previously explained, the community's participation in the development of basic infrastructure projects is not a predicament to FHIS's policies (at least in the cases herein analyzed), but does generate the hiring of hand labor within the community through the private contractor; however, we found evidence of only two labor contracts of two construction assistants belonging to the community.

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<sup>9</sup> A department of the Municipality of San Pedro Sula, in charge of Aqueducts and Sewage.

### **2.1.c.2.2. MITA and MITA-FHIS Projects**

In MITA and FHIS-MITA Projects, the community is able to participate since the promotion stage of the project. Community members are called to participate in the basic infrastructure construction project that responds to a certain need of the community.

The community gets involved with the project close to 100% during the construction stage. Every family residing in the community must participate and fulfill certain requirements (a certain number of days-work according to the magnitude of the works), and their days-work are paid with food.

Per data obtained from MITA projects, the community participated with its work in 77.1%, with cash 10.7%, and with work/cash 2.5%, having a total participation of 90.3%. In MITA-FHIS projects the community cooperated 76.5% with work, 11.1% with cash, and 3.0% with work/cash, adding to 90.6%. Their participation is quite similar in both cases.

All MITA-related projects implemented the food for work system. This modality was very well accepted by the community. Food is a real incentive for community work: people have savings in food expenses in view of their very low family income.

### **2.1.c.2.3. Women's Participation**

Undoubtedly, women's cooperation has been significant in all communities where MITA has executed its projects, in spite of the fact that this Institution has not defined a strategy regarding men's and women's specific matters.

Through their training, administration work and physical labor participation, women have achieved a certain degree of recognition, allowing them to closely cooperate in decision-making matters and to think of themselves as persons having rights and obligations before their family and their community. To most women organized in Support Committees, such a discovery produced the need of making effective adjustments in their couple and family relations and even in the re-definition of a new time schedule, now that they had to share their home duties with the new project-derived ones.

Most women expressed satisfaction when making reference to the work they must do for the projects. One can say that they always respond positively and with much more enthusiasm because they are directly related with the problems and needs of their homes; they know very well and feel the family's low income, lacks and limitations.

18.46% women worked in tasks proper to "men," however, at an administrative level of the project they participated in 45.33% (refer to Annex I). Most of them spent a great deal of time controlling the storehouse, handling the payroll, and were outstanding actors in neighbor and community relations to keep the organization tight together.

## **3. Technical Evaluation of Infrastructure**

This section intends to make a comparative analysis of the following aspects: planned-executed time of execution; planned-executed budget; and planned-executed hand labor. This will serve to determine the real level of planning and if there was an adequate material supply.

However, since some information did not seem compatible and some was missing, we were only able to determine the planned execution time indicator, compared to the actual time used to complete the projects.

Concerning the quality of the works, we made a diagnose on the technical quality of infrastructure and the satisfaction of user's needs, we interviewed those who directly participated in the execution stage, used information sources at central level and personally observed the communities where the projects were developed.

### **3.1. Work's Execution and Quality**

Having analyzed the three different model projects, we found a good efficiency degree in the construction of projects by the FHIS, which compared to those of MITA and MITA-FHIS, have the advantage of a formal contract with a private building company: should any delays occur, the private company would incur in the payment of a penalty. On the other hand, the type of cash financing, the form of payment and the working relationship with the workers of the project, is translated in a better material supply flow and higher hand labor yielding, which can result in either an early or an on-time completion of the project.

On the other hand, MITA's and MITA-FHIS's projects use the labor of town members of beneficiary communities, although most of them lack experience in such type of projects. Moreover, the inter institutional relationship and its various commitments and difficulties turn the supply flow quite irregular; this directly affects the motivation and participation of town members and therefore delays the planned execution periods.

The quality of the works of all nine evaluated projects is in general adequate and good with regards to such infrastructure's technical requirements and specifications. However, we must exclude the latrine project in the Colonia Veintiuno de Abril (FHIS), where we found design and execution deficiencies (see following paragraph 3.1.a.).

#### **3.1.a. FHIS's Projects**

We could observe that the time used for the execution of the three FHIS-projects analyzed, varied from 67% to 150% in relation to planned time, with an average 85% of the planned time.

According to project beneficiaries, in spite of the rains that paralyzed the works for several days, the lost time was recovered with an extension of daily working hours and with over-time during weekends, done by the workers of the FHIS-hired companies. They also said that a good supply of construction materials occurred during the execution period.

Taking the above into consideration plus our field observations, we can say that two out of the three analyzed projects have a good and adequate quality of works, regarding these project's technical requirements and specifications. However, the latrine project in Colonia Veintiuno de Abril shows defects in its design and execution (see paragraph "3.2.a." below).

#### **3.1.b. MITA-FHIS Projects**

In MITA-FHIS observed projects, the time used for the execution of a work varied from 200% to 367% of the scheduled time, with an average of 261%.

According to the information provided by project-beneficiaries and MITA's personnel, this delay was mostly due to an inadequate supply of materials, to non-qualified labor of town members, rains and troublesome and complex inter institutional relationship among the Municipality-MITA-FHIS-community. For the case of the community of Gracias a Dios, the execution period was increased by an enlargement of the volume of the works.

Taking the above into consideration plus our field observations, we can determine, generally, that the three analyzed projects have a good and acceptable quality of works, regarding these project's technical requirements and specifications.

### **3.1.c. MITA Projects**

In the MITA projects observed, the time used for the execution of a work varied from 167% to 267% of the scheduled time, with an average of 211%.

According to information provided by project-beneficiaries and MITA's personnel, this delay was mostly due to an inadequate supply of materials that the Municipalities must provide and to non-qualified hand labor of town members.

Taking the above into consideration plus our field observations, we can determine, generally, that the three analyzed projects (MITA-projects without FHIS) have a good and acceptable quality of works, regarding these project's technical requirements and specifications.

### **3.2. Sanitation, utilization and maintenance**

The nine evaluated projects have achieved the community's environmental sanitation, save the latrines built in the Colonia Veintiuno de Abril (FHIS) due to their short lifetime and low utilization.

In relation to the sanitation of the community's surroundings, most of the projects observed do not affect the environment of neighbor communities. We exclude the case of the drainage project in Los Almendros, which still lacks its final evacuation, and the one in Policarpo whose sewerage system is unusable during intense rain and does not have an aspersion pump that can upsurge the gray and black waters to a higher level than the Pelo River.

Nevertheless, people are yet unconscious about the maintenance of infrastructure in their communities and transfer this responsibility to the municipalities, excluding the case of the community of Gracias a Dios that counts with an operation and maintenance committee.

#### **3.2.a. FHIS Projects**

The two sanitary sewage projects visited in the communities of La Ceibita and Bográn, have contributed to the sanitation of such communities and have connected their evacuation to San Pedro Sula's main network, thus producing no negative effects on neighbor communities.

It is important to point out that most beneficiaries of the latrine project in the Colonia Veintiuno de Abril made use of it only during the first three or four months, due to its inadequate design concerning the terrain's features. Here, a hydraulic seal was used as the latrine's seat, requiring the use of water for its clean-up and therefore water accumulated due to the terrain's impermeability.

Formerly, a common practice was to build cesspools with primitive latrines that lasted longer; when it was no longer useful, they built another. On the other hand, the floor plates have been destroyed since no support rings were built.

### **3.2.b. MITA Projects**

The rain-water drainage project in Colonia Policarpo Paz, which begun in February 1993 has not yet been completed, and at present 80% of the total project has been built. Some passages (secondary streets) still require the construction of canals and inter connections among primary streets. The project was stopped due to the lack of supplies from the Municipality. The evacuation of the built section is guaranteed during summer-time, thus aiding the community's sanitation; however during the rainy season its utility is diminished as the rain-water levels increase, due to the community's low land level compared to that of surrounding lands.

Such infrastructure is currently operated and maintained by each neighbor's personal concern, since an operation and maintenance committee has not yet been formalized.

The functionality of the Centroamerica's rain-water drainage system, although completed in good shape and according to neighbor's opinion has helped the community to reduce its rainy season's difficulties, is set out in only 40%, due to the lack of maintenance and cleaning operations of its canals; we observed a great deal of sections total or partially blocked-up.

Contribution to the sanitation of the Villeda Morales' community by the sanitary sewage system construction is outstanding. According to its neighbors, they formerly used the sugar-cane plantations to satisfy their physiological needs. Besides, currents of black and gray waters ran by the streets forming puddles around the community. Such a picture has now thoroughly changed thanks to such important benefits brought to the community --as well as surroundings- by this sanitary project. No evidence was found in this community of an operation and maintenance committee.

### **3.2.c. MITA-FHIS Projects**

All three projects executed by MITA-FHIS brought along considerable sanitation to the communities. The one in Gracias a Dios --a rain water drainage-- is relevant because of the organization of an operation and maintenance committee, in charge of a series of activities to safe keep the infrastructure and its correct use and maintenance. The project's original design included two evacuations of the system, however we observed that one of them ended within the community limits and its final evacuation is not guaranteed, producing water stagnation and thus affecting immediate neighbors.

Concerning the sanitary drainage of the Colonia Policarpo Paz, we noticed its original design had foreseen a pumping station to force home waters into the final evacuation point. The physical pumping station is built, but the pump itself is missing. Because of the community's location below the evacuation point's level and its traditional floods, it could well happen that during the rainy season the system may turn useless due to the opposite water flow. No evidence was found of an operation and maintenance committee in this community.

On the other hand, the water drainage system of Los Almendros foresees the inter connection of its final evacuation over the neighbor community, wherein the project was not performed. Even though

the project in Los Almendros has tremendously helped the evacuation of rain-water during the rainy season, this situation in a way affects the nearby resident community. An operation and maintenance committee has not yet been organized in Los Almendros.

#### **4. Benefits and Costs of the Projects**

One of the purposes of this investigation was to find about the projects' effects on the population's health, compared to their condition before and after the execution of the projects. The average adult inability days due to intestinal and/or malarial disease in a certain period, decreased after the project's execution, as seen below.

During the completion stage such illnesses nearly disappeared according to neighbors, therefore we can assume an increase in labor force and productivity. Besides, families have better possibilities to increase their income and consequently, their expenses and savings. Probably due to the same reasons, infant scholar absence was reduced.

During the evaluation we had limitations as to information loads and time to enable us to obtain a broader sample and therefore a better base to conclusions. Community leaders were our basic source for this section. We also found scarce information at health centers; but still, the gathered data are sufficient to prove a significant decrease of those diseases produced by poor environmental conditions.

Besides social benefits achieved by MITA's projects at community and municipality levels, they bring forth more economical benefits compared to FHIS's projects. This can be seen as employment generation, a larger labor offer and larger consumption.

Because MITA involves the communities in the planification and execution of the works, beneficiaries feel that the projects are of their own. FHIS-projects of course, cannot achieve this feeling. Besides, the private contractors' relations can at times produce social dissension towards the community that can affect the good development of the projects. Dissatisfaction among the contractor and the base organization came about in two out of the three studied FHIS-projects/<sup>10</sup>. FHIS unwillingly produces negative social effects on the final beneficiaries due to the reasonable interests of private contractors.

When MITA and FHIS jointly sponsor projects, there is evidence of improved results during their execution/<sup>11</sup>. MITA contributes with its participative methodology, its agility to respond to immediate problems and the reliability it has won within the communities; FHIS contributes with cash, supplies and payment of qualified hand labor when necessary.

Obviously, the projects performed in the communities considerably increase the value of land properties.

Written information concerning costs handed by both FHIS and MITA was at times incoherent and insufficient. Notwithstanding, we were able to estimate both institution's costs for similar projects (please see Annex III). We could notice that MITA-projects are cheaper than those of FHIS.

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<sup>10</sup> Refer to Bográn and Veintiuno de Abril cases.

<sup>11</sup> See graph on Benefits/Costs in Annex II.

#### **4.a. FHIS Projects**

The two communities now having sewer systems have gained an improved health environment. Their facilities have a potential now awaiting its maximum utilization.

Each one of the three projects had different purposes and circumstances: one of the two sanitary sewers will substitute an obsolete system in a community over twenty years old/<sup>12</sup>; the other is for a newer community and was designed to substitute the use of latrines and cesspools/<sup>13</sup>. The third is a latrization project and comes to substitute a primitive system in Colonia Veintiuno de Abril.

In all three places a community organization already existed before the project's execution. The possible participation of organized beneficiaries, at different moments and levels, was not taken into consideration.<sup>14</sup> Moreover, these actions weakened the attendance and self-confidence of the community's organization, causing leader's negative reactions against project conductors.

In the two sewerage system projects, the community members made an inefficient and delayed use of the installed infrastructure. There was also an inadequate installation of certain works in two of the projects: Colonia Veintiuno de Abril and Colonia Bográn (home deposit boxes). Such facts allow us to predict that the planned useful life of the works will differ from its eventual benefits and lifetime.

A better and more efficient supervision of the municipality through the División Municipal de Aguas (DIMA) during the project's execution and completion, could have solved the problem mentioned above in the case of Colonia Bográn.

#### **Project Number: 1 (FHIS)**

#### **Colonia Veintiuno de Abril, Villanueva, Cortés**

Project's objective according to neighbors:

1. Substitute rudimentary latrines by an improved system.
2. Solve environment pollution problem.

A FHIS-financed project identified with # 1/30/0511/6819. It was designed to install 338-simple cesspool latrines in several areas of the Municipality of Villanueva, including 100 homes in Colonia "Veintiuno de Abril". The latter furtherly changed its sub-system to hydraulic-seal latrines, after obtaining flush-type sanitary bowls at the Health Ministry.

Only 58 latrines were eventually installed in the Colonia Veintiuno de Abril, satisfying 58% of the total demand.

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<sup>12</sup> Colonia Bográn in San Pedro Sula.

<sup>13</sup> La Ceibita in Chamelecón, San Pedro Sula.

<sup>14</sup> "Participation" is to be understood as a process whereby the inhabitants exercise their rights and duties; as the actions they take to become citizens that are conscious of their capability to decide about their own future and that of their communities.

The project was approved on June 19, 1992, for a total cost of Lps.189,951. Since the contractor did not complete the project on the scheduled date, FHIS imposed a penalty of Lps.4,142.00, therefore the actual cost was Lps.185,809.85. Price per latrine was Lps.549.73. Consequently, the project in Colonia Veintiuno de Abril had a cost of Lps.31,884.53.

Leaders of community development organizations ("patronatos") say FHIS contributed only with the cabins and floor plates.

The estimated cost to dig each hole was Lps.90.00, and the beneficiary families provided such cost. Other costs such as transportation of materials from different sectors, or even the supply of some missing nails and hinges were provided by the Municipality, without the contractor's reimbursement. Every family paid Lps.10.00 for each sanitary bowl, whose cost undoubtedly received a subsidy by the Health Ministry. An additional cost was the deposit of materials in a community's facility during three weeks, after being stored for five months in the warehouse of a different Colonia.

In summary, each latrine had an estimate cost of Lps.650.00, and the project itself, Lps.37,700.00.

#### **Direct Benefits:**

Due to technical defects in the latrine's installation, a large number was useless one month after the project's conclusion. During our visit we found that several families used the materials (cabins, bowls and cement floor plates) to place them in a new hole. However, there is no guarantee that the technical mistakes have been amended in the new latrine:

During the execution, FHIS's contractor only hired the hand labor of two construction assistants of this community. This supports our conclusion that direct benefits are reduced to only the use of the covering materials to re-build 58 latrines, and the use of 44 bowls which the families purchased from the Health Ministry.

#### **Indirect Benefits:**

Had the project achieved the permanent and adequate service of the latrines, these would have increased the value of the family's land property in approximately Lps.398.00 and Lps.1,434 during the following three years of useful lifetime.

Provided such experience, inhabitants are now conscious of the need to participate even closer in development projects from the beginning.

### **Project Number: 2 (FHIS)**

#### **Colonia Bográn, San Pedro Sula, Cortés**

Project's objective according to neighbors:

1. Substitute old sewer system due to deterioration.
2. Solve the problem of stagnant waters caused by the old sewer system.

The project's purpose was to install a sanitary sewerage system funded by the FHIS; its identification code is N.I/38/0501/8020 with a total cost of Lps.517,741.08. Two hundred families were served.

The project's contractor (COSIN, S. de R.L.) completed and delivered the project to the FHIS on October 30, 1993. By March 4, 1994, date of our search, only 25% of the homes had connected their pipelines to the new system. The president of the Patronato said they knew that the work had been finished on February 1994. This means four months had elapsed without the use of the new system.

**Direct Benefits:**

The immediate surplus value of each family's land property increased in Lps.1,432.00 with this sewer system (refer to benefit/cost chart). To the date of our search only 25% of the population was actually discharging the gray waters from their homes and backyards through the new system.

**Indirect Benefits:**

Every family now prevents a series of health-environment troubles' thanks to the sewer system, during the next 20 years' useful lifetime of the work.

We found no other benefits.

**Counter Benefits:**

The lack of good relations with the project's contractor, and the absolute absence of information regarding decisions made by sponsors (FHIS) and executors (COSIN), caused incertitude among the inhabitants of Colonia Bográn, added to internal quarrels and finally the delay to use the new system.

**Number of Project: 3 (FHIS)**

**Col. La Ceibita, San Pedro Sula, Cortés**

Installation of a sanitary sewer system.

Project's objectives according to neighbors:

1. Prevent mosquito plague.
2. Achieve sanitation of backyards and streets.
3. Prevent environment pollution.

The project was installed in La Ceibita, a sector of Chamelecón, that has a Patronato and 65 lots of land, 60% of them having built homes. To the date of our search, 30% of the existing homes had connected their pipelines into the system. Per FHIS's documents, direct beneficiaries would add to 1,500, and indirect beneficiaries, 2,000. However, the Patronato reported that the community had a population of only 825 persons.

The contractor delivered the work on September 30, 1993, and signed the contract with the FHIS on April 26, 1993. Upon our visit, on March 4, 1994, a neighbor approached us inquiring as to whether the sewer system was ready or not, since he wanted to connect his home pipelines to the deposit box. By then, the Patronato's President had informed us of their recent knowledge of the project's completion.

#### **Direct Benefits:**

To date, less than 30% of the families had substituted their old latrines and cesspools for the sewer system, thus preventing the sanitary problems mentioned above.

Since the system's installation is still very recent, we believe expected impact on intestinal, malaria and other related diseases caused by the environment can't yet be perceived.

We calculate each land property has now a surplus value of Lps.700.00.

#### **4.b. MITA Projects**

Because MITA has given priority to the participation of the communities' inhabitants, all three studied projects have direct and indirect benefits related to the social organizational aspect of the people. A good example is the consolidation of the organization, mainly when it aims towards keeping and sustaining the people's work with organizations created before the project's take-off, as well as towards the growth of its self-confidence and handling capability at primary stages in development projects.

Excluding the drainage project in Colonia Policarpo Paz, the others fulfill the proposed services (refer to Section 3.2.b., above). This has helped reduce unhealthy cases which neighbors had previously lived with, certified by data provided by health centers and information from neighbors of each community.

Women's active participation was present in all three projects, and they took advantage of the project to demonstrate their aptitudes and to earn admiration from neighbors and relatives.

#### **Project Number: 4 (MITA)**

#### **Col. Villeda Morales, San Pedro Sula, Cortés**

Sanitary sewerage installation.

Project's objectives according to neighbors:

1. Prevent mosquito plague.
2. Attend insufficiency of latrines.
3. Solve the problem of stagnant waters.

The project has been installed in all 400 homes of the Colonia that reports to have 2,400 inhabitants. Cost is estimated in Lps.257,416.00 (1993 prices). The project was completed by December 1990, after one-year's work with the Patronato and the Municipality.

**Direct Benefits:**

All the families have substituted their old latrines for the new sewer system, thus solving their previously existent sanitary problems.

Backyard spaces used before for latrines, can now be used for other services.

There is now individual and family privacy as regards to the use of sanitary facilities.

Intestinal diseases were reduced to three cases and one malaria case reported in 1993.

The installation generated a surplus value of each home of Lps.1,114.00.

**Indirect Benefits:**

A new female leadership was formed. Five women now hold five positions within the Patronato's board of directors.

Before the sewer system was installed, at least one adult got sick every quarter because of environmental pollution, resulting in his disability during one week. With the new project, illnesses were reduced and therefore the population's labor force increased in 8,000 days/adult (363 months/person) per year, which means 160,000 days/adult during the 20-year lifetime period of the sewer system.

Family income of several technically trained persons increased after the project's completion, translated into either a promotion or a better employment. Besides, private companies received benefits by being able to hire better-qualified hand labor, mainly in construction activities.

Women improved confidence among themselves and their relatives. They all admit their family and community relations have enhanced.

**Counter Benefits:**

During the execution of the project, women who were not able to re-organize their own home duties had to bear double-jobs: waking up earlier in the morning and ending their days exhausted.

**Project Number: 5 (MITA)**

Colonia Centroamérica, San Pedro Sula, Cortés

Sanitary sewer system installation.

Project's objectives as understood by neighbors:

1. Prevent environment pollution.
2. Solve malaria problem.
3. Avoid outdoor satisfaction of physiological needs.

With a Patronato composed of only women, the project benefits 97% of the population, which adds to 686 inhabitants.

**Direct Benefits:**

97% of the families substituted their latrines and "outdoor" bathrooms (neighbor sugarcane plantations) for the sewer system.

Backyard spaces used before for latrines, can now be used for other services.

There is now individual and family privacy as regards to the use of sanitary facilities.

Intestinal diseases, malaria and other related illnesses were reduced. Only one malaria case was reported during 1993.

Female leadership was stimulated. The Board of Directors of the Patronato is composed entirely by women.

The project generated employments for women, with only a few exceptions. Ninety-seven per cent (97%) of the total labor force was feminine and consequently this fact increased their family savings and consume capacity.

Women as well as men learned how to mix cement and manufacture sewer pipes. The feminine leaders were trained to prepare payrolls and to organize and manage projects.

The installation generated a surplus value to each home of Lps.942.00.

**Indirect Benefits:**

Before the sewer system was installed, one adult per family got sick at least once a month, and was disabled for work during one week. With the MITA-sponsored project, the population's labor force increased in 5,700 days/adult (259 months/person) per year, which means 114,000 days/adult during the 20-year lifetime period of the sewer system.

Companies can make use of the labor force that was previously disabled and therefore can increase production rates.

Family income of technically trained people increased after the project's completion, translated into either a promotion or a better employment. The open market does not recognize the technical capability of women.

Women improved self-confidence; their relatives now esteem them better. They all admit that their family and community relations have improved. Sons and daughters now consciously do some home chores their mothers had to do on their own before the project.

They are now much more confident to accomplish other projects they now have in mind.

## **Project Number ; 6 (MITA)**

### **Barrio Policarpo Paz, El Progreso, Yoro**

Installation of a rain-water sewer system.

Project's objectives according to neighbors:

1. Prevent environment pollution.
2. Reduce diseases.
3. Solve problem of stagnant waters.

This drainage project pretends to benefit 1,770 inhabitants living in 295 homes. The work is still unfinished and at present the project benefits 165 homes.

The construction stopped during September 1993, after the Municipality stopped supplying the needed construction materials. This fact has excluded 35% of the aimed beneficiaries, and probably more since we noticed that the drainage system is not correctly working.

#### **Direct Benefits:**

65% of the homes have drainage connections that help them lessen stagnant rain-water, as long as not abundant.

Should the drainage work properly, each land property would have a surplus value of Lps.764.00.

#### **Counter benefits:**

Because the Municipality has not been able to re-start the project, its effects are now opposite to those expected by the neighbors. During the rainy season, the first waters that become stagnant in the few built waterways are not able to flow, and later provoke a larger concentration of gray waters in the backyards of neighbor homes.

During the project's execution, the women who weren't able to re-organize their traditional home chores had to bear double jobs: having to wake-up earlier in the morning and end their day exhausted.

#### **4.c. FHIS-MITA Projects**

All three analyzed projects were able to satisfy expected sanitary services in 93% and 100%. Malaria and intestinal diseases have reduced; this improves the community's economy and well-being and can be interpreted as indirect benefits of the project. We can say their labor offer has increased, and even though not verified, there has been less school absence which will translate into a larger technical and professional capability in the future.

The inhabitants who participated under organization schemes in the project's execution, besides the family income they were able to generate in a short term, could proudly realize their capability to develop communitary works.

Women were able to participate in all the projects. The main benefit is the recognition the community praised to their participation as development subjects, as well as their own self-esteem.

**Project Number : 7 (FHIS-MITA)**

**Colonia Los Almendros, Choloma, Cortés**

Installation of rain-water drainage.

Project's objectives as seen by the neighbors:

1. Keep the streets clean.
2. Solve stagnant water problem.

The Patronato of this community reports the existence of 350 homes, whereas the FHIS informs of 1,300 direct beneficiaries. The project satisfied 99% of the population.

The work's cost was Lps.284,226 (1993 prices), or Lps.821 per family.

**Direct Benefits:**

All streets have gutters allowing water to drain properly.

The streets no longer have erosions or lumps caused by the rain, which also built heavy mud. Now vehicles can circulate easily.

Backyards now look cleaner, and also home floors and streets.

95% of the families were employed during the project, and were able to increase their daily family income in Lps.10.00, either in cash or food. Therefore, their consume capacity also increased.

Many of those who worked building the project learned how to mix cement and the leaders how to administer infrastructure projects.

**Indirect Benefits:**

Labor force supply expanded to 4,500 days/adult (204.5 months/person) per year, or 45,000 days/adult during the project's 10-year expected lifetime.

Leader women who worked for the project improved their self-esteem and the trust received from their close relatives. They all admit their family and community relations have improved as well. Their daughters and mothers (when home), now consciously share some home chores these women had to do on their own before the project.

**Counter Benefits:**

Since rain water evacuates onto a close neighborhood, the Los Almendros' immediate problem has been solved for them but has worsened for the other community.

**Project Number : 8 (FHIS-MITA)**

**Colonia Gracias a Dios, Villanueva, Cortés**

**Installation of rain-water drainage.**

The project's objectives according to neighbors are the following:

1. Reduce malaria disease.
2. Street improvement.
3. Diminish stagnant waters.

A health committee reports satisfaction after covering 100% of the community's population counted to 1,800 persons and some 300 homes.

**Direct Benefits:**

All streets have gutters allowing water to drain properly from streets and backyards.

The streets no longer have erosions or lumps caused by the rain, which also built heavy mud. Now vehicles can circulate easily.

Insect plague has been reduced and their contagious diseases have also been diminished. Thirty malaria cases were reported during 1992, and 1993 reported a decrease to 28.

Land owners have a surplus value of Lps.382.00 per home.

95% of the families were employed during the project, and were able to increase their daily family income, expressed either in cash or food. Therefore, their consume capacity also increased.

**Indirect benefits:**

Labor force supply expanded to 4,500 days/adult (204.5 months/person) per year, or 45,000 days/adult during the project's 10-year expected lifetime.

Leader women who worked for the project improved their self-esteem and the trust received from their close relatives. They all admit their family and community relations have improved as well. Their daughters, now consciously share some home chores these women had to do on their own before the project.

**Counter Benefits:**

The closest neighbors to one of the two rain water drainages that still lacks a final evacuation, have been affected due to stagnant gray waters.

**Project Number : 9 (FHIS-MITA)**

**Barrio Policarpo Paz, El Progreso, Yoro**

**Installation of sanitary sewer system.**

Project's objectives according to neighbors:

1. Prevent environment pollution.
2. Reduce malaria cases.
3. Solve stagnant water problem.

93% of the 1,770 inhabitants of this community received the benefit of this project. The cost of the project was Lps.257,020 (1993 prices), with an average cost per family of Lps.935.

**Direct Benefits:**

93% of the families have substituted their latrines for the sewer system, thus preventing the above mentioned sanitary problems.

The project generated an average surplus value to each land property of Lps.954, which is even higher than the project's actual costs.

Diseases, such as malaria, were reduced from 110 cases reported before the project was completed, to 24 in 1993; therefore reduced in about 82%. Influenza cases reported until December 1992 were reduced in about 85%, and during 1993 no cases at all were reported.

Feminine leadership was consolidated. Five members of the Patronato's Board of Directors are women; there are seven in all.

95% of the families were employed during the project, and were able to increase their daily family income, expressed either in cash or food. Therefore, their consume capacity also increased.

Men and women learned how to mix cement and manufacture sewer cement pipes; female leaders also learned to elaborate payrolls and manage works.

**Indirect Benefits:**

The spaces in people's backyards formerly used for latrines, are now free for other purposes.

There is individual and family privacy when using sanitary facilities.

Labor force supply expanded to 2,750 days/adult (125 months/person) per year, or 55,000 days/adult during the project's 20-year expected lifetime.

Family incomes of technically trained persons increased after the project, either through promotions in their jobs or a better employment.

Private companies have the opportunity to employ more qualified hand labor, mainly in construction business.

The women who conducted the project are now more self-confident. They all admit their family and community relations have improved as well. Their older sons and daughters, now consciously share some home chores these mothers had to do on their own before the project.

#### **Counter Benefits:**

The project left some recoverable problems. Since the community is in a low topographical area, when the Pelo River floods (which is where the black waters discharge), water either stagnate or flow backwards. This situation affects the sewer system during the floods. The community suffers difficulties during the heavy rainy season --end of every year's last quarter--. This situation can be remedied with the use of a pump to force the black waters into the exit point. MITA had foreseen such difficulties.

#### **4.1. BENEFIT/COSTS CHARTS AND GRAPHS ANALYSIS**

Analysis of the benefits and costs of a project are based upon its economical efficiency. From this point of view, MITA's and FHIS's project beneficiaries are the "winners", and such institutions, the "losers". Should the winners be able to pay the investment to the losers and even achieve a higher standard of living compared to that prior to the project, this will mean the project resulted in a very efficient action. Even if the balance indicator between benefits and costs is negative, the beneficiary always gains surplus value on his land plus a service, although the sponsoring institution will not recover their investment if so determined.

Chart I enclosed as Annex II, is more a relativity and approximation essay rather than a scientific, accurate analysis of the project's costs and benefits.

The procedure followed to obtain the benefit/cost index was the following:

- a) Estimation of the average commercial value of the land properties in each community.
- b) Properties' value was updated to 1993 and a natural addition of 5% per year was added thereon.
- c) Properties' real value was determined by separating the value of the project's installed infrastructure.
- d) After the infrastructure's value was determined (surplus value), this figure was divided by the cost of the installation, in order to obtain the benefit/cost index.

Three out of nine evaluated projects, reflect an above-one relationship; therefore, the beneficiaries of these three projects could have reimbursed the work's installation costs and even have a profit. The remainder projects aren't able to reimburse such costs since the surplus value generated by the work was lesser than one, as shown on the graph.

Chart # 1 was elaborated taking into account the evaluation team's limitations. Ideally, the team should have extracted all data directly from each beneficiary family to obtain even more accurate

averages and thereafter data on costs and shadow prices under a strict control during the execution of the works.

In Chart # 2 in Annex II, if we compare the costs per sewage project between the FHIS and MITA, we can notice the former has greater costs per beneficiary inhabitant than MITA.

## **F. URBAN GROWTH AND POVERTY**

Urbanization in Honduras historically develops slower and later regarding most Latin American countries, alike its economical development.

The relatively fastest-growing economical area has a greater population concentration and is known as the "central corridor". It includes the Departments of Atlántida, Cortés, Santa Bárbara, Comayagua, Francisco Morazán, El Paraíso and Choluteca. Seventy per cent (70%) of the country's total population of 5,173,141/<sup>15</sup> lives in such area. The country has two greater economical development centers: Tegucigalpa, with 12.7% of the nation's population, a commerce and service center; and San Pedro Sula, with 6.4% of the nation's population,<sup>16</sup> considered the country's industrial center.

After the second post-world war the population growth rate has maintained an annual rhythm of 2.98%. With the highest growth rate of Latin America (2.8%) and a reproduction rate of 5.1 children throughout women's fertile life-time (exceeded only by Guatemala), the country's total population by the year 2,000 has been estimated in 6.0 millions, and by 2,025 it can come close to 19 million inhabitants. At least 50% would live in urban areas.

National urban population growth rate during the 1950-1988 inter census term was estimated at 5.15% per year. Growth of the country's 21 largest cities (over 10,000 inhabitants) was estimated in 1988 to be 5.10% during the same period, slightly below the referred growth rate. Jorge Plata/<sup>17</sup> believes this is partially due to a growth rate decrease of the country's two main cities during the past inter census period (1974-1988). During such period the cities that have grown even above the national urban growth rate are Tocoa (11.0%), Choloma (10.0%), Danlí (6.6%), Comayagua (5.6%), Siguatepeque (5.2%) and El Progreso (5.0%). The growth of intermediate cities has attenuated serious urbanization problems in Tegucigalpa and San Pedro Sula.<sup>18</sup> Nevertheless, these cities' sanitary infrastructure capacity has already been surpassed and their new demands will duplicate in a few years.

Such intermediate cities, as well as the two largest (Tegucigalpa and San Pedro Sula) have significant population rates living under extreme poverty and indigence levels, with unsuitable access to basic public services; these inhabitants create human settlements in most cases exceeding 25% of each cities' population.

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<sup>15</sup> "Honduran Population within Development Strategies of the Following Administration", UDIP-UNAH/FNUAP, Oct. 1993, pgs. 32 and 53.

<sup>16</sup> *Idem*.

<sup>17</sup> "Urbanization Process in Honduras (1950-1988)", Feb. 1991.

<sup>18</sup> *Idem*.

Poverty levels in urban areas, from September 1988 to May 1990, reduced from 26% to 23%, whereas indigence grew from 30% to 45%. The non-poor during the same period decreased from 35 to 21%.<sup>19</sup> Urban social structure's tendency, as we can see, is to reduce the non-poor rate in about 14 points, of the poor in 3 points, while indigents (extremely poor) grow 15 points in less than two years.

The country lacks an urban development policy in tune with the present and future challenges. Private development initiatives led by Non-Governmental Organizations (NGOs) working in urban areas are less coordinated than those of rural areas. Nevertheless, valuable and innovating efforts are taking place. At least three NGOs under this scheme are worth mentioning: CEPROD, CIADES and COAPAS.<sup>20</sup> The latter is working in Tegucigalpa, and the others in the Sula Valley. Besides social organization and house construction in the capital's poorest neighborhoods, COAPAS has stimulated families to grow their own vegetable gardens, and to plant fruit and ornamental trees. Their success is measured when travelers appreciate from far away the green in the poor neighborhoods, and compare that some are even greener than those elegant residential areas in the capital city.

San Pedro Sula concentrates the best urban development at government levels. However such development, led by the Municipal Office, cannot be conveniently used as an example, due to the load of national and international assistance it has received. The best urban development institution is every municipality itself, and of course, the Association of Municipalities of Honduras. In spite of its weak installed capacity, this association is for sure the best means to contribute to urban development.

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<sup>19</sup> "Honduras: Urban Crisis, Actors and Policies", UNICEF, CHF and Presidency of the Republic, Dr. G. Molina Ch.

<sup>20</sup> CEPROD: "Center for the Study and Promotion of Development". CIADES: "Research and Action Center for Development". COAPAS: "Action for Peace Honduran Committee".

## **G. CONCLUSIONS**

1. Achievement of MITA's objectives and goals is very much satisfactory, in spite of the efforts required by its participative methodology of action as to municipalities' supply of materials, an unpredictable cement market and financial limitations.

2. Generally, all nine evaluated projects have well-accomplished environmental sanitation in each community, with the exception of the latrines built in the community Veintiuno de Abril (FHIS) in view of their short utilization and lifetime.

With respect to environmental sanitation in community's surroundings, most projects observed do not produce a negative impact on the environment. Exceptions to this rule are the drainage project in Los Almendros which still lacks final evacuation, and the sewer system in Colonia Policarpo which during heavy rain allows black and gray waters to revert their flow due to the lack of a pump.

3. Only a few community leaders show interest to maintain built infrastructure, and most transfer such responsibility to their municipalities, except for the case of Gracias a Dios (MITA-FHIS) wherein an operation and maintenance committee exists.

4. The remarkable difference between the results of both programs (FHIS and MITA) relies in their social focus, method of action and application of projects. The closest similarity is that both produce acceptable-quality infrastructure. We found no incompatibility that can impede MITA to furtherly administer FHIS-funds.

5. Other differences, arising from the above, are the direct benefits the MITA is able to achieve within the communities and municipalities and that FHIS's operations have not been able to attain. Such benefits are closely related to the community's institutional consolidation, social satisfactions, peoples' identification with the project and their community and their capability to manage the project, including women. When institutional efforts are brought together (FHIS/MITA), even better results are accomplished.

6. The MITA Program has the capability and experience it has proudly won; it relies on a technical and professional team to perform its activities efficiently, and to achieve institutionally planned objectives and goals.

7. FHIS's financial costs per project are too expensive, compared to similar projects executed by the MITA, or by FHIS-MITA; the execution of MITA's projects, however, take more time than FHIS's. Although not estimated, the more the finished work is delayed, the least time the people will be able to give it a good use. Yet this is compensated by a surplus value the community and the families gain over their property, as well as a stronger sense of belonging achieved by MITA's participative methodology.

8. MITA and FHIS need a system to evaluate the environmental impact prior to the execution of their projects. They are also in lack of a constant supervision that can gather and process the information from the communities where the projects are developed, social and economically speaking. This would be useful to feedback and re-adjust their plans, and evaluate the final impact.

9. MITA needs a regional strategy in tune with urban national and regional development; their selection criteria are apparently based upon the contribution capacity of counterparts. MITA's projects have concentrated in two cities: San Pedro Sula and Villanueva, with 24.07% and 18.52% of the projects respectively, or 42.59% of the total projects. San Pedro Sula is of course the country's second largest city, but it gathers a great deal of national and international, official and private assistance for its development. Stimulating its development even more could at a certain point under stimulate the growth of intermediate cities. Three intermediate cities such as El Progreso, Choloma and La Lima,<sup>21</sup> having one of the largest population growth rates, concentrate only 33.33% of MITA's projects (refer to Chart on Distribution of Projects, pg. 13).

## **H. RECOMMENDATIONS**

1. Based in a deeper analysis of the country's urban development, MITA must design a general work plan with a strategy that is able to solve fundamental problems of urban's poorest population. Such strategy should take into consideration the growth of intermediate cities, that may soothe the congestion of the two national population poles, Tegucigalpa and San Pedro Sula, and on the other hand helps create new development and economical investment centers. Project distribution should be more balanced, reducing its current deviation standard of 6.84% to 1.5% or 2.0%.

2. MITA has gained plenty experience in ten municipalities of the Sula Valley, and is therefore able to transfer part of it to other areas, mainly within the so-called "Central Development Corridor". This workable expansion, provided a feasibility study, must verify the needs and capabilities of each Municipality and look into the possible coordination with other urban private development organizations (ONGs) working in such new areas.

3. Present conditions require new initiatives and political flexibility, however caring for the fundament of MITA's philosophy, that is, cooperating with the poor to free them from misery. This flexibility must allow MITA to listen to the solutions proposed by organized citizens. New initiatives must center to solve priority problems of subject groups, such as health, food security and education. Stimulation towards production and services ought to be brought to poor areas and colonias, where small hygiene-maintenance, handicraft production, semi-industrial enterprises, etc., can be developed. Such small enterprises, composed of neighbors from the same areas, can be supervised with Patronato members.

4. FHIS should be called to search for different methods that will allow beneficiaries' and municipalities' participation in their own projects, as to planning and supervision.

The need to involve the project's beneficiary population and the municipalities regarding decision-making is not only an institutional determination, but a mandate of the Law of Municipalities, in Chapter III, Article 25, paragraphs 9 and 10. Thereby, meetings with consultation purposes and plebiscites are called to be held, in order to "make decisions on very important matters".

6. Because of municipalities' scarce resources, it is advisable for MITA to search for supporting financial means. MITA could convert part of the food into local currency to create a

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<sup>21</sup> La Lima is in the tenth place among the country's 21 largest cities.

**rotating fund to support municipal initiatives. Municipalities could recuperate such funds from the beneficiaries themselves.**

*ANNEXES*

## ANALYSIS OF LABOR FORCE IN 11 MITA PROJECTS

MUNI / COMMUNITY	PROJECT	REPORT	QUALIFIED		NON-QUALIFIED		ADMINIST.		SUB - TOTAL		TOTAL	FOOD		%
			MEN	WOMEN	MEN	WOMEN	MEN	WOMEN	MEN	WOMEN		BAGS	DAY WAGES	
<b>SAN PEDRO SULA</b>														
Col. Municipal	Pot. Water	Dec.'93	625	316	2,448	516	425	316	3,073	832	3,905	326	3,984	102.05%
Esquipulas	Sewer	Jan.'94	161	206	344	90	228	206	506	296	802	67	819	102.16%
La Puerta	Pot. Water	Nov.'92	348	0	477	262	330	0	825	262	1,087	107	1,308	120.29%
<b>SUB TOTAL</b>			1,134	522	3,269	868	983	522	4,404	1,390	5,794	500	6,111	105.49%
<b>VILLA NUEVA</b>														
Victoria I	Sewer	Dec. '93	1,246	945	6,654	293	416	945	7,900	1,238	9,138	788	9,631	105.40%
Victoria II	Sewer	Nov. '93	851	676	3,884	1,266	687	676	4,716	1,942	6,658	561	6,857	102.99%
Dos Caminos Sur	Drainage	Jan. '94	1,174	453	3,905	341	765	453	5,079	794	5,872	573	7,003	119.26%
<b>SUB TOTAL</b>			3,271	2,074	14,423	1,900	1,868	2,074	17,695	3,974	21,668	1,922	23,491	108.42%
<b>PROGRESO</b>														
Berlin I	Sewer	Jul. '93	1,725	1,067	6,296	1,585	723	1,067	8,021	2,662	10,683	932	11,391	106.63%
Berlin II	Sewer	Jan. '94	0	0	0	0	0	0	0	0	0	0	0	0%
<b>SUB TOTAL</b>			1,725	1,067	6,296	1,585	723	1,067	8,021	2,662	10,683	932	11,391	106.63%
<b>SAN MANUEL</b>														
La Democracia	Sewer	Jan. '94	846	409	2,577	728	1,114	409	3,423	1,137	4,560	448	5,476	120.08%
El Porvenir	Drainage							0	0	0	0		0	0%
<b>SUB TOTAL</b>			846	409	2,577	728	1,114	409	3,423	1,137	4,560	448	5,476	120.08%
<b>LA LIMA</b>														
Filadelfia	Sewer	Dec. '93	1,483	432	3,527	1,699	738	432	5,010	2,131	7,141	517	6,319	88.49%
Fraternidad	Sewer	Oct. '93	204	141	645	169	175	141	849	310	1,159	97	1,186	102.32%
<b>SUB TOTAL</b>			1,687	573	4,172	1,868	913	573	5,859	2,441	8,300	614	7,505	90.42%
<b>GRAND TOTAL</b>			8,663	4,644	30,737	6,959	5,602	4,644	39,400	11,603	51,004	4,416	53,973	105.82%
			65.10%	34.90%	81.54%	18.46%	54.67%	45.33%	77.25%	22.75%				

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ANNEX II

CHART # 1

CARE INTERNATIONAL  
COMPARATIVE EVALUATION FHIS AND MITA  
February / March 1994  
BENEFITS / COSTS

INSTITUTION	( FHIS )	( FHIS )	( FHIS )	( MITA )	( MITA )	( MITA )	( FHIS / MITA )	( FHIS / MITA )	( FHIS / MITA )
COMMUNITY	LA CEIBITA	LA BOGIRAN	LA CEIBITA	V. MORALES	CENTROAMERIC	POLICARPO	LOS ALMENDROS	GACIAS A DIOS	POLICARPO
Project Description	Latrines	Sewer	Sewer	Sewer	Drainage	Drainage	Drainage	Drainage	Sewer
Avg. comm. price/home 1993	Lps 7,575	Lps 13,635	Lps 6,666	Lps 10,605	Lps 11,211	Lps 9,090	Lps 7575	Lps 4,545	Lps 9,090
Natural increase 5%	Lps 7,954	Lps 14,317	Lps 6,999	Lps 11,135	Lps 11,772	Lps 9,545	Lps 7,954	Lps 4,772	Lps 9,545
Initial value (purchase price)	Lps 393	Lps 1,432	Lps 700	Lps 1,114	Lps 942	Lps 764	Lps 636	Lps 382	Lps 954
Project's Total Cost, 1993	Lps 37,700	Lps 517,741	Lps 586,062	Lps 257,416	Lps 46,107	Lps 207,155	Lps 207,155	Lps 199,581	Lps 257,020
Cost per Family Unit	Lps 650	Lps 2,589	Lps 3,552	Lps 644	Lps 518	Lps 1,255	Lps 1,255	Lps 665	Lps 935
Economic Benefit/Cost	0.61	0.55	0.20	1.73	1.82	0.61	0.77	0.57	1.02
Avg. Benefit/Cost			0.453977398			1.385436523			0.789895365

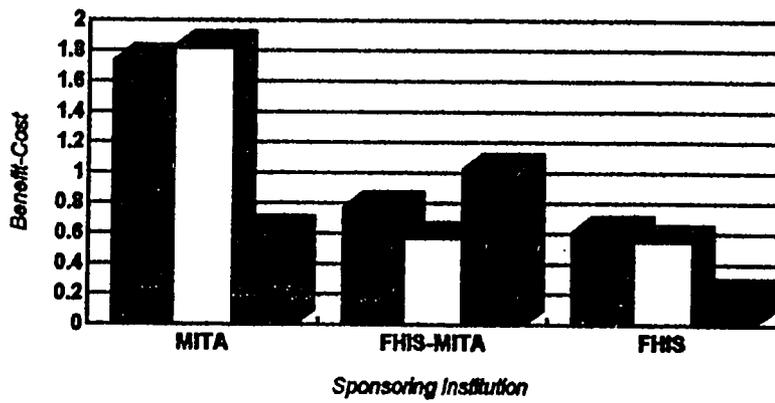
NOTES:

1. Latrines: 5% property increase
2. Sewers: 10% property increase
3. Drainage: 8% property increase
4. We subtracted 69.7% from commercial value as 1990-93 inflation
5. To work's cost prior to 1993 we added local currency devaluation

YEAR	INFLATION RATES			1991/93
	Avg. Mo.	Yearly	Accrued	
1990	2.62	31.44	31.44	38.28
1991	1.63	19.56	51	
1992	0.53	6.36	57.36	
1993	1.03	12.36	69.72	
TOTAL	5.81	69.72		

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### COMPARATIVE EVALUATION CHART Benefit-Cost Relationship (MITA/FHIS)



**ANNEX III**

**CHART 2**

**COSTS COMPARISON  
SANITARY SEWER PROJECTS**

PROJECT	# BENEFICIARIES	TOTAL COST	COST/INHABITANT
La Ceibita (FHIS)	825	Lps.586,062	Lps.710
Bográn (FHIS)	1200	Lps.517,741	Lps.431
AVERAGE	1012.5	Lps.551,902	Lps.545
V. Morales (MITA)	2400	Lps.257,416	Lps.107
Policarpo (MITA)	1770	Lps.257,020	Lps.123
AVERAGE	2085	Lps.257,218	Lps.123

According to data from this chart, the average cost per beneficiary of MITA's projects is 4.4 times cheaper than FHIS projects.

## *ANNEX IV*

### **CONCLUSIONS OF THE WORK SHOP ON MITA'S EVALUATION**

#### **I. INTRODUCTION**

During the meeting for the Presentation of Results of MITA's Evaluation, it was agreed that participants divide into four groups, to review and discuss the recommendations suggested by the Evaluation Team.

#### **II. OBJECTIVE**

Have the participants share their ideas based on the Evaluation Team's recommendations and gather them to develop an action plan for the MITA Project.

#### **III. DISCUSSION**

According to a work-guide previously prepared, the teams discussed and analyzed the following questions:

Group # 1:

1. How could the responding capacity of the participating institutions (Municipality-CARE-Community) be improved towards execution of basic infrastructure projects?

The MUNICIPALITY:

- a. The Municipal Corporation should have a general view of: How is the Municipality doing? What is the municipality's economic base?
- b. Its investment plan must rest on priorities or needs suggested by the community.
- c. Its finance program should be defined pursuant the needs of each term and currency's fluctuation, in order to avoid unwanted delays among programs/involved institutions.
- d. A good planning will generate confidence and understanding to the community and CARE.
- e. Establish a democratization policy within communitary organizations.
- f. Implement a labor stability policy in technical personnel that is being trained.
- g. Implement auditing controls for all projects.

With respect to CARE, they proposed:

- a. CARE should define a permanence policy in the Municipalities.
- b. Define the role of MITA's personnel: Supervisors or Executors?
- c. Investigation, design and planning. A more participative execution and follow-up.
- d. Search within municipal strategy, the communitary organization to work with.

**The COMMUNITY:**

- a. Community's organizations (Patronatos, Committees, etc.) should be democratic through election mechanisms.
- b. Set out auditing controls that render periodic reports.
- c. The community should participate in all development phases of the projects (from the beginning: design, development, completion, etc.).

**Group # 2:**

2. How could the community's participation in MITA's projects achieve better results aimed towards community development?

Through:

**I. PARTICIPATIVE INVESTIGATION:**

- a. Using a method of participative investigation.
- b. Using social-economic interviews to 100% of all involved communities.
- c. Making the community participate in:
  - Decision-making.
  - Interviews.
  - Plans.

**II. ORGANIZATION:**

- a. Infrastructure
- b. Health
- c. Male/Female
- d. Food security

**STUDY OF NEEDS:**

- Improve information system to make it accurate and reliable.
- Incorporate local education system to information and promotion tasks.
- Enlarge training contents and prepare supportive educational material.

**III. CONSTRUCTION:**

- a. Define working schedules that allow more participation of the community.
- b. Divide the works into sectors according to project's requirements.
- c. Ensure a continuous supply of materials to the project.
- d. Participative planning.

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- e. Consider the year's season for the execution of projects.

#### **IV. OPERATION AND MAINTENANCE:**

- a. The operation and maintenance strategy should be considered during and after the executed project.
- b. Follow-up, control and evaluation.

#### **Group # 3:**

**3. How can the sustainability of MITA's projects be guaranteed, within a community-development point of view?**

- a. Through the organization (at community's level) of a Vigilance Committee.
- b. During project implementation, include a clause within execution agreements regarding this matter, signed with the Municipality.
- c. Train the committee at the beginning of the construction.
- d. Prescribe municipal ordains.
- e. The Municipality's verification through:
  - Work plans
  - Re-election or re-structuration of the Committee
  - Feedback meetings
  - Audits

#### **Group # 4:**

**4. If MITA extends institutional coverage to other areas in the country, which aspects are the most important to consider?**

- 1. Institutional strengthening of the current Municipalities.
- 2. Depending on the availability of resources, MITA could cover Municipal Institutions in other areas.

#### **CRITERIA:**

- a. Use municipal and communitary human resources to its maximum.
  - b. Increase MITA's financial participation.
  - c. Define particular strategies in terms of each Municipality.
- 3. Consolidate MITA's institutional profile:**
- a. Working areas
  - b. Relations with the community.