IRC

Achieving SDG 6 by strengthening the WASH system in Honduras

Baseline study

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Supporting water sanitation and hygiene services for life

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Acronyms and abbreviations

APS	Agua Potable y Saneamiento (Drinking water and sanitation)
AJAM	(Associations of municipal water boards)
COMAS	Comisiones Municipales de Agua y Saneamiento (Municipal Water and Sanitation Council)
CONASA	Consejo Nacional de Agua y Saneamiento (National Water and Sanitation Council)
ERSAPS	El Ente Regulador de los servicios de Agua Potable y Saneamiento (The Regulating Entity for Drinking Water and Sanitation Services)
GDP	Gross Domestic Product
IDECOAS	Instituto de Desarrollo Comunitario, Agua y Saneamiento (Institute for Community Development, Water and Sanitation)
INE	Instituto Nacional de Estadistica (National Statistics Institute)
JAAPs	Juntas Administradoras de Agua Potable (water committees)
JMP	UNICEF/WHO Joint Monitoring Programme
MDG	Millennium Development Goals
PPP	Purchasing Power Parity
PTPS	Para Todos, Por Siempre (For Everyone, Forever)
RASHON	La Red de Agua y Saneamiento de Honduras (Water and Sanitation Network of Honduras);
SANAA	Servicio Autonomo Nacional de Acueductos y Alcantarillados (National Service for Aqueducts and Sewers)
SDG 6	Sustainable Development Goal, Target 6
SDM	Service Delivery Model
SIASAR	Sistema de Información de Agua y Saneamiento Rural (Rural Water and Sanitation Information System)
SIPLIE	Sistema de Planificación de la Infraestructura Educativa (Educational Infrastructure Planning System)
SIRAPS	Sistema de Información de Regulatorio en Agua Potable y Saneamiento (Regulatory Information System)
USCL	las Unidades Supervisión y Control Local (Local Supervision and Control Unit)
WASH	Water, Sanitation and Hygiene

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Executive summary

In 2017-2018, IRC undertook a series of baseline studies in its focus countries, including Honduras. This report presents the baseline of the status of the WASH systems in Honduras at national level. In Honduras, IRC works through the Para Todos, Por Siempre (PTPS) initiative. Whereas PTPS focuses on 26 'associated' municipalities, this report presents data on the 15 of these municipalities where IRC works indirectly through the PTPS partners.

The baseline consisted of a desk study of sector policy documents and reports, and a review of databases, including the national census (INE, 2013), data from the *Sistema de Información de Agua y Saneamiento Rural* (SIASAR, Rural Water and Sanitation Information System) monitoring system, and PTPS internal monitoring system. The assessment used qualitative and quantitative data. The analysis was not done with other sector stakeholders, though elements of the assessment were done in the context of PTPS.

Though it is a lower middle-income country, Honduras remains the second poorest country in Latin America with a high level of wealth inequality. There are important geographical differences that contribute to the level of poverty. Much of the economic and population growth is concentrated in the urban areas, as well as the municipalities along the main road corridors and along the Caribbean coast. The rural areas along the mountain border with El Salvador and Guatemala tend to have the lowest levels of human development, and often negative population growth.

Honduras is performing reasonably well in providing WASH services. The level of access to an *at least basic* level of service is high, with rural areas only slightly lagging behind urban areas, and with relatively small differences between water and sanitation services.

Honduras faces three key challenges if it is to achieve the water and sanitation SDG targets. Firstly, there is still an important proportion of people who do not have first-time access yet. A big portion of these live in the most remote and dispersed areas, where providing access is costly and difficult. Secondly, the levels of service are not at the highest level. Though hard data are lacking, probably only a third of Hondurans receive a safely managed water service, as both quality and continuity are frequently lacking. For sanitation, there is even less understanding of the full sanitation value chain, but it can be assumed that a big proportion of all waste is neither treated nor disposed of properly. Thirdly, the provision of services is insufficiently sustainable. The data on the performance of both urban and rural service providers show a large number of deficiencies in a range of indicators.

The provision of water and sanitation services follows a highly decentralised model. Municipalities have the service authority function, being responsible for ensuring that services are being provided, and needing to comply a number of functions of planning, implementation and oversight.

The actual service provision can be done by different types of service delivery models, including: 1) SANAA, as the previous national utility still being the provider in the capital city, 2) utilities of different types in some secondary cities, 3) direct local government service delivery, mainly in the smaller towns and 4) community management, mainly in rural areas. In addition, an important part of the population is served through (unimproved) self-supply. For on-site sanitation, two models exist: household-managed latrines and household-managed septic tanks. Under these model, the household is responsible for installing, maintaining and eventually replacing the latrine. Though no data exist, latrine emptying is rare, whereas septic tank emptying does happen. In cities and towns, sanitation is also provided through sewer systems, though wastewater treatment is rare.

The report assesses the strength of the WASH system, as measured by its nine building blocks, as presented in Table E1.

The WASH system in Honduras, however, is less geared to the challenges for the SDG era. The building blocks that are crucial for ongoing service delivery, such as finance, monitoring and infrastructure management, score much lower, for example. Generally speaking,

Table E1 Scores of the building blocks for the four sub-sectors at national level on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
Policy and legislation	4.5	4.0	3	4	2
Planning	2.4	2.4	2	2	2
Institutional	2.8	2.5	2	3	3
Finance	1.8	1.8	2	1	1
Infrastructure development	4.2	4.0			
Infrastructure management	2.8	3.0			
Regulation	3.7	3.0			
Monitoring	2.8	1.6	1	2	2
Water resources management	3.0	3.0			
Leaning and adaptation	2.5	2.5	2	2	1

there are frameworks for most building blocks. There is a financing policy, there are monitoring frameworks, there is a regulatory framework. Though, there are still issues to improve on those, most of them are good enough.

The issue lies more in the fact that these frameworks are not applied in a systematic manner across all municipalities in the country, and this is compounded by the fact that there are no enforcement mechanisms at municipal level for many of the building blocks. For example, there are no obligatory earmarked budget lines in municipal budgets for WASH, let alone a differentiation in those between investment and recurrent costs. There are no penalties or incentives for municipalities to duly fulfil their service authority role by doing proper planning, monitoring or regulation of the services in their area. It is political leadership at municipal level that determines the level of effort that municipalities put towards WASH. This can be enhanced by partnerships between the municipalities and support entities – such as the ones associated under PTPS. In addition, generally speaking, there is a higher capacity level in small town municipalities and, to a lesser extent, in concentrated rural municipalities.

As a result, there are big differences in the scores of the building blocks between municipalities. The larger municipalities with more capacity that have had more support over a longer period of time score better than the smaller ones, or the ones that have not had long-term support.

To some extent, that support can be provided by the NGOs associated under PTPS. But ideally, it should be provided systematically from the various national government entities. However, these national institutions have limited institutional capacity. More importantly, they still tend to operate largely in a project-by-project approach, providing support only when a specific project needs it. Furthermore, they cannot fulfil their support role due to a lack of a basic level of financing, and the WASH sector is only moderately high on the political agenda of the country.

1. Introduction

This document contains the results of the assessment of the strength of the WASH system in Honduras and forms the basic guide for IRC's Honduras country programme.

IRC's strategy is guided by a long-term theory of change (Figure 1) that provides guidance to the programmes on what to do and why in order to achieve our goals on three levels of intervention: district, national and global. The term 'district' here refers to the governance level where the function of the service authority is usually placed. In the case of Honduras this is the municipality.

A key lesson learnt that guides the theory of change is that a presence at national level must be matched with a presence at district level. If not, it is difficult to ensure that high-level interventions in policy and learning lead to real improvements in services. It also makes it difficult to fully test the effectiveness of interventions along the entire service delivery chain.

Therefore, in implementing the new strategy, IRC has expanded its decentralisation strategy from the national to the district level: we will adopt partner districts within focus countries and commit to partnering with those districts until they achieve universal access to WASH services.

We will work in long-term partnerships in districts, led by local government and involving other district partners, and help them achieve and maintain their vision of universal access. We will take the lessons learned from these districts and bring them to the national level – helping to create the environment needed to enable replication and sustainability.

We will use district level progress as a proof of concept (that universal access can be achieved) to promote a move towards universal access at the national level and encourage replication and adoption in other districts. We will then take what we have learned from the districts in our focus countries into the global development forum.

Figure 1 shows how IRC seeks to act as a change hub to strengthen WASH systems to improve service levels and achieve impact. Initially, IRC championed service delivery as a competing narrative to the infrastructure-based paradigm of the Millennium Development Goals. Today, IRC emphasises the need for strong WASH systems to deliver lasting WASH services and meet the Sustainable Development Goals[1] (Huston et al., 2018).

The purpose of the baseline of IRC's country programmes is to provide a solid ground for collective sector action. The baseline is the result of a thorough analysis of the WASH system by IRC and key partners in both the partner districts and at the national level. It guides the strategic planning and actions and is the reference for monitoring WASH systems strengthening.

1.1 Structure of the document

After the introduction, section 2 summarises the conceptual and methodological frameworks for monitoring IRC's theory of change. Section 3 assesses the strength of the WASH system. This starts with a description of the WASH sector, the institutional set-up and the service levels for water, sanitation, hygiene and extra-household settings. The second part of this section provides an assessment of the strength of the nine building blocks of the WASH system. Section 4 describes the scoring related to the behaviour of the actors in the WASH sector. Section 5 provides the main overall conclusions based on the different assessments.

Figure 1 Change logic of IRC's Theory of Change 2017-2030

1 For IRC's more detailed theory of change, please see IRC Strategy Framework 2017-2030. Available at: https://www.ircwash.org/sites/default/files/084-201706strategy_doc_v1.0defprint.pdf.

2. Concepts

This section presents the main concepts used in the study and describes how these are used within the scope of the baseline study.

2.1 Theory of change and theory of action

At the heart of the 14 year (2017-2030) strategy and theory of change that maps IRC's intended contribution to achieving the Sustainable Development Goals (SDGs) is a commitment to supporting partner districts in our focus countries to achieve universal access with (at least) basic water, sanitation and hygiene services. Success at district level will be used to provide the necessary proof of concept for adoption and replication of lessons learned at national and global level.

IRC's theory of change is based on the understanding that providing universal and sustainable access to WASH services requires strong national and local WASH systems. It is equally based on the understanding that building strong WASH systems requires collective action by all those involved in the systems. IRC's priority actions are, therefore, designed to support partnerships for collective action for WASH systems strengthening, whilst also contributing directly to systems strengthening where IRC has specific technical competencies (IRC, 2017).

At country level, IRC's theory of change is basically a WASH sector theory of change (Figure 2). The theories of action of the IRC programmes are presented in 5 year strategic plans and annual plans. The 5 year strategies are renewed every 2.5-3 years because a five year time horizon is still quite long for a realistic planning perspective.

2.2 Results framework

The results framework maps the outcomes (changes) that we think are most critical for the sector to deliver WASH services, and IRC's contributions to those outcomes. The sector outcomes are formulated generically and are designed to measure the development of the WASH system at district and national level. The IRC programmes formulate and plan, as part of their strategies and annual plans, context specific outcomes and outputs that contribute to these generic WASH system outcomes. Given the understanding that sector strengthening requires collective action by multiple WASH actors, and IRC's desire to play a role in supporting the partnerships that will deliver this collective action, much of IRC's impact will be in the form of a contribution to shared outcomes. Consequently, direct attribution of outcome level change to IRC activities is difficult, and often counter-productive, to obtain.

At a high-level, the main logic that underpins IRC's approach is set out in Figure 3. IRC's entire theory of change is underpinned by the understanding that building strong WASH systems requires collective action by all the key actors within the system. As such, building and supporting strong, government-led, alignment of partners dedicated to change is at the heart of the theory of change. WASH sector stakeholders that identify, agree, support, enable each other's change and strengthen each other's roles, is the basis for strong national WASH systems that ensure sustainable services to all. This impels the three outcome levels monitored by IRC's results framework, in which we assume (as a given) that WASH service for everyone positively affects health, livelihood and development (= impact) in many ways and WASH service is therefore, in itself, not a focus of IRC's results framework.

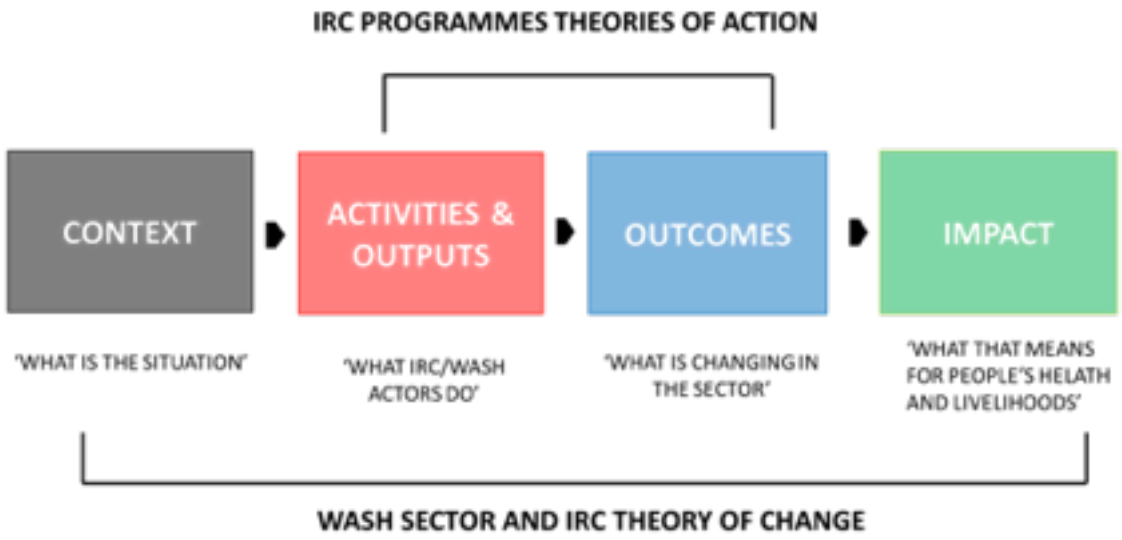


Figure 2 WASH sector theory of change and IRC's theory of action

Figure 3 Outcome levels of IRC's results framework

IRC's theory of change (see diagram Annex 1) identifies five principal WASH outcomes for our partner districts, five outcomes for the national WASH sector in our focus countries and three for the global level.

2.3 Monitoring WASH sector change

Monitoring the alignment of actors with systems approaches: measuring behaviour change

Crucial for achieving the outcomes of the theory of change is that the actors are able and willing to perform the required activities in all building blocks of the WASH system. For both the district and the national level, IRC's theory of change identifies four key behaviour change outcomes achieved by adoption of WASH systems approaches, which together contribute to the fifth outcome of building strong systems needed to deliver services (see next section). The four behaviour change outcomes are: strong political and financial commitment; strong partnerships for change; strong SDMs; and, strong capacity of the key actors.

IRC contributes to each of these outcomes associated groups of related activities. A crucial set of activities and one which IRC believes has a unique set of skills relates to being the hub for sector change – that is, an organisation that supports others in change focussed partnerships.

The four outcomes are measured using Qualitative Information System (QIS) ladders and are scored separately for each WASH sub-sector at the national level. At partner district level, the scoring is done for the WASH sector as a whole, because at this level it is mostly the same group of actors that are collaboratively responsible for the different WASH sub-sectors.

Monitoring the strength of national and district WASH systems: measuring the WASH system building blocks which IRC has defined as the foundational elements of a functional WASH system.

The fifth outcome of the IRC theory of change is the overall strength of the WASH system. The building blocks are a way of breaking down the complexity of the entire WASH systems into more manageable chunks that make intuitive sense to sector practitioners. Within each building block the WASH actors interact with each other and work together to become a strong building block or element of the WASH system. IRC has defined a set of building blocks based on its experience with local and national WASH systems.

For the water and sanitation WASH sub-sectors, each building block is evaluated and scored separately at the district and national level. For the WASH hygiene and extra-household settings sub-sectors, the scoring uses not all nine but only five building blocks.

For the scoring of the water and sanitation building blocks, four to six 'scoring statements' have been defined for each building block. The WASH 'hygiene' and 'extra-household settings' sub-sectors use only one assessment statement per building block.

WASH services monitoring: our highest outcome level that measures the quality of services delivered.

For monitoring WASH service delivery, the IRC programme strives to follow the SDG 6 indicators with the more detailed definitions and ladders of the Joint Monitoring Programme (JMP). Ideally, national and local actors do the data collection and monitoring of the quality of service delivery through country-led monitoring. But in practice, country monitoring systems do not or do not yet collect data using JMP indicators, or often even their own on a regular basis. For the national level, the available national surveys are translated by the JMP. In our partner districts, the same translation methodology cannot be used because often only facility-based data exists and no or limited

Figure 4 Building blocks of WASH system

household-level data are available. In 2018, IRC in collaboration with the local authorities made a start on translating locally available data into values for the JMP indicators. Over the next year we will also start analysing the financial gaps in the partner districts and developing financial strategies to realise the district master plans.

2.4 Political economy and country characteristics

The WASH system (and therefore IRC's theory of change as well) is influenced by a broad set of factors and relationships which are not directly part of the WASH system. These are often referred to as the enabling environment in the sector. We choose the term 'political economy' to put the focus on how the WASH system is influenced instead of the more neutral description of the environment. The number of factors of the political economy surrounding the sector is potentially very large. We therefore focus primarily on three which we have identified as priorities. Each country may add different factors that they find more relevant.

- Decentralisation. This refers to the extent to which the responsibility for public service delivery in general is decentralised to the local level, and the powers that are vested in the decentralised level. In addition, it refers to the extent to which there is a fiscal decentralisation, that is, the capacity of local authorities to raise their own revenue or dependence on transfers from national level.
- Public financial management. This refers to the relative size of the tax base of the country, and the way in which this tax revenue is prioritised for different sectors, including WASH. It also refers to the extent to which a country obtains finance for investments, for example by the issuing of bonds.
- Aid dependence. This relates to the relative size of aid as a percentage of GDP, whether this comes in the form of grants or loans, and the sectors to which this aid is directed.

The above factors depend – in turn – on a number of key characteristics of the country. For this study, we focus on the following factors.

- Demographics. This refers to the relative size of the urban population in a country and the main trends in growth of the population of this segment.
- Economy. The analysis of the economy focuses on the per capita GDP, changes therein and expectations for the future.
- Poverty. The analysis of this is focused on the degree of poverty, particularly in urban areas, and trends therein.
- Geography. The main geographical factor of interest to this study is the availability of water resources and the degree of water scarcity

Both the political economy factors and country characteristics are analysed in a qualitative manner based on secondary data. There is no scoring attached to these analyses.

2.5 WASH sub-sectors

The acronym WASH, adopted in the early 2000s to replace the more prosaic WatSan, unites the three linked aspects of health- and water-related social services. This conveys the message that achieving health benefits depends on three mutually reinforcing aspects: clean water, safe sanitation, and changed hygiene behaviours. In reality, however, the WASH system involves actors working in separate silos. Particularly

in rural areas, drinking water and sanitation have often followed quite different development paths, to the extent that they are hardly linked at all. This is most visible in service delivery models that take a communal approach for water but a household approach for sanitation (Huston et al, 2018).

In IRC's theory of change and assessment of strength of the WASH system, we have in most cases separated WASH into four sub-sectors: water, sanitation, hygiene and extra-household settings. This follows the JMP WASH sub-sector categories for the SDG service ladder indicators. For the monitoring, like JMP, the extra-household settings sub-sector is split between WASH in schools and WASH in health care facilities.

2.6 Service Delivery Models

The actual delivery of services takes place through different SDMs, including different types of utility models, direct provision by local government or community management for water services. For sanitation, different models are household managed, private or local government (public toilets) or utility models for sewerage systems. Hygiene and extra-household services we understand conceptually as a sub-sector with one service delivery model. The performance of these service delivery models depends in first instance on several internal factors within the operations of each provider. But it also strongly depends on the behaviour of all actors, including the service authority and the users of the services. The most relevant SDMs for the Honduras baseline study are discussed in section 3.3.

The assessment of the SDMs consists of providing a narrative description of the types of service delivery models that are present in the country for the different WASH sub-sectors, and the main variants in use. It provides statistics on the use of these SDMs and also provides, and comments on, the statistics on the performance of the different service providers, insofar as these statistics are available from different secondary sources. The analysis does not include primary performance data collection.

3. Assessment of the strength of the WASH system

3.1 Data collection and analysis

For this baseline report, the following data was used.

- Desk study of relevant sector reports and documents. This includes the WASH policy (CONASA, 2013), and the financial policy for the sector (CONASA, 2015), as well as the recently concluded MAPAS exercise (World Bank, 2017), which undertook a similar assessment of the strength of the WASH system in Honduras.
- Review of databases, particularly the most recent census data (INE, 2013), and data from the SIASAR monitoring system (SIASAR, 2017). The internal monitoring system of PTPS[2] (Para Todos, Por Siempre; everyone, forever) was also used.

The analysis has so far not been done with other sector stakeholders, though elements of the assessment were done in the context of PTPS.

3.2 Country and WASH sector context

3.2.1 Demography

Honduras has a population of 8.1 million people (JMP, 2017), of which 55% is classified as urban, and 45% as rural. A further break-down shows that about one fifth of the population lives in the two metropolitan areas of Tegucigalpa and San Pedro Sula; another fifth in the intermediate cities and departmental capitals; and 10% in small towns of between 2,000 and 10,000 people. Of the rural population, about two-thirds live in concentrated settlements, and about one-third in dispersed settlements.

Its population growth is steadily dropping, standing currently at 1.42% a year. This population growth occurs almost exclusively in urban areas, where the population is growing at 2.5% a year. In rural areas, the population growth stands at only 0.1% a year. In many rural municipalities, population growth is even negative.

The Para Todos, Por Siempre (PTPS) initiative, of which IRC is a founding member, focuses on 26 municipalities. This report presents data on 15 of these. These are the ones where IRC works indirectly, through the PTPS partners. These municipalities are referred to as 'associated municipalities' throughout this report.

Table 1 below shows the population of these 15 municipalities. These are essentially all rural municipalities. In six of them, the administrative centre (*cabecera*) is classified as being urban, for having more than 2,000 inhabitants. These are essentially all small towns – and Erandique is urban in name only.

2 Para Todos, Por Siempre is a partnership between NGOs in the WASH sector, national government entities and associated municipalities in Honduras http://ptps-aps.org/

Table 1 Population of associated municipalities

Municipality	Rural	Urban	Total
Camasca	6,924	-	6,924
Candelaria	6,896	-	6,896
Chinda	4,886	-	4,886
Colomoncagua	18,613	-	18,613
Dolores	5,434	-	5,434
El Negrito	28,341	18,763	47,104
Erandique	13,145	2,678	15,823
Gualcince	11,697	-	11,697
Jesús de Otoro	19,969	10,104	30,073
Marcala	17,158	13,346	30,504
Piraera	14,306	-	14,306
San Andrés	13,807	-	13,807
San Antonio de Cortés	14,647	7,739	23,386
San Matías	5,250	-	5,250
Trojes	40,744	9,303	50,047
Total	**221,817**	**61,933**	**284,750**

Honduras has a per capita Gross Domestic Product (GDP) in purchasing power parity (PPP) currently of USD 4,738, making it a lower middle-income country – and the one but poorest country in Latin America. Only Haiti has a much lower per capita GDP. Total GDP in PPP is currently at around USD 43 billion. GDP growth has been floating at around 3% per year, translating into only a very modest per capita economic growth.

Agriculture is Honduras' main economic activity. The main crops are banana and oil palm which are grown on commercial plantations, and coffee which is grown by smallholders. Subsistence agriculture is also important with maize and beans of most importance. In urban and suburban areas, the maquilas – assembly factories – are the main source of income and employment. Finally, mining is also a significant source of income.

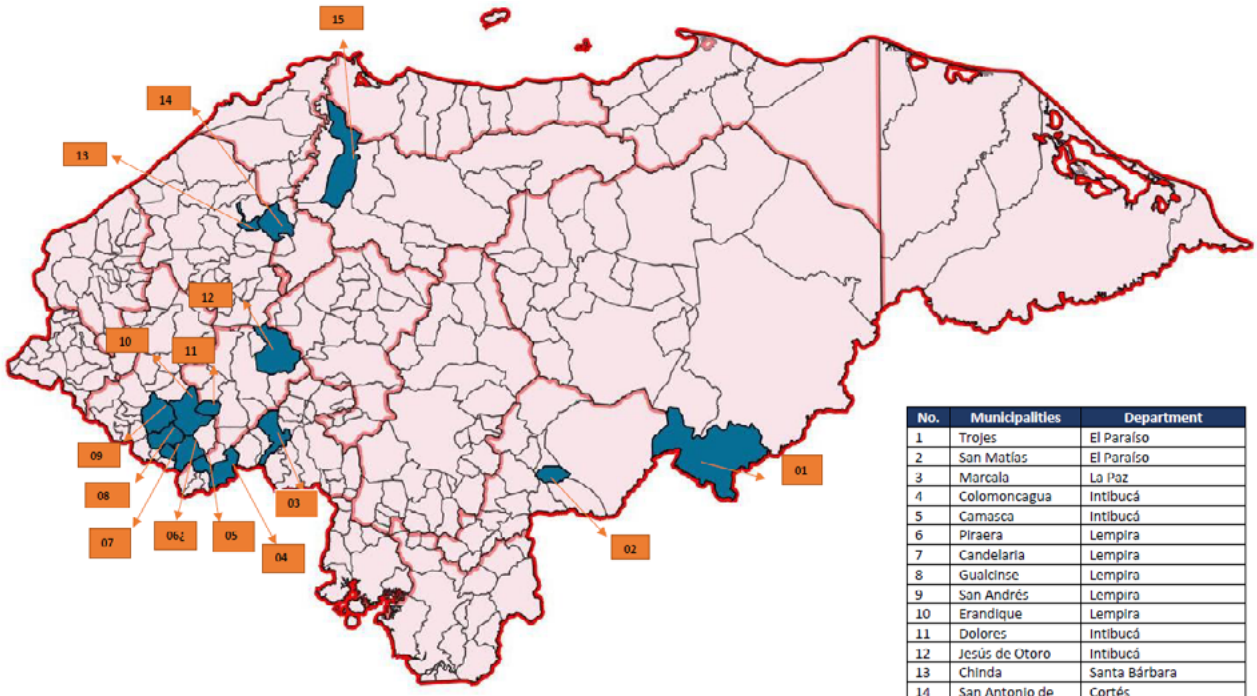
Remittances are a valuable source of income given that about 800,000 Hondurans live in the United States. According to the World Bank, remittances amounted to 18% of GDP in 2016.

3.2.2 Poverty

The country is not making great progress in eliminating poverty. The percentage of the population living below the national poverty line has fluctuated around 60% over the last decade, and even shows a rising trend. The percentage of people living in extreme poverty (less than USD 1.90 in 2011 in USD PPP terms) has also remained at around the same level (between 15% and 20% of the population). San Pedro Sula and Tegucigalpa show relatively lower levels of extreme poverty. In other urban areas, poverty levels are similar to those in rural areas.

Honduras has a Gini coefficient of 50.1, putting it among the 20 countries with the highest level of wealth inequality.

There are important geographical differences in the level of poverty. The country uses a system called the 'municipal index' whereby an index measures access to basic services and shows human development indicators. This shows that municipalities with the lowest index (that is poorest levels of human



No.	Municipalities	Department
1	Trojes	El Paraíso
2	San Matías	El Paraíso
3	Marcala	La Paz
4	Colomoncagua	Intibucá
5	Camasca	Intibucá
6	Piraera	Lempira
7	Candelaria	Lempira
8	Gualcinse	Lempira
9	San Andrés	Lempira
10	Erandique	Lempira
11	Dolores	Intibucá
12	Jesús de Otoro	Intibucá
13	Chinda	Santa Bárbara
14	San Antonio de Cortés	Cortés
15	El Negrito	Yoro

Figure 5 Map illustrating the 15 associated municipalities where IRC works indirectly through PTPS partners.

development) are located along the mountain border with El Salvador and Guatemala and in the eastern Moskitia department. The better-off municipalities are along the main road corridors (San Pedro Sula – Siguatepeque – Tegucigalpa – Choluteca) and along the Caribbean coast.

Most of the focus municipalities have high levels of poverty, and most of them are located in the departments of La Paz, Lempira and Intibucá, which are characterised by smallholder and subsistence agriculture. The three municipalities that are close to San Pedro Sula (Chinda, El Negrito and San Antonio de Cortés) have slightly higher development indices.

3.2.3 Geography

Honduras has three distinct topographical regions.

- The extensive interior highland area, which constitutes some 90% of the country's terrain, and which is largely mountainous.
- The Caribbean coast, which – though relatively small in size – is its most developed as it includes its main port (Puerto Cortés) and San Pedro Sula, with a number of intermediate cities around it. The far eastern side of the Caribbean coast is the Moskitia area, a largely inaccessible and sparsely populated jungle area. It also includes the three Bay Islands.
- The Pacific coast, which is the dry and hot plain around the Golfo de Fonseca.

Overall, Honduras is a water abundant country, with more than 11,000 m^3/person/year of internally renewable water resources. This classifies it as a country that suffers economic scarcity. This means that it has sufficient water resources but lacks the economic and institutional resources to harness these. The country has numerous rivers and most of its water resources are surface resources. Groundwater availability is mostly limited to the two coastal strips and some of the plains in the interior. The Pacific coast and part of the highlands (specifically the border departments with El Salvador) form what is called the 'dry corridor', a strip of land with relatively low rainfall and vulnerability to droughts.

Of great importance is Honduras' vulnerability to extreme weather events. Hurricanes and tropical storms affect the country – hurricane Mitch is still in everyone's mind. And every year, infrastructure is damaged by localised floods.

3.2.4 Crime and violence

One of the biggest challenges that Honduras faces is addressing the security situation. Though the homicide rate has been reducing over the last years, it is still one of the highest murder rates in the world. Tegucigalpa and San Pedro Sula have been in the top 5 'murder capitals' in the world. The violence finds its roots in the illegal drug trade and gang violence, affecting the neighbouring countries of El Salvador, Guatemala and Mexico as well. It is therefore no surprise that security is the top political priority of the government and development partners alike.

3.2.5 Politics

Honduras has a presidential system, in which a president is elected for a period of four years. There is a unicameral congress, which holds the legislative power.

Over the past decade there have been two political crises related to the issue of the re-election of the president. In 2009, the then president, Manuel Zelaya, tried to open the path to re-election through a referendum. He was removed from power by the military on the order of the Supreme Court. This was classified by the international community as a coup d'état.

In 2015, a legal change was endorsed by the Supreme Court that would make re-election possible. This allowed the incumbent president, Juan Orlando Hernández, to run again as presidential candidate in 2017. That election was surrounded by allegations of fraud and official questioning of the transparency of the process. It ended with widespread protests and frauds.

These two situations contribute to the fact that Honduras is classified as a 'hybrid regime' or a 'partly free' democracy.

The municipal level has a similar political set-up. A mayor is elected every four years and has great executive power. In addition, municipal councillors are elected with legislative functions.

3.2.6 The role of aid

Over the last decade, the relative importance of aid in Honduras has decreased. Total official development assistance currently stands at 2.8% of its gross national income. In absolute amounts, aid has remained more or less constant, but as the gross national income grew, its importance reduced.

For the WASH sector, this has mainly meant a reduction in bilateral aid with several bilateral donors (USA, Canada, Sweden and Switzerland) ending their aid to the WASH sector. Some of these are still active in the country and may indirectly contribute aid to WASH, but as part of broader governance or water resources management programmes. Spain is one of the few bilateral donor countries with an aid programme for WASH.

Over the past decade, there has been a growth in aid to WASH from multilaterals, specifically the World Bank,

the Inter-American Development Bank (IDB), and Bank for Central American Integration (BCIE). They provide soft loans and are actively engaged in the development of the WASH sector, and support both the urban and rural sub-sectors. However, at the time of writing (August 2018), there were no loan programmes in the WASH sector. The EU is also an important multilateral player, but mainly in the water resources sector.

Honduras scores moderately in terms of effectiveness of its aid to the WASH sector (Uytewaal and Gil, 2015). There are some structures in place to govern and coordinate aid to the sector, such as a donor roundtable, and a roundtable between donor and government. Also, most of the aid is channelled through sector institutions, but mostly through separate project management units.

3.2.7 Administrative set-up and decentralisation

Honduras has only one level of decentralised government: municipalities. There are 298 municipalities in the country. These consist of a *cabecera* (the administrative centre of the municipal area, usually the largest settlement in the municipal area) and a larger number of other settlements classified as *aldea* (village) or *caserío* (hamlet). There are no clear definitions of the latter two, and the lists of *aldeas* and *caseríos* rarely coincide with what is generally understood to be a community.

Municipalities have been assigned the responsibility for a range of public services, including water supply and sanitation. The latter has been decentralised to them since 2003 through the Framework Law for Drinking Water and Sanitation. This decentralisation has given municipalities service authority function. They are responsible for ensuring that services are provided and they need to comply with a number of functions of planning, implementation and oversight.

Above the municipality are 18 departments, but these have no administrative or governance role. They are merely a geographical indication. Special mention must be made of the *mancomunidades*. These are joint voluntary associations between municipalities (typically smaller ones) through which certain functions (typically capital works) that require economies of scale are carried out. Municipalities pool funds and assign these to the *mancomunidades*, who then in turn carry out the work. These are relevant to the WASH sector as they often carry out WASH programmes' capital works.

3.2.8 Public financial management and fiscal decentralisation

Compared to neighbouring countries, Honduras has a relatively high tax base, with tax revenue standing at 17.5% of GDP in 2015. However, fiscal decentralisation is rather limited. Between 2002 and 2010, municipal taxes were equivalent to 2% of GDP, or 7% of the total public sector (Dávila, 2011). These amounts allowed them to fund only about 50% of their expenses (Dávila, 2011).

Municipalities – particularly the smaller ones with a more limited tax base – therefore largely rely on transfers from national government. These have only been growing at a slow rate. Every year a certain percentage-point more of the general budget is being decentralised to municipalities. In 2007, only 5% of the national budget was transferred to municipalities. This rose to 11% by 2013. This equates to about USD 50 per person per year (at market exchange rates).

This slow fiscal decentralisation has meant that municipalities could barely fulfil their authority role, limiting them mostly to the non-capital-intensive functions of planning, coordination and oversight, if at all. Capital investments were still largely done with funding from national implementation programmes. With the increase in funding, municipalities now have some finance available for dedicated WASH staff and even for minor capital investments. World Bank (2014) has also shown how municipalities are increasingly investing in water and sanitation.

3.3 Institutional set-up of the WASH sector

A number of key characteristics of WASH in Honduras are described below.

The National Statistics Institute (INE) defines urban areas as those settlements having more than 2,000 inhabitants. Rural settlements are those having less than 2,000 inhabitants. This definition is broadly followed in the water sector as well. The Water and Sanitation Services Regulator (ERSAPS) further differentiates between dispersed and concentrated rural areas, with the former having less than 200 inhabitants, and the latter between 200 and 2,000 inhabitants. For the urban sector, ERSAPS uses further subdivisions based on population size.

But more than by the exact number of inhabitants, the WASH sector differentiates between urban and rural areas on the basis of the type of service delivery model for water supply. Generally, the rural sector is understood to be served by water committees (*Juntas Administradoras de Agua Potable* – JAAPs), while the urban sector is served by different types of utilities. At times this leads to confusion and overlap. Some administrative centres of municipalities (*cabeceras*) may have more than 2,000 inhabitants, but still has a JAAP as service provider.

Honduras does not make a clear differentiation between water, sanitation and hygiene sub-sectors. That is, it generally refers to the sector as 'drinking water and sanitation' (APS for its abbreviation in Spanish). Hygiene promotion is assumed to be part of the sector as well, as its main approach (ESCASAL) is well-institutionalised in the sector. For the rest of this document, we therefore

use the term 'sector' to refer to all three, and only differentiate where relevant.

WASH at extra-household settings generally falls under other sectors, specifically the education sector for WASH at schools and the health care sector for WASH at clinics and other health centres. These sectors are thus responsible for ensuring facilities at schools and health centres, including access to adequate water and sanitation services. In practice, many community water and sanitation projects and programmes also develop water and sanitation facilities at educational and health care centres in the communities where they are working.

3.3.1 National level

There are four main entities involved in WASH service delivery at national level.

Table 2 Main national level institutions in the WASH sector

Name entity	Main function and set-up
CONASA	This is a coordination council between various ministries that are directly or indirectly involved with WASH. It also has a technical branch, falling under SANAA, responsible for policy making and planning.
ERSAPS	Regulator, responsible for developing regulations for water and sewerage service, and monitoring these. It is an independent entity, falling under the presidency.
IDECOAS	Umbrella entity, under which two entities with responsibility for WASH fall: FHIS and SANAA. FHIS is the Honduran Social Investment Fund, which implements public works, including water and sanitation.
SANAA	Used to be the parastatal public utility for the main cities and towns in Honduras. In 2003, it started transferring the water systems and service provider roles to these municipalities. It has a technical assistance role in rural areas.

In addition, there are other ministries with very specific roles or indirect relationships to the WASH sector.

- Health Secretariat: responsible for public health in general. Its promotors play an important role in health and hygiene promotion. Also responsible for water quality control.
- Environment and Natural Resources Secretariat: responsible for water resources management

3.3.2 Municipalities as service authorities

The service authority role for WASH services was firmly placed on municipalities after the adoption of the Framework Law of 2003. That is, they are responsible for ensuring that WASH services are delivered in their area of jurisdiction. In urban areas, this has generally implied a process of transfer of the urban water (and sewerage) systems from SANAA to the municipality, whilst concurrently establishing an urban service provider.

In rural areas, this is mainly a role of investing in the development of new supplies, as well as oversight over the many rural service providers.

In order to fulfil their service authority function, municipalities are required to establish various WASH-related bodies.

- Comisiones Municipales de Agua y Saneamiento (COMAS, Municipal Water and Sanitation Council): a body composed of elected municipal councillors, organised civil society and municipal staff. This body is tasked with preparing municipal WASH policies and plans which are then put forward for formal approval by the municipal council. It also has a coordination role.
- las Unidades Supervisión y Control Local (USCL, Local Supervision and Control Unit): this body is tasked with delegated regulation. It is also composed of civil society representatives and municipal staff. It is expected to regularly review the performance of service providers and other monitoring data.

These two bodies are obligatory. There is no need for the municipality to have a dedicated WASH unit or staff. In practice, municipalities have one or more WASH technicians who support the COMAS and USCL, and carry out other tasks of the service authorities. These technicians may either belong to a dedicated WASH unit, or fall under the Municipal Environmental Unit (UMA).

3.3.3 Service delivery models for WASH

WASH services are provided using different service delivery models. Table 3 presents the main models for water supply, including data on the number of people served by providers.

Table 3: Service delivery models for water supply in Honduras (data on importance and size from 2016)

Service delivery model for water	Main variants	Number of providers (2016)	Number of people served (2016)
Parastatal utility (SANAA)		1 provider covering 12 cities and towns	~ 1.5 million
Utility	Private and mixed utilities	4	~ 1.1 million
Direct local government	Deconcentrated unit	14	~ 600,000
	Direct administration	4	38,000
Community managed	JAAPs	7,000	~ 3.5 million
Self-supply		Unknown	~0.5 million

SANAA was a parastatal company providing service in most of the urban areas of the country. When the Framework Law of 2003 was approved, SANAA was supposed to transfer the water supply systems to the municipalities, which in turn would then establish their own service providers. This process is only now nearing completion with, at the time of writing, the last few systems in the process of transfer. The ERSAPS report contains data on the 12 systems still managed by SANAA, which includes Tegucigalpa.

Utilities have only been established in 4 cities. Three of these are mixed (i.e. public-private) utilities, and the one in San Pedro Sula is a fully private provider.

The most common form of urban service provider is through a deconcentrated unit of the municipality (or mancomunidad). These are units that are administratively and financially autonomous from the municipality, and which are responsible for service provision. This model is the preferred and most promoted option for small and intermediate towns. In contrast, a few municipalities are still directly administered by the municipality. In these cases, the municipality manages its water supply systems through its general administration and does not have separate accounts.

In rural areas, the most common service delivery model is community management. There are an estimated 7,000 water committees (JAAPs) in the country. This model is well-defined and regulated and is the standard model in rural areas, though there are also a few water committees in towns. The total population served through this model is not known, but is probably equivalent to almost the entire rural population covered which amounts to some 3.5 million people.

The final service delivery model for water supply is self-supply. This model is not formally recognised as such, but it is still being applied in situations where a single family or group of families has a point source, typically a spring or well with a handpump. According to the 2013 census, some 3% of the Honduran population, or about 240,000 people, is served through improved individual systems. A similar number of Hondurans practices self-supply but with unimproved sources, typically unprotected wells or springs.

There is much less understanding of sanitation service delivery models, partly because they are not conceptualised as such. Furthermore, relevant data is not compiled systematically.

The service delivery models for sewer systems are largely the same as those of water supply. According to ERSAPS (2016), 23 of the 40 deconcentrated units of municipalities also provide sewerage services alongside water supply, with or without wastewater treatment. There is one case of a community-managed sewerage service provider in an urban area. There may be other bigger rural villages and peri-urban settlements where a water committee takes care of the sewer system, but this cannot be confirmed. Furthermore, there is little data on the number of people served by different types of providers. Given that only 63% of the urban population has access to a sewer system, it is probable that the number of people with access to sewerage is well below the number of people with access to a water supply, even if the providers are the same.

For on-site sanitation, there are two models: household-managed latrines and household-managed septic tanks. In the first model, the household is responsible for installing, maintaining and eventually replacing the latrine. Though there is no data to confirm it, latrine emptying is rare. Households mostly dig another pit when their latrines fill up, and use the two pits in turn. Or they dig a separate pit and build a completely new latrine. Septic tank emptying does happen, but again, there is no data on the extent of the practice nor on any associated service delivery models.

Though both these on-site sanitation models are essentially household-managed service delivery models, in theory water committees also have a role to play. Under the community-management of water supply, water committees are supposed to have a sanitation sub-committee which is responsible for promoting sanitation and hygiene. In practice, this role is not well-articulated and is rarely done.

3.4 Service Delivery Indicators

3.4.1 Service levels - national

Data sources

For national level service delivery indicators, the main source of information is JMP's Honduras country sheet. This estimates coverage based on the annual Permanent Household Surveys as well as census data and other surveys. The JMP country sheet shows that over the last

decade, 14 surveys could be used for making estimates. It can therefore be assumed that these type of national service delivery indicators will be relatively easily available from JMP, using data from national surveys.

There is also no need to report national data separately. The main readily available national dataset is the 2013 census data (INE, 2013). The JMP calculations use it in a regression analysis with the other national survey data.

Drinking water

The JMP data (WHO/UNICEF, 2017) presented in Figure 6 show that Honduras has a high level of access to 'at least basic' drinking water services, this being all but universal in urban areas and 84% in rural areas. Those who don't have access largely use unimproved services (mostly unprotected wells and springs). Use of surface water is close to non-existent.

JMP has insufficient data on water quality to classify the percentage of the population with safely managed services. It does indicate though that accessibility is rarely a limiting factor. Access to an improved source is mostly through household connections as piped supplies with household connections are the standard technology. Availability is a problem, with only about 60% of the population indicating that they have water available when needed. This is caused by intermittent supplies, both in urban and rural areas. ERSAPS, the regulator, also states this as a key problem in urban areas. SIASAR indicates that water is provided 24 hours a day in about 60% of the rural water systems. However, there is a lack of data on water quality. In its last report (2016), ERSAPS only managed to get data for 11 urban service providers. Of the more than 3,000 rural water systems in SIASAR, water quality tests were only taken in about one third over the last five years. Of the tested water, only a third complied with bacteriological standards and only 20% with chemical standards. Extrapolating these data would mean that probably only 20-30% of the Hondurans are likely to receive safely managed services.

Differences in access according to wealth groups are more marked in rural areas, as coverage in urban areas is close to 100%. Within rural areas, the lower three wealth quintiles have similar levels of access, which is below the upper two in rural areas.

Finally, it is important to note that over the Millennium Development Goal period, Honduras experienced very high rates of change in access to at least basic services. If these rates of change can be maintained, Honduras could achieve 100% access to at least basic services in around 2030, and even earlier than that in urban areas.

Sanitation

With respect to sanitation, the situation is similar. There is relatively high coverage with basic services (80%), which is slightly higher in urban than in rural areas. Another 9% uses limited (i.e. shared) facilities, and the remainder practices open defecation or uses unimproved sanitation. The only data available is on urban wastewater treatment, but not on the management of faecal sludge from latrines and septic tanks. Therefore, it is difficult to assess the extent of safely managed sanitation. The limited data available shows that similar percentages of the population have access to latrines or septic tanks (both about 25%).

What sets different wealth groups apart in terms of access to sanitation is open defecation. This is concentrated in the lower two wealth quintiles (lower three in rural areas). Levels of use of unimproved and limited sanitation also reduce as the wealth quintiles go

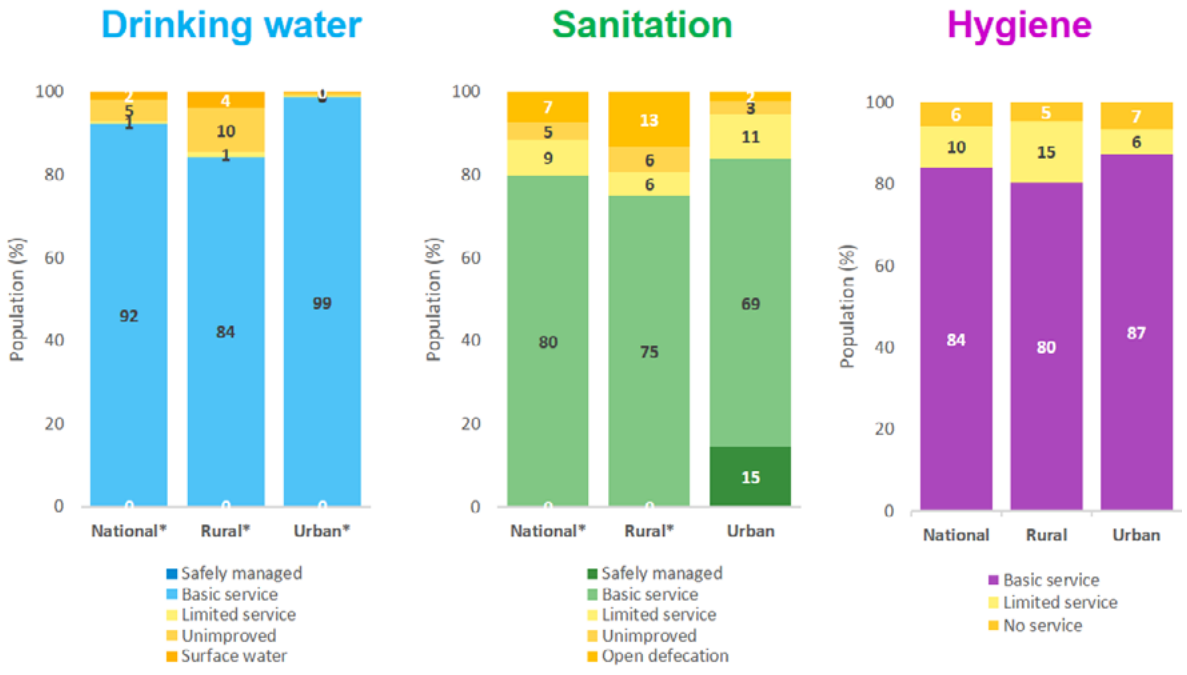


Figure 6: Service ladders for drinking water, sanitation and hygiene (UNICEF/WHO, 2017).

up, but less markedly as for open defecation.

During the Millennium Development Goal era, Honduras also experienced rapid growth in access to sanitation, particularly in rural areas. If that rate of change could be maintained, open defecation and use of unimproved sanitation could be eliminated a bit ahead of the 2030 SDG deadline. Linear extrapolation of rates of change, however, would not yield 100% coverage with basic services by 2030. This is largely because there is an expected growth in limited (shared) sanitation.

Hygiene
Access to hygiene services shows similar orders of magnitude as sanitation, that is around 84% of the population having basic services such as handwashing facilities with water and soap. Another 10% has a handwashing facility but no water or no soap.

Access to hygiene is a bit lower for the poorer wealth quintiles, but not markedly.

The time series to make any projections on hygiene towards the future is insufficient. But as the baseline figures are already relatively high, this is not likely to be the biggest bottleneck.

Extra-household settings
JMP will publish data on WASH at schools and health centres in the course of 2018. Once those are available, we will assess their quality and relevance. Current datasets on WASH at schools have widely diverging data and different indicator definitions. The MAPAS study (World Bank, 2016) used data from the database of the Ministry of Education, called SIPLIE. This indicates that only 16% of the primary and secondary schools in the country has an improved water source on the premises. SIASAR data indicate that 75% of the surveyed schools and health centres have an improved water source. The latter is probably closer to reality as in general the provision of water at extra-household settings is not a major issue. Schools and clinics are treated as any other user of a water supply system, that is they need to get a connection and pay for the water they use. If a community has a water supply, the school and clinic will usually also have one.

Though there is no data on this, sanitation and hygiene at schools are considered more problematic. The Education and Health Secretariats are responsible for school and clinic facilities, including sanitation and handwashing facilities. They need to install sanitation and handwashing facilities and provide funding for their maintenance. As funds are often limited, the WASH sector sometimes steps in, for example, by building toilets or handwashing facilities if a village has a WASH programme. The WASH sector also sometimes facilitates dialogue between school authorities and parents' associations to ensure that maintenance funds are established.

3.4.2 Service levels in associated municipalities

Data sources
The 2013 online census database can be used to derive the coverage at municipal level (and even at lower levels of disaggregation, such as specific villages). The questions related to water and sanitation in that census still relate to the Millennium Development Goal (MDG) definitions, so cannot be used one-on-one for the SDG era. As the 'improved' category from the MDG era is close enough to the SDG definition of 'at least basic' in the case of Honduras (very few instances of an improved source being further away than 30 minutes), it does not generate sufficient insight on these questions.

The 2013 online census database is readily accessible and can be used for all kinds of queries. It can also relate access to water and sanitation to other household characteristics. We have not done an equity analysis on this for this baseline.

To our knowledge, however, coverage data disaggregated to municipal level is not available from the annual Permanent Household Surveys or other surveys done by INE. These disaggregate data only go down to department level and not to municipal level. This means that municipalities do not have data on coverage between censuses.

Also other sources do not provide such data. SIASAR aims to provide data on coverage. But as SIASAR data is – so far – typically collected in villages which have a water supply system, it calculates the coverage of those systems. But it doesn't calculate the coverage for an entire municipality. Some municipalities keep a list of communities, indicating which ones have a water supply system, and which ones do not. They therefore define coverage more by community rather than household. That serves their planning purposes but it is not an official measure.

For PTPS – and by extension for IRC – this means that tracking coverage using secondary data per municipality is difficult. Most PTPS partners follow the informal lists of community municipalities with and without a system. As shown below, the challenge of reaching full coverage is now mostly one of reaching everyone within a community.

Drinking water supply and sanitation
With that caveat in mind, Table 4 presents the percentage of the population with access to improved drinking water and sanitation services.

Table 4 Percentage of the population with access to improved water and sanitation services (INE, 2013)

Municipality	Improved drinking water	Improved sanitation
Group 1: small rural municipalities with universal or close to universal access		
Camasca	92	94
Chinda	90	91
San Matías	94	94
Group 2: municipalities with a small town*		
El Negrito	91 (97.87)	92 (98.88)
Erandique	70 (97.65)	61 (84.56)
Jesús de Otoro	86 (97.81)	84 (97.78)
Marcala	89 (98.83)	94 (97.91)
San Antonio de Cortés	85 (94.80)	85 (95.80)
Trojes	63 (98.55)	77 (97.73)
Group 3: rural municipalities with low levels of coverage		
Candelaria	60	77
Colomoncagua	70	70
Dolores	44	65
Gualcince	77	72
Piraera	50	46
San Andrés	77	67

* For those municipalities which have a small town, the coverage is given in urban and rural areas respectively between parenthesis.

We can identify three broad groups of municipalities.

The first group of municipalities consists of three small rural municipalities with high levels of coverage. Villages in these municipalities are understood to have reached 100% water supply coverage since the census was done. That is, all villages in these municipalities have a water supply system – though in practice it is well known that not everyone in these villages is connected to the supply system. We see these as municipalities where the focus can exclusively be on 'forever', that is establishing mechanisms to ensure sustainability.

The second group consists of those municipalities which contain an urban area (small town). In these municipalities, the coverage differs between their urban and rural areas. In all these municipalities, the urban area has very high coverages of close to 100%, both for water supply and sanitation. Coverage in the surrounding rural areas ranges from low (in Erandique and Trojes) to moderately high (the other four municipalities). These municipalities closely reflect the national averages, with close to universal access in urban areas, and lower coverage in rural areas.

The third group are municipalities that are entirely rural, that is not having any settlement of more than 2,000 inhabitants. They all have levels of coverage that are far below the national average. These also differ from the ones in Group 1 in the sense that they have a larger population size. From a water supply and sanitation perspective, they represent a difficult situation as they have relatively large populations spread over many small hamlets. Special mention must be made of Dolores which appears to have the lowest coverage in this table. Since the figures were compiled, one multi-village water supply system has been completed, making this municipality now effectively covered. That would elevate Dolores to Group 1.

These data also reflect the fact that those municipalities located in the poorer departments of Intibucá and Lempira generally have lower levels of coverage.

Hygiene and WASH at extra-household settings
There is insufficient data at municipal level on hygiene, as the surveys used could not be disaggregated to this level. There is some data from SIASAR on hygiene, but it is based on broad assessments at community level, and not on household surveys.

For WASH at schools, we use the data from SIPLIE. These data broadly follow the three groups mentioned above. That is, in Group 1 (small municipalities with high coverage), access to water and sanitation at schools is also close to 100%. The same goes for four of the municipalities in Group 2 (municipalities with a small town). The two municipalities in this group with extensive rural areas (Erandique and Trojes) have low levels of access to WASH at schools. Finally, levels of access to WASH at schools are lowest in the municipalities of Group 3.

3.4.3 Performance in service delivery

Honduras has two information systems that provide data on the performance of service providers: SIRAPS (Regulatory Information System), managed by ERSAPS and focused only on urban service providers, and SIASAR (Rural Water and Information System), focusing exclusively on rural service providers. The urban providers generally cover both water supply and sewerage, though ERSAPS applies few indicators for the sewerage component.

Urban
The latest data from SIRAPS have been consolidated by ERSAPS (2016). This contains data from 38 urban providers out of the estimated 90 urban providers that exist in the country. Given the small number of providers for each model, it is difficult to identify clear tendencies in the performance between the different types of providers. Moreover, for some of the key performance indicators (like water quality), only a few providers reported data to ERSAPS. Nevertheless, key trends (below) could be identified.

- Very high volumes of water of more than 200 litres/capita/day are provided. These are the gross amounts supplied, as there is insufficient data from metering and in some instances the gross amounts

are even estimates. This indicates that water losses are very high.

- Low continuity in supply. Only two providers (both water committees!) reported 24 hour supply, and another two (both the private and mixed utility) have close to 24 hours supply. All the others have built-in rationing of supplies.

- Only 11 providers reported water quality data, and of these only three met the established parameters.

- Only 10 providers reported a financial balance. With the exception of two, these were all at or above a recovery ratio of 100%. But almost all had very poor financial management, with low turn-around time (the average time between billing and collecting tariffs), poor levels of liquidity and high levels of debt.

All in all, this shows that with a few exceptions, the performance of urban providers is very poor, both in terms of the level of service provided, and in financial management.

Among the associated municipalities, six providers operate in urban areas.

Table 5 Performance of urban providers in associated municipality

Municipality	Name of urban provider	Type of provider	Performance
El Negrito	Municipalidad de El Negrito	Direct administration	Poor
Erandique	JAA Erandique	Water committee	Very poor
Jesús de Otoro	JAPOE	Water committee	High
Marcala	Aguas de Marcala	Deconcentrated municipal unit	Good
San Antonio de Cortés			
Trojes			

These have a mixed performance record. The best performing provider – not only in this overview but in the entire country – is JAPOE in Jesús de Otoro. Aguas de Marcala also performs reasonably well. The others perform poorly. However, none of these providers presented full financial records.

Rural areas

SIASAR measures performance in service delivery on the basis of a number of indicators which are brought together on a scale from A to D, with A being best and D worst. This is applied at three levels.

- Community. At this level, indicators of access to water and sanitation at household and schools are measured.

- System. This includes indicators on the functionality of the different components of the water system, as well as of the level of service provided.

- Provider. This includes indicators on performance of the provider in its functions of operation, maintenance and administration.

Table 6 presents the data on the performance of rural service provision in terms of system and service provider performance. It presents the data for the more than 3,000 systems and providers currently in the SIASAR system nationally, as well as the more than 400 systems and providers in the focus municipality.

Table 6 Performance of rural service provision nationally and in focus municipalities (Source: SIASAR)

		A	B	C	D
System	National (n=3143)	67%	32%	1%	0%
	In focus municipalities (n=401)	67%	31%	0%	2%
Service provider	National (n=3398)	8%	70%	19%	2%
	In focus municipalities (n=421)	11%	51%	29%	9%

Two thirds of the systems score an A – both nationally and in focus municipality. This means that they generally provide a good service, even though in practice it may mean they fail on one or two service level indicators. The remaining one third shows deficiencies and score a B. Very few systems are completely non-functional because of the nature of the systems – mainly gravity-fed piped supplies – which rarely fail entirely.

Financial indicators

The financial service delivery indicators are analysed at two levels:

- service providers;

- municipalities as service authorities.

As mentioned above, only 10 urban service providers report financial data – which is a sign in itself. These urban service providers have cost recovery ratios of more than 100%, meaning that they cover their operation and maintenance costs. Given the fact that they mostly provide poor levels of service, and that the other financial indicators are poor, this represents a situation in which the providers only make ends meet by underspending on operation and maintenance, and not undertaking any capital maintenance.

A similar situation is found in rural areas. Of the 2,800 rural service providers, some 2,400 presented an operational ratio (ratio between monthly income and expenditure on operation and maintenance) of more than 1. At the same time, 80% of these service providers have tariffs of less than HNL 40 (about USD 2) per family per month, which is generally considered a level of tariff that is too low to cover operation and maintenance

costs adequately. A positive financial balance is obtained only by underspending on operation and maintenance, for example by not chlorinating the water or underpaying the water committees personnel like plumbers and caretakers. Detailed studies by Water For People in three PTPS associated municipalities using the AtWhatCost financial tool confirmed this. Even though the financial balances of the service providers are positive, this is achieved by underspending on operation and minor maintenance. It also means that levels of saving for capital maintenance are minimal.

The shortfall for capital maintenance is usually covered by: 1) rehabilitation projects; 2) ad hoc contributions from municipalities; or 3) non-repairs. For service delivery to be sustainable, whatever part of capital maintenance that cannot be covered by service providers through tariffs, would need to be added to the municipalities' balance sheets. At present, PTPS is practicing this in its associated municipalities. However, the results of this exercise are not available at the time of writing.

Finally, we looked into the financial indicators of municipalities for their spending on direct support (Smits et al., 2017). This yielded in-depth insight into current spending on this support, and the ideal spending pattern. The details of how much each of the municipality spends are available in Smits et al. (2017). These can serve as a baseline for tracking progress towards an ideal level of spending. However, no sector specific benchmarks could be identified.

3.5 Assessment of the strength of the building blocks

This section assesses the strength of the WASH system, as expressed by the score of the building blocks. It does so by providing:

- the score per building block for each sub-sector (water, sanitation, hygiene, and extra-household settings – split between WASH at schools and WASH at health centres), differentiated between national sector level and the associated municipalities.

Annex 3 describes the scoring methodology and the underlying statements that are used to assess the building block.

The final section reflects on the overall strength of the WASH system.

3.5.1 Policy and legislation

This section reviews the policy and legislative framework for the various sub-sectors, both nationally and at decentralised level. It assesses whether a legal framework is in place, alongside a policy or strategy that guides the sector. It also assesses whether there are norms and standards and guidelines.

Table 7 Strength of the building block: Policy and legislation on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	4.5	4.0	3	4	2
Associated municipalities					
Group 1					
Camasca	4.3				
Chinda	5.0				
San Matias	2.7				
Group 2					
El Negrito	5.0				
Erandique	4.3				
Jesús de Otoro	5.0				
Marcala	2.7				
San Antonio de Cortés	5.0				
Trojes	3.0				
Group 3					
Candelaria	3.7				
Colomoncagua	1.3				
Dolores	4.3				
Gualcinse	3.7				
Piraera	3.7				
San Andrés	3.7				

National level
At sector level, this building block scores high. The Framework Law of 2003 has put a clear framework for the WASH sector in place. It clearly establishes the institutional responsibilities, decentralises service provision to municipalities, and defines the main service delivery models for water and sanitation. However, it lacks detail on hygiene promotion. Similarly, since 2011 (CONASA, 2011) a comprehensive WASH policy sets the vision of universal access with sustainable WASH service provision, and elaborates a number of policy objectives and strategies. It clearly articulates differences for water, sanitation and hygiene.

In addition, the sector has an elaborate set of technical norms and standards for both the levels of service to be provided and for the quality of work. Finally, there are many guidelines and manuals for different aspects of service delivery: from project cycle management to implementation of work, from establishing service providers to carrying out health and hygiene promotion.

The main weakness of this building block lies in the harmonisation and dissemination of the various manuals. Though the manuals may exist, they are not readily available, nor do they have an official or obligatory character. Several projects and programmes have their own manuals and guidelines, leading at times to confusion as to which takes precedence. For sanitation in particular, there is still scope to further standardise approaches.

Associated municipalities
For this building block, water and sanitation were scored jointly as the main aspects scored should cover both these sub-sectors. Over the years, most municipalities have developed municipal WASH policies which articulate the WASH targets of municipalities as well as the main policies and strategies to achieve these. Some municipalities also issue ordinances around WASH, which have a more binding character. Finally, we saw some differences in the knowledge among municipal technicians of the national framework. Within this building block, the differences between municipalities are minor. The municipalities in Group 2 score slightly higher than those in Group 3. This is probably related to their capacity.

3.5.2 Planning

The assessment of the planning building block refers to the extent to which there is a planning framework available for WASH services – referring both to the content and process of these plans, both at national and decentralised level, as well as the extent to which these planning processes at different levels are linked.

National level
The planning building block scores moderately, due to the fact that there is a reasonably strong national WASH plan (PLANASA in Spanish) that articulates the needs for WASH infrastructure development and its capital maintenance. PLANASA is based on a vision of universal access with sustainable services and provides sufficient differentiation between the various sub-sectors.

Table 8 Strength of the building block: Planning on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	2.4	2.4	2	2	2
Associated municipalities					
Group 1					
Camasca	1.0	1.0	1	1	1
Chinda	1.0	1.0	1	3	3
San Matias	1.0	1.0	1	1	1
Group 2					
El Negrito	5.0	5.0	5	3	3
Erandique	4.2	4.2	5	3	3
Jesús de Otoro	4.2	4.2	5		
Marcala	1.0	1.0	1	1	1
San Antonio de Cortés	5.0	5.0	5	3	3
Trojes	1.0	1.0	1	1	1
Group 3					
Candelaria	3.4	3.4	5	1	1
Colomoncagua	1.0	1.0	1	3	3
Dolores	1.0	1.0	1	3	3
Gualcinse	4.2	4.2	5	3	3
Piraera	4.2	4.2	5	3	3
San Andrés	4.2	4.2	5	3	3

PLANASA is also being used as reference for municipal plans.

The main weaknesses of PLANASA is that it is largely narrative. It doesn't have a well-articulated financial section. In combination with the points made above on financing, it means that PLANASA lacks both realism and clear guidance towards the various actors for their financial responsibilities in executing the plan. It also means that it cannot be used as an effective tool for coordinating planning with the various donors.

Decentralised level
After PLANASA was approved, some effort has been undertaken to support municipalities in developing municipal WASH plans. Indeed, a number of the municipalities associated with PTPS have such plans. They articulate the municipal vision and targets for WASH, and the main strategies to be followed at municipal level to reach these targets. There are a number of concerns around these plans, though.

- There is still a big divergence in the scope and methodology of these plans, as their processes and templates are still under development. In the first set of plans that was developed, it was felt that the plans' content was very narrative in nature and lacked financial detail. There was also a big overlap between municipal WASH policies, and it was not clear what the difference should be between the municipal policies and municipal plans. An effort has been underway since 2018 to standardise the approach and scope of the municipal WASH plans.
- The stakeholder engagement process differs a lot. Most of the municipal WASH plans are only developed in the context of support by national government or supporting NGOs. To our knowledge, no municipality has developed a plan on its own initiative or account. This has meant that, in some cases, consultants have been hired to facilitate the process, but there has been little buy-in from the municipalities or from other stakeholders.

3.5.3 Institutional

This section reviews the strengths of the institutions building block and assesses whether: the institutional framework is clearly defined for the various sub-sectors; these institutions are well understood; and, whether the institutions are actually in place, and with the staffing that is required.

National level
The table above shows that at sector level, this building block scores moderately. The institutional roles are reasonably well-defined, separating the roles of policy-making and planning, regulation, infrastructure development and technical support. This separation of roles is the product of the reform process started with the Framework Law of 2003. However, unclear relationships and lines of accountability remain, particularly with CONASA being both a coordinating body and its technical branch having a policy-making and planning function. Further, CONASA falls under SANAA, which in turn falls under IDECOAS.

Table 9 Strength of the building block: institutional on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	2.8	2.5	2	3	3
Associated municipalities					
Group 1					
Camasca	3.5	3.5	4	4	4
Chinda	1.5	1.5	2	2	2
San Matias	1.5	1.5	1	1	1
Group 2					
El Negrito	1.8	1.8	1	1	1
Erandique	1.8	1.8	1	1	1
Jesús de Otoro	2.5	2.5	3	3	3
Marcala	2.5	2.5	2	2	2
San Antonio de Cortés	1.8	1.8	1	1	1
Trojes	1.8	1.8	2	2	2
Group 3					
Candelaria	1.5	1.5	1	1	1
Colomoncagua	1.5	1.5	1	1	1
Dolores	3.3	3.3	5	5	5
Gualcinse	2.0	2.0	2	2	2
Piraera	1.5	1.5	1	1	1
San Andrés	1.5	1.5	1	1	1

The other reason why this building block scores moderately is because of its lack of staffing despite having defined the level of staff complement that is needed. CONASA is particularly weak in this, with very limited staff and a lack of autonomy in defining its own human resources requirements. ERSAPS too has limited staffing.

The score for the water, sanitation and hygiene sub-sectors is similar, as there is no differentiation for the institutions for the sub-sectors of water, sanitation and hygiene at national level. The mandates of the institutions cover the WASH sub-sectors, and there is no meaningful difference in the institutional mandate for these sub-sectors.

The provision of WASH services at schools and clinics does not fall under the institutional set-up (with authorities and providers) of the WASH sector. These are the responsibilities of the Education and Health Secretariats respectively, but it does require coordination of efforts between those Secretariats and the WASH sector institutions.

Service delivery models
The table above does not present the differentiated scores between the various service delivery models for water and sanitation. In general, the institutional framework is clear for the three main sanctioned models for water supply: utilities, deconcentrated units and water committees. Their responsibilities and relationships are well-defined. A common weakness in all these models is the institutional support. Both water committees and deconcentrated units require significant technical assistance, and indeed initiatives and efforts are in place to support their establishment and training. However, these tend to be project-based, and there are no permanent institutions with the capacity to provide support.

Associated municipalities
As can be seen, only a few municipalities score high on this building block (Camasca and Dolores, and to some extent Jesús de Otoro and Marcala), and this building block scores lower on average at municipal level than at national level. Looking at the underlying factors, we can see that a larger number of municipalities have the required institutional framework and some staff capacity in place – though these are not sufficient. Where most municipalities score low is in the lack of support they get from higher levels of government. Most do get some support, but it is very ad hoc and mostly based around projects. Moreover, municipalities have a similar ad hoc relationship with their service providers. These relationships are not regulated through contracts, authorisations, licenses or similar.

For each municipality, there is no difference in the score for water, sanitation and hygiene, as the municipal institutions cover all these sub-sectors.

3.5.4 Financing

The assessment of the financing building block centres on the extent to which the financing sources and mechanisms for the various cost categories are clearly defined, and the extent to which these are available in comprehensive budgets for the sector and sub-sectors.

National level
The recently approved financial policy (CONASA, 2015) for the water sector has shed some light on the responsibilities and mechanisms for financing the various costs of service delivery. These are best reviewed one-by-one.

- **Capital investments.** Responsibility for this lies in the first instance with municipalities. They can use the transfers they get from central government or their own tax revenue. In addition, central government can make capital investments. It can also access loans and grants from donors or multi-laterals for this. However, neither municipalities nor central government have a dedicated budget line for WASH investments. Any investments are project or programme-based. The financial policy expresses the need to establish some kind of WASH fund through which financing is derived from private investors and public funds. This idea has been around for a long time in the sector, but concrete steps forward have never been taken.

- **Operation and minor maintenance expenditure.** The tariff guidelines from the regulator make it clear that these need to be financed through tariffs. As only a few urban providers report financing data, it is not possible to assess whether these costs are indeed fully covered by tariffs. But given the limited performance in other financial indicators, it is likely that most urban providers just break even or actually run at a loss. In rural systems, tariffs are effectively the only way to cover operating expenses. But tariffs are often well below what is needed for effective operation and maintenance.

- **Capital maintenance expenditure.** The regulatory guidelines indicate that depreciation of assets should be included in the tariffs, and that capital maintenance is thus paid from tariffs. This is clearly an unrealistic expectation, at least for rural areas. Studies have indicated that current tariffs are barely enough or even too low to cover operating expenses, let alone capital maintenance. In effect, it means that local governments support capital maintenance by funding large repairs or even complete rehabilitation projects on an ad hoc basis.

- **Direct support costs.** The financial policy for the sector makes it clear that the costs related to direct support are the responsibility of

municipalities in their role as service authorities. The study by Smits et al. (2017) made it clear that municipalities are indeed covering these costs, though probably not to the full extent needed. Furthermore, there is a lack of clarity towards municipalities on how much they need to spend on direct support and how it is to be funded.

All in all, the financial framework remains poorly developed. The tariff structure is very clear, but lacks realism in the extent to which operating expenses and capital maintenance expenditure can indeed be covered through tariffs. Moreover, there is no mechanism to enforce adequate tariffs. As a result, while the public sector does spend on capital maintenance, it is in an ad hoc manner. This eventually competes with the need for capital investment. There are again no clear frameworks to ensure that sufficient monies are spent on this, as there are no dedicated budget lines for WASH in the national or municipal budget. This also makes it impossible for central government to steer or orient municipalities to invest in WASH.

As a result, there is no regular nor comprehensive overview of current budgets or expenditure on WASH. Only occasional studies, such as the Public Expenditure Review (World Bank, 2014) or the MAPAS analysis (World Bank, 2017) provide an estimate of total expenditure. This makes continuous tracking of finance for WASH impossible, both at sector and at decentralised level.

On a positive note, the Public Expenditure Review showed that as decentralisation progressed, municipalities did start to invest more in WASH, even disproportionately more than what may be expected based on the degree of fiscal decentralisation. But this differs widely from one municipality to another, depending on the degree of priority a municipality gives to WASH.

Decentralised level

The overall trend described above is echoed in the associated municipalities. In the absence of clearly defined financial frameworks, most municipalities take an ad hoc approach to budgeting for WASH, both for capital investments and recurrent costs such as capital maintenance and direct support. The bigger municipalities with a higher level of coverage tend to score a bit better on this building block, as these are ones that have had intensive support from PTPS members. As such, they are more aware of the need to invest in WASH and have set up mechanisms for doing so.

Table 10 Strength of the building block: financing on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	1.8	1.8	2	1	1
Associated municipalities					
Group 1					
Camasca	3.5	3.5	1	3	3
Chinda	2.0	2.0	1	1	1
San Matias	1.5	1.5	1	2	2
Group 2					
El Negrito	2.0	2.0	1	4	4
Erandique	2.0	2.0	1	1	1
Jesús de Otoro	3.5	3.5	1	3	3
Marcala	2.0	2.0	1	2	2
San Antonio de Cortés	2.0	2.0	1	4	4
Trojes	1.5	1.5	1	2	2
Group 3					
Candelaria	1.0	1.0	1	1	1
Colomoncagua	1.0	1.0	1	1	1
Dolores	4.0	4.0	1	4	4
Gualcinse	1.5	1.5	1	1	1
Piraera	1.0	1.0	1	2	2
San Andrés	1.0	1.0	1	1	1

3.5.5 Infrastructure development and management

Though infrastructure is one building block, there are two assessments. The first focuses on infrastructure development, referring to whether procedures and mechanisms for infrastructure development are adequate. The second focuses on the extent to which responsibilities, capacities and resources for infrastructure management (operation and maintenance and asset management are adequate).

National level
The building block for water infrastructure development scores well. Honduras has developed extensive and elaborate processes and procedures for this. These stem from many years of experience in implementing large-scale infrastructure programmes in which technical guidelines and manuals were improved and adjusted. There are a few – minor – points where the building block still falls short.

- The intervention model is not sufficiently differentiated for all segments of the sector. For example, the dispersed rural areas segment has no specific model that is apt for that segment, but work is underway to develop these.

- In the field of sanitation, there is still room to improve the infrastructure development processes. That is, the current model is mainly one of largely subsidised external intervention projects developing household sanitation infrastructure. Various NGOs have been experimenting with more self-supply based approaches, or market mechanisms, but these remain minor experiments. At national level, there is a need to look more carefully at the sanitation models.

- Standardisation of intervention models. Various programmes may have their own specific guidelines and manuals for infrastructure development. These do not differ substantially from the overall models in use. But there are differences in some of the details.

For infrastructure asset management, the building block scores moderate. Asset ownership is clearly defined as being with the service provider, while the local government is just the authority. But this is not always clearly understood. What is clearly defined and understood is that the provider is responsible for all asset management, including eventual replacement. However, as discussed in the finance section above, the financial responsibility that this implies is not realistic, and service authorities end up covering a large part of the capital maintenance costs and doing the corresponding work. This is also compounded by the fact that the guidelines for asset management are generally limited to operation and maintenance. There are clear guidance and training manuals for that for service providers, particularly JAAPs. However, these do not go as far as major or strategic asset management. Nor do authorities take a strategic asset management

Table 11 Strength of the building block: infrastructure development and management on a scale of 1-5

	Development		Management	
	Water supply	Sanitation	Water supply	Sanitation
National	4.2	4.0	2.8	3
Associated municipalities				
Group 1				
Camasca	4.7	4.7	2.3	2.3
Chinda	4.3	4.0	2.5	2.5
San Matias	4.7	4.7	2.3	2.3
Group 2				
El Negrito	4.7	4.3	3.3	3.3
Erandique	4.3	4.3	2.0	2.0
Jesús de Otoro	4.7	4.7	2.8	2.8
Marcala	4.7	4.3	2.0	2.0
San Antonio de Cortés	4.7	4.7	3.3	3.3
Trojes	4.0	4.0	1.8	1.8
Group 3				
Candelaria	4.3	4.7	1.8	1.8
Colomoncagua	4.0	4.3	1.8	1.8
Dolores	4.7	4.7	2.3	2.3
Gualcinse	4.3	4.3	1.8	1.8
Piraera	4.3	4.3	1.8	1.8
San Andrés	4.3	4.7	1.8	1.8

approach for all infrastructure in their area of jurisdiction. Through tools like SIASAR, municipalities have access to an inventory of all the assets in their area, but they have not taken the step of using this data for planning and projecting asset management activities.

Decentralised level
This difference at sector level repeats itself at decentralised level. The infrastructure development building block is the one where most municipalities score good or very good, whereas the score of the infrastructure management building block is more modest. The differences between municipalities are explained by whether municipalities have an inventory of all the assets in their area of jurisdiction and the extent to which they are providing support to service providers in asset management. Clearly the municipalities in group 3 score lowest on this account.

3.5.6 Regulation

This building block refers to a dedicated entity tasked with regulatory functions, and the extent to which it is fulfilling these through various instruments and the data it uses for this purpose.

National Level
Honduras has an independent regulator, ERSAPS, that is equipped with regulatory functions. In addition, municipalities are expected to fulfil several of the regulatory functions through a local support and control unit (USCL) and a regulatory technician. Smaller municipalities have the option of placing the role of the regulatory technician in another staff member, or sharing that staff member with other municipalities. Where this building block scores lower is in the actual exercising of the various regulatory functions. Initially, ERSAPS put most of its effort in the regulation of urban providers, so the regulatory process only extends partially to rural areas. Moreover, it still struggles to enforce regulations, as not all providers report their data, and apart from the biggest providers, not all enforcement mechanisms are applied systematically. Finally, it has put most emphasis on water supply and to a much lesser extent on sewerage.

Decentralised level
At decentralised level, the score of this building block is mostly weak. Most municipalities have a regulatory technician in place, or someone who exercises this role, but only a few have a duly established USCL as a platform for monitoring and control. As a result, the exercising of the regulatory functions is non-existent to very limited. The few exceptions are those municipalities with a duly established urban provider, like Jesús de Otoro, El Negrito and San Antonio de Cortés. These municipalities have a greater urgency for a regulator and have received prioritised support to establish regulatory functions.

Table 12 Strength of the building block: regulation on a scale of 1-5

	Water supply	Sanitation
National	3.7	3.0
Associated municipalities		
Group 1		
Camasca	2.5	
Chinda	1.5	
San Matias	1.3	
Group 2		
El Negrito	3.5	
Erandique	1.3	
Jesús de Otoro	3.3	
Marcala	1.3	
San Antonio de Cortés	3.5	
Trojes	1.3	
Group 3		
Candelaria	1.3	
Colomoncagua	1.3	
Dolores	1.3	
Gualcinse	1.3	
Piraera	1.3	
San Andrés	1.3	

3.5.7 Monitoring

This building block is assessed on the basis of: monitoring systems for the various sectors and sub-sectors and segments of the population; the extent to which these systems cover the entire country; and the extent to which these systems are used and updated.

National level
As in several of the other building blocks, the monitoring building block on water services only scores moderately. There are two main service delivery monitoring systems present in the sector: SIASAR for rural WASH services and SIRAPS for urban WASH providers. The latter is seen by the regulator as a purely regulatory information system, whereas SIASAR is seen more as a performance monitoring system. Both these systems use similar methodologies and indicators to assess the performance of service providers, both in terms of providing access and an adequate level of service.

Both systems face similar challenges in the sense that they contain data only from part of the service providers. SIASAR contains the data of about half of the total estimated number of providers, and SIRAPS lacks data from all urban providers. Receiving updates from the information is also proving challenging. There is no enforcement mechanism to ensure that regular updates are received from providers or authorities. SIRAPS is used by the regulator to prepare annual reports and for its own regulatory process. SIASAR is also seeing some of its data used, for example by organisations that work with municipalities on planning. But it is not proactively used by municipalities or service providers themselves.

So far, no macro-level analysis of SIASAR has been made by the Government.

Within the SIRAPS and the SIASAR systems, the sanitation and, above all, the hygiene component is non-existent to weak. SIRAPS only contains data on sewerage as and when the urban service provider is responsible for it. There is no data on household sanitation. SIASAR has some data on access to household sanitation, but these are mainly based on estimates at community level and not on household survey data.

The INE is also an important source of data for monitoring progress towards universal access to WASH services. The JMP country sheet for Honduras indicates that surveys are being produced almost every year to estimate progress in access to WASH services. The INE website also provides detailed information on access levels. Nevertheless, the data is little used by government entities.

Decentralised level
This is the building block that shows the most marked differences between municipalities. About half the municipalities have applied SIASAR to all their service providers and are using these data. Others have started to apply it, but only to part of the providers or without really using the data. Only one municipality (Dolores) has not applied SIASAR at all. What is notable is that the municipalities that have had most support – through PTPS or otherwise – score best. That is, only with support have they been able to apply and use SIASAR.

3.5.8 Water resources management

The strength of the water resources management building block is measured by the extent to which there are policy and legislation, institutions and instruments in place for water resources management, and the extent to which WASH organisations (both provider and authorities) are represented. At decentralised level, it also refers to the extent to which providers and authorities undertake local water resources management measures such as source protection.

National level
This building block scores moderate at national level. A law is currently being instituted for water resources management and designating a clear national body responsible for water resources management (Ministry of Environment). It is authorised to establish catchment management bodies, which in turn are responsible for planning developments at catchment level. These bodies can be composed of user groups, including representatives of water committees, and service authorities such as municipalities.

Where this building block is not faring well is in the Ministry's lack of instruments and the still limited establishment of catchment management bodies.

Table 13 Strength of the building block: monitoring on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	**2.8**	1.8	1	2	1
Associated municipalities					
Group 1					
Camasca	3.5	3.5	4	4	4
Chinda	3.8	3.8	5	5	5
San Matias	3.8	3.8	4	4	4
Group 2					
El Negrito	4.8	4.8	5	5	5
Erandique	2.8	2.8	4	4	4
Jesús de Otoro	3.5	3.5	3	3	3
Marcala	2.8	2.8	3	3	3
San Antonio de Cortés	4.8	4.8	5	5	5
Trojes	2.5	2.5	3	3	3
Group 3					
Candelaria	2.8	2.8	4	4	4
Colomoncagua	2.8	2.8	4	4	4
Dolores	1.0	1.0	1	1	1
Gualcinse	2.8	2.8	4	4	4
Piraera	2.8	2.8	4	4	4
San Andrés	2.8	2.8	4	4	4

Decentralised level
At decentralised level, the scores are similar to those at sector level. Water committees have various possibilities to – and actually do – engage with source and catchment protection and management works. Also, several municipalities have local catchment management organisations – even though these not formally mandated by law. So even if the formally mandated institutions are lacking, there are water resources management tasks that can be done locally.

Table 14 Strength of the building block: water resources management on a scale of 1-5

	Water supply	Sanitation
National	3.0	3.0
Associated municipalities		
Group 1		
Camasca	2.8	2.8
Chinda	2.8	2.8
San Matias	3.0	3.0
Group 2		
El Negrito	3.0	3.0
Erandique	2.6	2.6
Jesús de Otoro	3.2	3.2
Marcala	2.8	2.8
San Antonio de Cortés	3.0	3.0
Trojes	2.6	2.6
Group 3		
Candelaria	2.8	2.8
Colomoncagua	2.6	2.6
Dolores	3.0	3.0
Gualcinse	2.6	2.6
Piraera	2.6	2.6
San Andrés	2.6	2.6

3.5.9 Learning and adaptation

The assessment of the learning and adaptation building block is based on the extent to which there are multi-stakeholder platforms for learning and mechanisms to take the lessons learned into policy making processes.

National level
This building block seems to score relatively low. This is not due to a lack of learning opportunities as there are several platforms for learning including: the RASHON (Water and Sanitation Network of Honduras); the PTPS partnership itself; and several ad hoc working groups on specific issues. These usually include the main sector entities such as government, NGOs and donors. In addition, there are several stakeholder platforms such as the roundtable of WASH donors and the sector roundtable. What is limiting the score of this building block is the degree to which these platforms are institutionalised. The RASHON has been the most permanent body, but has faltered in recent years due to lack of funding. The sector roundtable does not meet regularly.

Through these platforms there is continuous reflection and learning on a range of themes. But again, the extent to which these learnings are systematically taken up in policy and in practice is limited. This is in part due to the limited capacity for policy formulation – as discussed in one of the previous sections – but also due to the limited documentation and consolidation of the learnings in the form of manuals and guidelines on the one hand, and research and study reports on the other.

Finally, there is little connection between learning at sector level and at decentralised level. It remains difficult to effectively disseminate learnings from national level to all municipalities, or to bring municipal voices to the sector tables.

Decentralised level
There are no formal platforms exclusively for learning on WASH at municipal level. In theory, the mandated COMAS act as the main multi-stakeholder platform on any WASH issues, so could also cover learning. In addition, many municipalities have associations of water committees (AJAM), which serve as mutual technical support. In reality, however, these barely function as platforms for learning, instead mostly for coordination or at most information between the municipality and water committees. Where they are used for learning in a broader sense, such as for training, this is often ad hoc.

Table 15 Strength of the building block: learning and adaptation on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
National	2.5	2.5	2	2	1
Associated municipalities					
Group 1					
Camasca	1.4	1.4	1	1	1
Chinda	1.0	1.0	1	1	1
San Matias	1.2	1.2	1	1	1
Group 2					
El Negrito	1.4	1.4	1	1	1
Erandique	1.2	1.2	1	1	1
Jesús de Otoro	1.4	1.4	1	1	1
Marcala	1.0	1.0	1	1	1
San Antonio de Cortés	1.4	1.4	1	1	1
Trojes	1.0	1.0	1	1	1
Group 3					
Candelaria	1.0	1.0	1	1	1
Colomoncagua	1.0	1.0	1	1	1
Dolores	1.2	1.2	1	1	1
Gualcinse	1.0	1.0	1	1	1
Piraera	1.0	1.0	1	1	1
San Andrés	1.0	1.0	1	1	1

3.5.10 Overall strength of the WASH system building blocks

National level
The overall scores of the building blocks at sector level for the four sub-sectors are presented below.

Table 16 shows a sector that is moderately developed and most of whose building blocks score intermediate. Only the building blocks for policy and legislation, infrastructure development and regulation are well-developed. This reflects a sector that has a clear policy and legal framework and that has historically focused very much on infrastructure development. It is probably one of the reasons why it has made good progress towards the MDGs and coverage in general. However, for the building blocks that are essential for strong service delivery – like financing, infrastructure management and monitoring and regulation – the scores are more modest. In general, the frameworks and instruments are in place. The institutional framework for service delivery is clearly defined; there is a financing policy that has started to better articulate responsibilities for financing; there are service delivery monitoring systems that are in the process of being applied. But these all lack application at scale. For example, many municipalities have only put part of the institutional framework in place; monitoring data is not analysed or used for planning; and the financial frameworks for capital maintenance are neither sufficiently developed nor realistic.

Strength of building blocks at decentralised level
The limited degree of application of these frameworks largely has its roots in the fact that WASH services are decentralised to municipalities but without a compliance mechanism. Municipalities have the autonomy to decide if they prioritise WASH or not, and hence whether they put the institutions in place, how much finance they dedicate to the sector, and whether or not they monitor the services. There are no incentives or penalties for fulfilling their service authority functions. These are limiting factors for the wide-scale application of the various frameworks in the sector.

This is also shown by the number of municipalities in which the building blocks score strong or very strong, or non-existent.

This shows that policy and legislation and infrastructure development are also generally strong at municipal level. Institutions, regulation and learning and adaptation are the building blocks that generally score lowest at municipal level. In finance, planning and monitoring there is quite some difference between municipalities, showing the fragmented nature with which these are applied.

Table 16 Scores of the building blocks for the four sub-sectors at national level on a scale of 1-5

	Water supply	Sanitation	Hygiene	WASH at schools	WASH at health centres
Policy and legislation	4.5	4.0	3	4	2
Planning	2.4	2.4	2	2	2
Institutional	2.8	2.5	2	3	3
Finance	1.8	1.8	2	1	1
Infrastructure development	4.2	4.0			
Infrastructure management	2.8	3.0			
Regulation	3.7	3.0			
Monitoring	2.8	1.6	1	2	2
Water resources management	3.0	3.0			
Leaning and adaptation	2.5	2.5	2	2	1

Table 17 Spread of scores by number of municipalities (out of total 15)

Building block	Number of municipalities scoring strong or very strong	Number of municipalities scoring non-existent/very weak
Policy and legislation	11	1
Planning	7	7
Institutional	1	10
Finance	3	7
Infrastructure development	15	0
Infrastructure management	0	6
Regulation	2	11
Monitoring	6	1
Water resources management	0	0
Leaning and adaptation	0	15

Difference between sub-sectors

There are only a few differences between the various sub-sectors. Sanitation lags a bit behind water supply on aspects of monitoring and regulation. This pertains specifically to on-site sanitation where, admittedly, monitoring and regulation is more difficult.

These findings are also echoed in other sector assessments. The MAPAS (CONASA, 2016) study concludes that Honduras is strong in policies (what is called policy and legislation here), but much weaker in planning and budgeting. It also scores higher in the execution and results of WASH infrastructure development, and lower again in the sustainability and capital maintenance of services. Also, sanitation scores lower than water.

Fuente: MAPAS II

Figure 7 MAPAS scoring sheet (CONASA, 2016)

Differences in strength of the building blocks in associated municipalities

In order to assess the strength of the WASH system at decentralised level, we looked at the number of building blocks that score good or very good, as well as the number of building blocks that score non-existent/very weak. This was done only for water, as the scores for sanitation are almost the same.

Table 18 shows that there are four municipalities with a large number of strong or very strong building blocks and few with non-existent/very weak (Camasca, El Negrito, Jesús de Otoro and San Antonio de Cortés). As explained above, these are municipalities that have received strong support for a longer period. Moreover, three of them have a small town, and are thus deemed to have generally higher capacity.

Four of the municipalities have many non-existent building blocks and a few strong or very strong ones: San Matías, Trojes, Candelaria and Colomoncagua. This is a mixed group of municipalities. San Matías and Trojes have had some support recently, and San Matías has achieved almost 100% coverage, with few of the building blocks in place. Candelaria and Colomoncagua have had less support.

In general, the municipalities in Group 3 perform worst, and the ones in Group 2 perform best.

Table 18 Strength in building block scores of the water sector in the associated municipalities

	Number of building blocks scoring strong or very strong	Number of building blocks scoring non-existent/very weak
Group 1		
Camasca	5	2
Chinda	3	4
San Matias	2	5
Group 2		
El Negrito	5	2
Erandique	3	3
Jesús de Otoro	5	1
Marcala	1	3
San Antonio de Cortés	5	2
Trojes	1	6
Group 3		
Candelaria	2	5
Colomoncagua	1	7
Dolores	3	4
Gualcinse	3	4
Piraera	3	5
San Andrés	3	5

4. Scoring of behaviour change of WASH actors

This section presents the scoring for each development or intermediate outcome of the IRC Theory of Change, except the development on the strength of the WASH system, which was presented in the previous chapter. For each development, we present the score at national level for the various sub-sectors, followed by the scores for the associated municipalities.

Annex 2 describes the scoring methodology and the indicators used to assess the developments.

4.1 Political leadership

The scoring of the 'Political Leadership' development is based on the extent to which the highest levels of the executive set targets for WASH; include these targets in broader development plans; and commit to mobilising funds for these purposes.

Table 19 Score for the political leadership on a scale of 0-100

	Water supply	Sanitation	Hygiene	WASH at extra-household setting
National	52	47	43	43
Associated municipalities				
Group 1				
Camasca	57			
Chinda	35			
San Matias	50			
Group 2				
El Negrito	68			
Erandique	55			
Jesús de Otoro	65			
Marcala	33			
San Antonio de Cortés	68			
Trojes	50			
Group 3				
Candelaria	50			
Colomoncagua	40			
Dolores	75			
Gualcinse	50			
Piraera	37			
San Andrés	53			

National level

At national level, the vision of achieving SDG 6 means that sector entities are assigning high priority for WASH. However, within the overall development plans of the country, WASH takes a less prominent place. The difference in score between the four sub-sectors reflects the fact that greater priority is given to water than to the other three sub-sectors – but these differences are relatively small.

Associated municipalities

The scores for the political priority assigned to the sub-sectors of WASH in each municipality are derived from the extent to which municipalities have set ambitious targets in municipal WASH policies and/or municipal WASH plans, and are committing to these. The main observation is that the municipalities that have consistently received support over a longer period of time – such as El Negrito, Jesús de Otoro and San Antonio de Cortés – have relatively high levels of political commitment. Overall, the municipalities in Group 2 (i.e. those with a small town) score higher on this. It could thus be that the municipalities with more capacity are listed in this group and these are the ones that give higher political priority to WASH.

4.2 Partnerships

The 'Partnership' development is assessed on the extent to which an operational partnership is formed around the achievement of SDG 6, and whether that has led to a better articulation of roles in the sector by the members of the partnership.

Table 20 Score for the degree of partnership on a scale of 0-100

	Water supply	Sani-tation	Hygiene	WASH at extra-household settings
National	61	60	55	55
Associated municipalities				
Group 1				
Camasca	62			
Chinda	42			
San Matias	62			
Group 2				
El Negrito	62			
Erandique	42			
Jesús de Otoro	62			
Marcala	42			
San Antonio de Cortés	62			
Trojes	42			
Group 3				
Candelaria	42			
Colomoncagua	42			
Dolores	62			
Gualcinse	42			
Piraera	42			
San Andrés	42			

National level
At national level, there is a strong partnership under the PTPS umbrella, with the participation of government, NGOs and associated municipalities. The partnership is driven by the vision of 'everyone, forever' in which everyone is reached with WASH services. There is increasing clarity within the partnership on the roles and rules of the partnership. Several members find it difficult to change the way they operate, particularly shifting away from a project approach. Often, it is the government itself that least complies with its roles and responsibilities.

Even though it is water supply that garners most attention in operational discussions, the partnerships operate under the vision of all the sub-sectors, so the score across the sub-sectors is very similar.

Municipal level
The difference in the scores between the municipalities is due to the fact that some follow the specifications of the Framework Law or the Municipal policies more closely than others, and have a strategic plan in place that defines the roles and responsibilities of all municipal stakeholders. The ones with the higher score are the ones that have had most support from PTPS members.

4.3 Use of service delivery models

This development is scored based on the extent to which stakeholders – at national or municipal level – follow the agreed upon service delivery models, and coordinate these with adjacent sectors where relevant.

National level
At national level, there is reasonable progress in adopting the main service delivery models. Still, a few municipalities use models that are to be phased out, like provision by SANAA or direct administration. The main segment for which no service delivery model has been developed is rural dispersed areas. Delivery models in this segment are under development. Where this indicator also scores slightly lower is in the coordination with adjacent sectors such as health and education.

Municipal level
At municipal level, there are minor differences in scores between municipalities. This is largely due to the fact that some municipalities have a more organised civil society that holds municipal authorities to account.

Table 21 Score for the degree of use of service delivery models

	Water supply	Sanitation	Hygiene	WASH at extra-household settings
National	62	58	58	58
Associated municipalities				
Group 1				
Camasca	43			
Chinda	43			
San Matias	60			
Group 2				
El Negrito	60			
Erandique	43			
Jesús de Otoro	60			
Marcala	43			
San Antonio de Cortés	60			
Trojes	43			
Group 3				
Candelaria	43			
Colomoncagua	43			
Dolores	60			
Gualcinse	43			
Piraera	43			
San Andrés	43			

4.4 Capacities

This outcome is measured by the extent to which there has been an explicit assessment of the capacities needed to achieve SDG 6, and whether the stakeholders contribute adequate resources towards the strengthening of these capacities.

National level
The capacity of national stakeholders is still rather limited. Several capacity assessments have been done, most recently MAPAS. This was done with the participation of key sector players who recognised the need to jointly provide the capacity for this. But very few resources are destined either for the internal capacity of the key players or to capacity development initiatives at decentralised level.

Municipal level
The differences in scores between municipalities are explained by whether municipalities have assessed their own capacity as part of the municipal planning of policy development process, and whether the internal strengthening of capacity is included in these policies and plans.

Table 22 Score for the degree of use of service delivery models on a scale 0-100

	Water supply	Sanitation	Hygiene	WASH at extra-household settings
National	47	38	43	40
Associated municipalities				
Group 1				
Camasca	39			
Chinda	39			
San Matias	60			
Group 2				
El Negrito	60			
Erandique	39			
Jesús de Otoro	60			
Marcala	39			
San Antonio de Cortés	60			
Trojes	39			
Group 3				
Candelaria	39			
Colomoncagua	39			
Dolores	60			
Gualcinse	39			
Piraera	39			
San Andrés	39			

4.5 Overall assessment of behaviour of actors in the water sub-sector

The behaviours that overall scores highest at national level are those on partnership and the use of service delivery models. A multi-stakeholder partnership around SDG 6 is in place in the form of PTPS, and national stakeholders are broadly aware of the roles they need to play. To a reasonable extent, stakeholders are fulfilling their roles and following the main service delivery models that are in place. But there are gaps. Sometimes, the national government does not fulfil its main roles because it tends to work in project mode, only exercising its responsibilities for specific projects for specific geographic areas.

The national level scores lower on the outcomes of political leadership and capacities. This is above all caused by the lack of clear designation of resources to SDG 6, and to the capacities needed at central and decentralised level. This finds its root cause in the financial framework, already discussed under the 'finance' building block.

At decentralised level, there are some marked differences between municipalities.

- Four municipalities (Dolores, El Negrito, Jesus de Otoro and San Antonio de Cortés) score highest across all four indicators. These are municipalities that have had most support through partnerships with NGOs and have expressed strongest commitment to SDG 6 in the form of policies and plans and corresponding investment in capacities.
- Some municipalities score low across the board (Chinda, Erandique, Marcala, Trojes, Candelaria, Colomoncagua, Gualcinse, Piraera and San Andrés). Most of them have either not received support from PTPS members for a long time, or may have had such support but mostly focused on infrastructure development. These tend also to be the smaller municipalities with less capacity. So while they may be aware of the need to establish a vision for SDG 6 and work in partnerships, their starting position is weak.
- Camasca and San Matías are two municipalities with intermediate scores. They have received some support. In spite of being small municipalities, they have some capacity to fulfil their roles.

5. Conclusions

In terms of material, Honduras is performing reasonably well in providing WASH services. The level of access to an at least basic level of service is high, with rural areas only lagging a slightly behind urban areas, and with relatively small differences between water and sanitation services. Honduras has also made great strides in increasing access during the MDG era.

In order to achieve the water and sanitation SDG targets, Honduras faces three key challenges. First, an important proportion of people still do not have first-time access. The majority of them live in the most remote and dispersed areas where providing access is costly and difficult. Second, the levels of service are not at the highest level. Though hard data are lacking, probably only a third of Hondurans receive a safely managed water service with limited or no quality and continuity. There is even less understanding of sanitation across the full sanitation value chain, but it can be assumed that much waste is not treated nor disposed of properly. Third, the provision of services is insufficiently sustainable. The data on the performance of both urban and rural service providers show a many deficiencies in a range of indicators.

The WASH system – as measured by the nine building blocks – has contributed much to the achievements of the past. This can be clearly seen in the strong score of the 'infrastructure development' building block. Also, there is a bias in other building blocks towards the creation of access, as for example seen with finance.

The system, however, is less geared to the challenges of the SDG era. The building blocks that are crucial for ongoing service delivery, such as finance, monitoring and infrastructure management, score much lower. There are frameworks for most building blocks. There are: a financing policy; monitoring frameworks; and, a regulatory framework. Though most of them are adequate, there are still issues of improvement.

The issue lies more in the fact, that these frameworks are not applied in systematically across all the municipalities in the country. This is compounded by the fact that for many of the building blocks there are no enforcement mechanisms at municipal level. For example, there are no obligatory earmarked budget lines in municipal budgets for WASH, let alone a differentiation in those between investment and recurrent costs. There are no penalties or incentives for municipalities to duly fulfil their service authority role by doing proper planning, monitoring or regulation of the services in their area.

In absence of penalties or incentives, the political leadership at municipal level is the one that determines the level of effort that municipalities put towards WASH. This could be enhanced by partnerships between municipalities and support entities, such as those associated under PTPS. In addition, there is generally a higher capacity level at municipalities with a small town and, to a lesser extent, at concentrated rural municipalities.

As a result there are big differences in the scores of the building blocks between municipalities, with the larger municipalities which have more capacity and which have received more support over a longer period of time scoring better than smaller municipalities or municipalities that have not had long-term support.

To some extent, support can be provided by the NGOs associated under PTPS. But ideally, it should come systematically from the various national government entities. However, these national entities have limited institutional capacity. More importantly, they still tend to operate largely in project mode, providing support only to specific relevant projects around that. They are also unable to fulfil their support role because of a lack of basic financing, and the WASH sector is only moderately high on the political agenda of the country.

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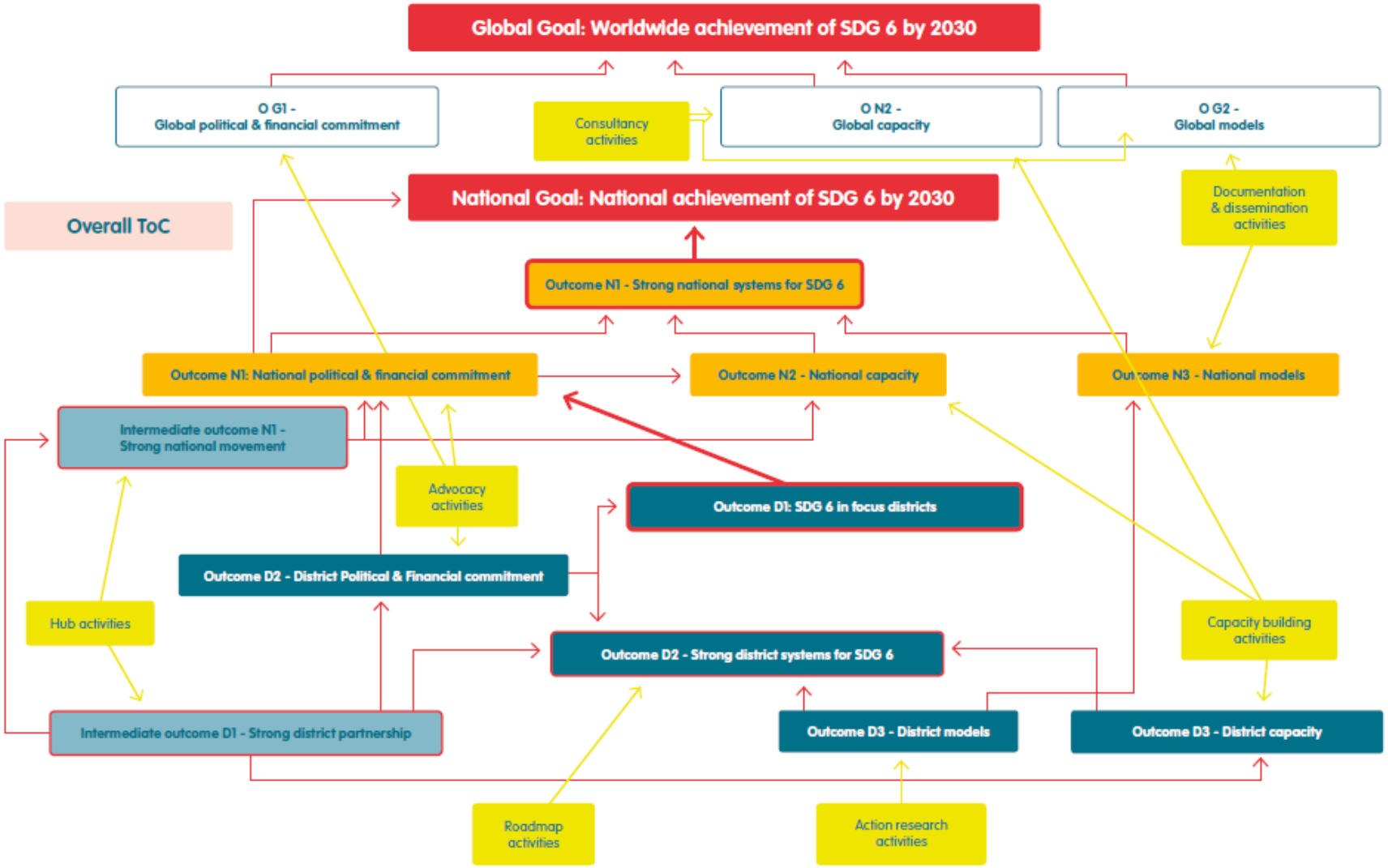
Annex 1: IRC Theory of Change diagram



Annex 2: Monitoring Intermediate Outcomes with QIS ladders

Measuring behaviour change indicators
The outcomes and intermediate outcomes of the IRC theory of change are formulated as outcomes at sector level. The intermediate outcomes on partnerships, political leadership, capacities and application of Service Delivery Models are formulated in terms of desired behaviour change of the key actors. For the baseline, these behaviour change indicators at both national level and for the focus districts are assessed by QIS ladders. The intermediate outcomes ID3 and IN3 which are related to the development of the WASH delivery systems are monitored separately by using the 'building blocks scoring'.

Ideally the scoring would be done separately for each WASH sub-sector, but for now the WASH sector is scored as a whole. Nuances will be provided in the narratives.

A 'Pathway of Change' has been developed for each intermediate outcome consisting of key sub-intermediate outcomes or milestones. The pathway of changes are formulated in a way that suggests that the sub-intermediate outcomes will follow each other in time. However, in reality, work can and will be done simultaneously on two or three consecutive steps in the pathway. This is mainly because reality and change in systems are much more complex than described by linear pathways of change. This also means scoring the intermediate outcomes of the IRC theory of change by averaging the scores for the sub-intermediate outcomes of the related pathway of change.

All intermediate and sub-intermediate outcomes are described for the WASH sector without disaggregation by sub-sector. The methodological assumption is that the theory of change applies to all WASH sub-sectors.

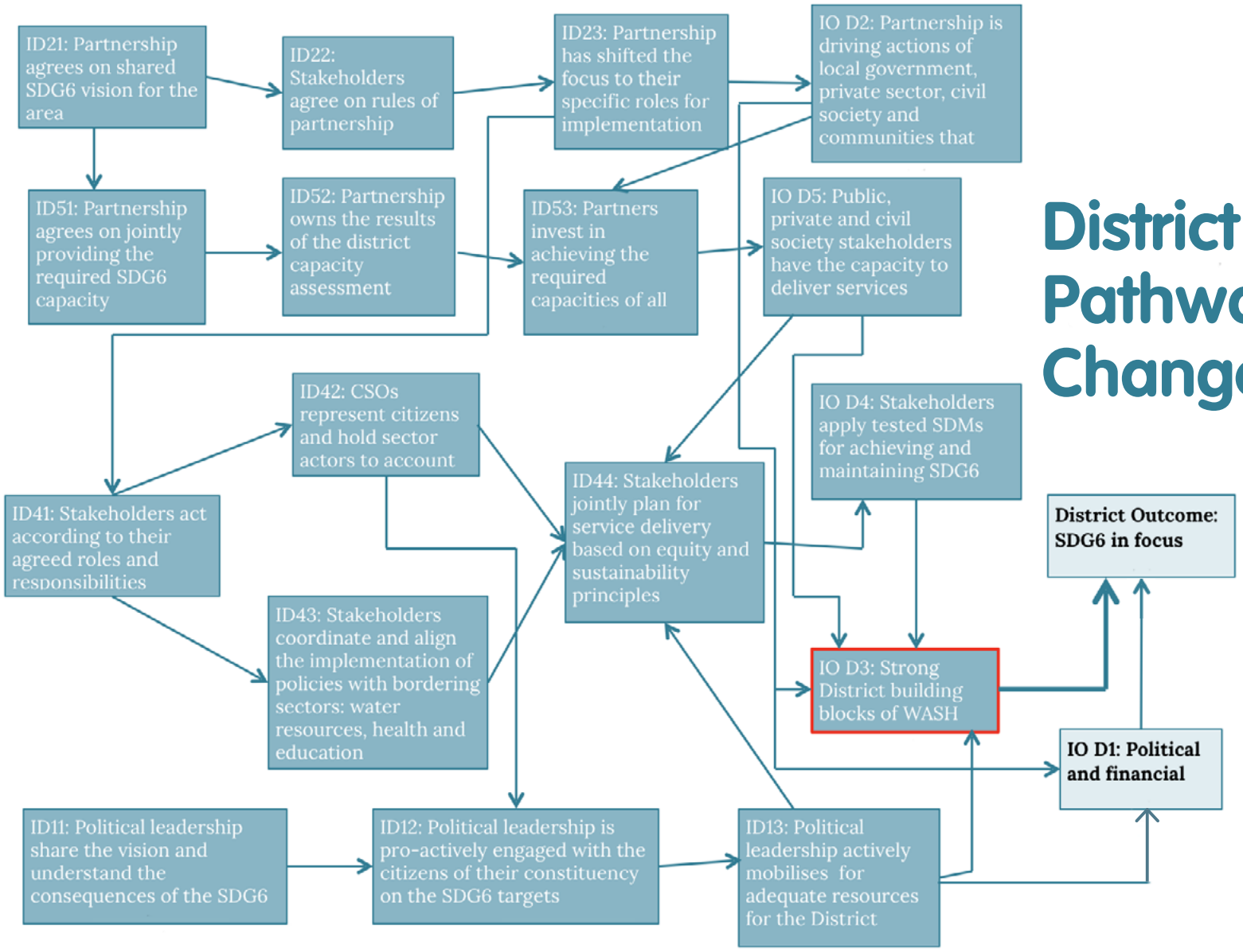
It is important that as a first step the country programme identifies the main actors or groups of actors for each sub-sector that will need to change or adopt the change.

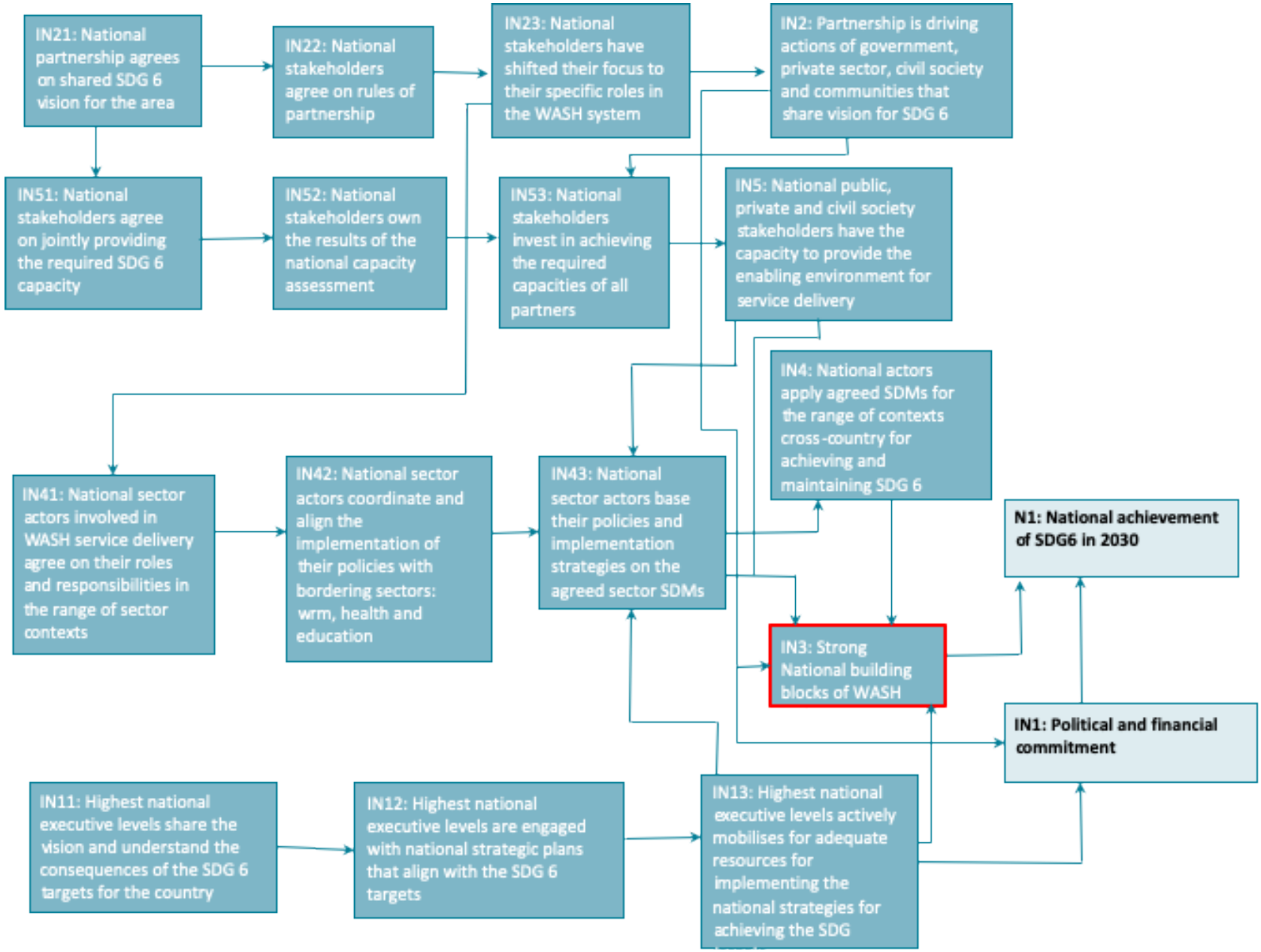
Although ideally a separate scoring should be done for each identified actor or group of actors, the change of actors at sector level is monitored. This means that the score references to specific actors need to be made in narratives.

Scoring of behaviour change indicators
Generic QIS ladders were developed to score intermediate and sub-intermediate outcomes. For each pathway of change there is a scorecard that uses colour coding that provides an overview of the status for each sub-intermediate outcome. The score for the intermediate outcome is determined by the average of scores of sub-intermediate outcomes. The narratives for each ladder that provide the explanation (which sub-sector, which actors) and justification of the score are crucial.

An excel file is available for doing the scoring and to include the 'Pathway of change - Intermediate Outcomes - scoring sheet v1' narrative.

District Pathway of Change




IN21: National partnership agrees on shared SDG 6 vision for the area
IN22: National stakeholders agree on rules of partnership
IN23: National stakeholders have shifted their focus to their specific roles in the WASH system
IN2: Partnership is driving actions of government, private sector, civil society and communities that share vision for SDG 6
IN51: National stakeholders agree on jointly providing the required SDG 6 capacity
IN52: National stakeholders own the results of the national capacity assessment
IN53: National stakeholders invest in achieving the required capacities of all partners
IN5: National public, private and civil society stakeholders have the capacity to provide the enabling environment for service delivery
IN4: National actors apply agreed SDMs for the range of contexts cross-country for achieving and maintaining SDG 6
IN41: National sector actors involved in WASH service delivery agree on their roles and responsibilities in the range of sector contexts
IN42: National sector actors coordinate and align the implementation of their policies with bordering sectors: wrm, health and education
IN43: National sector actors base their policies and implementation strategies on the agreed sector SDMs
N1: National achievement of SDG6 in 2030
IN3: Strong National building blocks of WASH
IN1: Political and financial commitment
IN11: Highest national executive levels share the vision and understand the consequences of the SDG 6 targets for the country
IN12: Highest national executive levels are engaged with national strategic plans that align with the SDG 6 targets
IN13: Highest national executive levels actively mobilises for adequate resources for implementing the national strategies for achieving the SDG

Annex 3: Monitoring Strength of WASH System Building Blocks

Assessment of the building blocks
The assessment consists of a narrative, a qualitative description of each building block and a traffic-light system for scoring the strength of each building block. Each sub-sector is assessed separately: water, sanitation, hygiene promotion and extra-household settings.

Preferably the scoring is done together with the sector's key stakeholders in order to create joint ownership of the analysis and for the follow-up actions. It will also make it easier for making the results public. Wherever possible, the scoring is done with reference to data, reports (public and grey literature), and any other third-party evidence that was collected and reviewed by the IRC country team. Where such evidence is not available, the scoring is done according to the opinion of the team based on their interpretation of the findings together with the stakeholders. An alternative way of involving the sector in the process is that the programme team first carries out the analysis and does a tentative scoring with draft narratives (evidence!). This will then be shared, discussed and validated with the sector in a workshop setting. The assessments for the national level and the focus districts are likely to be separate exercises with different stakeholder group representatives. Before workshops are held, relevant sector documents and reports are shared among the participants.

When doing the building block analysis, it is important to keep in mind that the focus of the framework was on water services and rural water services. It therefore does not yet specify sanitation and hygiene. However, many of the 'water' statements at national level are valid for 'sanitation', 'hygiene promotion' and 'extra-household settings' as well. For the district level analysis, the statements may need more interpretation to make them meaningful for the sub-sector.

Scoring of the building blocks
Each building block is scored using three to six key statements. These statements represent core elements of what may be expected in an ideal scenario for the delivery of sustainable services. The actual scoring (zero, one and two) reflect three possible scenarios, which broadly equate to the following.

Definition of scores for statements

0 = very limited conditions and/or elements in place and no evidence of progress towards the building block

1 = partial conditions in place and/or some evidence of progress towards the building block

2 = most conditions are met and/or elements are in place, and there is good evidence of progress towards the building block

Each individual score per statement is added to a total score, ranging from 0 to 8 in the case of 4 statements. For 6 statements, the total score will be between 0 and 12. The final summary scoring for each building block is based on the following traffic light system.

Red: most conditions are not yet in place, there are significant challenges and much still needs to be done in many areas of the building block

Yellow: there is progress in some aspects, but more still needs to be done, or there is mixed progress across the building block

Green: all areas of each building block are being addressed, or there is significant progress underway toward optimum conditions in the building block

An excel file is available for doing the scoring and to include the 'Building blocks-sector level scoring sheet v1' narrative.

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