

# Misión Alianza Noruega Bolivia (MAN-B)

## MID-TERM EVALUATION INTERANDEAN VALLEYS AGREEMENT 2004-2007

### Final Report



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## **INDEX**

### **EXECUTIVE SUMMARY**

### **INTRODUCTION**

#### **I. BACKGROUND**

- 1.1 Misión Alianza Noruega en Bolivia
- 1.2 Current Context of the PDIVI
- 1.3 Evolution and Structure of the PDIVI
- 1.3.1 Objectives and Components of the different phases of the PDIVI

#### **II. OBJECTIVES AND METHODOLOGY OF THE EVALUATION**

- 2.1 Objectives
- 2.2 Methodological Framework of the Evaluation
- 2.2.1 Work modalities and instruments

#### **III. GENERAL FINDINGS**

##### **3.1. Pertinence and Relevance of the PDIVI**

- 3.1.1 Adequacy of the PDIVI for the context and the current demand of the target groups

##### **3.2. Quality of the Overall Logical Framework**

- 3.2.1 Validity of the hypothesis and the assumptions
- 3.2.2 Coherence and clarity of the elements
- 3.2.3 Quality and pertinence of the indicators
- 3.2.4 Brief analysis of the projects and the portfolio in 2004-2008

##### **3.3. Effectiveness**

- 3.3.1 Overall assessment of the results planned and achieved during the period
- 3.3.2 Human Development Programme. Relevant achievements, strengths and weaknesses
- 3.3.3 Economic and Natural Resources Programme. Achievements and weaknesses

##### **3.4. Efficiency**

- 3.4.1 Of Project Organisation: Institutional analysis and analysis of the territorial technical team
- 3.4.2 Of the Intervention: Strategies, participation, planned and actual implementing times, communication etc.
- 3.4.3 Of the Follow-up and Evaluation: Nature and functioning of the monitoring and evaluation system. Quality and periodicity of the reports
- 3.4.4 Of the Financial Administration
  - a) Budget Execution
  - b) Budget Planning
  - c) Financing structure
  - d) Cost-effectiveness analysis
- 3.4.5 Agreements with Municipal Governments

##### **3.5. Impacts and Sustainability**

- 3.5.1 Impacts in the building process
- 3.5.1 Elements of Sustainability
- 3.5.2 Risks

#### **IV. CONCLUSIONS AND RECOMMENDATIONS**

##### **4.1 On Pertinence and Relevance**

- 4.1.1. Of the PDIVI and its components
- 4.1.2 Of the Logical Framework

##### **4.2 On Effectiveness**

- 4.2.1 Programme achievements
- 4.2.2 Training and Organisation
- 4.2.3 Gender Equity

##### **4.3 On Efficiency**

- 4.3.1. Project Organisation
- 4.3.2. Of the intervention: strategies, participation, technical assistance and communication
- 4.3.3. Follow-up and Evaluation, and Quality of the Reports
- 4.3.4. Of the Financial Administration

##### **4.4 On Impacts and Sustainability**

- 4.4.1 Impacts in the construction process
- 4.4.2. Elements of Sustainability

#### **V. BIBLIOGRAPHY**

#### **ANNEXES**

1. TOR and Technical Proposal of the Evaluation
2. Field Guides
3. List of participants and field route
4. Table on programme achievements and weaknesses
5. Analysis of economic efficiency of the projects

## EXECUTIVE SUMMARY

### I. BACKGROUND

Within the framework of the mission and objectives of MAN-B, between 2000 and 2002 the pilot phase of the project “Integrated Development of the Interandean Valleys (PDIVI)” started, which was later followed by two new phases (2003-2007 and 2008-2012). Over this time, around 17,000 persons distributed over an approximate area of 623 Km<sup>2</sup> in 116 communities of the municipalities of Combaya, Sorata and Quiabaya were covered by the intervention.

The project is developed in an area with a difficult topography, limited resources for municipal investments, poor governance practices, low levels of productivity and deficient social indicators (education, illiteracy, life expectancy, access to basic services etc.). The same goes for the social and road infrastructure. We can therefore assert that in general, the living conditions and quality of life of the population are precarious and difficult, which discourages the establishment of communal roots, particularly among the young people.

Moreover, both the environmental and gender indicators are very low, so the challenges the PDIVI faces in this field and the fields mentioned above are substantial.

The PDIVI-1 has been subject to three evaluations that have shown that it has contributed significantly to household and communal development, empowering and strengthening the protagonist role of the people. For overcoming the identified weaknesses, the recommendation was to strengthen the following areas: a) capacity-building of the local organisations and municipal ownership thereof; b) development of the baselines; c) planning, especially as regards the indicators; and d) standardisation of the financial information.

With few changes, particularly for perfecting the intervention strategies, the PDIVI has maintained its objectives and its programme structure: Human Development and Organisational Strengthening Programme; Economic Development Programme and Diaconal Development Programme. In the three programmes there are crosscutting actions regarding Environment, Gender and Institutional Strengthening.

### II. OBJECTIVES AND METHODOLOGY OF THE EVALUATION

The overall objective of the evaluation was to: “Analyse the concept and pertinence of the ***Agreement for Integrated Development of the Interandean Valleys*** in its first phase of execution, compliance of the set objectives, efficiency in execution, the attained results, the impact and viability, as well as sustainability, considering the conclusions and recommendations of the External Evaluation conducted in 2004; as well as the concept of the proposal in its second phase and the implementing process”. Besides, there were specific objectives for each of the 4 evaluation categories.

The evaluation methodology consisted, among other things, of a review and analysis of more than 60 documents and interactions with 279 persons, i.e. technicians (men and women), employees and project beneficiaries, besides a visit to 14 communities in the municipalities of Combaya and Sorata. Also, two workshops were held for sharing findings with the beneficiaries and one session for sharing findings with the MAN-B team.

### **III. FINDINGS AND CONCLUSIONS**

Based on the analysis of documents and the fieldwork, both from the perspective of the persons who participated in the different phases of the project and from the perspective of local government employees and project technicians, a series of conclusions could be drawn.

For facilitating the reading process, the conclusions are presented according to the evaluation parameters and categories used in the evaluation process.

#### **3.1 Pertinence and Relevance**

##### **3.1.1 Of the PDIVI and its components**

1. There is a high degree of satisfaction with the variety of products of the PDIVI because they respond directly to needs in the social and productive spheres prioritised by the population and the municipal governments. To date, without any doubt the developed projects have contributed to an improvement of the access to and quality of basic social services and to a lower extent of the productive systems.
2. Through alignment of the project with municipal strategic and operational plans (PDM and POA, respectively) and co-financing of the social infrastructure and the productive projects, it has been possible to leverage and optimise municipal investments. In this regard, MAN-B/PDIVI is a strategic ally of the municipal governments, which complements the municipalities' investments and operational capacities. The project also contributes to enhancing the effectiveness and reinforcing the most important national policies for development.
3. There are hardly two NGOs and two churches present in the areas. Three of these four institutions work on very concrete issues in a limited geographical area. Considering at the same time the low investment capacity of the municipalities, the precarious situation of the target groups that are among the "poorest of the poor" (mostly indigenous peasants), the mountainous topography of the valleys, the ecological fragility and the high risk of natural disasters, the pertinence and relevance of the PDIVI are beyond discussion.
4. The direct participation of the community in administration and management of the financial resources of the projects and the transmission of values are very effective strategies that have established a precedent as regards management

based on honesty, transparency and accountability, thus contributing to achievement of the objectives. This effective and innovating intervention model is a value added of MAN-B that sets the organisation apart from other NGOs.

5. The principal bottlenecks and risks are related to: the excessive expectations and demands generated by the Plan in the communities covered by the intervention and especially also in neighbouring communities; the financial crisis and the increasing investment costs. This last factor may have a deep impact on the PDIVI implementing capacity and compliance by the municipalities and communities of the committed matching contributions. We should not ignore the very protagonist role of MAN-B in view of the scope and effectiveness of its work, which implies a risk of dependency, replacement of the public authorities and vulnerability to possible changes in the national and local political context.

### **3.1.2 Of the Logical Framework**

6. The PDIVI was drafted based on the collective identification and prioritisation of the principal problems of the communities, which were the basis also for participatory development of the “Shared Vision”, the strategic objectives and the intervention strategies. This confers considerable validity and legitimacy to the hypotheses, assumptions and intervention areas of the PDIVI. In the second phase, the emphasis is on strengthening the grassroots organisations so as to overcome the weaknesses mentioned in the evaluation performed in 2004.
7. There is overall coherence in the chain of strategic elements, but there are imbalances in the results and strategies in crucial areas, such as: organisational strengthening, capacity-building, economic development, gender equity etc., which have had an impact on the unequal development of these components.
8. In both PDIVIs, there is overall coherence between the objectives and the outcome and programme indicators, and so it is possible to easily measure the quantitative results. But there are no qualitative and impact indicators so it is not possible to measure essential aspects related to effectiveness, such as: the quality of the training, assimilation of the topics or the generated subjective and social changes. We should not forget that qualitative elements are as important as quantitative elements, and that the measurement of structural changes is fundamental in any development programme.
9. The baselines mentioned in the evaluation in 2004 have not yet been developed, to a large extent because of the lack of institutional norms and guidelines in this sense, besides the relative autonomy of the PDIVI that, though it enhances territorial legitimacy, has hampered the transfer of the know how accumulated in the central office. This has had a negative impact on development of the indicator system and effectiveness of the planning processes performed in the territory. It is important to underline that planning is one of the principal shortcomings of the plan.

10. In the final link, there are important weaknesses regarding fluency, coherence and precision between the indicators of the POAs and the ones reported in Annual Reports, which hamper a precise appreciation of the achieved goals. Similarly, most projects have general projects and they lack logical frameworks to guide execution and measurement of the outcomes and impacts, which also affects efficiency measurements.
11. In brief, planning continues to be the Achilles' heel of the PDIVI, with repercussions in practically all links. It is therefore essential to tackle this problem in the short term, aimed at optimising development of the next phase in years 2008-2012.

## **3.2 Effectiveness**

### **3.2.1. Of the Programmes**

12. The PDIVI has more projects in the Economic Development Programme, but from a financial point of view the Human Development projects absorb most resources as their central action axis is the improvement of social infrastructure. This infrastructure has helped thousands of persons to have access to important basic services, but the higher allocation of resources and efforts to this aspect has caused a structuralist bias in the Plan, to the detriment of the other components.
13. In overall terms, the programmed quantitative goals have been attained adequately, particularly in the Human Development Programme where the following activities stand out, in order of importance: dental care, teacher training, the equipment of school and health facilities, and infrastructure. In Economic Development, the following activities stand out: the introduction of seed and micro irrigation, while in Diaconal Development the most notable activities are the information and training events for young leaders and pastors, in which overcompliance is significant.
14. Execution of the social and economic infrastructure was good, with quality works at a lower cost compared to state works. However, there are significant delays in the works in the water, sanitation and livestock sectors. An important part of these works will have to be continued in the second phase. In addition, there was a considerable degree of individual and collective participation, ownership and responsibility in construction and supervision of the works, and in many cases the contributions of the communities were higher than planned.
15. The delays were mainly due to delays in municipal disbursements, the increase of the price of materials and the community's inability to comply with communal contributions (economic programme). There is also a series of concrete aspects that deserve particular attention such as cracks in the walls and floors in some schools and the school density that is low in some cases.

16. Positive effects have been reported in the following fields: the indices of enrolment and retention, the teaching quality, continuity of the studies, teacher retention, pre and postnatal care, personal hygiene, the treatment of diarrhoeas and other diseases. Unfortunately, there are no indicators or baselines for technical confirmation of these important achievements.
17. Despite the difficulties and delays, the economic programme has been very important for more than 380 families that were all benefited with infrastructure, equipment, certified seed, livestock, animal health, entrepreneurial organisation, improvements in the commercialisation etc. Irrigation has been particularly relevant, with an impact on the improvement of the production and agricultural diversification. There is a great demand for irrigation, probably higher than the capacity of the available water sources.
18. The incipient entrepreneurial development has generated a higher demand in production, generating links between producers, entrepreneurs, seed certification organisations and commercialisers, which have considerable development potential. The achievements in terms of production, entrepreneurship and commercialisation – though limited – show the importance of supporting economic development, which has a direct and relatively rapid impact on the improvement of the income and living conditions of the people.
19. Little progress has been made in the environmental components and the forestation activities have an economic rather than an ecological approach. This is one of the programme components lagging behind the most, as there is neither a clear concept nor a crosscutting perspective in this topic. Rather, it is an isolated component that even covers productive activities, such as flower-growing and bee-keeping. There remains a lot to be done in terms of the conceptualisation, crosscutting incorporation, feedback among the programmes of MAN-B and alliances for building synergies.
20. There is a need for deepening various key aspects: operation and maintenance of the infrastructure, water chlorination, tariffs, wastewater treatment, technologies and management of latrines, rational water use, environmental hygiene and training in sanitation and the environment.

### **3.2.2. Of the Training and Organisation**

21. There has been a good level of compliance in training and information events, with an important margin of overcompliance as regards the coverage of communities and persons. Similarly, a wide variety of topics was covered, in response to the need for local capacity-building.
22. Based on empirical evidence, it is clear that there is a good degree of ownership of the administration, pedagogic training and maintenance of the systems, though there are gaps in crucial topics related to human development. The weaknesses



are linked to the lack of training and information protocols, as well as the absence of methodological designs and implementing timeframes.

23. There is structural, normative and accountability-related progress in the administrative committees (CODEMCO and CDICIL), which have at the same time improved their management capacity and their relationship with the municipal governments, as well as their capacities for social mobilisation and advocacy. However, the relationships they establish are limited to the municipal sphere, with limited contacts with other entities outside the local setting.
24. Local capacities have been tested during the municipal governance crisis when the accounts were frozen. On their own account, they then channelled own funds, negotiating advance payments with MAN-B and signing agreements with the new authorities for reimbursement of the funds in the short term. This shows that considerable progress was made in terms of operation, negotiation, mobilisation and use of the lessons learned in previous experiences.
25. Nonetheless, some of the weaknesses mentioned in previous evaluations have not yet been overcome, especially as regards the lack of institutionality, exclusive functioning for the PDIVI and dependency, which all affect sustainability. On the other hand, even though the participation of municipal authorities in the Committees has advantages, it is important not to forget the risk associated with the political and administrative weaknesses usually found in the municipal governments.

### **3.2.3. Of Gender Equity**

26. Little progress has been made in gender equity and female participation, and though there are female leaders and organisations with potential for future development, the prevailing situation is that the women are shy, lack information and do not participate actively, even though there is awareness on the need for training so as to overcome the inequity.
27. The positive and well-intentioned attempts to incorporate women into the different processes clash with the absence of a true gender approach to translate the intentions in measurable results that represent a qualitative leap for women. Besides, the team lacks gender training and officers with a sociological profile and there are gaps in MAN-B in terms of specific policies, strategies and systematic training in gender.
28. Although it is true that cultural aspects and the geographical isolation are structural aspects conditioning the subordination of women, it is also true that targeted strategies and affirmative actions would help to attain a balance between culture and female empowerment, as is shown in the few women in the PDIVI that have risen to better positions thanks to the built capacities and/or income generation.

### **3.3 Efficiency**

#### **3.3.1 Of the Project Organisation and Technical Team**

29. The organic charts of MAN-B and Area V permit a correct link between both levels, even though in practice, the PDIVI has been relatively autonomous, which has ensured flexibility and strength in execution, though at the same time this has given rise to some inconveniences as regards institutional policies, accounting routines and planning processes. The PEI represents an opportunity for improvement and standardisation that should be taken advantage of to a maximum in years 2008-12.
30. The PDIVI assumes development from three different complementary perspectives: human, economic and diaconal, and its strategic logic mainly focuses on the development and empowerment of men and women. From this perspective, the territorial team composed of mostly agronomist engineers (5 men/7 women) is not sufficiently in harmony with the Plan. Still, if we consider that the portfolio of productive projects is the biggest one, this technical profile might be considered adequate.
31. The three programmes have a good amount of activities on training, sensitisation, organisation, gender, information, environmental education etc., as subjective and qualitative elements of the plan. It is clear that there are insufficient officers with a social profile, which is particularly true if we consider the substantial weaknesses in these areas. On the other hand, we should not forget that underdevelopment is a human problem more than anything else, the solution of which requires persons with sufficient expertise in this field.
32. A positive element is that the team has a great sense of responsibility and commitment, which has achieved an excellent degree of acceptance, communication and confidence among the population, which is further strengthened by the fact that they live in the area. This has been fundamental for effectiveness of the Plan, despite the difficulties for covering many and varied projects in a large and difficult territory. The principal challenges the team faces are to deepen the qualitative aspects of the projects and to devote more time to economic development.
33. Gender equity in the team is far from being achieved from a quantitative and qualitative perspective. The relationship between the only female technician and the rest of the team seems to be distant. The deficient privacy in the physical installations in Combaya may discourage the integration of women into the team. No evidence was found of affirmative actions to improve the situation.

#### **3.3.2 Of the Intervention**

34. The five intervention strategies are coherent with the strategic objectives and the territorial and national reality, thus contributing effectively to achievement of the

outcomes and outputs. The principal successes are related to the social protagonist role and the articulation of stakeholders in local development, which in practice have been the pillars of execution. This has also helped for the development of the knowledge, attitudes and skills required for self management. In various communities we visited, there is a good degree of dynamism and empowerment, which could be further strengthened for growing development processes.

35. The strategic alliance with the municipal governments, through the Cooperation Agreements, and despite being subject to political turbulence, has had a threefold positive effect: ensure and commit funds of the municipal government for investments in areas of a high social sensitiveness; articulate the community to municipal authorities and foment social control of the public investments. These elements have been critical for developing the works, despite the poor governance and insufficient compliance of the municipal governments' obligations.
36. Despite their validity and up-to-date nature, the strategies related to organisation, training and the environment have shown a lower development in conceptual and operational terms. Nonetheless, we have to underline the adequate starting point of the strategy for organisational strengthening, which is based on the existing organisational structure. In addition, there are no strategies for two significant areas of the PDIVI: the full integration of women and economic development.
37. The co-financing scheme for the infrastructure of 70:25 and at the moment 70:30 has been developed without any serious inconveniences, which shows the effectiveness of the scheme that also offers possibilities for leveraging municipal investments and communal resources, generating enhanced participation and ownership. However, the matching contribution of 50% for productive activities is high or inaccessible for most beneficiaries, discouraging participation and hindering achievement of the programmed goals.
38. Participation is through a wide variety of activities and platforms for communal and municipal participation, starting from the diagnostic and planning and until the rendering of accounts. The functioning of these spaces has been acceptable, generating an adequate flow of information and communication between the communities and the stakeholders.
39. The quality of the technical assistance, just like that of training, is limited due to the lack of protocols, the wideness of the topic, the physical capacities and temporary stay of the team and the topographical conditions. The support of the administration committees and the temporary hiring of construction personnel have been effective and successful in the building component, but not in the other components where there are significant weaknesses.
40. In view of the wideness, importance and demand for assistance in the economic development and natural resources programme, there is an urgent need for a

revised proposal so as to concentrate more resources and attention in both fields. There are growing demands, especially in the final links of the productive chain: administration, transformation, associativity and commercialisation. Without due attention, it will be difficult to attain the overall objective of the Programme, which is to: *“...increase the economic income by improving the conditions of the production, transformation and commercialisation, in harmony with the environment”*.

41. One of the virtues of the Plan is flexibility towards the changes in the context, adjustments in the communal demands and problems for the municipal governments to comply with their contributions. As regards this last aspect, a fund reallocation was proceeded with, which does however affect the budget of the plan and the responsibilities of the parties. Hence, it is necessary to give attention to this situation and mitigate the effects.
42. Because of the shortage of implementing timeframes and pertinent information, it is not possible to issue valid and supported opinions on compliance or the delays in project execution.
43. The plan is subject to a modest communication and dissemination through the traditional media and the central communications office of MAN-B, but there is a lack of spaces and resources for systematising and exchanging experiences, which hampers the exchange of achievements and the use of lessons learned so as to foment efficiency.

#### **4.3.3 Of the Follow-up and Evaluation, and of the Quality of the Reports**

44. The basis of the system is the indicators of the logical framework, the POAs and the projects, based on which it is possible to measure overall physical progress on all levels. However, there is no structured system to monitor and verify execution from strategic to operational levels and vice versa, besides the quantitative and qualitative aspects and the impact of the programmes and projects. As mentioned above, there are weaknesses and gaps in the indicators and baselines that hamper monitoring and evaluations in all dimensions.
45. The annual matrix and narrative reports have an adequate structure and are potentially complementary and they have been drafted as planned. Still, there are substantial weaknesses in the quality, depth and update of the analyses presented in every section. In addition, there is insufficient coherence between the reported and programmed indicators, and a lot of the provided information is repetitive. This has a negative impact on the fundamental purpose of the reports of providing periodic and constant guidance on execution.

#### **4.3.4 Of the Financial Administration**

46. The budget execution is within acceptable margins, though slightly exceeding the budgeted amounts without any explanation on the origin of the difference. The

procedure is adequate and allows for the application of the Parameter-based Templates required by the VIPFE, in alignment also with the norms contained in the People's Participation Law. The new guides and manuals for project application and approval will improve administration of the Plan.

47. The community's contributions in kind and in labour are, as in other agreements of MAN-B (Caranavi and El Alto) not recorded financially in the accounts and not included in the budget, which distorts the final balances, with a negative appreciation of the target groups' contribution and the actual value of the works. This omission underestimates the community's contribution to local development.
48. Most projects lack socioeconomic and cost-benefit indicators, which hampers a correct budget allocation and economic viability, to the detriment also of the norms set forth by the governing bodies in public investment (VIPFE). The Methodological Guides prepared for project formulation are not applied either, and there are no implementing timeframes to verify physical and budget progress within the planned terms.
49. The municipal governments have difficulties to honour some of the responsibilities set forth in the cooperation agreements with MAN-B and the community, which leads to an extra work load for MAN-B. In contrast, the communities and MAN-B have correctly complied with their contractual responsibilities and obligations.

#### **4.4 Impacts and Sustainability**

##### **4.4.1 Impacts in building processes**

50. There are early effects in the subjective and social fields, which are the basis for future impacts, especially in the fields of information and knowledge, participation, co-responsibility in development and control of public resources.
51. Other important elements are: improvement of self esteem of the community, self management capacity, social mobilisation; the valuation of education and health, the decrease of youth migration, transparent management, the adoption of values in the community work, breaking of the orthodoxy of many churches and the development of youth leadership and to a lower extent of female leadership.
52. In the economic field, there are signs of promising changes in the following fields: a sustainable productive culture, a business vision, the structuring of commercialisation processes and self sufficiency in the potato production (Combaya). This last aspect shows the potential of the PDIVI regarding food self-sufficiency if dynamism of the economic programme is enhanced.

##### **4.4.2 Elements of Sustainability**

53. The following elements stand out in the social field: the cohesion between persons and communities; the dynamism of the grassroots organisations; the interaction of the communities with the Municipal Government and the implementation of an innovating development model that combines ethics, funding, technology transfer, self-management and accountability, and which may become a new paradigm for community-based development.
54. The Operation and Maintenance Committees and the School Councils are a good basis for ensuring operation of the infrastructure during its useful life, even though these bodies require further consolidation.
55. In the financial field, promising mechanisms have been established, such as the tariffs for operation and maintenance, charging of the services, productive parcels the income from which is used for maintenance of the school infrastructure, productive chain-building, commercialisation of the agricultural and manufactured products, some of which are in high demand in the local market.
56. The area offering the worst perspectives of sustainability at the moment is the environmental field, in view of the limited strategic and operational development in this component, even though there is an incipient awareness and concern for ecology, especially in the educational community. This could be the basis for building a programme on environmental sustainability.

#### **IV. RECOMMENDATIONS**

##### **4.1 For Improving the Pertinence and Relevance**

###### **4.1.1 *Of the PDIVI and its Components***

For optimising the work and responding adequately to the risks and bottlenecks inherent in the Plan, we recommend taking the following measures:

1. Strengthen the mechanisms for communal communication and information on the PDIVI and the projects, particularly as regards: the scope and limitations, the territories to be covered, the commitments of the parties, the phase-out step and the outputs of the Plan. The systematic provision of information on these aspects would be helpful to maintain expectations of the target groups within normal margins, exercising – in a parallel manner – a healthy effect of self-containment of MAN-B and the territorial team.
2. Develop annual or six-monthly scenarios for physical and financial execution, taking into account the risks, opportunities and trends of the contexts, as well as the corresponding options in every case. The contingency measures are particularly important to face crisis situations and instability, which cannot be ruled out in the local and national context. Specific attention should be given to the alternatives for ensuring financial matching contributions from the communities, as the most fragile

link of the chain. In addition, the budgets should have sufficient margins to face the most extreme scenarios.

3. Maintain a balanced work profile with the municipal governments and the local organisations, aimed at sharing the protagonist role and the responsibilities as well as the problems and risks. Alliances have a bumper effect in crisis situations. It is therefore important to widen and strengthen them. On the other hand, for avoiding undesired situations, it is essential to safeguard and keep legal matters (registry, property deeds, agreements, taxes etc.), accounting matters and key documents in order.

#### **4.1.2 Of the Logical Framework**

For overcoming the planning weaknesses that have been there throughout the successive implementing phase, we recommend:

4. Taking advantage of institutional opportunities regarding formulation of the Institutional Strategic Plan (PEI) and the subsequent development of planning methodologies and instruments for a review of the PDIVI-2 and a reformulation of the objectives at outcome level, ensuring sufficient qualitative and quantitative harmonisation among these and with the goals and purpose. This way, the different development areas stipulated explicitly in the vision and higher objectives will be related directly and in a balanced manner with the outcomes.
5. Reformulating the strategies so as to ensure more coherence with the outcomes, which will favour attainment thereof in a balanced manner. It is also important for the strategies to be drafted with more details, clearly indicating the means, paths or guidelines for achieving the different expected outcomes.
6. Developing a system of indicators with the following basic characteristics: a) the indicators must be measurable and verifiable; b) they must be based on baselines so as to ensure reliability; c) it must be possible to use them as the basis to assess quantitative and qualitative aspects of the objectives and outcomes, as well as the impact of the different interventions; and d) they must be structured on different complementary levels, i.e. Plan, programmes and projects. This implies a training process for the PDIVI technicians, which should be led by the planning division at the central office, within the framework of the institutional reengineering process that includes an improvement of the institutional planning system.
7. In the short term, developing the baselines required for the programmes and projects, using the diagnostics carried out for formulation besides official sectoral data. In this sense, it is necessary to use the methodology and formats being developed for this purpose in the central office, with the objective of harmonising this process within the institution.
8. Using the baseline on Gender Equity of the Interandean Valleys, which has been developed recently, aimed at due incorporation of the gender perspective in the

objectives, outcomes and indicators of the Plan, programmes and projects, taking into account that this is an urgent measure as gender equity is another significant weakness of the PDIVI. Taking into account that the institution has insufficient expertise for this, we recommend getting external support for this purpose. The same will be needed for correctly incorporating environmental sustainability, which is another crosscutting axis in which consistency is insufficient due to planning weaknesses.

## **4.2 For improving Effectiveness**

### **4.2.1. Of the Programmes**

The achievements and lessons learned in each of the programmes suggest that for achieving better levels of effectiveness in the second phase, it will be necessary to:

9. Put more emphasis on the qualitative aspects of the programmes and develop the qualitative indicators (quality and impacts) that are missing in the Plan, which should be done within the context of the review of the planning recommended in the previous point. This is complementary to the already established quantitative indicators and should take into account the achievements of the programmes mentioned in this study that are not registered. Many effects cannot be attributed to the PDIVI, but this is not clear because of the lack of indicators. Hence, the indicators must be developed urgently, as well as simple baselines based on a couple of selected and agreed upon parameters.
10. Devote more efforts and time to the economic development components, in the understanding that the infrastructure is only a means to achieve improved living conditions. In this sense, external engineers and works supervisors that are already linked to the PDIVI might be hired so that the project technicians – all of whom are trained in agronomy – could focus their work on productive and environmental components and activities. It will be important to analyse the possibility of reducing the percentages of funding for infrastructure – which is a governmental obligation – to 50% in the future so as to be able to allocate more funds to economic development and environmental sustainability.
11. Periodically monitor and adjust the agreements with the municipal governments so as to reduce the delays in the municipal contributions and take the precautions required in the context, especially in terms of costs and socio-political crises. It is important for the Coordinator of Area V to maintain a systematic relationship with municipal authorities, based on a small annual or six-monthly plan between the parties. This would also help to strengthen the role of the Municipal Government in supervision of the works, thus alleviating the work and costs for MAN-B.
12. Review the concept and scope of the water and sanitation projects, adopting the standardised models used by international organisations specialised in these topics. This would cover the following components: potabilisation, wastewater treatment, operation and maintenance, tariff systems, training in use and management of the



water and latrines, sanitary education in the schools, protection of the water sources, environmental education and adequate technologies for different situations, particularly as regards the type of latrines. The model can be developed in a complementary manner with the municipal governments, the schools, the environmental sector and non-governmental organisations so as to ensure the integrality these projects must have.

13. Analyse the feasibility of implementing water harvesting and conservation technologies in the houses and communities, through the collection and storage of rainwater. This could be achieved with canals and tanks in the houses, and the construction of small dams in adequate plots of land, which would be facilitated by the slopes of the land. This proposal is strongly recommended for the communities with most water scarcity.
14. Focus more efforts on productive and business strengthening, centring on the following aspects: clean production, productive chains, management training, quality control, market analysis, credit and associations so as to improve the production and commercialisation. This would necessarily involve a search for alliances with private or public entities specialised in this topic, as this requires many efforts, resources and expertise, beyond the possibilities of the PDIVI.
15. Restructure the environmental component, including it as a crosscutting matter in all components. This should be done within the framework of the review of the PDIVI suggested in the recommendations on planning (section 4.1. logical framework). Here, it is important also to adopt a clear concept on environmental sustainability, take advantage of the experience of the Alto Norte Agreement and enter into alliances with organisations working in this field, like LIDEMA.
16. Develop studies on physical location of the works, besides studies on the environmental impact thereof, particularly in places on steep slopes or located near rivers and streamlets. This is aimed at taking the architectonic measures needed to prevent deterioration during the useful life of the works, taking environmental mitigation measures, preventing accidents and ensuring security for the children and teachers. In communities with high indices of migration, it is important to make demographic assessments so as to guarantee full use of the infrastructure.

#### **4.2.2. Of the Training and Organisation**

With the objective of strengthening the achievements and overcoming the weaknesses of this component, taking into account that this aspect is fundamental for attaining the objectives of the PDIVI, we recommend:

17. Structuring a general training plan with the gender perspective, organised in three big sections – one for each programme – that contains the following elements: Purposes and expected outputs, training modalities and methodologies, thematic modules according to each programme and component, an evaluation system to measure assimilation, quality and impact indicators and an implementation timeframe. It is

also necessary to have basic didactic materials and a tracking system to strengthen the least assimilated areas. Without losing sight of its central purpose, the Diaconal Programme could reinforce the thematic areas of the other two programmes from a value perspective, which would strengthen its approach and dimension.

18. Organising, in the same manner, the information topics covered within the framework of the three programmes. In as far as possible, these should be grouped in modules that are complementary to the training modules. Depending on the topics, they could be developed in alternating sessions, which would contribute to a further reinforcement.
19. Making a careful selection of the topics to be covered in the training and information events and, as far as possible, provide a thematic prioritisation, taking into account that it is better to cover fewer topics but with a good quality than many topics in a superficial manner. Use of the community radios may contribute significantly to strengthening the most important areas of every programme.
20. Strengthening the capacities of communal organisations, for which the training plan should consider special modules on community organisation, including leadership. It is necessary to foment norms for the operation and maintenance committees and achieve institutionalisation of the administrative committees, which could be the nucleus of the Municipal Development Committees considered in the People's Participation Law. This implies systematic activities with the Municipality by the PDIVI Coordinator.

#### **4.2.3 Of Gender Equity**

Taking into account that this is an area with many weaknesses, we urgently recommend:

21. Immediate development of a review of the PDIVI for incorporating strategies, affirmative activities, outputs and indicators aimed at enhancing effectiveness in application of the gender equity approach. As mentioned in recommendation no. 8, for this activity it would be good to hire an expert (m/f) who should analyse the experience of other agreements of MAN-B and use the mentioned gender baseline as a reference, as well as the PEI 08-12. Without any doubt, parallel institutional progress is needed in the field of institutional policies and guidelines that orient the central and territorial institutional performance.
22. Implementing a gender training plan in which all technicians (men and women) participate, especially the PDIVI coordination and programme officers, taking into account their guidance and monitoring role. The participation of Pastors is important as well, as gender inequity is basically a value and human rights issue, which has a central place in the Diaconal Programme.

#### **4.4 For improving Efficiency**

##### **4.4.1 Of the Organisation and the Technical Project Team**

With the purpose of improving the consideration of social aspects of the PDIVI and balancing the team, we recommend:

23. Strengthening the team with an expert in sociology and with a solid preparation in gender, who facilitates and coordinates the aspects of training, information and technical assistance, particularly as regards methodologies, gender, follow-up and consolidation of the knowledge. This person would also be responsible for training the technical team in gender and for verifying whether the approach is adequately applied in all programmes and projects. This, combined with the hiring of structural engineers for the infrastructure, would mean the rest of the team has more time for the economic and environmental aspects.

#### **4.4.2 Of the Intervention**

For strengthening efficiency of the intervention in terms of strategic lines, technical assistance, physical projects execution and communication, we recommend the following measures:

24. Make progress in development of the strategies for training, organisation and the environment, as per the recommendations in section 4.1.2, including the development of special strategies for the integration of women and for economic development.
25. Make an analysis on viability of the 50-50 co-funding mechanism considered in the economic programme, which has turned out to be very high for the beneficiaries, particularly in the context of the crisis that might worsen, jeopardising the programme. It may be possible to use a scheme similar to the one used for infrastructure, which also has the advantage of having municipal funds. It would be convenient to consider the possibility of reducing components and centre on the most dynamic ones, such as the agricultural production (seed, maize and flowers) and the small industry.
26. Develop a plan for a modular technical assistance with timeframes per thematic area and territory, strengthening demonstrative practices and exchanges, which have turned out to be very useful, as well as the attention for economic topics. This will be facilitated as the technical team devotes less time to the infrastructure, as per the recommendation for reorganisation, as well as through the strengthening of synergies and complementarities with expert entities.
27. Include the improvement of project formulation in the review and improvement of planning recommended in section 4.1.2, with timeframes and reports on implementation.
28. Develop a small plan for communication and exchange, in coordination with the central office, which guides the systematisation and disseminates best practices and experiences of the PDIVI. The radios, communal fairs and inaugural events are all valuable opportunities that should be taken advantage of to show and disseminate

the relevant outputs of the Plan through news flashes, brochures, mural paintings and tables with project products.

#### **4.4.3 Of the Follow-up and Evaluation, and of the Quality of the Reports**

The following is required for strengthening this important aspect:

29. Structure the monitoring and evaluation system as recommended in section 4.1.2. The system should consider the development of measurement instruments for all levels, and user-friendly communal monitoring and evaluation sheets to enrich the institutional work. The system should be installed in the central planning office and on all computers of the territorial team, so that the technicians would use it as a reference for their work and would periodically feed it. The keys of the most sensitive areas should be managed only by the central office and the Territorial Coordination. This would require external technical training and experience.
30. Do more efforts to improve the quality of the reports, with an emphasis on: *i)* Harmonisation of the “achieved results” in the narrative reports, with the categories and indicators of the corresponding sections of the POAs; *ii)* add qualitative aspects that explain the progress, delays and changes; *iii)* deepen the analysis in all sections; and *iv)* complement the information on the solution of weaknesses or consolidation of the achievements of the year before. We highly recommend drafting reports of every phase of the Plan, which will be helpful for using the lessons learned, appreciating progressive progress and valuing the overall impact and the impact per programme. The central planning office would have to prepare a format for this type of reports.

#### **4.3.5 Of the Financial Administration**

For overcoming the hurdles in this field, we recommend:

31. Concretely specifying where the amounts exceeding the budget execution come from and in what areas or items the budget has increased. This would be easier on the basis of a norm for guiding budget formulation.
32. Assessing the possibility of balancing the budget between social and productive projects and if possible, giving priority to productive projects and strengthening actions with the municipal government for these to be included in the municipal POA.
33. Registering the communal contribution in the accounts, including it in the income and expenditure budget. This requires an instruction that norms the valuation of all communal contributions, such as: labour, local materials and any other contribution of the beneficiaries in PDIVI development.
34. Using the VIPFE’s cost/efficiency indicator for future minimisation of the cost per product unit or per beneficiary, and adopt the guidelines and methodologies for project formulation and evaluation designed by this Vice-ministry for the following areas: Health, Education, Basic Sanitation, Micro Irrigation, Agriculture,

Transportation and Environment. These guidelines contain parameters to compare maxima and minima using different criteria such as: cost/student, cost/square metre or cost/covered hectare.

35. Submitting the projects in the VIPFE format, taking into account that the obligatory use thereof will soon be extended to private sector institutions. We should underline as well that all projects have to be registered in the Investment Information System (SISIN) of the Vice-ministry.
36. Drafting Business Plans for the economic development projects that specify how the benefits will be obtained. These plans also have to contain economic indicators, e.g. the net present value (NPV), the cost/benefit (C/B) ratio and, if possible, the internal rate of return (IRR). This in order to verify profitability of the investments.
37. In the agreements with the municipality, specifying what personnel will be responsible for follow-up and supervision of the project, at the same time specifying the way in which the municipality will strengthen and develop the different actions and commitments specified therein.

#### **4.5 Impacts and Sustainability**

The transformation of the initial changes detected in long-term impacts that ensure sustainability can be ensured if the following recommendations are applied:

38. Validate the changes and sustainability factors identified in this evaluation and develop a plan for follow-up and strengthening thereof during the current implementing phase, involving the communities of the PDIVI 1 and 2. In this regard, the systems of indicators recommended before must include impact and sustainability indicators, which should be developed on the basis of the changes found. These indicators should be grouped per programme and be harmonised with the outcome indicators used in the current phase. The overlap of projects and activities in phases 1 and 2 helps to strengthen and link both elements.
39. Follow up the issues identified in this field, emphasising the following aspects: improvement of the training, information and technical assistance processes; strengthening of the subjective and quality matters of the projects; consolidation, legitimacy and regulation of the pos project organisations; the design of standard tariff and community service systems; the promotion of organic agriculture; business strengthening, especially in the administrative field and as regards associativity; the search for and widening of markets; effectiveness of the agreements on commercialisation; provision of the municipal business card to the producers' associations; closer links between the producers and restructuring of the environmental component.

## **INTRODUCTION**

Starting in year 2000 and throughout three successive phases - 2000-2002, 2003-2007 and 2008-2012 - Misión Alianza de Noruega en Bolivia (MAN-B) has carried out the Integrated Development Plan Interandean Valleys (PDIVI), basically in the municipalities of Combaya and Sorata, with the central purpose of improving the socioeconomic conditions of the peasant families by strengthening the local organisation and encouraging the active participation of men and women in their own development. This is done in close coordination and alignment with the local governments and the Municipal Development Plans. Since the beginning to date, the PDIVI has been subject to three evaluations. One external evaluation in 2004, and two subsequent evaluations carried out by Bistandsnemnda and NORAD in 2006, which confirmed the results of the evaluation and which gave rise to formulation of the current implementing phase that has just started and that will conclude in 2012.

The previous evaluations have shown the significant contribution of the PDIVI and MAN-B to development of the families and communities, though they also underscored the need for strengthening some areas, such as: the capacities and institutionalisation of the local organisations, improvement of the planning, development of the baseline and standardisation of the financial information.

With the objective of reviewing the situation halfway and taking advantage of the lessons learned for more effectively guiding the current implementing phase, this evaluation was conducted. The overall objective of this mid-term evaluation was to analyse the conception and pertinence of the *Integrated Development of the Interandean Valleys Agreement*, as well as effectiveness and efficiency in execution, the principal results, the impacts and sustainability, considering the conclusions and recommendations of the External Evaluation performed in 2004.

With the purpose of focusing the work and considering the cut in 2004, this evaluation centres on years 2004-2007, but with a retrospective and prospective vision. In this sense, an analysis was made of documents of the first phase, particularly of the base document and the first reports of the PDIVI 2. This way, it was possible to identify the gaps, achievements, potential and tasks to be given priority in this phase, so as to improve the possibilities of success of the PDIVI, especially in terms of the quality of the outputs, ownership of the attitudes and practices, ensured impacts and achievement of sustainability of the principal processes and products generated so far.

This evaluation was conducted by an interdisciplinary team composed of six consultants, men and women, five of whom part of Bolivian consulting firm Corconsul SRL, and one international consultant from Nicaragua who was responsible for overall coordination of the evaluation. The work was developed between October 2008 and February 2009 and included a field work phase of 11 days during which the team interacted with 279 persons, such as officers and beneficiaries of the different projects, visiting 14 representative communities of the PDIVI chosen according to the quantity, type and periods of execution of the implemented projects. According to the proposed

methodology, there were direct interviews, focal groups, visits to works and productive parcels, and walks through the different communities.

The ample work in the field and the exhaustive revision of the bibliography on the revised period were helpful for making a good analysis and have sufficient elements on the different aspects of execution, both in general and from a programmatic perspective, including the revision of a good number of projects. Based on this approach from different angles, the evaluation team was able to come up with a wide set of conclusions and recommendations so as to provide in-depth guidance for the direction in execution and the emphasis that should be put from now until 2012.

The fact that the second phase is starting is a good opportunity for putting into practice pending matters from the previous evaluations and the new recommendations derived from this evaluation, most of which are related to quality, focus and consolidation of the relevant achievements.

The information of the evaluation is organised in four chapters and five annexes. The first chapter presents general institutional aspects of MAN-B, a dynamic panorama of the context in which the PDIVI is developed at the moment and the evolution of the Plan since the pilot phase until the current PDIVI 2. The second chapter contains a summarised description of the objectives and the methodological framework of the evaluation. The next chapter is a comprehensive section with a description of the evaluation findings in each of the analytical categories described in the TOR: a) Pertinence and Relevance, from the perspective of adequacy of the Plan, for the context and the current demand; b) The quality of the overall logical framework, considering the hypotheses, coherence, the indicators and the project portfolio in 2004-2008.

Also in chapter three are the following sections: c) Effectiveness of the PDIVI, taking into account the general aspects, as well as the achievements and weaknesses of the programmes; d) Efficiency from different angles: institution, of the intervention; follow-up and evaluation, quality of the reports and the financial administration of the Plan; and e) The impacts and sustainability based on the identification of the different elements in development fomenting this aspect.

The fourth chapter presents the conclusions and recommendations, organised under the same premises as the previous chapter. The recommendations are provided after each conclusion or group of conclusions in the same category, which helped to link the two faces of every situation, thus facilitating reading and comprehension of the document. The five annexes contain complementary information on some operational and analytical aspects of the evaluation.

The evaluation team, and particularly the Coordinator wish to thank the following actors for their valuable contributions and support: the team of MAN-B in La Paz; the technical and administrative team of MAN-B in Area V, the male and female participants in the focal groups and visits to the works, and the municipal authorities of Combaya and Sorata. Their contributions and assessments from their different perspectives were decisive for the structure and content of the evaluation. The road was tough but rich and

the team of consultants hopes that the results of this study will be helpful to strengthen and consolidate the important achievements attained so far.

## **I. BACKGROUND**

### **1.1 Misión Alianza Noruega en Bolivia**

Misión Alianza de Noruega en Bolivia (MAN-B) is an evangelical non-profit non-governmental organisation founded in June 1979 and recognised by the Bolivian State in May 1980. Since 1997, the organisation is managed completely by Bolivian personnel. The entity's overall purpose is to proclaim the gospel of Jesus Christ through the diaconal service expressed in serving our fellow men.

In this sense, the organisation's Mission and Vision are to: "Promote the integrated development, founded on diaconia, in impoverished communities" and "Achieve that persons and families enjoy better living conditions, working for the integrated development of their communities, within the perspective of the Kingdom of God and with the following Values based on the Gospel: love, trust, dignity, equity, solidarity, justice and honesty. In its 27 years of life, MAN-B has executed six programmes, structured in plans, programmes and projects that are carried out in different communities in the Department of La Paz.<sup>1</sup>

The different programmes and actions were set within the strategic institutional objectives aimed at improving the living conditions of the poor population, within the framework of an integrated and sustainable development so as to ensure permanence of the fomented actions and processes.

The specific objectives centring on communal empowerment, the access to basic services, enhanced dynamics of the local economy and the equitable distribution of benefits reinforce and contribute to the institution's general strategic ends.

In this setting, between 2000 and 2002, MAN-B started an integrated project to respond to the multiple needs of the poor populations of the Interandean Valleys in the Department of La Paz. Thus, the project called "Integrated Development of the Interandean Valleys (PDIVI)" was born, which is the object of this evaluation.

### **1.2 Current Context of the PDIVI**

In general, the political, juridical and planning framework in which the current phase of the PDIVI has been and is being developed offers a series of opportunities favouring project development. In this sense, different political and juridical instruments – the Municipalities Law, the People's Participation Law, the Hydrocarbons Law (IDH, Direct Hydrocarbons Tax), the General Plan 'To Live Well' and the new Constitution (which will be subject to a referendum in January 2009) – are some of the elements guiding the integrated development and the alignment with the social, political, cultural and

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<sup>1</sup> Institutional Documents: brochures, agenda and others. MAN-B 2007 and 2008.



economic potential of the country, with the objective of improving the population's quality of life.

In addition, through these instruments fresh financial resources were channelled to the municipalities (People's Participation, IDH and HIPC) that have improved investment possibilities, particularly in terms of social infrastructure and improvement of the basic services. The mechanisms contained in the different public policies encourage and foment equity, participatory planning, the full exercise of rights, the prioritisation of investments and social control, thus creating adequate conditions for direct participation of the communities in decisions on their development.

This has given rise to important departmental and municipal dynamics, characterised by an enhanced involvement of the rural and urban communities in the formulation of Departmental and Municipal Development Plans, as a first step for the population to participate in concrete decision-making processes and spaces and in social audits of the investment resources available in the municipalities.

However, in practice the precarious socioeconomic conditions of the population, the magnitude of their practical and strategic needs, the limited financial resources at the disposal of the municipal governments, the corruption and the resulting poor governance are important hurdles that limit real development possibilities of the communities, particularly in the rural area.

The traditional communal organisation is based on Agrarian Unions that have their own organisational and functional logic, which should be strengthened and invigorated by the municipal governments. However, there are few concrete actions for strengthening the communal organisation, which means that the actions and management capacities, and particularly also the proposal-building capacities of the communities, still show major weaknesses.

The intervention zone is a mountainous area with slopes of up to 75% and altitudes of between 2,200 and 4,200 masl. This means that the area is prone to erosion and landslides, especially in the rainy season<sup>2</sup>. As pointed out in the diagnostic of the Plan, the forest layer is degraded and most native species have disappeared, though some species can still be found: Tara (*Coulteria tinctoria*), Khiswara (*Buddleja coriacea*) and Kewiñas (*Polypepis sp*), which represent a good potential for repopulating the woods and slopes.

There are water resources offering a good potential, such as rivers, streamlets and springs with regular water flows. The PDIVI has taken advantage of these resources for safe water and micro irrigation projects. Still, some communities have problems regarding the availability, scarcity and drying up of the water sources. This situation is further worsened by the growing contamination with solid waste and grey water. The shallow soils with a low to moderate fertility are also affected by the erosion and the inadequate use for agricultural and livestock activities, especially subsistence activities.

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<sup>2</sup> Integrated Development Plan Interandean Valleys PDIVI 2002 and Integrated Development Plan Interandean Valleys. MAN-B Area V. La Paz Bolivia 2007.

The best land is used for the most profitable crops, such as: potatoes, chirimoya, oca (sweet potato), maize, barley etc. The poor-quality pastureland is mostly used for herding cows, horses, camelids, sheep and goats. An additional problem is land parcelling, the use of inadequate technologies, the lack of activities for animal health, the high incidence of plagues and diseases and the limited diversification and rotation of crops.

The target population lives in disperse rural communities of less than 400 inhabitants, although in the capital cities of the cantons (Combaya, Sorejaya, Ilabaya, Laripata and Quiabaya) the population concentration is higher, up to 1,000 inhabitants. The EAP accounts for 45% of the total population and up to 85% of the EAP works in agriculture and livestock activities. Because of the low levels of productivity, people tend to migrate seasonally for complementing the household income in activities outside the rural area. Especially the young men and women migrate, some of whom never come back to the countryside. Hence, annual growth rates in the communities are low or even negative, e.g. the growth rate in Combaya is 0.04%. In general, the growth rate in Larecaja is hardly 0.12%.

Coincidentally with the difficult physical, ecological and productive conditions, the social context is characterised by a generalised poverty that affects 90% of the households, most of which have a real per capita income of between USD 559.00 and USD 716.00. Data derived from the diagnostic show that the human development index (HDI) is 0.31 in Combaya and 0.36 in Sorata, i.e. in categories 272 and 227, respectively, which is Very Low. The situation in Quiabaya is similar.

There are also deficits in the other social indicators on: education, illiteracy, life expectancy, the access to basic services (particularly health, drinking water and sanitation). The same goes for the social and road infrastructure, and so in general we can conclude that the living conditions of the population are precarious and tough, discouraging rooting in the communities, which mainly affects the young people. In some schools we visited for this evaluation, the number of children – boys and girls – is lower than the minimum level required by the Ministry of Education. In this context, the actions of MAN-B have left visible traces of improvement that, as we will mention below, require an adequate follow-up so as to consolidate the changes and ensure sustainability over time.

As regards gender equity, the institutionalised social mechanisms favour discrimination that is deeply rooted in a patriarch culture and idiosyncrasy, especially in the rural area, and which is worsened by the weak and incomplete legislation favouring women. Therefore, there are marked inequalities between men and women, in terms of information, capacity-building, the exercise of rights, political participation and the access to decision-making and power spaces etc.

Data of the Plan and the field experience for this evaluation show that women and men are little aware of the women's rights, besides a general lack of knowledge of the laws protecting women. In practice, this is translated in the women's poor access to basic services, especially education and a very low participation in development processes. The traditional female role focusing on reproduction and household care is still deeply

rooted in both men and women, despite the women's significant and fundamental participation in productive activities (agriculture, handicrafts, livestock), commercialisation and in the household economy.

One positive aspect is that the legislation on the equal participation of women in municipal positions has given rise to a significant presence of women in the Municipal Councils of Combaya, Sorata and to a lower extent Quiabaya. Still, the basic indicators on gender equity clearly show the discrimination and inequity affecting women in the influence area of the PDIVI. The Gender Empowerment Measure (GEM) is between 0.19 and 0.23, while the Gender-related Development Index (GDI) is between 0.29 and 0.33. Therefore, the improvement of the indicators and the real situation of women is one of the biggest challenges the PDIVI has faced and still faces.

### **1.3 Evolution and Structure of the PDIVI**

The embryo of the Project: "Integrated Development of the Interandean Valleys (PDIVI)" was the Pilot Phase in years 2000 to 2002 in the municipality of Combaya, the central purpose of which was to support a series of sustainable development processes encouraged by the Municipal Development Plan (PDM) of Combaya. From the beginning and as mentioned in the institutional strategies (1 op cit), the project was drafted and developed with considerable participation of the communities, cantonal authorities and the municipal government, who also assumed financial responsibilities and responsibilities for administration and execution of the pilot project and the different project phases.

The results and experiences obtained in the pilot phase helped to confidently develop a second five-year phase (2003-2007) called Integrated Development of the Interandean Valleys (PDIVI 1) in a larger geographical action area, namely two cantons in the municipality of Combaya and five cantons in the municipality of Sorata, which are all part of the province of Larecaja in the department of La Paz. This plan covered 77 communities, with an approximate population of 13,400 inhabitants distributed in a geographical area of around 530 Km<sup>2</sup> in the two municipalities.

The PDIVI 1 was subject to an external evaluation in 2004<sup>3</sup>, which concluded that in general the implemented strategies, programmes and projects contributed significantly to development of the households and communities, as the central development stakeholders. Two subsequent evaluations conducted by Bistandsnemnda (BN)<sup>4</sup> and NORAD (2006)<sup>5</sup> confirmed the results of the evaluation in 2004 and so the third phase was prepared: the PDIVI 2 that was to take into account the recommendations of the evaluation in 2004 and which are summarised below:

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<sup>3</sup> External Evaluation. Pilot Project Combaya MAN-B. Cortez R, Cusicanqui J, De La Quintana H, Laruta C. and Whist Erick Corconsul La Paz Bolivia 2004

<sup>4</sup> Thematic Evaluation of the Integrated Projects of BN. Mossinger Anne and Whist Erick. Scanteam. Oslo January 2005.

<sup>5</sup> Report of the Visit to the PDIVI by NMA and MAN-B. Jorgensen Ivor and Karlsen Marit L. NORAD, Oslo May 2006

- 1) The need for strengthening capacities, particularly in terms of management and proposals, of the Local Development Organisations (ODLs) and for enhancing ownership by the Municipal Governments.
- 2) The development of socio-economic and baseline analyses for a better prioritisation of the projects and the real measurement of its impacts, in the new phase of the PDIVI.
- 3) Improvement of the general planning, especially as regards the formulation of indicators.
- 4) Standardisation of financial information of the Plan, aimed at correct performance of the financial execution. The PDIVI 1 has more than 40 expenditure groups, which greatly hampered evaluations.

In the different sections of chapter III of this report, an assessment is made of the incorporation or not of the recommendations of that evaluation.

The overall positive results of the PDIVI 1 and the many requests for cooperation submitted by the communities and the municipal and communal authorities in the zones surrounding the Plan intervention area were the basis for the decision to continue with the activities through the PDIVI 2, which was designed for the five-year period 2008-2012. In this phase, the action area was widened, covering the same 14 communities in Combaya, 77 in Sorata and 25 new communities in the municipality of Quiabaya, i.e. a total number of 116 communities located in six cantons of the three intervention municipalities.

The total population is now around 17,000 inhabitants, distributed over an area of approximately 623 Km<sup>2</sup> (136 in Combaya, 394 in Sorata and 93 in Quiabaya<sup>6</sup>). One element worth mentioning as regards the demographic profile is that in three of the five considered age groups<sup>7</sup>, women are a minority group, even though in the older groups (45-64 and older than 65) female presence is slightly higher than male presence. As regards the overall population, there are more men (9,349) than women (8,001). There are no data on the causes of this particular situation that differs from the results found in the diagnostic of the first phase.

In its different phases, the PDIVI was structured like the other plans of MAN-B, that is to say around three programme axes: 1) the Human Development and Organisational Strengthening Programme, which includes projects in infrastructure and the access to basic services (Education, Health, Basic Sanitation) and training for the communities and local organisations; 2) the Economic Development Programme, with projects on micro irrigation, agricultural and livestock improvement, productive transformation and forestation; and 3) the Diaconal Development Programme, with a focus on encouraging Christian principles and values in the communities and the different organisations. In principle, the three programmes involve crosscutting actions to strengthen topics related to the Environment, Gender and Institutional Strengthening.

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<sup>6</sup> PDIVI-2 2008-2012, MAN-B 2007. Diagnostic Section.

<sup>7</sup> PDIVI-2. Table No. 5 page 20. MAN-B 2007.

### 1.3.1 Objectives and Components of the different phases of the PDIVI

Besides the changes related to the geographical and population outreach, the PDIVI has undergone some structural changes that are mainly related to the intervention strategies. The table below shows that in the PDIVI 2, the strategies are better defined and tend to ensure strengthening of the operational aspects and population groups that are crucial for execution: alignment with the municipal annual operating plans (POAs), the inclusion of women, capacities of the technical team, disbursements etc.

The strategic objectives, on the other hand, have not changed, even though the wording of one of them was slightly changed. The table below shows the strategic objectives and strategies in both phases:

Strategic objectives*	PDIVI 1	PDIVI 2
	<ul style="list-style-type: none"> <li>-“The living conditions of the population in the area of the Interandean Valleys have improved in terms of social, economic and organisational aspects; integrating men and women into the development of their region”.</li> <li>- “Inhabitants of the area of the Interandean Valleys have improved their living conditions, through the strengthening of their organisations and training of the human resources; improving their social conditions and economic income; integrating men and women into local and sustainable development processes”.</li> </ul>	<ul style="list-style-type: none"> <li>- “The living conditions of the population in the area of the Interandean Valleys have improved in terms of social, economic and organisational aspects; integrating men and women into the development of their region”.</li> <li>- “The living conditions of the peasant households of the Interandean Valleys improve, through the satisfaction of their social and economic demands and the strengthening of their organisations, integrating men and women into local and sustainable development processes”.</li> </ul>
Action strategies**	PDIVI 1	PDIVI 2
	<ul style="list-style-type: none"> <li>- Integration of the community (men and women) as the principal protagonists of their development.</li> <li>- Encouragement and strengthening of human capacities.</li> <li>- Strengthening of the local organisation.</li> <li>- Alignment of the stakeholders in economic, political, social and spiritual processes.</li> <li>- Encouragement of the sustainable use of natural resources and the environment.</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity-building of the communal organisations and of women so that they would be protagonists of the social and productive changes in the municipality, within the framework of national laws.</li> <li>- Annual incorporation of actions of the PDIVI 2 into the municipal POA, in coordination with other institutions.</li> <li>- Establishment of compliance frameworks between the parties providing contributions to the Plan and the community for execution of the projects.</li> <li>- Ensure a responsible community participation in the phases for the formulation, execution and start-up of the projects, so as to favour the development of</li> </ul>

		<p>skills and capacity in maintenance and operation of the projects.</p> <ul style="list-style-type: none"> <li>- Strengthening of technical capacity in productive and communal service aspects.</li> <li>- Strengthening of the alignment of local organisations at the level of sections, cantons and communities.</li> <li>- Encouragement of the rational and sustainable use of the natural resources and environmental conservation.</li> <li>- Training of technical project personnel in current issues related to communal development.</li> </ul>
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\* Literal wording. \*\* Summarised wording

## II. OBJECTIVES AND METHODOLOGY OF THE EVALUATION

### 2.1 Objectives

According to the Terms of Reference of the Evaluation and the Technical Proposal agreed upon with MAN-B, both attached in Annex 1, the objectives of the evaluation are:

#### Overall

“Analyse the concept and pertinence of the ***Agreement for Integrated Development of the Interandean Valleys*** in its first phase of execution, compliance of the set objectives, efficiency in execution, the attained results, the impact and viability, as well as sustainability, considering the conclusions and recommendations of the External Evaluation conducted in 2004; as well as the concept of the proposal in its second phase and the implementing process”.

#### Specific objectives

The objectives of the different evaluation parameters are summarised below:

#### **Pertinence and structure of the Project**

- a. Analyse the relationship between the objectives of the PDIVI and the problems identified in the actual situation of the municipality, analysing the following aspects: the current needs and the pertinence of the target beneficiary groups; evolution of the socio-economic situation; situation of the institutional partners; alignment of the PDIVI with the policies of the government and other institutions; quality of the Overall Logical Framework; indicators and the flexibility and adaptability thereof to changes in the context in which the PDIVI is developed.

### **Efficiency**

- a. Evaluate the actual application of the means and activities for attaining the desired results, for which the following areas will be analysed: the internal organisation of MAN-B; administrative-financial management; cost/effectiveness; guidance; relationship with the partners; coordination with regional public authorities, institutions and beneficiaries of the PDIVI; participation of the beneficiaries; quality of the technical assistance; communication and dissemination; local organisational strengthening; follow-up and evaluation system; quality of the reports etc.

### **Effectiveness**

Analyse and assess the obtained results and the relationship thereof with the specific project objectives, considering the following aspects: the actually achieved and planned results; delays and suspensions; synergies with other institutions and pertinence of the hypotheses for achieving the expected results.

### **Impact and Sustainability**

- a. Assess the situation and evolution of the factors that ensure viability and contribute to project sustainability, as defined in the identification of the Agreement. Likewise, an assessment will be made of the principal risks that may raise doubts as regards the viability of the plan or some of its components; taking into account the following aspects: local and institutional capacity-building in their rights and obligations; the crosscutting topics gender, environment and participation; adequacy of the generated outputs and processes for the beneficiaries and institutions; communal capacity for sustainability; changes of conduct; favourable conditions or phenomena and risks.

## **2.2 Methodological Framework of the Evaluation**

### **2.2.1 Work modalities and instruments**

The evaluation was conducted as per the following basic phases, both in Nicaragua and Bolivia:

A) Planning of the Evaluation: This process included: the overall methodological design; the development of guides for focal groups; interviews and onsite inspections of the works, productive systems and infrastructure; drafting of the field plan and the applicable logistics; selection and exchange with the Bolivian team of consultants on conceptual, logistical and methodological aspects of the evaluation.

B) Processing and recording of the relevant information for the Evaluation. This phase covered a review and registry of more than 60 documents, the most important ones of which were: Project Documents of the PDIVI 1 and 2; Logical Frameworks of the Plans and Programmes; POAs of years 2004 to 2008; External Evaluation of the PDIVI 1 conducted in 2004; Evaluation conducted by Bistandsnemnda in 2005 and by NORAD in 2006; Annual Report on Physical Progress covering years 2004-2008; Financial Reports

covering this same period of time; a Sample of the Project Portfolio, which consisted of 48 projects; as well as other documents of an interest for the work.

*Used Instruments:* Cards and matrices with basic information, and Guides for the different field activities (see Annex 2).

C) Fieldwork for the evaluation team to gather primary information. This phase focused on individual and group interviews with: employees of MAN-B at the central level, the territorial technical team, the PDIVI field technicians and municipal authorities; focal groups with project beneficiaries and direct project visits, in which the team spoke with the direct beneficiaries – men and women – of the activities. There were interactions with a total number of 279 persons, in 14 communities in the municipalities of Combaya and Sorata – see lists of interviewees in Annex 3. This annex also includes a map of the communities visited by the two evaluation teams set up for this purpose.

D) Workshops for sharing the initial results of the evaluation. Two workshops were developed, one with members of the central and territorial team of MAN-B and another one in Sorata with the interviewed government actors and groups. In the workshops, input, suggestions and comments of the participants were collected, which are included in this report.

E) Systematisation of the information and drafting of the Evaluation Report. This work was performed on the basis of a work plan agreed upon by the Coordinator and the Bolivian team. The draft report was submitted to MAN-B at the end of December 2008. After a revision and presentation by the Bolivian team to the team of MAN-B, the final version was written in January 2009.

### **III. GENERAL FINDINGS**

#### **3.1 Pertinence and Relevance of the PDIVI**

The analysis on pertinence is presented from the two perspectives considered in the TOR for the evaluation: the conceptual validity for responding to the current demands and the evolution of the context and the congruence of the strategic elements of the logical framework.

The fieldwork has shown that there is a high degree of satisfaction with the obtained outputs, especially as regards the infrastructure that has satisfied a large part of the basic needs in education, health and basic sanitation. Indeed, in the municipality of Combaya where the projects have been practically concluded, the population and authorities perceive the work of MAN-B as a “social revolution” that has awoken them to a reality in which they themselves – men and women to a lesser extent – build their own destiny.

There is also a very favourable perception of the benefits of the encouraged projects in agriculture and livestock. The crops are in accordance with the productive vocation of the zone and are aligned with the Municipal Development Plans and the national production strategies focusing on diversification in agriculture and livestock, food self-



sufficiency, satisfaction of the basic household needs and the generation of an economic income for the households.

Other elements that are perceived as favourable are the promotion of Christian values and the direct participation of the community in administration and management of the financial project resources. The conjugation of both elements has contributed to overall achievement of the objectives, with a high sense of accountability and transparency, which is a value added offered by MAN-B that sets the organisation apart from other NGOs.

### **3.1.1 Adequacy of the PDIVI for the context and the current demand of the target groups.**

The review of documents and the field interviews with the different beneficiaries (men and women) have shown that in general, the PDIVI 1 and 2 are in accordance with and adequately respond to the national and municipal contexts, as well as to the most felt needs of the target groups and communities. The principal findings in this sense are:

- The diagnostics and context analyses of the PDIVI 1 and 2, as well as the different processes followed for formulating both Plans – communal self diagnostics, planning workshops and processes to prioritise municipal demands – show that the overall situation of the target population has shortcomings in all fields, particularly the insufficient and poor quality of the basic services, the environmental deterioration, the inefficiency of the productive systems, the organisational weakness and the serious functional and financial restrictions of the municipal governments<sup>8</sup>.
- The mentioned processes were conducted with a high degree of participation from the communities and municipal and sectoral authorities. The results of these processes were the fundamental basis for preparing and implementing both phases of the PDIVI. And in this sense, the overall and programme objectives focused on contributing to an improvement of the areas identified and prioritised by the population and its authorities<sup>9</sup>. Hence, the different phases of Plan respond directly to the priority needs of the targeted population.
- During the fieldwork, it was clear that both for the local population of the communities and for the municipal and sectoral authorities education, health, water and sanitation, productive improvement and sustainable management of the natural resources continue to be the areas with most needs, as reflected in the municipal strategic and operational plans (PDMs and POAs, respectively), with which the PDIVI is aligned. In this regard, the Plan has been and is fundamental not only for improving the quality of life of the communities, but it is also a strategic ally of the municipal governments, as it complements their investment and operational capacities.
- Because of its strategic logic, the PDIVI does not only contribute to execution of the municipal plans, but it also contributed significantly to the putting into practice and

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<sup>8</sup> Problem Tree. PDIVI 1 and 2. MAN-B La Paz Bolivia 2002 and 2007.

<sup>9</sup> Objective Tree. PDIVI 1 and 2. MAN-B La Paz Bolivia 2002 and 2007.

reinforcement of the principal government policies for promoting the integrated and equitable development of the country, among which: the general plan 'To Live Well', the Municipalities Law, the People's Participation Law, the Hydrocarbons Law (IDH) and the mechanism for distributing the external debt relief resources. This is thanks to the insistence on participatory planning, social organisation, capacity-building, the provision of information, the social control of public resources etc.

- One value added of the PDIVI is the transmission of values within the framework of the Diaconal Programme. Even though most people are Catholic, this programme received a positive assessment by all interviewees (m/f) who consider that it has contributed significantly to the transparent and responsible execution and transmission of the projects and of the associated financial resources.
- As usually happens in all development processes, satisfaction of the basic demands leads to the generation of new needs and expectations, and so in all the visited communities new demands were detected, related to the continuity, strengthening, territorial expansion or up-scaling of the activities and works carried out in the first phases of the PDIVI. Some of the principal demands in this sense are: houses for the teachers, enlargement of the schools, school equipment, sanitary facilities at school, personnel specialised in computer science, micro irrigation, projects and training for women, entrepreneurial strengthening, markets, technical support and equipment of micro enterprises, machinery and an increase of the flower production.
- The interviewees mentioned that in most cases the communities had identified their demands years ago, but due to weaknesses of the municipal government, their demands were not met until MAN-B started to work in the municipalities of Combaya and Sorata. This is a relevant comment if we consider that due to the topographical conditions and the isolation of the communities, the presence of the municipal government and development agencies or entities is practically nil.
- Indeed, the institutional mapping performed by MAN-B for drafting the PDIVI and the testimonials given in the focal groups under this evaluation show that there are only two NGOs: the Foundation for the Promotion and Development of Micro Enterprises (PRODEM) and the Centre for Training and Services for the Integration of Women (CECASEM). Both organisations have an office only in Sorata. Only the Catholic and Lutheran churches have social activities; state programmes are very limited and not systematic. Therefore, the PDIVI is particularly relevant for the target populations and municipalities.
- In some of the visited communities (San Pedro, Combaya and Laripata), the municipal government and other agencies or organisations have not been able to satisfy the basic needs of the population. Hence, MAN-B is the only or principal development agent in these areas. Although this reflects the importance of the institutional work, we should not ignore the risk of dependency and the excessively protagonist role this implies.

- The target groups selected by the Plan: mostly indigenous rural populations that live in mountainous areas with high ecological risks and high levels of poverty and precariousness, the “poorest among the poor”. MAN-B works with practically 100% of the population in the communities, and so the pertinence and relevance of its work are beyond doubt, though there are groups and thematic areas that require a special focus, as will be specified below.
- Both in Combaya and Sorata, there have been serious governance issues for political and/or administrative reasons, which have led to the constant change of Mayors and Councillors. This has had a negative impact on the execution of some projects, particularly in infrastructure because the municipalities did not comply with the promised matching contributions. This situation is not yet critical and the projects have been carried out without any delays or effects that cannot be overcome, to a large extent thanks to the flexible administrative and operational arrangements of the PDIVI.
- Although this is a very positive facet of the Plan, which shows the adaptability and the capacity to respond to crises, we cannot ignore the fact that this situation might worsen and have a serious impact on MAN-B and the communities, especially taking into account the general cost increase and the economic slowdown that will have a deep impact in the country and especially in the poorest municipalities.

## **3.2. Quality of the Overall Logical Framework**

### **3.2.1 Validity of the hypothesis and the assumptions**

As pointed out in the previous chapter, the PDIVI was formulated on the basis of the collective identification and prioritisation of problems in the most sensitive areas in the communities. The procedure included a definition of the general and specific problems in the different areas as specified by the different territorial stakeholders: socio-cultural, physical-natural, economic-productive and organisational-institutional. The developed problem trees were the basis for formulating the corresponding objective trees, which in both cases were summarised in a series of Overall Problem and Objective Trees (*8 and 9 op cit*).

We should underline that the problems and objectives in the PDIVI 1 and 2 are practically the same, except that management capacity-building for the local organisations is included both in the first-level objective in the organisational-institutional tree and in the overall objective tree. This is a step forward in relation to the focus on the strengthening of grassroots organisations, establishing as a premise the adequate participation of the Agrarian Centrals and Subcentrals and other ODLs in the development. Management capacity-building of the grassroots organisations was one of the recommendations derived from the evaluation in 2004, and so in technical terms this recommendation was included in the 2008-2012 phase of the PDIVI.

The set of problems and objectives was the conceptual basis for development of the “Shared Vision” of MAN-B and the stakeholders involved in the Plan, which was defined

as follows: “*The communities in the area of the Interandean Valleys have better living conditions; with strengthened organisations and trained human resources; living in better social and economic conditions, and where men and women are integrated in local and sustainable development processes*”. From this vision, it was possible to reach a consensus on the elements of the overall PDIVI Logical Framework: Strategic Objectives (at development, purpose and outcome level) and intervention strategies. Based on the fieldwork of this evaluation, it was possible to confirm the validity of the identified situation and of the strategic proposals to improve the situation.

### **3.2.2 Coherence and clarity of the overall and specific objectives and the outcomes**

The analysis of the different groups of objectives of the PDIVI 1, which is the central object of the evaluation – objective trees built in the Diagnostic phase (Chapter I), strategic objectives and outcomes contained in the Development Strategy of the PDIVI (Chapter II) – shows that there is overall coherence in the chain of strategic elements, particularly between the highest categories, where the following aspects stand out:

- The central element of the first-level objective of the overall objective tree and of the strategic objectives is improvement of the living conditions through social and economic development, and the active integration of persons into local development. These elements are shared by the different strategic categories and are a guideline linking them.
- The Shared Vision and the Purpose Objective have the same definition and both state that the improvement of the living conditions will be achieved through organisational strengthening, human capacity-building, an improvement of the socioeconomic conditions and the integration of men and women into local development processes. In this field, the purpose objective has a correct technical wording that is excessively detailed in the Vision.
- The outcome objectives collect all elements of the previous objectives, though they have an important weakness in terms of the balance of the areas predefined in the purpose objective (and in the vision). Of the eight defined outcome objectives, four centre on an improvement of the economic conditions and the production; three on an improvement of the social conditions (access to and quality of the basic services) and only one on organisational strengthening.
- This means that organisational aspects are rather weak and that no attention is given to the subjective areas that are crucially important for achieving changes in the living conditions: human capacity-building and the active integration of men and women into the development processes. And this despite the fact that these are explicitly mentioned in the Vision and the Purpose Objective. In the PDIVI 2, the situation of the outcome objectives is similar, with imbalances in basic services, economic development, gender and childhood. Probably, the imbalance in this strategic level in both plans is one of the causes of the unequal development of the areas and components found in this evaluation, as will be further detailed in the following

chapter. This also hampers clarity and balance as regards the central results to be achieved with the PDIVI.

- A similar situation can be found as regards the overall strategies, but with a favourable balance for human and social aspects. Of the five proposed strategies, four refer to the linkage of stakeholders, capacity-building and organisational strengthening. If the strategies are compared to the outcome objectives, with which there should be a direct correlation, it is remarkable to see that no strategies were designed for the four objectives on production and economic development, or for the three objectives related to improvement of the social conditions.
- And there are no strategies either to work on gender equity, even though this is a fundamental crosscutting axis of the Norwegian Cooperation and the PDIVI and even though the Diagnostic chapter underscores the critical inequality affecting women in the target communities. As we will see below, there are serious weaknesses in the approach, treatment and ownership of this topic and most probably the lack of guidelines on how to deal with gender is one of the principal causes underlying this situation.
- Another outstanding aspect is that the strategies are worded as general statements, without specifying how or in what way the intentions stated therein will be achieved. We should not forget that the essence of any strategy is precisely to explicitly indicate “*how to achieve*” what we want to achieve, suggesting clear guidelines and steps to be followed for achieving the programmed objectives and goals of the plan, programme or project. Without this, the strategies lose their guiding purpose. For example, the strategy: “Strengthen and foment training of the human resources” should briefly explain the type of actions, the methods, the groups to be targeted, the crucial topics etc.

Just like in the case of the outcome objective, it is very probable that this weakness in terms of balance and quality of the overall strategies for important matters has had an impact on the unequal development of the different programme components, some of which need to be developed better.

### 3.2.3 Quality and pertinence of the indicators

The evaluation conducted in 2004 stated in a general manner the weaknesses and challenges in the indicators of the PDIVI 1. The comparison of the logical framework of the PDIVI 1 and of the PDIVI 2 shows that significant progress was made as regards the definition and quality thereof, though there is a persistent important weakness regarding the indicator of the End.

In the PDIVI, the indicator on the End was little viable and very difficult to measure<sup>10</sup>, particularly because of the lack of baseline data and the complexity for measuring the Human Development Index (HDI), which was the basic reference. In the PDIVI 2, the

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<sup>10</sup> “The HDI of Combaya and Sorata increases by 14% until 2007”.

wording does not satisfy the clarity, delimitation and measurement parameters required of the indicators: "Referential socioeconomic indicators". With this wording, it is impossible to measure the change or effects one wishes to achieve.

The most remarkable aspects of the analysis of the higher-level and programme indicators in both Plans are:

- There is coherence between the outcome objectives and indicators in both cases, with a better definition of the outcome indicators in the logical framework of the PDIVI 2.
- The programme indicators are quite similar in both plans and can be used easily to measure quantitative aspects of the results expected in each programme, both in percentages and in numerical terms.
- However, in both cases qualitative indicators are missing and so it is impossible to measure essential aspects of the programme effectiveness, such as for example: the quality of the provided training, the degree of assimilation of the topics, use of the latrines, water management, tooth brushing in the households, the value added of the agricultural products, the quality of female participation in the grassroots organisations or the attributes of the forest plantations. We should not forget that quality aspects are as important as quantity aspects as the latter alone do not necessarily improve the living conditions, which is the final end of the PDIVI.
- Likewise, so far no impact indicators have been developed to measure or value the subjective or social changes or effects caused by the programmes and their projects. The lack of reference instruments and means to measure impacts hinder the daily focus of the actions for generating structural social and subjective changes, which are among the causes of underdevelopment. Without these changes, the interventions are futile, even if more efforts and resources are invested. We should also remember the importance of monitoring and impact measurement because of the direct relationship thereof with the efficiency and sustainability of the plans and projects.
- The Diaconal Programme shows the same situation and so it is not possible to measure, with technical certainty, the quality of the fomented processes or the progress in terms of personal or communal assimilation of the encouraged values, the individual or collective projection of the churches in the communities, or the integration of the churches beyond joint operational activities.
- The baselines for the programmes and projects have not yet been developed, though these are basic inputs for improving the indicator system and even though this was one of the principal recommendations of the Evaluation in 2004. According to the Technical Coordination of MAN-B<sup>11</sup>, this has not yet been done because of the lack of institutional guidelines, even though there is a general framework that is not strictly

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<sup>11</sup> Interview with Eng. René Vega Technical Coordinator Areas MAN-B. La Paz, 30.11.08.

applied as there are no institutional norms for doing so. Furthermore, there has been little interaction between the central planning office and the PDIVI team<sup>12</sup>, which has also affected the delays and the general weaknesses as regards planning in the PDIVI in both phases.

- As regards this last aspect, the strategic planning and physical-financial planning of the PDIVI have taken place and continue to take place exclusively by the Area V team, without any external support or support from the central MAN-B office. These planning activities are based on the general and specific experience of the team members and the validation with the communities<sup>13</sup>.
- Although it is true that this ensures a good degree of authenticity and legitimacy of the Plan, the lack of feedback with the central planning office and the lack of formats or norms guiding the processes have not been helpful to overcome technical weaknesses in the overall planning framework and drafting of the baselines – which was recommended four years ago in the mentioned external evaluation.
- Still, some important progress has been made from the central office, which will facilitate and guide the future planning exercises and adjustments required in the PDIVI. One element in this sense is the Institutional Strategic Plan (PEI), two action lines of which - related to Improvements of the Institutional Management – provide for the development of institutional and intervention planning instruments<sup>14</sup>. Besides, a baseline was developed on gender equity in the Interandean Valleys<sup>15</sup>, which will be helpful in the future for a better incorporation of this topic into the programmes and projects.

### **3.2.4 Brief analysis of the projects and the portfolio in 2004-2008.**

Although the scope of this work is limited to the strategic plans, we considered it was important to make a general assessment of the projects and the portfolio so as to have a wider scope for the analysis and assess the complete sequence of the planning chain. The findings on this third action level show a situation that requires consideration in the immediate future so as to strengthen or ensure products of a sufficient quality in this second phase of the PDIVI.

A first important element is that even though significant progress was made compared to 2004, most projects are formulated in the form of a general profile without any standard formats and without adequate logical frameworks for technical guidance of the execution and measurement of the results and impacts. This hampers an adequate assessment of the projects and the PDIVI in general, as these elements would show the objectives, strategies, activities, goals and programmed results of the Plan. This weakness implies many risks in terms of effectiveness and efficiency of the overall Plan, and so it should

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<sup>12</sup> Interview with Eng. Alejandro La Fuente, Planning Director MAN-B. La Paz, 30.11.08.

<sup>13</sup> Group interview with the technical team of the PDIVI-2. Sorata 25.11.08.

<sup>14</sup> Institutional Strategic Plan 2008-2012. MAN-B 2008.

<sup>15</sup> Baseline. Empowerment of Women and Gender Equity. Interandean Valleys MAN-B. Diagnosis SRL, La Paz June 2008.

be dealt with as a matter of priority and urgency, aimed at improving performance of the PDIVI in its second phase, which has just started. Hence, this is a good opportunity to make progress in this field.

We should note that despite the lack of institutional formats, in other agreements of MAN-B, the project structure shows a better development<sup>16</sup>. On the positive side, MAN-B has started a process for improving the planning area and it is working on the development of standard formats, which without any doubt will have a favourable impact on the formulation and reformulation of the PDIVI 2 projects.

One additional difficulty and element of tension mentioned by the technical team in this field is that Norway requires project profiles one year in advance, which has obliged them to quickly draft projects in advance, which do not always coincide with the implementing conditions. In various cases, this has led to disorder because of drastic changes in the (political, social, climatic etc.) context or because of changes in the community's priorities. In some cases, this has also hampered harmonisation of the projects with the municipal POAs, which are formulated much later. For the team, the reformulation is expensive and complex in terms of procedures, times and resources, and so this aspect should also be considered in the short term.

However, significant progress has been made and in general, the documents in this phase are better compared to the previous phase, and some projects show a good level of formulation, e.g. the human development project: "Educational Unit Laripata" and "Potable Water System San Pedro de Sorejaya".

The project portfolio of the Economic Development and Human Development Programmes for years 2004-2008<sup>17</sup> shows that 199 projects were executed or are being executed, 40 (20.1%) of which in the field of human development and 159 (79.8%) in the field of economic development. Within the framework of the Diaconal Programme, there are 10 projects and associated plans. Nonetheless, from a financial perspective, human development absorbs most resources (between 57.3% and 61.8% in both phases), as the central action axis of this programme is the construction, extension or improvement of social infrastructure.

From a development logic, the profile of the portfolio is effective because it responds to the communities' demands but it also covers thousands of households in two crucial fields of development: basic services and economic development, through two different but complementary action strategies: Improvement of the social infrastructure so as to improve the access to essential basic services and the implementation of many economic projects with an integrated perspective, which has helped to improve the food self sufficiency and generate a surplus for commercialisation, using a relatively low amount of resources.

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<sup>16</sup> External evaluations of the Agreements of Caranavi and El Alto.

<sup>17</sup> List of Projects by Communities. Human Development and Economic Development Programmes, 2004-2008. Tables provided by the Central Office of MAN-B, November 2008.



Nevertheless, as we will see below, the infrastructure components have more weight, which breaks the harmony of the PDIVI, to the detriment of other essential aspects such as training, gender, environmental sustainability or production, and so the perception and actions of the PDIVI mainly focus on infrastructure.

The projects for human development and economic development have activity timeframes, but some of these are very general and do not specify either the starting dates of the programmed activities or the implementing dates. There are no dates either for conclusion of the works, or minutes on final delivery of the works, which has hindered evaluations of the implementing timeframe and effectiveness of the programming. Without any doubt, this also affects measurement of the real cost of the works, which is closely linked to the implementing terms and the correlation thereof with labour costs and fluctuations in the price of materials etc.

### **3.3 Effectiveness**

#### **3.3.1 Overall assessment of the results planned and achieved during the period**

Based on a revision of the POAs and the available reports on years 04-08 it is clear that in general terms compliance of the programmed quantitative goals has been acceptable, particularly the goals of the Human Development Programme, in which the most outstanding aspects are: dental care for school children; training events for teachers; equipment of the school centres and health posts; and to a lower extent the infrastructure, which was affected by external factors outside MAN-B's control, as pointed out below.

In the Economic Development programme, the most notable elements are the introduction of seed and the micro irrigation projects while in the Diaconal Development programme, there is a remarkable overcompliance of the goals in terms of information and training events with youth leaders and pastors.

Despite the strict assessment of the results, it is difficult because there is insufficient fluency and coherence between the indicators of the POAs and the ones reported in the Annual Reports. This could show an insufficient use of the POAs as guiding instruments for daily actions, which gives rise to the development of activities outside the programme, the non implementation of other activities or overcompliance of the programmed goals. The most remarkable situations are briefly described below:

- *As regards the goals of a general nature, it is difficult to measure effectiveness with sufficient technical rigor because of the impossibility to adequately measure the quantity or quality of the group or the action to be performed. For example: "...the use of other natural resources"; "...the schools in the communities receive equipment..."; "...two camps with youth..."; "...children from the school participate in one event per month..."; "testing with 2 non-typical agricultural species" and "...6 events for 120 households".<sup>18</sup>*

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<sup>18</sup> Annual Operational Plans 2004, 2006 and 2007. Area V.

- *Use of non-comparable parameters for the annual assessment of the same goal.* In some cases, the terms projects, communities, households and persons are used indifferently for reporting the results of the same goal. e.g. “..3 livestock improvement projects” vs. “...60 households with 62 cows and 18 pigs”; “.... 4 agricultural improvement projects for 120 households” vs. “... 3 projects for the introduction of potato seed and beans, with the participation of 18 communities”<sup>19</sup> or “Information events on natural resources for 120 households” vs. “ 285 local inhabitants are guided in natural resources use...”<sup>20</sup>. This way, it is impossible to assess actual effectiveness and efficiency of the activities, as there are considerable variations between those terms.
- *Reported activities that miss goals in the POAs and programmed goals without any reported results. In both cases, the reports lack explanations to justify the variations.* Some examples of this are: “improvement of rural roads”, reported in the report of 2004; “32 households introduce sheep and 30 households introduce guinea pigs” and “... 67 agricultural greenhouses...”, reported in the report of 2007: In both cases there are no goals in the corresponding POAs. And the other way around, for the following goals: “The communities and local organisations from the area sign commercialisation agreements...” and “4 events for 80 partners”, lack information in the corresponding reports of 2004 and 2006. And there are various other cases in the period, particularly in the Diaconal Development programme.
- *Significant overcompliance in some goals, without any explanation of the causes and implications.* The most notable cases are: 326 households in animal sanitation campaigns, compared to 130 programmed households; 7 micro irrigation systems, compared to 4 programmed systems (POA and report 2007); 8 micro irrigation systems and one equipment for 30 households, compared to 8 built systems for the benefit of 204 households; 6 water systems and latrines, compared to 3 programmed systems and 258 persons sensitised in natural resources compared to a programmed number of 120 (POAs and reports of 2006 and 2007). The budget adjustments and implications resulting from this significant overcompliance of the goals should be adequately justified and analysed in the reports.
- *Grouping of some projects and activities in little compatible programme components in the Annual Reports, which suggests an insufficient conceptualisation of the programme components or categories.* This particularly happens with some activities related to Organisational/Institutional Strengthening and to a lower extent with the Natural Resources. The first groups different activities such as equipment, training, information or technical assistance and in the second case, the flower-growing project is placed under the natural resources component, even though this is a productive agricultural activity.

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<sup>19</sup> POA and Annual Report 2004.

<sup>20</sup> POA and Annual Report 2006.

### **3.3.2 Human Development Programme. Relevant achievements, strengths and weaknesses.**

The purpose of the Programme is for the households to have access to better conditions in terms of health, education and basic sanitation, and for the communal organisations to strengthen their local development project management capacities. From a general perspective, the almost eight years of systematic work have led to substantial improvements in the access to and quality of the basic services for the population, thanks to the construction of schools, health posts and works in water and sanitation, as well as the trainings in different topics: refresher courses for the teachers, health and hygiene, operation and maintenance, social organisation etc.

Below is an overview of the principal achievements and weaknesses of the different Programme components:

#### *Education Component*

In terms of infrastructure, the annual reports of years 04-07 mention that 77% of the works were concluded and 23% are still being built and will be concluded in the course of the PDIVI 2, when at the same time 20 new school units and 10 houses for teachers will be built. Compliance of these new goals plus the works rolled over from the previous phase will require additional efforts that should be avoided. The delays are mainly linked to the slowness of municipal disbursements, the increase of the cost of materials, and the annual rain cycles, which affect the roads and cause delays in the communal works until after the rainy season. To a lower extent, there have been difficulties in communal participation and the hiring of skilled labour.

A notable element is that the participatory construction of the infrastructure has been very effective, generating ownership and individual and collective responsibility, and contributing to an increased demand for schooling, even from communities near the project area. Therefore, in some places there is considerable pressure to extend the existing infrastructure and improve equipment of the centres, e.g. in Combaya and Atahualpani. In this last community, the current demand is related to construction of a Technical Institute in response to employment needs of the students who graduated from primary and secondary school.

Another positive aspect is that the communities have contributed more resources than expected, which shows the interest in and ownership of the projects by the communities. The smallest work we visited was the school of Cochipata (Combaya) with a built area of 120.64 m<sup>2</sup> and the biggest school in Laripata (Sorata) with a built area of 1,845.30 m<sup>2</sup>. Because of the magnitude and regional importance, this last school was inaugurated by the Prefect of the Department of La Paz, which underscores the importance and relevance of the work of MAN-B in education.

In general, the quality of the works is better than the quality of the works executed by the municipal governments, even though the cost is lower. The works are of a very good technical and aesthetic quality and have contributed to the development of a healthy

communal pride. This shows a good level of effectiveness and efficiency in the infrastructure. A collateral element is that this excellent infrastructure has contributed to an enhanced dignity and the exercise of constitutional and citizen rights by the peasant population.

The indicators related to an improvement of the quality of education have been complied as planned (No. of trained teachers, No. of equipped schools etc.) and even though they are quantitative, there is a general perception that positive progress has been made in education in terms of the pedagogic methods, the setting of the schoolrooms, furniture, secondary equipment, laboratories, libraries etc. The interaction with teachers, students, leaders and parent committees shows that in most cases the school environment, the materials of the teachers and the capacity of the teachers are adequate and in some cases very good (Combaya, Cheje, Cohajoni etc.).

The construction of the houses for teachers has been another very good strategy to retain the teachers in the communities, thus encouraging competition for the vacancies in the communities, which indirectly contributes to the selection of the best personnel.

Other achievements in this field are: establishment of the complete educational cycle in some communities (primary and secondary school), a higher rate of enrolment, improvement of the school retention, continuation of studies by most graduates (Cohajoni) and use of the schools as communal activity centres: meetings of the ODL, various types of courses, adult literacy training, labour training etc.

Significant weaknesses were detected, some of which will have to be dealt with immediately, e.g.: the deficient maintenance of some units (Sorejaya); the lack of latrines, water, perimeter walls, furniture etc.; dirtiness and dryness in most visited centres; cracks in the walls and floors because of the unstable topography (Sorejaya and Cohajoni) and a very low number of students in some schools, e.g. Pusa-Pusa and Aquilambaya. These last two cases show the need for devoting more attention to social and topographical feasibility studies before starting the works, taking into account the high rate of migration of the population and the geological and ecological fragility of the Interandean Valleys.

### Health Component

According to the reports, progress in the health infrastructure is 75%, with most progress having been made in basic sanitation projects in which 63% of the works is concluded. Taking into account that the construction phase of the PDIVI 1 ends this year (2008) and that the year is about to end, a considerable part of the water component will be rolled over to the PDIVI 2, which also considers providing potable water systems and latrines to 1,200 households, i.e. the construction of around 30 potable water and latrine systems.

The interviewees say that the principal difficulties are related to delays in disbursement of the municipal matching contributions, despite the pressure exercised by the communities. As we also saw in the education component, there have been occasional

weaknesses regarding participation and skilled labour. The annual reports are insufficiently clear on the delays and the causes and repercussions thereof, which makes it difficult to have a more complete technical panorama of the situation.

On the positive side, the dental care for the school children and the equipment of the health units have shown a very good degree of compliance. Together with the construction of health units and the provision of doctors and dentists by the Ministry of Health, this has improved the access to and improvement of the quality of primary healthcare, particularly in terms of pre and postnatal care.

In the communities that already have water and sanitation systems, these systems are very much appreciated, as the access to safe water and basic sanitation are among the most felt priorities for the rural population. Some of the principal achievements in this sense are: the availability of safe and clean water 24 hours a day; the construction of in-house showers; the open access to new users provided they pay the installation fee; the women have more time; and there is water in the schools and health units. Even though there are indicators for verification, people say that their personal and household hygiene have improved and that the incidence of diseases, especially diarrhoea related diseases has decreased.

The principal gaps and difficulties are related to: the inadequate operation and maintenance of the systems; the lack of chlorination infrastructure for making the water potable; the lack of clarity on the need to structure and apply a tariff plan; the lack of works for wastewater treatment; inadequate technologies for the latrines and management of the latrines (in various cases, there are bad smells, the latrines are dirty and there is vector proliferation, which discourage use); the existence of taps in a poor state; the very limited knowledge of the value and situation of the water in the Interandean Valleys and the insufficient capacity for use and management of the water and the latrines.

#### *Component on Organisational Strengthening and Training.*

The organisational strengthening and training component aims at strengthening human capacities and communal organisation; in this sense, in both phases of the PDIVI rather relevant activities have been programmed for both ends. Thus, in the PDIVI 1, of the eleven general activities of the Plan, six (54.5%) are related to training: Training and education for communal organisations; Pedagogic training for teachers; Education and training in health for the communities; Training in operation and maintenance; Integrated training for local organisations and communal human resources; and the Strengthening of female leadership in participation processes and presence in the local organisations. The PDIVI 2 has a similar structure, though with less quantitative emphasis. Besides, in the PDIVI 2, the strengthening of female leadership is not mentioned explicitly in either the indicators or the activities.

Through the POAs and the reports, we have identified a series of topics of the training and information events, which give us an idea of the covered areas: pedagogic practices; integrated development and management; administration and accounting;

communal project drafting and management; natural resource use; agriculture and livestock production systems; health, hygiene and basic sanitation; use of irrigation systems; operation and maintenance of the water systems; national laws; gender; sustainability<sup>21</sup>; student guidance; courses for pastors and others. This component also includes equipment of the training centres.

The mentioned topics are amply coherent with the communal and municipal development topics and they respond to the need for capacity-building in the communities, contributing also to achievement of the Programme end and purposes. However, because of the lack of a specific protocol for the provided training and information, as well as the absence of a methodological design, a content design and implementing timeframes, it is not possible to make a founded and technically argued assessment, of both the processes and the results thereof.

In the fieldwork, we have seen that there is a good degree of ownership in some topics, especially in management and administration of the infrastructure projects. In this regard, the administrative committees and the community as a whole have been able to manage the projects with the municipality and to correctly administer the disbursements, quotes, the purchase of materials and the rendering of accounts, as well as to hire labour and supervise the works, all in a transparent and orderly manner.

Likewise, we have noted considerable interest in the training and information events. However, beyond the administration, the pedagogic training and the operation and maintenance of the systems, we have not been able to detect sufficient knowledge of crucial topics related to development and citizenship, such as: laws, political rights, rights of women and children, gender equity, natural resources, hygiene and environmental management, sustainability etc.

Although it is true that the infrastructure and maintenance thereof, as well as administration of the financial resources, are very important to overcome poverty and underdevelopment, we must underline the crucial need for capacity-building in the fields of law, politics, citizenship, human relations, relations with nature and others, without which it will be impossible to solve the subjective and social structures underlying underdevelopment and social inertia. It will be difficult as well to fully and sustainably achieve the development objective of the PDIVI that centres on an improvement of the living conditions, with full participation of the people.

From the perspective of the plans in the POAs 2004-2007 and the corresponding reports, we can conclude that there has been a good level of compliance of the training and information events in terms of the number of workshops, the number of attendants and the number of communities, which even show an important overcompliance in terms of coverage of the communities and persons. However, we have also seen that there is insufficient coincidence between the programmed and reported goals and that there are no qualitative indicators on quality aspects of the training and information, as would be expected in an eminently qualitative and subjective component.

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<sup>21</sup> The training in laws, gender and sustainability was identified only in meetings with the community of La Sorejaya.

As regards the strengthening of leadership and female participation, there has been progress that requires further strengthening and expansion, both in Combaya and in Sorata where there are female leaders and organisations with development potential. The associations Flor de Mayo in Combaya and Flor de Illampu in Sorata. Flor de Illampu is an organisation of women micro entrepreneurs. Some of these women leaders are in contact with MAN-B and other organisations or they work as communal promoters, having recovered their right to speak up in public.

In the field of education, in Combaya the principal municipal school has an “active strategy” to eradicate machismo, which has been helpful for the girls to “look the boys and teachers into the eyes”, to participate successfully in sports activities and to be part of the Boards of their courses. The educational reform that enhances the equal access to school and the awareness-raising in teachers have been key factors to work on gender equity with the entire educational community. Hopes are that “the new generations will overcome the marked machismo in the region”<sup>22</sup>. The links of the PDIVI with these dynamics encouraged by the government are an opportunity for deepening the treatment of gender equity in children and youth.

From the PDIVI angle, the fieldwork has shown that, with few exceptions, the participants – men and women – have little or no knowledge of gender equity and of female equity in particular. They were very shy and they have no knowledge of the fundamental elements to overcome their inequity situation, such as: rights, laws, related institutionality, leadership, decision-making<sup>23</sup> etc. The “interpretation” men made of the words of the women who spoke in the workshops was remarkable, as well as the unanimous agreement of the women (in and outside the workshops) on their needs for personal performance and particularly care, adapted to their time schedule and possibilities.

The valid attempts through the three programmes to incorporate women into the different processes clash with the absence of a true gender approach in the PDIVI, with objectives, strategies, activities and specific indicators. Because of this shortcoming, it was difficult or even impossible for the mentioned good intentions to materialise in processes and tangible results that can be measured and that represent a qualitative step forward for the women. Besides, there is a series of other determinants such as the insufficient training of the PDIVI team in this topic, the absence of technicians (m/f) with a sociological profile specialised in gender and the gaps in MAN-B in terms of policies, strategies and systematic training on the topic.

The interaction with the technical team has showed that there are conceptual and methodological gaps in this issue, as well as a strong perception on the cultural roots of the situation, as the fundamental cause explaining the weakness in this important crosscutting axis after almost eight years of interventions in the zone.

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<sup>22</sup> Evaluation workshop with local leaders. School of Combaya 22.10.08.

<sup>23</sup> This situation amply coincides with the study: Baseline. Project: Empowerment of Women and Gender Equity in the Interandean Valleys. Diagnosis RSL. MAN-B, La Paz June 2008.

Although it is true that the culture and geographical isolation are structural factors affecting the subordination of women, it is also true that well-focused strategies and affirmative actions can be helpful to build a balance between culture and female empowerment. This is clear in the few women in the PDIVI who have accessed better positions thanks to the capacities they have acquired and/or the income they generate from baking bread etc. Some are part of the municipal council and some female leaders have experience in projects or courses outside the PDIVI. Other agreements of MAN-B (Alto Norte) also show that with an adequate approach and actions, it is possible to make significant progress in favour of equity and female empowerment.

In the field of **organisational strengthening**, it is clear that compared to the findings of the evaluation in 2004, the Municipal Development Council of Combaya (CODEMCO) has been greatly strengthened in terms of its structure, administrative performance, norms and rendering of accounts. It has two members who are authorised to sign, both of whom Municipal Councillors, which has favoured relations and work with the Municipal Government, as well as functionality. Still, their governmental profile also implies some risks that should be taken into account: government bias, political conflicts or acts of corruption, as happened in the committee in Sorata.

The principal weaknesses continue to be the lack of institutionality, its exclusive functioning for the PDIVI projects, and the almost complete dependency thereon. When the Plan concludes, it will lose its *raison d'être* and its functional capacity. However, the creation of the Local Development Committee (CODEL) that has signed an agreement with MAN-B, ANDEPAZ and PROMARENA is an opportunity for strengthening the CODEMCO.

Similarly, the Integrated Development Council of the Cantons of Ilabaya and Laripata (CDICIL) of the Municipality of Sorata has evolved favourably after a series of negative experiences resulting from the qualities of its representatives (persons with hardly any education and councillors involved in corruption). It is made up of two communal representatives with basic skills who were elected in a communal assembly and it has promoters for human development, childhood and natural resources. To date, the council has functioned adequately and it has a schedule to visit the communities, which at the same time is its principal weakness due to the cost and difficulties for mobilisation. Nonetheless, an agreement was signed with the Municipal Government through which the latter will contribute BOB 500.00 a month for the council members to mobilise.

The management and mobilisation capacity acquired by the communal organisation was tested with the recent political problems in the municipal governments that, among other things, caused the freezing of the municipal accounts and a suspension of municipal investments. In order to avoid a suspension of the works, through negotiations funds were obtained from both MAN-B and the beneficiaries who increased their contributions and who raised additional resources through different activities. The new authorities promised to reimburse these funds through a series of 'minutes of conformity' that will have to be honoured in the short term. There is preparedness to exercise pressure should the Municipal Government not honour its commitments.



This shows that though there are weaknesses and risks related to the political instability, the lack of institutionality and financial sustainability, these organisations have made significant progress as regards their operation and they have drawn lessons learned from their recent experience. This will facilitate institutionalisation in the current implementing phase, for which it would be good to develop specific actions in this direction.

Annex 4 includes a table with an overview of the principal achievements and difficulties of the Human Development Programme.

### **3.3.4 Economic and Natural Resources Programme. Achievements and weaknesses**

The purpose of the Programme is to improve production yields and productivity of the agriculture and livestock system so as to ensure convenient market flows, with value added products and sustainable management of the natural resources, with the purpose of improving the households' income.

The analysis of the indicators in the POAs and in the reports shows that compliance has exceeded 100% of the programmed quantitative goals in the subcomponents for the construction of irrigation systems, the provision of certified potato, bean and pea seed and peach plants. Still, there were some problems resulting from negligence of the bean and pea producers, as we will point out below.

The behaviour of the indicators on phytosanitary and sanitary campaigns was as expected, with some upward or downward variations, while development of the micro enterprise and natural resources components showed less progress, mainly due to difficulties related to the local matching contribution and climatic factors, as reported in the reports. We should underline that in the reports there is no way to verify compliance of the goals related to the signing of commercialisation agreements and in almost all areas there are assessment difficulties related to the insufficient coherence between the POAs and the reports, as mentioned in section 3.3.1.

Below is a description of the central achievements and difficulties encountered in the different programme intervention areas. The unit for the analysis is the categories used in the POAs, which do however not strictly coincide with the ones used in the annual narrative reports or in the Programme components stipulated in the PDIVI base documents.

#### *Micro irrigation systems.*

The projects have been able to conclude 14 irrigation systems (70%) and 6 (30%) are currently being built. The systems have fully satisfied the expectations of the benefited communities because of the positive results they have had in the communities in terms of production, diversification and yields. Some have operated for three years now, with

excellent results and without any major inconveniences, e.g. in Cochipata (Combaya) and Humanata in Sorata.

The irrigation has been extremely positive for improving agricultural yields and for extending the crop areas and the types of crops (Laripata, Achispaya, San Pedro etc.), favouring food self sufficiency and a better household income as the households have started to commercialise the produced surpluses. There is at least one harvest per year and in the best cases up to three harvests per year, which is an important step forward if compared to the bad situation before the project. However, because of the lack of baselines for the production and commercialisation, the true benefits of this important subcomponent cannot be assessed. On the other hand, the reports also lack qualitative and quantitative information on the improvements and are limited to specifying the number of systems built and the number of benefited households.

In the organisational field, the benefited communities have set up irrigation committees with responsibilities for operation and maintenance of the systems, some of which are regulated and operate adequately thanks to the achieved level of organisation and the community's commitment to the construction and maintenance, e.g. in San Pedro. Nonetheless, the leaders and organisations said that "most systems have no committees and when there are committees, they function deficiently because of a lack of training or of regulation"<sup>24</sup>, which has caused shortcomings in the operation and even the breaking of pipes, as happened in the community of Tutuacapa.

In this sense, the producers underlined the need for strengthening the irrigation committees, both through the drafting of by-laws and regulations and through more training for operation and maintenance. Another important drawback is the lack of a standardised tariff system for operation and maintenance. These two situations are directly linked to sustainability of the systems, and therefore require urgent solutions. On the other hand, from a purely technical perspective, the goals of the PDIVI 1 and 2 of irrigating 250 and 300 has respectively are considered to be oversized, if we take into account that little water is available in the zone. Hence, it is necessary to revise the possibilities of achieving these goals.

As regards construction, the principal weakness is the inexistence of expert labour and the negligence of some inhabitants. Other significant aspects are the mountainous topography, the precarious status of the road network, the difficult climatic conditions, the limited time available during the productive cycle and the delays in disbursement of the municipal matching contributions, which have all contributed to the delays in some works.

#### *Improvement of agricultural crops.*

In this activity, the production of potatoes (seed and consumption), beans and peas has continued and flower-growing (trial projects) and fruit production were encouraged. To

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<sup>24</sup> Evaluation workshop with secretaries of Works Committees, local authorities and project beneficiaries. Sorata 26.10.08.

this end, there have been trainings and local technical assistance, complying with 85% of the planned activities for the benefit of 1,237 families. Likewise, 90% of the programmed training events took place, complemented with agricultural extension activities for potato seed, beans and peas and peach plants. In a parallel manner, productive infrastructure was provided: 2 communal silos and 67 solar tents were built adequately.

a) Potato crops. This year, one of the most outstanding activities was the introduction of certified seed, which has given rise to an improvement of the production per unit, as well as to an extension of the area with crops. This generated considerable interest as there is a good demand for this product on the local and departmental markets; besides, the introduced seed has adapted very well to the conditions and the productive vocation of the zone. According to the interviewed beneficiaries, the production has increased to a level of yields of 1:6 (6 quintales [quintal = 46 kilos] of harvest for every quintal sown), which is a considerable increase as prior project data mention yields of 1:3.

According to the plans, the provision of potato seed was complied with 100%, which is contrary to the level of compliance of the technical assistance for integrated plague and disease management, in which compliance was 50%, chiefly due to the limited time availability of the technicians and beneficiaries. The total volume of the distributed certified seed (seed consumption and production) was 719 qq, for the benefit of 390 households. The training for management and production benefited the producers from 17 communities, who acquired sensitivity and knowledge of organic management and production techniques.

The principal weaknesses mentioned by the beneficiaries have been the lack of or insufficient onsite follow-up and technical assistance and the lack of water systems for irrigation. On the other hand, as mentioned in the foregoing sections, both the training and technical assistance lack methodological designs and plans or programmes for an orderly execution as well as the necessary monitoring this type of activities requires for ensuring assimilation and sustainability.

According to the technicians, the times and topics are determined on the basis of the producers' demands, which could be considered a very participatory and needs-driven approach, but at the same time this excessively open and spontaneous mechanism implies many risks, especially if we consider the low level of knowledge and experience of the beneficiaries. On the other hand, there is considerable experience and literature that support the need for organising and systematising the training and technical assistance, obviously in accordance with the needs and possibilities of the different groups.

b) Bean and pea crops. In this trial project, 120 families in 7 communities received certified seed: a total amount of 128 qq of bean and pea seed of the Pairumani and Copacabana, and of the Charazani varieties, respectively. For obtaining the seed, the beneficiaries contributed 50% and the PDIVI the other 50%.

The beneficiaries indicate that yields were not significant due to the lack of irrigation, and the limited experience in management of the crops, the limited technical assistance, the insufficient onsite follow-up and the attacks of birds in both crops that are very difficult to control. Besides, both products were tested with a focus on self-consumption, without any perspectives of commercialisation and value added, generating little interest among the producers who did not ask for new seed in later years.

Another important weakness was the lack of parameters to rate the success or failure in terms of productivity, yields, quality and profitability. Prior to the project, it is said that yields were 9 to 18 qq/ha in peas and 9 to 16 qq/ha in beans, which is very much lower than the national average of 200 and 250 qq/ha, respectively. With the introduction of seed, the beneficiaries said that in the first two years yields increased by approximately 30%, but because of the lack of follow-up, a commercial approach and organisation, they did not renew the used seed and fell back to their subsistence production.

c) Vegetable crops and flower-growing. Within the framework of the “introduction of new crops”, this project planned to benefit 30 families/municipality with the production of vegetables. Compliance was 50%. The 15 benefited households in the community of Icharani implemented household vegetable gardens where they grew lettuce, carrots, cabbage, onions, Brussels sprouts and others. The beneficiaries - men and women – said that the technical assistance and training were adequate, which led to high yields and an extra income thanks to commercialisation of their products on the local market.

However, in the reports and during the evaluation visit, there were no data on the encouragement of a producers’ organisation to achieve the goals for “improvement of the trade flows and the establishment of commercialisation agreements”. Strengthening of the productive organisation is implicit in both the programme goals and the PDIVI, and so firm measures are required in this sense because without an organisation and a joint business management, it is very difficult for the small-scale producers to obtain significant and sustainable yields. Just like in the other productive activities, the activity is co-financed under a 50/50 modality.

The objective of the flower-growing project<sup>25</sup> is to establish productive systems in Combaya in greenhouses and in the open air, led by women, so as to generate employment and an income. A first element to be considered in this project is that it is not mentioned in either the base document of the PDIVI 1 or the POAs. Still, it is mentioned in the reports as from 2006.

Another element worth underlining is that in the POAs there are no indicators, activities or other elements to guide the execution and assessment, even though this project is being executed for over two years. This suggests that flower-growing has not been sufficiently incorporated in the PDIVI logic. Another notable aspect is that it is located under the natural resources component, although it is a clearly productive project based on the introduction of non-native commercial species: roses, carnations, lilies,

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<sup>25</sup> Flower-growing project (draft with no official name). Executive Summary and various chapters. Women’s Organisation. Municipality of Combaya, community of Cochipata. No date.

chrysanthemums, freesias, gladioluses etc. (24 *op cit*), which is not compatible with the starting point of the natural resources component that is use of the resources in the zone.

Because of the lack of strategic and operational references, it is very difficult to value effectiveness. Therefore, the following description is merely descriptive to orient future integration into the PDIVI. According to the available data, as from 2006 the mentioned species were introduced in three communities of Combaya, using the open-air and solar tent (greenhouse) modalities, benefiting around 455 women through 18 projects. Based on the collected data and field observations, we can affirm that the women benefit the most from this activity, encouraged by the relative ease for managing the vegetable gardens that are located in the patios of the houses and the demand and good price paid for the products in the market.

The lilies produced in solar tents and that yield up to three harvests per year, are one of the products offering the best potential, though we should make a more in-depth analysis of cost-benefit aspects and a market study so as to take decisions on the extension of this activity. The greenhouse production is important because it suffers less attacks and diseases and yields flowers of a better quality, compared to the flowers produced in the open air. In turn, this has an impact on the demand and the price paid in the market. However, not all families can access the solar tents because the local matching contribution (50%) for buying cutting is high and little accessible in view of the households' financial limitations and the limited labour available for building the infrastructure.

The analysis of the gender approach of the projects shows that women are mentioned concretely only twice in the project. Once in the Overall Objective: "... achieve that women of the Municipality of Combaya lead productive development projects as a source of employment and generate an income for the country..." and once in the section on Conclusions of the project: "... most part of the time, female labour will be used, so as to create conditions for the economic stability of women from the countryside, which will strengthen the household economy and improve their standard of living".

The lack of fundamental elements in terms of approach, strategies, indicators, activities, achievements and impact, particularly focusing on overcoming female inequity, are a substantial weakness in management of the gender perspective in the project. This is also clear in the rather abstract and biased focus on labour aspects and indirectly economic aspects, which are referred to in the two elements mentioned above, and which leave out aspects related to rights, autonomy, capacity-building, decision-making, money management and others needed for female empowerment.

We should remember that the experience of the development projects carried out in Latin America and other continents amply shows that the mere involvement of women in the productive work and in commercialisation is insufficient for pulling women out of their submission and disadvantageous household, social and political situation. Hence, from this perspective it is urgent to incorporate a true gender approach in the PDIVI and its

projects, aimed at the integrated (subjective, household, social and political) development of the women involved therein.

We should however underline that the woman engineer in charge of the project has very good intentions and has been able to successfully incorporate the women into the project, breaking through the barriers of distrust regarding their capacities they had at the beginning, especially among the men in the communities. To date, the men have joined the activities as planned and there is a growing demand from the men and women in the visited communities. At the same time, a good level of confidence in both sexes was achieved, a good overall perception of their work and the project and a high level of acceptance in the community. All this has contributed decidedly to the positive achievements of the projects. It is a good basis to continue making progress in this sensible field of the PDIVI.

Fruit growing. The activities in this trial project were programmed for four communities of the municipality of Sorata. In total, 2,400 peach plants were implemented, i.e. 100% of the programmed activity, strengthening the producers with the implementation of grafts (compliance of 100%) and the introduction of improved species such as the Olincate and Perchico varieties. Still, there are no reports on follow-up and development of the plants. The available information says that around one hundred families were benefited with this activity.

In the onsite interviews in Cheje, Icharani and Chinchaya, the beneficiaries (men and women) said they have difficulties to attend the training courses that are held in Luribay, at quite a distance. They also said that in the communities where the plants were planted in 2004 and 2005, there were no activities for supervision and/or strengthening of the activity.

Introduction of sheep, pigs and cows. According to planning and implementation reports, the programme continued with the introduction of cows, sheep (*cara negra* race), pigs (Durok and Hampshire races), aimed at improving the local livestock. Likewise, the guinea pig production (Ocobayo race) started in the PDIVI pilot phase (2000-2003) was further encouraged.

To date, around 144 households have been benefited with the provision of sheep, cows, pigs and guinea pigs (32 households with sheep, 60 households with cows, 22 households with pigs and 30 with guinea pigs), which is rather lower than the number over 250 households planned in the POAs. As mentioned already in section 3.2, the lack of coherence between the indicators in the POAs and the reports hampers the assessment. There are no expected numbers either on the number of actually delivered animals so it is difficult to give an opinion, although according to the reports more than 200 animals of the three types were delivered (133 sheep, 62 cows and 27 pigs).

The problem of the low user coverage in this activity is that it is difficult for the households to contribute 50% of the costs. Besides, the households say there is not enough fodder and irrigation, that they have not enough experience in livestock

management, that it is difficult to get complementary fodder, that there is insufficient training and onsite technical assistance, that they do not have enough time etc.

According to the plans, the idea was to build one livestock facility per year, implementing 2 anti scabies baths, 20 sleeping places for the sheep and pigs and basic implements for animal health. But during the fieldwork, we saw that only 5 families built pigsties and that they are the only active beneficiaries. This shows that progress in this component was lower than planned. Likewise, according to the reports on the promotion and introduction of pasture land for producing fodder, such as falaris, red clover and alfalfa, only 25 of the 100 planned families were covered, with an area of 0.15 has/family. According to the producers, the relevance of this project was insignificant because of the lack of irrigation, which shows the activity's low effectiveness.

On the other hand, the training workshops and the deworming campaigns (3 per year) were developed with an effectiveness of nearly 100%, which has enabled the training of local promoters in animal health and the active participation of the people who have cows, sheep and goats. In the medium term, this will contribute to an improvement of the livestock production. The users said that they have been trained amply in internal and external deworming, balanced fodder and the use of basic equipment in animal health. This has led to an initial improvement of animal health at the municipal level. However, there was absolutely no livestock training for groups of women.

On the positive side, the few beneficiaries who have implemented the pigsties mentioned significant benefits in terms of an improved supply and commercialisation on the local market. Another facet is the use of domestic waste and the manufacturing of complementary fodder with local products, such as maize and potatoes. In turn, this has encouraged them to implement more cropland with fodder and maize so as to produce enough food for the pigs. Field observation shows that the livestock projects, especially with pigs, are pushing the beginning of a slow but secure micro economic dynamic, while the sheep and cows are failing because of the shortage of pastureland and fodder and the above-mentioned factors.

From an economic perspective, neither the project profiles nor the producers have data on the costs and income generated by these activities and so it is impossible to assess the cost-benefit for the household economy. The lack of these parameters is a significant weakness of the project, if we take into account that the project purpose is improvement of the households' income. In this sense, training for the producers to manage a daily register on their income and expenditure is fundamental, as well as the equity-based incorporation of men and women.

No quantitative or qualitative reports were found on continuity of the projects for producing camelids, chickens and guinea pigs, and so no assessment can be made.

*Forestation.* According to the reports, nearly 69,000 plants of different species were planted, mainly eucalyptus (around 28,000). This activity was complemented with information events on management of the plants, use of the forest resources and clean environmental technologies for soil conservation, compost, pesticides and organic

manure, solid waste management etc. Nonetheless, with few exceptions, the interviewees' knowledge on these topics was vague and superficial. This is maybe because these topics are basically dealt with in information events, which the evaluation team considers are quite general and do not go deep into or put into practice the knowledge.

According to the reports, the quantitative achievements such as the number of plants for forestation, the number of beneficiaries and the number of benefited communities were complied as expected, but there are no specific numbers on the different species, and so it is not possible to assess the qualitative aspects that are essential in these projects. The construction of forest greenhouses was not proceeded with as the users gave priority to destine their matching contributions to other projects, which also left them no time for this activity.

The beneficiaries showed little knowledge on the project and its results, which may point to the low profile of forestation in the communities, even though in most communities the environmental degradation is obvious. It was not possible either to verify tangible results of the activity in the visited communities or links of the project with other projects or activities of the PDIVI, which should include the environmental perspective and actions.

This suggests that this topic is being focused in an isolated manner from the rest of the PDIVI projects and activities and not with the crosscutting and integrated perspective required for environmental management. Although the project cannot focus on a topic that requires abundant resources, there are many possibilities to include it in the other components of the Plan, without this requiring many efforts or additional financial resources. Very probably, the insufficient management of the environmental topic and of the crosscutting planning is the cause that the environmental elements of the PDIVI are among the weakest of the Plan and that the territorial, communal and household environmental management is among the biggest challenges of the PDIVI.

The three programmes and their projects can be focused perfectly from an environmental perspective, but as is the case in gender, the people drafting the programmes and projects need to manage this topic adequately. In most cases, it would be sufficient to enrich the training approach, the technical assistance and the information events, as well as to promote small practices at school, in the ODLs or in the diaconal work. Furthermore, the coordination of activities with other institutions can leverage the efforts and resources so as to obtain better results.

It is important to underline that the ecological fragility of the Interandean Valleys is very high and that adequate management and conservation of the forests, water and soils is absolutely essential for survival and sustainability of the population. Hence, the deterioration of the soil forest cover, the insufficiently planned reforestation, the inadequate use of water, the aridness of the schools and especially the insufficient awareness of natural resources management and conservation have caused great concern in the evaluation team.



Another aspect worth considering is the selection of species for reforestation. For now, various foreign species are used, some of which are considered risky for maintaining the water sources and soil conservation, e.g. eucalyptus. The prevailing criterion in this sense should be the use of native species for restoration of the flora, fauna and other original conditions. In the visited areas, we have seen that there are native species that are apt for reforestation and agroforestry, and which could be propagated with adequate technologies. Some of these are: Queñua (*Buddleya incana*), Khiswara (*Buddleya ssp.*), Chillka (*Bracharis salicifolica*), Lampaya (*Lampaya medicinalis*), Broom, Llantén, Aguacaya, Wisla Wisla, and others.

Moreover, there was insufficient information for an in-depth assessment of this component, but the beneficiaries have said that the project has insufficient follow-up and technical assistance, which has had a negative impact on its effectiveness and impacts. In addition, the PDIVI lacks a clear conceptualisation of the component, the strategies and the impact pursued with the project. The thematic and territorial action range of the PDIVI also has an impact on the possibility to devote the time and attention it deserves.

Opportunities were detected for synergies with other organisations: The Environmental and Natural Resources Programme (PROMARENA), the Association of Municipalities of La Paz (AMDEPAZ) and the Environmental League (LIDEMA), with which MAN-B has an agreement in El Alto. The training, technology transfer and development of joint plans could benefit from the collaboration with these organisations.

*Beekeeping.* With this project, as part of the environmental component with a focus on the logic for sustainable use of the natural resources, as from 2004 and because of the community's interest, around 22 to 36 families were benefited with around 50 boxes and 5 centrifuges for producing honey. The interviewed producers say that they have been able to produce 2 to 3 honey harvests per year, which they sell to Avispol in La Paz. This has helped them to increase their income. Another aspect we verified is that mainly the men were benefited with this activity. Moreover, in recent years the demand has gone down to hardly 15 new beneficiaries, chiefly due to the households' impossibility to provide the required matching contribution.

As in the case of flower-growing, which is also part of the environmental component, we have found that the concept and range of project actions were developed from a perspective of commercialisation and from a clearly economic perspective, with little or no environmental perspective. The interaction with the producers has shown that the beneficiaries implement forestation projects at the communal level as well as beekeeping projects, but with no knowledge of the close link there should be between both elements and with the other activities of the PDIVI, such as education, health, sanitation or irrigation.

In the environmental field, most producers said that they do not apply actions for ensuring environmental sustainability, such as: terracing, water saving, agroforestry, silvopastoral systems, and other techniques their ancestors used and that have been recovered in current environmental management mechanisms. This should not be ignored, as it has a connotation of the loss of positive ancestral practices and because

of the importance for development. Weaknesses were found in wastewater treatment and organic and inorganic residue management at the household, communal and municipal levels; there is an abundance of waste dispersed in the open field and in sensitive areas like streamlets, watercourses and health posts, schools and houses. This underscores the urgent need for implementing environmental education as a crosscutting axis in all projects.

On the positive side, in some of the productive parcels we visited, actions are being carried out for soil protection using vegetal material and organic manure, but in all cases the training and technical assistance are insufficient, which has hampered ownership of the knowledge and actual application of the acquired knowledge.

As in the case of flower-growing, there are no indicators, strategies or analyses that justify or explain project progress. Indeed, in the POAs and in the reports of 2006 and 2007 there are no allusions to this activity. There are no reports either on production, profitability etc. to show the real contribution to improvement of the household and communal income.

Small-scale industry. The productive transformation projects (infrastructure and equipment) for products with a value added, as well as the information events for commercial capacity-building attained a general rate of compliance over 90%, particularly in 2005 when the goal was tripled. However, we should underline that participation in the information events in years 2006 and 2007 was drastically lower, especially in the last year when contrary to the expected participation of 80 partners only 21 (25%) participated. The reasons they gave were their lack of time and difficulties to provide the local matching contribution.

The transformation projects added value to three agriculture and livestock products, of the five planned in the PDIVI 1. The best results were obtained with maize, in which various types of products were offered on the market: flour, bread and roasted maize; besides wheat flour and value added potato seed (selection and classification).

As regards organisational development, organisations of potato seed producers have been set up as micro enterprises that are members of PROSAN (Highland Seed Producers) with links to PROINPA (Foundation for the Production and Research of Andean Products) for strengthening productive aspects. Besides there are links with ORS (Regional Seed Office) that works on certification and support for the commercialisation of products through agreements and covenants. The ORS is supporting business management in the fields of administration, management of the registers on collection, calculations of production costs, the unit price of the production etc. This is fundamental to determine whether the activity is profitable or not and to know whether the project is truly contributing to economic improvement of the peasant household.

There has been support for the institutional, technical and financial strengthening of the Association of Cereal Producers Flor de Illampu (APCEFI), which is an organisation of women micro entrepreneurs from Ilabaya that commercialises maize flour and bread.

The organisation concretised activities in infrastructure (areas for the oven, office, sanitary facilities) and equipment, such as the cereal mill, the dough-maker, the mixes, moulds, tables, gas bottles etc. To date, the bakery is working at 95% of her capacity and the income from this activity has been a significant contribution for increasing the household income of the 34 partners. We should underline that the bakery has created a demand for raw material, which has collaterally developed a good market for the producers.

The weaknesses of the business activities are that the participants mentioned difficulties to assimilate the content of the training courses because of language constraints, administrative-financial difficulties, a lack of working capital, a lack of credit, limited links with the producers to ensure the provision of raw material and weaknesses in the association that hinder commercialisation. Despite the attained level, the micro entrepreneurs say that they need capacity-building in self-esteem and leadership. As regards these last elements, it is clear that there is a need for strengthening the gender approach, a similar situation as that found in the flower-growing project.

From a technical perspective, the projects show weaknesses and gaps in financial aspects (cash flow with the projects and incremental, IRR, NPV and cost-benefit analyses), which are fundamental in projects of a business nature. With respect to the goal of entering into commercialisation agreements, which are also repeated in the overall POAs, no specific information was found and there are no data in the annual reports either.

*Training.* Training is a crosscutting activity developed in all projects, with an effective participation of almost 100% in all projects. Of the POAs and the annual reports, we see that training is developed under the modalities of courses and mainly information events. Based on the documents and reports of the beneficiaries, we see that the content is adapted to the programme and project goals and purposes, developing a wide variety of topics that involve productive, entrepreneurial and environmental aspects.

As indicated, the content was shared with the participants based on a learning-by-doing methodology, with field practices and demonstrative parcels. The phytosanitary activities were complemented with the provision of input for plague and disease control. Both practices have turned out to be very effective and were valued by the population, even though the impact has been insufficient because the activities were infrequent and there was no consolidation of what the people had learned. In some cases, the local language was used in the courses, which has improved effectiveness of the practices.

The principal difficulty and weakness in this central field for sustainability of the actions, as mentioned before, is the inexistence of a training and technical assistance plan, as well as follow-up and evaluation. We have not found any list or basic content of the information events and courses and the interaction with the producers shows a series of weaknesses in key areas, such as: sustainable production, yields, production costs, market, commercialisation, harvest management, warehousing etc. In this sense, without any exception, the lack of systematic training and follow-up of the training and

information events, and the infrequent technical assistance, have hampered assimilation and consolidation of the knowledge and practices transmitted by MAN-B.

Another constraint mentioned by the beneficiaries is that the courses were organised in remote communities, which increased the costs and time for them to attend the courses. This is particularly important for women who because of their gender condition have significant difficulties to mobilise or participate in the activities.

### **3.4 Efficiency**

In order to have a broad idea of the efficiency of the PDIVI, the principal fields affecting performance of the Plan, defined in the TOR, were assessed: the central and territorial institutional organisation for execution; the intervention strategies, the follow-up systems, the evaluation and information and financial management. Below is a description of the principal findings in each field:

#### **3.4.1 Of Project Organisation: Institutional analysis and analysis of the territorial technical team.**

The organic structure of MAN-B with 3 organisational levels facilitates close links with the territorial teams. According to this structure and the organic chart of the PDIVI, there is a direct line of communication and management coordination between the General Direction of MAN-B in La Paz and the Coordination of Area V in Combaya. Recently, and as the result of the institutional adjustments required for implementing the Institutional Strategic Plan 2008-20012 (PEI), a new function was established, called the General Technical Coordination, which will be responsible for communication with the territorial coordinations. Hence, for three months now the management line has included this institutional office.

With the PEI, expectations are that the institution's strategic and operational performance will improve, as well as the position of MAN-B in a national context in which the roles of the NGOs have changed substantially for the benefit of a growing participation of the population in its development, which is something regarding which MAN-B has always been at the forefront.

The PDIVI also has functional links with all institutional areas or directions, particularly the Planning and Financial Administration directions, besides important links with the communications area.

The interviews with the persons responsible for planning and administration in the central office of MAN-B have shown the relative autonomy of the Plan in relation to the central office, which means that the processes in Area V have not been linked sufficiently to the central office. This has given rise to a series of imbalances and difficulties in terms of the conceptual, methodological and procedure-bound alignment of the PDIVI with institutional policies and routines, as well as some difficulties regarding communication between both levels. The gradual application of the PEI, which among other things will imply a better conceptual and political development, the improvement

and standardisation of planning and administration, as well as management of the quality of the processes, is a major opportunity for improvement that should be fully taken advantage of in years 08-12.

According to the organic charts of the PDIVI (1 and 2), the Area V team consists of the following 7 persons, most of whom have been working in the Plan since the pilot phase, as is seen in the following table:

<b>Name</b>	<b>Occupation</b>	<b>Position</b>	<b>Works in the PDIVI since</b>
<b>Eng. Rene Vega*</b>	Civil Engineer	Former Coordinator of the PDIVI 1 and 2. Current Coordinator Technical Areas of MAN-B	2000
<b>1. Eng. Gerardo Apaza</b>	Agronomist Engineer	Coordinator PDIVI 2 (Area V)	2000
<b>2. Antonio Fernández</b>	Teacher	Responsible Human Development Programme	
<b>3. Bartolomé Zenteno</b>	Pastor	Responsible Diaconal Programme	2001
<b>4. Sandra Rocha</b>	Agronomist Engineer	Economic Facilitator	2000
<b>5. Faustino Cori</b>	Agronomist Engineer	Responsible Economic Development Programme	2004
<b>6. Faustino Cano</b>	Technician in Water	Human Development Facilitator	2001
<b>7. Abel Pérez</b>	Agronomist Engineer	Economic Development Facilitator	2008

\* Coordinator of the PDIVI since the start until 3 months ago.

A first consideration is that the former PDIVI coordinator has been promoted to Technical Area Coordinator in the central office, which means that hardly three months ago the PDIVI coordination was handed over to the former Coordinator of the Economic Development Programme who has just started his learning curve in coordination of the Plan. The fact of promoting someone with a good knowledge and experience in execution of the Plan since the very beginning is without any doubt a good measure that will soften the effects of a change halfway execution.

Taking into account the integrated nature of the PDIVI and its organisation in three programmes with different perspectives – human, economic, diaconal – that are perfectly complementary, at first sight the technical team’s professional profile is not very well balanced, with a bias towards agronomist engineering to the detriment of social and economic aspects. As is clear from the table, 5 of the 7 members are agronomist engineers. Besides, additional engineers and master bricklayers are hired for concrete assistance. This is related to the weight of the infrastructure component of the Human Development Programme and to a lesser extent the Economic Development Programme and so seen from this angle the situation would be acceptable.

However, from the perspective of adequacy of the team to the strategic logic of the PDIVI contained in its objectives, purposes, strategies and results, which without any doubt mainly centre on an improvement of the quality of life, the strengthening of human and organisational capital, the active integration of men and women into the development decisions and environmental sustainability, the institutional profile is deficient in terms of expert personnel in human development.

The correlation in the programmes is as follows:

- Coordination of the PDIVI: 1 technician, engineer
- Human Development Programme: 2 technicians, 1 teachers and 1 sanitary technician
- Economic Development Programme: 3 technicians, all engineers
- Diaconal Programme: 1 technician, an evangelical pastor

This shows that only two of the persons have an education related to social sciences, one in the human development programme and the other one in the spiritual programme. There is a clear lack of personnel with a social profile, even though the three programmes require social experts for complying with the subjective and qualitative aspects of the Plan. Therefore, the principal weaknesses are found in this field, the adequate development of which requires personnel with a solid training in social sciences: training, gender, organisation, environmental sensitisation, rights, citizenship etc.

Let us not forget that underdevelopment is more than anything else a human problem related to knowledge development, awareness, values, self-esteem, attitudes, skills and other subjective fields. This means that the strategies for overcoming the problems must mainly focus on achieving changes in persons' mental structures. However, these changes are difficult or impossible to achieve if the interventions lack well-structured arrangements for knowledge management and personnel to ensure a correct implementation. It is therefore urgent to reinforce this aspect of the PDIVI, which would lead to an improvement of social elements in the current phase and to a better balanced field team.

From an overall perspective, the team is rather small for executing the Plan in view of the thematic, topographical and social complexity, besides the territorial extension. Indeed, the time constraints to deepen the qualitative aspects (training, technologies, follow-up, assimilation, consolidation, quality etc.) are the principal challenge and bottleneck the technicians mentioned in the group and individual interviews.

This is perfectly understandable if we consider that in practice, 6 technicians have to mobilise, often on foot, in an area of 530 Km<sup>2</sup> with slopes and bad roads. An additional element is that they work 20 days a month, with 10 days of rest, though in fact these days of rest are mostly spent in desk work in La Paz. It is easy to imagine the consequences of this overburden on the quality of life of the team and the quality of the

activities they develop and so this is yet another aspect that should be revised in detail in the current phase.

The principal positive aspect is that the team has a very deep sense of responsibility and commitment, and that all team members have been accepted by, communicate with and are trusted by the population. The fact that they all live in the intervention area has greatly helped in this sense. The conditions of the house-office in Combaya were rated as regular to good, which was verified by the evaluation team, especially in terms of the physical space for the office and socialisation. However, there is a need for upgrading the computer equipment and the vehicles. The salary system was qualified as regular and though there is no formal system of incentives, the team has benefited from trainings, encouragement activities, activities with their families etc., which have helped to build closer human relations and the development of an encouraging employment environment.

As regards the composition of the team by gender, the table above shows that there is only one woman (14.2%) in the team who facilitates the economic programme. Therefore, gender equity is far from being achieved, probably – as we said before – the gender perspective is still incipient in the PDIVI, which in turn is affected by the limited development of this approach in MAN-B, where the first step towards a gender policy was taken within the framework of the PEI.

The evaluation team considers that the relationship and communication of the female engineer with the rest of the team is rather distant. It was remarkable that she was not invited for the different activities of this evaluation, and that the evaluation team had to invite her directly. Although it is true that this may be a matter of personalities, we cannot ignore the insufficient inclusion of women in the team and the lack of affirmative actions to improve the situation. On the other hand, the physical infrastructure – sanitary facilities, laundry and rooms – does not offer the privacy women require, particularly in a society like Bolivia. Very probably, this will discourage the further integration of women into the team, and so this is one of the areas requiring immediate attention.

### **3.4.2 Of the Intervention: Strategies, participation, planned and actual implementing times, communication etc.**

#### **Strategies to achieve the expected results.**

The five strategies proposed for the PDIVI 1 are coherent with the objectives and priorities of the population, centring on: participation and a protagonist role of men and women in the development of their municipalities; the creation of local human capital; the strengthening of local organisations at the level of sections, cantons and communities; linkage of the stakeholders in economic, political, social and spiritual processes and encouragement of the rational and sustainable use of the natural resources and environmental conservation.

This evaluation has shown the validity and pertinence of the eight programmed results of the PDIVI 1, with different degrees of maturity and quality. One of the most outstanding elements is the effectiveness and the degree of development of the strategies related to the social protagonist role and linkage of the stakeholders in communal development.

We have seen widely that participation of the beneficiaries is one of the pillars of execution and has also been determinant for compliance or overcompliance of the goals of the Plan and its projects. Besides, by encouraging a protagonist role for the community, it has been possible to develop a series of fundamental skills and attitudes for self management and therefore, in various visited communities, we have seen a good degree of dynamism and social empowerment that can be further strengthened for a growing development. This is the case of Combaya (administrative centre), Cheje, San Pedro, Milliraya, Sorejaya and Ticamblaya.

Likewise, though subject to political swings, the strategic alliance with the municipal governments has had a triple positive effect: ensure and commit municipal funds for investments in the areas with most social sensitivity; direct links of the community with municipal authorities and encourage social control on the public investment resources. Though with delays and pauses as regards disbursement of the municipal matching contributions, the commitments signed between MAN-B, the Municipal Government and the Community have been helpful to overcome the obstacles caused by the ongoing changes and conflicts in the municipalities. This alone shows the value and rightness of this strategy.

The other three strategies have been developed with a lower degree of success and rigor. As regards organisational strengthening, one of the advantages of the proposal<sup>26</sup> is that it is based on the local organisational structure, which is backed by the People's Participation Law and therefore acknowledged by the municipal and sectoral authorities. But there are weaknesses in the consolidation, institutionalisation and management, especially at the level of the administrative and sectoral committees (education, production, evangelic etc.), the management range of which is limited to MAN-B. In part, this is because the PDIVI lacks a consistent concept and proposal that guide organisational strengthening, as the proposed strategy is only a description with no functional content.

The same goes for the environmental and natural resources strategies, which are not well developed either. Another important gap in the strategic field is that no strategies have been defined or developed for two crucial areas of the PDIVI, namely: the integration of women and economic development.

The investment strategy is well-developed and defined the contributions of each of the parties involved in the Plan: MAN-B, the Municipal Government and the Communities, so each party very well knows its financial responsibilities for the different programmes and components.

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<sup>26</sup> Organic chart No. 1, page 88 PDIVI-1 MAN-B 2002.



In general lines, MAN-B covers 75% of the costs of non-local materials and input and skilled labour, as well of the training materials and requirements. The municipal government assumes the other 25% of these costs. In the PDIVI 2, these percentages have changed so as to increase the municipal contribution, in a ratio of 70:30. Still, for carrying out the agriculture/livestock and natural resources components in both PDIVIs, MAN-B contributes 50% of the costs of seed, livestock, tools, equipment and other input, and the beneficiaries assume the remaining 50% required.

To date, the 70:30 scheme has been developed without any major hurdles, and so the activities related to infrastructure, organisational strengthening and training have been carried out without any major shortcomings, which shows effectiveness of the used model, which at the same time gives responsibility to the stakeholders for execution of the Plan. Nonetheless, as described in the previous chapter, the matching contributions of 50% within the framework of the Economic Development Programme are high or inaccessible for most beneficiaries, due to the prevailing economic conditions in the zone. This has affected the scope of the programme and project goals, as not all beneficiaries have been able to access the economic programme of the PDIVI.

In another field, the contributions in kind and in communal labour, as in other agreements of MAN-B (Caranavi and El Alto) are not accounted for in the financial reports, and so it is impossible to make a quantitative assessment of the communal contribution, which in turn makes it impossible to know the total value of the works and the real contributions, in percentage, of the parties in the executed works and activities. A collateral element of this omission is that the financial role of the community is diminished, which means no value is assigned to the community's contribution to local development.

### **Participation of the beneficiaries in the PDIVI activities.**

Most activities in which the beneficiaries participate are associated with management and planning processes, which have given rise to an effective communication between the community and the technical team of the PDIVI. According to the institutional assessment (Institutional Guide in annex 2), the management reports and comments of the beneficiaries, participation is on different moments and through different types of activities:

- Preparation of the conditions of the PDIVI in the first phase of formulation. In this phase, through the OTBs the communities have assumed commitments for participation in the different activities of the Plan.
- Execution of the regional diagnostic. The community participated in the identification of the potential, restrictions and needs to define the regional vocation. Communal self diagnostics were performed in all communities.
- Meetings with union authorities, aimed at prioritising the communal demands and the project management processes. The community and the technicians participate.
- Meetings with Municipal Authorities. The purpose is to include the communal demands in Municipal Development Plans (PDM) and in Annual Operational Plans

- (POA). This is done with participation of the CEDICIL, CODEMCO, the Administrative Committees, communal authorities and state and private institutions.
- Meetings with CODEMCO and CDICIL. These meetings are held on a two-monthly, monthly or weekly basis, depending on project requirements, with municipal, communal authorities, administrative and technical committees. Planning is in the short term, activities are coordinated and funds are approved, with the authorised persons signing.
  - Meetings with Agrarian Unions. These meetings are aimed at presenting progress reports of the PDIVI and planning cantonal demands.
  - Communal project meetings. These meetings are with the unions, the administrative and technical committees of the PDIVI, with the purpose of planning the weekly activities.
  - Annual Conference. This conference is held at the end of every year, aimed at sharing the annual report. Participants: CODEMCO, CEDICIL, the Administrative Committees, the Municipal Government, the PDIVI team and the PDIVI coordinators.

The above shows the wide variety of activities in the Plan to enhance communal and municipal participation and the active involvement of the beneficiaries - men and women – in all phases and bodies for coordination and planning. This way, execution in most projects was good. From another angle, this shows the enormous efforts made by the PDIVI team to achieve the participation of people with very little or no experience in their development, also despite the physical and social obstacles in the zone. However, these bodies have achieved an acceptable level of operation, generating adequate information and communication flows between the communities and among the social stakeholders.

### **Degree of local organisation in activity development and relations between public and private entities.**

As mentioned above, the communal organisation for execution is strategically based on the local organisational structure. In this sense, the community is the planning, administration and follow-up unit of the PDIVI, based on which the following bodies were established or strengthened, which work in close cooperation amongst themselves and with the authorities and other development stakeholders present in the municipality:

*Cantonal Development Council.* There have been interactions with equivalent local organisations set up in the different action municipalities: the Municipal Council of Combaya (CODEMCO) and the Integrated Development Council of the Cantons of Ilabaya and Laripata (CDICIL), in the municipality of Sorata. In the proposed organic chart (25 op cit), these should be the entities for public-private coordination and alignment in which there are representatives of the relevant grassroots organisations and territorial authorities: Municipal Government, Cantonal Agents, Agrarian Unions, Neighbourhood Councils, Provincial Council, Corregidor (local magistrate), the Civil Register and MAN-B.

In practice, these entities are much more modest with 2 to 4 members, representatives of the Municipal Government and the communities and with the following functions: they approve disbursements for the administrative committees, they approve projects, they

collect communal demands and they watch over compliance with the agreements. The strengths and weaknesses of these entities were already described in paragraph 3.3.2.

*Communal Administrative Committees.* Under the leadership of the agrarian union, these committees administer the resources, buying the materials, encouraging communal participation, dealing with MAN-B and the Municipal Government, following up the projects, and taking charge of the financial and operational planning for executing the works. We should clarify that these committees only intervene in execution of the works, after which their function ceases to exist. This structure has been fundamental for effective execution with a high level of transparency as they periodically account for what they do with the Municipal Government, MAN-B and the community.

An important characteristic of these committees is that their members are elected in communal assemblies and that most committees are chaired by pastors. This could be interpreted in the sense of the community trusting the religious leaders, even though at the same time this could be interpreted in the sense of the community not trusting people outside this circle. This causes certain scepticism on the assimilation of honesty by the population in general, because even without the Diaconal Program, religious leaders are expected to model ethical values in all their acts.

However, it is clear that the communities have acquired the very healthy habit of demanding and rendering accounts and involving themselves in the financial project execution, which is a qualitative leap forward in self management of the development.

Other relevant players are the post-work organisations, i.e. the *Committees for Operation and Maintenance*, which, as we have described above, are mostly incipient organisations and hence, their level of organisation and operation is indistinct.

The relations of these institutions are limited to the municipal sphere, where relations are mainly developed with PDIVI technicians, the local organisations and the Municipal Government, and there is still a low level of relations with entities outside the local setting. However, there have been encouraging steps forward, such as the agreements entered into with PROMARENA, the Prefecture and the National Seed Council, through which actions are coordinated in the productive field.

### **Quality of the technical assistance in facilitation processes**

The universe covered by the PDIVI team covers 57 communities with a population of 10,730 inhabitants and an area of 530 km<sup>2</sup>. With the purpose of having a more detailed vision of the technical assistance and the volume of work and effort it implies, a brief analysis was made of the projects carried out in 2006, which is the year in the middle of the evaluated period.

In the Human Development Programme, the project portfolio, the POA and the annual report show that 11 infrastructure projects were carried out, involving 42 big activities in equipment, training courses and information events and dental care for 1,500 boys and girls. All this in 11 communities of Combaya and Sorata. The report of 2006 mentions an

adequate compliance and an overcompliance in infrastructure. If we take into account that there are hardly 2 technicians involved in this programme and that they pay weekly or two-weekly visits, the results are surprising.

But we should underline that these achievements were possible thanks to the work of the Administrative Committees that assumed responsibility for the organisation, execution and administration of the projects and that acted as the implementing arms of the project technicians. On the other hand, two architects were hired for technical assistance to the works, as well as master bricklayers and skilled plumbers. All this greatly contributed to achievement of the infrastructure goals with an excellent quality.

In this sense, the technical assistance for the construction and supervision of the works was successful, thanks to the different support modalities the technical team received. Still, as we have mentioned above, significant gaps were found in development of the training component in human development, organisation, operation and maintenance.

According to the same sources of information, the economic programme for 2006 shows that 41 projects were executed in 38 communities, which implied a great variety of activities, such as training courses and information events, all this under the responsibility of three persons. The analysis of the physical and time possibilities of the engineers shows that each of them has the capacity to work with around 11 projects per year. Because of the complex topography and road situation, the technicians can pay one visit/month/project, which in practice is reduced to one visit every two months, to the detriment of the quality of the technical assistance, as was widely mentioned by the beneficiaries.

This means that the range of the Programme and the size of the technical team should be seriously revised, as besides the programmed activities and the pressure exercised by the producers to improve the technical assistance and the exchange, there is a growing demand related to administration, associations, and the transformation and commercialisation of products, which is a logical and predictable evolution in any economic development project. In the current conditions, it would be very difficult to precisely comply with the overall objective of *“increasing the economic income by improving the conditions for the production, transformation and commercialisation”*.

**Flexibility to context changes and development of the activities in the planned times.**

Throughout this period, there have been no fundamental changes in the objectives or the annual operational planning. However, there have been some changes in terms of the prioritisation of projects and in terms of budget execution. In the first case, the project portfolio profile has been adjusted to the prioritisation exercises carried out in the communities, which has also had an impact on the municipal POAs, which have had to adjust to the most urgent needs of the community. This shows the flexibility of the PDIVI to respond to the communal demand, which is by nature subject to changes.

In the human development area, the principal demand was for infrastructure in water and basic sanitation, and education. While in economic development, the demand was mainly related to agriculture, followed by micro irrigation, forestation and livestock. Small industrial activities are still in an early phase and so the demands in this field are moderate. This healthy flexibility of the PDIVI is facilitated by the annual planning exercises with ample participation of the community.

On the other hand, there has been capacity to get round the problems in the municipality related to illiquidity, covering the deficit through budget reallocations without any substantial impact on the budget ceiling. Although thanks to this measure it was possible to maintain the implementing rhythm, especially considering the quick increase of costs in the last two years, this is not a recommendable practice that goes against the accounting principles and procedures of the Plan. The fund reallocation affects the budget structure of the Plan and the responsibilities of the parties, and so this situation should be duly considered and avoided in the future, through the proposal of contingency alternatives.

In general lines, the Economic Development Programme is the programme with most delays, but based on the available information it is not possible to make a precise assessment of compliance or delays in the project execution as most of the 42 activities revised for this evaluation lack implementing timeframes. On the other hand, the annual reports do not reflect the start and conclusion of the construction works even though various projects have started two or three years ago.

### **Quality of the communication and dissemination of the project activities and results.**

Mass communication is mainly through traditional means, such as communal meetings, assemblies and, as required, local radio stations. Cell phones were the most effective means for interpersonal communication for coordination and management of the projects in execution.

The central office of MAN-B has a communications office specialised in the production and distribution of communication materials, which has contributed effectively to the dissemination of the PDIVI. The following materials were generated: Videos on the most successful experiences; the Yatiyawí newsletter, information articles on progress of the projects in different areas; the institutional webpage [www.manb.org](http://www.manb.org), a very good presentation with rather complete information on the works performed through the different agreements in execution.

Nonetheless, the technical team does not have time or resources for the systematisation or exchange of experiences, some of which - e.g. the irrigation project in San Pedro – are true examples of the tenacity and creativity of the communities that should be published and disseminated at the municipal level.

This means it is difficult to share experiences and achievements within the framework of the PDIVI with other projects and institutions. Besides, there is a risk of losing and not

taking advantage of the lessons learned in the Plan. And we should not forget that use of the lessons learned is absolutely indispensable for an efficient development cooperation.

### **3.4.3 Of the Follow-up and Evaluation: Nature and functioning of the monitoring and evaluation system. Quality and periodicity of the reports.**

According to the base documents of the PDIVI 1 and 2, the principal monitoring and evaluation instrument is the logical framework and its indicators, besides systematic evaluation meetings with all stakeholders and periodic technical meetings with area personnel for partial activity and project evaluations. The POAs are also mentioned as instruments for quarterly, six-monthly and annual evaluations for following up the activities and budget.

Based on the work with the territorial team, we have identified that though there is no formally structured system, there is a structure on three levels:

- Overall follow-up, performed by the Area Coordination, based on the PDIVI Logical Framework.
- Programme follow-up, performed by the Programme Coordination, based on the POAs.
- Project follow-up, performed by the Facilitators, based on project indicators.

Indeed, there are reports on the existence of an institutional system to measure physical and financial progress, but mainly with a financial focus. This system is difficult to manage for the technicians and so in practice only the Accounting Facilitator manages and feeds the system. Within this framework, every technician has his own format based on the programme and project indicators, which as we have said are mainly quantitative indicators, to the detriment of the measurement of aspects related to the quality of the processes and the impact of the projects.

This shows that though there is indeed an adequate measurement of the overall physical progress, there is a need for a better structured and integrated system for a complete assessment of the effects of the PDIVI and that enables a flow of complementary quantitative and qualitative information between the different levels. This requires specific instruments for each level. In its best expression, the system should include communal monitoring and evaluation based on simple everyday-use instruments for complementing the institutional information.

A relevant aspect for the monitoring and evaluation is to have starting points from which it is possible to measure the effects or changes generated by the projects, as mentioned and recommended in the evaluation in 2004. However, to date not one of the projects has a baseline and the elaboration of the baselines has not started, to a large extent due to the lack of institutional guidance in this sense<sup>27</sup>. The reports and interviews with technicians and officers show that there is a slow but progressive progress in the

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<sup>27</sup> Interview with Eng. René Vega former Coordinator of Area V. MAN-B La Paz 30.10.08.

formulation of indicators and criteria for preparing institutional formats for baselines. Nevertheless, the evaluation mission did not find sufficient concrete evidence of this, and so has once again insisted on the urgent need for making more progress in this direction.

The annual narrative reports are in accordance with the standard institutional format required by headquarters in Oslo. We also revised the institutional matrix reports based on the physical and financial indicators of the POAs. The advantage of the first mentioned reports is that the information requested in the different 17 sections (a-q) provides quantitative, qualitative and financial information, including on the deviations and the causes thereof, as well as assessments of the risks, impact and sustainability of the Plan. The advantage of the matrix reports is that they provide quick and precise information on compliance or not of the physical and financial indicators of each programme, which facilitates the evaluation. Both have the additional advantage of being complementary as the quantitative information of the matrix reports is perfectly complementary to the qualitative and analytical information expected to be found in the narrative reports.

However, to date the potential of both types of reports has not been sufficiently taken advantage of as the information contained in the annual narrative reports has substantial weaknesses in terms of quality, depth and up-to-date analyses in each section. An example of this is that in the section related to the Results (paragraph b), the provided information is eminently quantitative, and according to a structure that is different from the one used in the POAs, as it is based on the type of investment and expense, which hinders comparisons of both instruments. An additional difficulty is that in various cases, the indicators used in the narrative report differ from the ones in the POAs and sometimes there are new indicators or some indicators that are defined in the operational plans are omitted.

On the other hand, in the sections in which it would be possible to make a concrete and chronological analysis of qualitative aspects of the results (sections e, f, g, i), the impacts of the training (section o) and the gradual construction of conditions for sustainability (sections m, p, q), there is an insufficient in-depth analysis of the different causes and effects. Most sections contain information that is repeated without virtually any variation throughout the period (a, c, d, g, h, i, m etc.), and so it is difficult to have a very precise idea of the particular and general evolution of the Plan and its components. The risk of this is that the reports diminish or lose their character and essential purpose of periodic and constant correction and guidance of the direction in execution of the activities.

#### **3.4.4 Of the Financial Administration:**

Below is an overview of different aspects of the financial efficiency of the Plan and its projects.

##### **a) Budget Execution**

The analysis of budget execution in years 2004-2007 based on the financial reports covering this period was facilitated thanks to the precision and details in these reports. Taking into consideration this general comment, years 2006 and 2007 were used as references:

- In 2006, MAN-B contributed 73.05% and the local matching contribution was 26.95%, while in 2007 MAN-B contributed 79.79% and the local contribution fell to 20.21%. However, in the analysis of the investments, as we will see later on, the relationship is more positive as regards the local contribution. It is remarkable that in the income there is no quantification of the communal contributions to the projects, even though the projects do identify the contribution of the beneficiaries. As mentioned in the previous chapter, because of this gap it is impossible to know the complete reality of budget execution and so in the future it will be necessary to make progress in the quantification of the communal revenues as a specific income item in each project.
- In that same year, the expenses in national salaries, general expenses, project expenses of MAN-B and the communities accounted for 45.33% of the total budget. In 2007, the expenses accounted for 50.05%. Even though this number is high, the nature and characteristics of the PDIVI justify these high expenses in salaries and general items.
- The investment profile shows that the social projects (health, education, basic sanitation, environment, natural resources) are dominant over the productive and/or productive infrastructure projects (micro irrigation, agriculture, micro enterprise), accounting for 60.83% of the total. Nonetheless, there are variations and in 2004, for example, the social investments accounted for 73.32%. Although it is true that the social infrastructure is fundamental for the people and has been prioritised by the communities, we must take into account that in general, the government gives priority to this type of project because it is tangible and gives the prestige they traditionally use for political and/or electoral ends.
- The correlation MAN-B/Local Contribution is not fixed and so in 2005 the local contribution fell from 38% to 34% to then again increase in 2006 to 40.32% and decrease again in 2007 to 31.31%. This shows that the 70/30 ratio is not exact and that the contribution of MAN-B is lower than assumed theoretically. This number could vary even more if the contributions of the beneficiaries are accounted for adequately and are included in the Budget Execution reports and in the income and expenditure structure. Without any doubt, this contribution is substantial and has a double dimension – financial and social – that should not be overlooked.
- An advantage of the investments in infrastructure is that they have been used for leveraging municipal resources and have indirectly contributed to speeding up the public investments in this field that lagged very much behind. Nonetheless, we should also take into account that the risk of this high co-financing rate is that the Municipal Government is omitted and that its intrinsic responsibilities are replaced. In this sense, it would be healthy that in the future MAN-B and the PDIVI take into

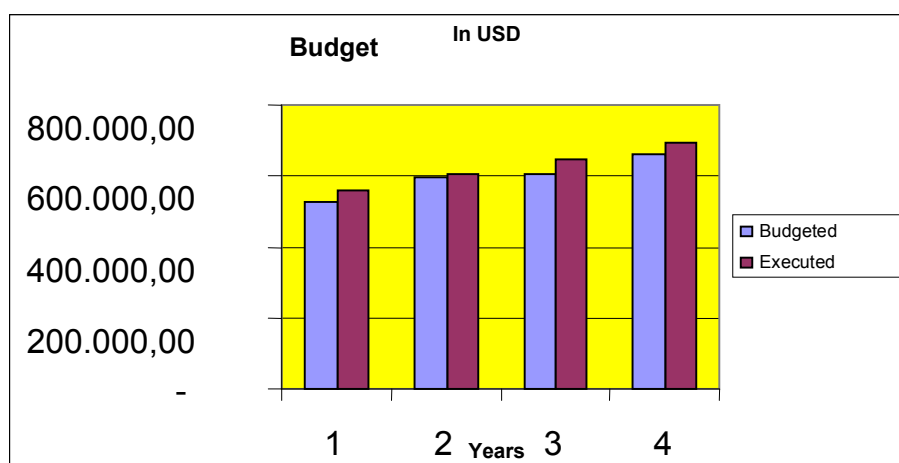


account that for achieving a regional development the social investments must go hand in hand with support for the productive system, as it is impossible to eradicate poverty without an increase of the income.

- The analysis of the MAN-B/Local Contribution ratio has shown that in year 2006 the local contribution accounted for 43.75% and that of MAN-B for 56.25%, while in 2007, the local contribution was 34.73% and that of MAN-B 65.27%. This shows that the 70/30 ratio is not exact and that the contribution of MAN-B is lower than assumed theoretically. This number could vary even more if the contribution of the beneficiaries is accounted for adequately and is included in the Budget Execution reports and in the income and expenditure structure. Without any doubt, this contribution is substantial and has a double dimension – financial and social – that should not be overlooked
- As regards overall Budget Execution, the indicators on execution exceed the initially assigned amounts, as is clear from the table and graph below.

**Overall Summary of Budget Execution in BOB**

	2004	2005	2006	2007
Budgeted	525.982,00	595.586,00	604.376,00	661.558,00
Executed	559.864,99	607.569,75	649.303,02	692.002,45
In%	106,44	102,01	107,43	104,60



Although the execution margins slightly exceed the initial budget and can be considered acceptable, we should identify where the additional amounts come from and in what items there have been increases.

**b) Budget planning, norms and procedures from the central level to the community.**

The budget planning process is coordinated with the Municipality, i.e. the projects to be carried out in a certain year must be agreed upon with the Municipal Government as the Municipality has to provide an own contribution (70% MAN-B and 30% Municipal Government). Planning is in accordance with the current procedures: *Diagnostic* to identify the problem with grassroots participation; *Determination of needs*, specifying also the proposed solutions; *Prioritisation of needs*, so as to decide on the problems that must be dealt with first and establish a range for the orderly solutions thereof; and *Budget Allocation and Project Execution*, which are evident.

Most projects are designed by the programme technicians, but for the ones requiring more specialisation – e.g. the schools – consultants are hired for the final design.

Budget planning is rigorously in compliance with the planning process designed by the central office. There are dossiers for the different programmes, though we have noted that most projects do not comply with the formats of the Vice-ministry of Public Investment and External Funding (VIPFE), which is an infringement of norms and ministerial resolutions in basic sanitation, N° 082; in agriculture and livestock N° 095; in education N° 0175 and in health N° 060.

For disbursements, a project summary is presented, the general structure of which is very simple: ITEM A, which includes the cost of local materials and the cost of unskilled and semi-skilled labour and ITEM B that includes the cost of non-local materials, the cost of specialised labour and the cost of operating expenses.

In both items, the code of the service or material is shown, a description of the material, the measurement unit, the unit price in BOB, the partial cost and the respective value in USD. Likewise, the “Purchase Order” form is filled out, indicating the quantities and amounts of the different materials and requesting the disbursement. This form is submitted to the administrative management. The money is then deposited into the account of the community for purchasing the materials and input or else a check is issued to be deposited into the applicable account.

In general, the procedure is adequate and because of the level of detail and codes it is compatible with and permits the application of the Parameter-based Templates required by the VIPFE, though in reality there are no fixed norms for preparing the budget beyond the ones stipulated in the People’s Participation Law. This is because all projects must consider the municipal contribution, which must be included in the municipal POA.

**c) Financing Structure**

As mentioned before, the financing structure is based on the 70 (MAN-B)/30 (Municipality) scheme, which is complemented with a communal contribution in the form of Local Materials (sand, gravel, others) and Unskilled Labour (USL), which is not included in the overall budget, though it is included at project level. As we have said,

there are variations in this scheme that depend on the height of the assessment of the local materials and the unskilled labour. The table below shows the structure of a certain project in which the communal contribution is quantified:

**Project: Construction of Houses for Teachers:**

Nº	Description	MAN-B	Municipal Gov.	Local	Total Bs.
1	Item A	-	-	16,116.00	16,116.00
2	Item B	64,444.72	28,476.00	-	94,921.02
	<b>Total</b>				

This table shows that the communal contribution is specified in the column called “Local”, which may lead to confusion because in other tables and documents the “local Contribution” is the municipal contribution. Still, here we want to underscore that the contribution of the beneficiaries is quantifiable and measurable, in this specific case BOB 16,116.00, i.e. 14.78% of the total project cost.

It is important to underline that there are no established norms for this procedure of quantifying the communal contribution. However, guides and manuals have been drafted that in the short term will regulate the entire process, from the Reception of Goods and Services to the Award of Contracts, Purchase Requests and Orders. The application of these norms is expected to start in January 2009.

One last consideration is that there is an important time gap between the date of budget drafting of MAN-B and of the Municipal Government, because while MAN-B has to submit the budget of the following year to Norway in June, the Municipality prepares its POA and Budget in November for presentation to the Ministry of Finance. The municipality has to prepare its budget with communal participation, with approval by the Municipal Council and the Oversight Committee. It must include the projects to be executed with financial support from MAN-B, and so it needs to be made compatible with the budget of MAN-B prepared in June.

There are two possibilities: 1) the communities request funding to MAN-B for a project X in June and then they negotiate with the municipal government in November on allocation of the matching contribution; and 2) the PDM – a five-year plan prepared with communal participation – is used as the basis. The risk of these modalities is that they benefit only the communities that have the capacity to submit requests to MAN-B, to the detriment of the communities with fewer capacities. The advantage is that the projects must be agreed upon with the Municipal Government, so as to ensure alignment with the municipal plans.

**d) Cost-effectiveness analysis (financial and human investments vs. results)**

The analysis of the budget execution by programme is acceptable, with an average execution of 110%, which shows that there is financial effectiveness in achievement of the goals. From another angle, the investment by programme shows that the Human Development programme absorbs 59% of the total budget, the Economic Development

programme 32% and the Spiritual Development programme 9%, which means that most investments are concentrated in the Human Development programme, mainly in education.

One way to measure the economic efficiency of a project is through the socioeconomic indicators stipulated in the norms of the VIPFE, as the governing body in terms of projects. Based on these norms, it is possible to measure efficiency of the social projects that generate important benefits, but the value of which is difficult to measure, e.g. the projects in education, health and the environment, as well as in micro irrigation, the income from which is not generated directly. Still, there are no socioeconomic indicators for 95% of the projects.

For verifying this aspect, a sample was taken of 6 of a total number of 42 projects, the results of which are shown in Annex 5, whereby it is clear that the allocation of resources for social projects was not based on cost/efficiency criteria as should be done according to general project norms and instructions of the ministry.

Likewise, the productive projects lack Cost/Benefit indicators so it is not possible to know the extent to which they benefit the target population, or the impact on the household income. This is an important weakness that hinders justification of the requested investment, and so there is a risk of providing resources merely for the sake of compliance with a certain budget execution.

### **3.4.5 Agreements with Municipal Governments**

The municipal agreements have been effective as strategic instruments for enhancing co-responsibility and leveraging the municipal funds. This has increased effectiveness of the municipal POAs. There are some specific aspects that stand out because of the links with the PDIVI focus, as stipulated in paragraph 3 of the objectives, in which the areas to be financed are specified, giving priority to the construction of infrastructure as a priority for both institutions. The advantages and risks of this were already mentioned before.

Paragraph 4 talks about a structure that has been respected, both in drafting of the projects and in the funding requests. Nonetheless, there is no clear definition of the elements of items B and C, which (equipment, tools and productive input) can be considered in both points. The definition of the content of both items is very important because the percentages contributed by MAN-B and the Municipality are different. In the case of item B the ratio is 75% MAN-B and 25% the Municipality and in item C the contribution of MAN-B is 50%. Item A in this same section shows the contributions of the community, which – as we have noted before – are not accounted for in the financial balance sheets, a shortcoming that must be corrected.

As we have mentioned before, the central weakness in compliance of the agreements is the delays in the matching contributions, especially in Sorata where the poor governance has caused delays in various projects. Some cases were also detected in which the projects were executed, but as they were not part of the POA, the Municipal

Government refused to provide the matching contributions. This is a sign of the deficiencies in the participatory planning process.

There are also weaknesses in compliance of the responsibilities of the Municipal Government in terms of supervision, as the municipal governments lack technical capacity for follow-up, monitoring and supervision of the projects, and so the municipality delegated these responsibilities to MAN-B, limiting itself to an accounting control of the resources allocated to the different projects. The communities and MAN-B have complied with the terms of the agreements, in terms of the obligations and responsibilities of the parties.

Despite the mentioned difficulties, overall compliance has been acceptable, with important results, such as: the good relationship with the Mayors and Municipal Councils, shortening of the project execution periods, the increase of the municipal contributions for covering the deficit resulting from the higher cost of the materials and, also very important, the control of public funds by the community.

### **3.5 Impacts and Sustainability**

Even though the PDIVI is in its middle phase, it is possible to identify some early effects in the subjective, social and institutional environment, with the advantage that some of these aspects can be further consolidated in the second phase of the PDIVI.

#### **3.5.2 Impacts in the building process**

Based on the interaction with beneficiaries from different communities, it has been possible to see that in all visited communities there are signs of crucial effects, which are a good basis for achieving future impact and sustainability of the principal results of the PDIVI. The most outstanding elements in this field are:

- The forging of an incipient awareness and knowledge of the elements and processes involved in sustainable development, which has generated commitment and co-responsibility and which has encouraged communal self-management and the exercise of some citizen rights such as participation, the access to public information and social control of municipal investments.
- The gradual and growing performance of processes for mobilisation and empowerment, especially in the sphere of planning, decision-making and municipal finance. In many communities, the social self-esteem has improved and a sense of collective pride in the achievements was developed.
- The initial development of human and social capital in: planning, municipal transfers and budgets, financial resource administration, operation and maintenance, and to a lower extent, entrepreneurship and sustainable production. This is a central element for development, and the strengthening thereof in 2008-2012 is indispensable.

- Awareness, though incipient, on the equality of men and women, which has facilitated the incorporation of women in some organisations and activities, with beneficial effects on capacities, leadership and income. However, these effects are still scarce and superficial and therefore require more progress and consolidation.
- The incipient improvement of the living conditions in terms of basic services, especially in education – for example, in Combaya the official statistics on schooling have improved to a point where the municipality ranks among the first in the region. Likewise, improvements have been reported in terms of primary and secondary school graduates continuing their studies. These graduates and young technicians are a good youth source which the projects are taking advantage of.
- Effective implementation of the national health policies, which are fundamental for improving the quality of life of the population, among which the Universal Mother-Child Insurance (SUMI), the Old Age Insurance and the Ombudsman Offices for Children and Adolescents. This is thanks to the establishment of better physical conditions and equipment in the health units.
- The decreasing migration of young people from some communities, e.g. San Pedro, as sources of employment are generated in agriculture. However, there are no formal data underpinning this perception, only the evidence of particular cases reported in the evaluation. Still, this suggests the possibility of a substantial impact of the Plan that has not been considered and on which specific indicators should be established.
- The incorporation of ethical principles and values in the encouraged processes, particularly in administration of the projects, as a very important precedent on the results of the work with honesty and transparency. Even though at the moment it is difficult to verify whether these values have been assimilated by the entire population, positive effects have been seen in terms of solidarity, the solution of conflicts and joint work, which all favour development.
- The breaking of the orthodoxy of many churches, which has given rise to the churches working beyond their sphere of action on joint purposes and goals for communal development: flower-growing with disabled persons, day care, a dam, certified seed and other activities. In this same sense, many church leaders have joined the communal organisations: unions, agrarian subcentrals, Plan administration councils, warehouses etc.
- The training of young people and the encouragement of youth leadership has enhanced dynamism of the churches, at the same time encouraging female participation, even though in this field there is still a long way to go. The young men and women are an opportunity to deepen the changes.

In the productive and economic field, there are also some early effects worth underlining:

- The development of a nascent business vision and structured commercialisation processes for the sale of primary and transformed products, in some communities, even though sustainability is still very fragile.
- Concrete changes in the productive culture, thanks to the incorporation of sustainable productive practices and technologies for breeding and genetic improvement of the cattle, which have increased the agriculture and livestock production and therefore the household income. Combaya has achieved self-sufficiency in the potato production, which shows the potential of the PDIVI in terms of food self-sufficiency.
- Development of an incipient awareness and concern for natural resource conservation, especially among the school population. But there is still a long way to go.

Without any doubt, the hard work, commitment and ethical behaviour of the PDIVI technicians, as well as the incorporation of a female technician, have generated confidence in the beneficiaries, especially in the female universe, which has been a decisive factor for achieving the mentioned changes and transformations.

### **3.5.3 Elements of Sustainability**

The reports and field evidence show the existence of a series of conditions that favour social, financial and to a lower extent ecological sustainability of the PDIVI results. Some of these elements have been categorised and described as impacts because of their nature and potential for generating structural changes, which in the medium and long term will be the foundations for sustainability.

In the social field, the following elements can be mentioned:

- The effective participation, the cohesion between persons and communities, the built capacity, the integration around the ODLs and the interactions of the communities with the Municipal Government.
- The implementation of a development model that combines ethics, funding, technology transfer and self management, and that collaterally has become a parameter for communal development and somehow obliges other institutions to proceed in a similar manner.
- The construction of leadership and the development of processes for participation, decision-making and the assumption of responsibilities, which are difficult to revert.
- The existence of committees for operation and maintenance, school councils, which though insufficiently consolidated are a basis to ensure operation and the useful life of the infrastructure.

The following elements stand out in the financial field:

- The initial establishment of financial mechanisms for charging safe water and irrigation service fees, as well as fees for the services derived from communal productive works, such as mills and anti scab baths.
- The existence of productive parcels to finance maintenance of the school infrastructure.
- The development of own initiatives in some communities, such as ecotourism in San Pedro, which show the achieved degree of development.
- The growing development of entrepreneurship, based on the transformation of agricultural products, the commercialisation of non-traditional products for which there is a high demand and the production of goods in small workshops. The involvement of women and youth in this field is promising.

The field with the least factors of sustainability is the environmental field, in which we have verified only an elementary degree of environmental education, the application of some sustainable production technologies and actions and interest in reforestation projects, but without sufficient interlinks and with a marked commercial bias in some activities.

In brief, the findings in terms of impacts and sustainability are characterised by the limited maturity and future potential, as the PDIVI is halfway. It is therefore necessary to strengthen and follow up these actions, particularly in the communities and sectors where execution of the first phase was concluded.

### **3.5.3 Risks**

Based on the analysis of the internal and external conditions in which the Plan is developed, some risks were identified. For now, these risks are not of a great magnitude, but they should not be lost sight of so as to avoid the negative effects that could result in case they escalated.

The most notable risk at the moment is the political instability of the municipal governments, which could worsen after the referendum on the new Constitution at the beginning of 2009 and the general elections at the end of 2009. Both events will take place in the second cycle of execution.

In this same field, it is important to take into account that the high profile and presence of MAN-B in these territories, which is very favourable at the moment, may become a vulnerability if there are drastic political changes and social instability. In some countries with extreme left-wing or right-wing governments, the NGOs and their assets have been targeted by the government or rebelling groups and they have been accused of usufruct of the international donor money.



Secondly, the internal and international financial crisis may have a negative impact on overall costs and costs of the works, and on the capacities of the municipalities and communities of making their matching contributions.

To a lower extent, there are risks associated with the increased secularisation of the education, which may affect development of the diaconal activities in the schools, as the principal bastion of the Programme. In addition, and as mentioned by the interviewed pastors and religious leaders, there are churches that are opposed to the ecumenical work of MAN-B, which may lead to the refusal and poor image of the programme in some population sectors.

## **IV. CONCLUSIONS AND RECOMMENDATIONS**

### **4.1 On Pertinence and Relevance**

#### **4.1.1 Of the PDIVI and its components**

57. There is a high degree of satisfaction with the variety of products of the PDIVI because they respond directly to needs in the social and productive spheres prioritised by the population and the municipal governments. To date, without any doubt the developed projects have contributed to an improvement of the access to and quality of basic social services and to a lower extent of the productive systems
58. Through alignment of the project with municipal strategic and operational plans (PDM and POA, respectively) and co-financing of the social infrastructure and the productive projects, it has been possible to leverage and optimise municipal investments. In this regard, MAN-B/PDIVI is a strategic ally of the municipal governments, which complements the municipalities' investments and operational capacities. The project also contributes to enhancing the effectiveness and reinforcing the most important national policies for Development
59. The institutional mapping shows that there are hardly two NGOs and two churches present in the areas as the only development entities. Three of these four institutions work on very concrete issues in a limited geographical area so the institutional coverage is very thin. Considering at the same time the low investment capacity of the municipalities, in this context the geographical and thematic work of the PDIVI is particularly relevant for the covered populations and municipalities.
60. The target groups are mostly native peasants who live in mountainous areas with a high ecological risk, in a precarious situation. They are among the "poorest of the poor" and so the pertinence and relevance of the PDIVI are beyond discussion
61. The direct participation of the community in administration and management of the financial resources of the projects and the transmission of values are very effective strategies that have established a precedent as regards management based on

honesty, transparency and accountability, thus contributing to achievement of the objectives. This effective and innovating intervention model is a value added of MAN-B that sets the organisation apart from other NGOs.

62. The principal bottlenecks and risks are related to: the excessive expectations and demands generated by the Plan in the communities covered by the intervention and especially also in neighbouring communities; the financial crisis and the increasing investment costs. This last factor may have a deep impact on the PDIVI implementing capacity and compliance by the municipalities and communities of the committed matching contributions. We should not ignore the very protagonist role of MAN-B in view of the scope and effectiveness of its work, which implies a risk of dependency, replacement of the public authorities and vulnerability to possible drastic changes in the political context

For optimising the work and responding adequately to the risks and bottlenecks, we recommend taking the following measures:

► Strengthen the communal communication and information mechanisms on the PDIVI and its projects, particularly as regards: the scope and limitations, the territories to be covered, the different parties' commitments, the phase-out plan and the products of the Plan. The systematic provision of information on these aspects will help to maintain the expectations of the target group within normal margins, with a parallel healthy effect of self containment on MAN-B and the territorial team.

► Develop annual or six-monthly scenarios on physical and financial execution, taking into account the risks, opportunities and trends of the context, as well as the exit options for each case. The contingency measures are particularly important to face crisis and instability situations, which should not be ignored in the local and national context. Specific attention should be focused on the alternatives to ensure financial counterpart contributions from the communities, which is the weakest link of the chain. In addition, the budgets should have sufficient margins to face the most extreme scenarios.

► Maintain a balanced work profile with the municipal governments and the local organisations, so that the protagonist role and responsibilities would be shared equally, which would help to also share the problems and risks. Alliances have a cushioning effect in case of crises and so it is important to widen and strengthen them. On the other hand, in order to avoid undesired situations, it is fundamentally important to keep legal matters (registers, properties, contracts, taxes etc.), accounts, and key documents in order and safe.

#### **4.1.2 Of the Logical Framework**

63. The PDIVI was drafted based on the collective identification and prioritisation of the principal problems of the communities, which were the basis also for participatory development of the "Shared Vision", the strategic objectives and the intervention strategies. This confers considerable validity and legitimacy to the hypotheses, assumptions and intervention areas of the PDIVI. In the second phase, the emphasis

is on strengthening the grassroots organisations so as to overcome the weaknesses mentioned in the evaluation performed in 2004.

64. There is overall coherence in the chain of strategic elements, but there are imbalances in the results and strategies in crucial areas, such as: organisational strengthening, capacity-building, economic development, gender equity etc., which have had an impact on the unequal development of these components.
65. In both PDIVIs, there is overall coherence between the objectives and the outcome and programme indicators, and so it is possible to easily measure the quantitative results. But there are no qualitative and impact indicators so it is not possible to measure essential aspects related to effectiveness, such as: the quality of the training, assimilation of the topics or the generated subjective and social changes. We should not forget that qualitative elements are as important as quantitative elements, and that the measurement of structural changes is fundamental in any development programme
66. The baselines mentioned in the evaluation in 2004 have not yet been developed, to a large extent because of the lack of institutional norms and guidelines in this sense, besides the relative autonomy of the PDIVI that, though it enhances territorial legitimacy, has hampered the transfer of the know how accumulated in the central office. This has had a negative impact on development of the indicator system and effectiveness of the planning processes performed in the territory. It is important to underline that planning is one of the principal shortcomings of the plan
67. In the final link, there are important weaknesses regarding fluency, coherence and precision between the indicators of the POAs and the ones reported in Annual Reports, which hamper a precise appreciation of the achieved goals. Similarly, most projects have general projects and they lack logical frameworks to guide execution and measurement of the outcomes and impacts, which also affects efficiency measurements.
68. In brief, planning continues to be the Achilles' heel of the PDIVI, with repercussions in practically all links. It is therefore essential to tackle this problem in the short term, aimed at optimising development of the next phase in years 2008-2012.

For overcoming the mentioned weaknesses in planning, we recommend:

► Taking advantage of the institutional opportunities related to formulation of the Institutional Strategic Plan (PEI) and the resulting development of planning methodologies and instruments for revising the PDIVI 2 and reformulating the results objectives, ensuring sufficient qualitative and quantitative harmonisation between these and the end and purpose objectives. This way, the different development areas mentioned in the vision and the overall objectives will have a direct and balanced correlation with the results.

- ▶ Reformulating the strategies so they would correspond better with the results, which will favour achievement thereof in a balanced manner. It is important also to word the strategies in a more detailed manner, indicating with sufficient clarity the means, routes or guidelines to be achieved with each of the expected outcomes.
  
- ▶ Developing a system of indicators with the following basic characteristics: a) measurable and verifiable; b) founded on baselines that ensure reliability; c) apt to assess quantitative and qualitative aspects of the objectives and results, as well as the impacts of the different interventions; and d) structured on different complementary levels, namely: Plan, programmes and projects. This implies a training process for the PDIVI technicians – men and women –, which should be led by the planning direction of the central office, within the framework of the institutional reengineering process that includes improvement of the institutional planning system.
  
- ▶ Developing, in the short term, the required baselines for the programmes and projects, using the diagnostics used for the formulation and official sectoral data, a big part of which are collected in the base document. It is necessary to use the methodology and formats developed for this purpose in the central office, aimed at harmonising this process with the corresponding institutional processes.
  
- ▶ Using the Baseline on Gender Equity prepared in the Interandean Valleys, aimed at appropriately incorporating the gender perspective in the objectives, results and indicators of the Plan, programmes and projects, taking into account that this is another substantial weakness of the Plan. Considering that there is probably no institutional expertise for this work, it will be necessary to use external assistance for this purpose. The same goes for the correct incorporation of environmental sustainability, which is another crosscutting axis with insufficient consistency for planning reasons.

## **4.2 On Effectiveness.**

### **4.2.1. Programme achievements**

69. The PDIVI has more projects in the Economic Development Programme, but from a financial point of view the Human Development projects absorb most resources as their central action axis is the improvement of social infrastructure. This infrastructure has helped thousands of persons to have access to important basic services, but the higher allocation of resources and efforts to this aspect has caused a structuralist bias in the Plan, to the detriment of the other components, especially in terms of qualitative aspects.

70. In overall terms, the programmed quantitative goals have been attained adequately, particularly in the Human Development Programme where the following activities stand out, in order of importance: dental care, teacher training, the equipment of school and health facilities, and infrastructure. In Economic Development, the following activities stand out: the introduction of seed and micro irrigation, while in Diaconal Development the most notable activities are the information and training events for young leaders and pastors, in which overcompliance is significant

71. Execution of the social and economic infrastructure was good, with quality works at a lower cost compared to state works. However, there are significant delays in the works in the water, sanitation and livestock sectors. An important part of these works will have to be continued in the second phase. In addition, there was a considerable degree of individual and collective participation, ownership and responsibility in construction and supervision of the works, and in many cases the contributions of the communities were higher than planned
72. The delays were mainly due to delays in municipal disbursements, the increase of the price of materials and the community's inability to comply with communal contributions (economic programme). There is also a series of concrete aspects that deserve particular attention such as cracks in the walls and floors in some schools and the school density that is low in some cases.
73. Positive effects have been reported in the following fields: the indices of enrolment and retention, the teaching quality, continuity of the studies, teacher retention, pre and postnatal care, personal hygiene, the treatment of diarrhoeas and other diseases. Unfortunately, there are no indicators or baselines for technical confirmation of these important achievements
74. Despite the difficulties and delays, the economic programme has been very important for more than 380 families that were all benefited with infrastructure, equipment, certified seed, livestock, animal health, entrepreneurial organisation, improvements in the commercialisation etc. Irrigation has been particularly relevant, with an impact on the improvement of the production and agricultural diversification. There is a great demand for irrigation, probably higher than the capacity of the available water sources.
75. The incipient entrepreneurial development has generated a higher demand in production, generating links between producers, entrepreneurs, seed certification organisations and commercialisers, which have considerable development potential. The achievements in terms of production, entrepreneurship and commercialisation – though limited – show the importance of supporting economic development, which has a direct and relatively rapid impact on the improvement of the income and living conditions of the people.
76. Little progress has been made in the environmental components and the forestation activities have an economic rather than an ecological approach. This is one of the programme components lagging behind the most, as there is neither a clear concept nor a crosscutting perspective in this topic. Rather, it is an isolated component that even covers productive activities, such as flower-growing and bee-keeping. There remains a lot to be done in terms of the conceptualisation, crosscutting incorporation, feedback among the programmes of MAN-B and alliances for building synergies.
77. There is a need for deepening various key aspects: operation and maintenance of the infrastructure, water chlorination, tariffs, wastewater treatment, technologies and

management of latrines, rational water use, environmental hygiene and training in sanitation and the environment.

The achievements and lessons learned in this period suggest that for achieving better levels of effectiveness in the second phase, it is necessary to:

- ▶ Devote more time and efforts to qualitative aspects of the Plan and to the economic development components, in the understanding that infrastructure is only a means to achieve the development objective of an improved living standard. In this sense, external engineers and works supervisors already linked to the PDIVI could be hired so that the project technicians, all of whom agronomists, could centre their work on the productive and environmental components and activities. It will be important to analyse the possibility of decreasing the percentages to finance infrastructure – which is a government obligation – in the future to 50%, so as to allocate more resources to economic development and environmental sustainability.
- ▶ Develop the complete set of qualitative indicators (quality and impacts) that are still missing in the Plan, which should be done in the context of the revision of the planning framework recommended in the previous section. These should be complementary to the already defined quantitative indicators and they should be based on the non-registered achievements of the programmes and reported in this study. There are many verifiable effects that cannot be attributed directly to the PDIVI, because of this lack of elements for measurement and verification, and so these must be developed urgently, as well as simple baselines based on a couple of selected and agreed upon parameters.
- ▶ Periodically monitor and adjust the agreements with the municipalities so as to decrease the delays in the municipal contributions and take the precautions required in the contexts, especially in terms of costs and socio-political crises. It is important for the Coordinator of Area V to maintain a systematic relationship with municipal authorities, based on a small annual or six-monthly plan agreed upon by the parties. This could also help to strengthen the role of the Municipal Government in terms of works supervision, thus alleviating the work and costs for MAN-B.
- ▶ Revise the concept and scope of the water and sanitation projects, adopting standardised models used by international organisations specialised in this topic. This includes the following components: water potabilisation, wastewater treatment, operation and maintenance, tariff systems, training for the use and management of water and latrines, health education in the schools, protection of the water sources, environmental education and adequate technologies for different situations, especially as regards the type of latrines. The model can be built in a complementary manner with the municipalities, schools, the environmental sector and non governmental organisations so as to ensure the integrated approach these projects should have.
- ▶ Analyse the feasibility of implementing water harvesting and conservation technologies in the households and communities through the collection and storage of rainwater, which can be in channels or tanks in the houses, and the construction of small

dams on apt plots of land, and which would be facilitated by the fact that the land is hilly. This proposal is strongly recommended for the communities with most water scarcity.

► Destine more efforts to productive and entrepreneurial strengthening, with a focus on the following aspects: clean production, productive chains, management training, quality control, market analysis, credit and associations to improve the production and commercialisation. This would necessarily imply the building of alliances with public or private entities, specialised in this field as this requires a lot of efforts, resources and expertise, way beyond the possibilities of the PDIVI.

► Restructure the environmental component, including it as a crosscutting element in all components. This should be done within the framework of the PDIVI revision suggested in the recommendation on planning (section 4.1. Logical framework). Here, it is also necessary to adopt a clear concept of environmental sustainability, as well as to take advantage of the experience of the Alto Norte Agreement and enter into alliances with organisations working in this field, like LIDEMA.

► Develop studies on the physical location of the works, as well as environmental impact studies in the places where the land is very hilly or near rivers and streamlets. The purpose of this is to take the necessary architectonic measures to avoid deterioration during the useful life of the works, take environmental mitigation measures, avoid accidents and ensure the safety of children and teachers. In communities with high indices of migration, it is important to make demographic assessments to ensure full usefulness of the infrastructure.

#### **4.2.2. Training and Organisation**

78. There has been a good level of compliance in training and information events, with an important margin of overcompliance as regards the coverage of communities and persons. Similarly, a wide variety of topics was covered, in response to the need for local capacity-building.

79. It is clear that there is a good degree of ownership of the administration and management, pedagogic training and operation and maintenance of the systems, though there are gaps in crucial topics related to human development. Without any doubt, the weaknesses are linked to the lack of training and information protocols, as well as the absence of methodological designs and implementing timeframes or plans. This besides the lack of qualitative indicators on the quality and ownership of the contents.

80. There is structural, normative and accountability-related progress in the administrative committees (CODEMCO and CDICIL), which have at the same time improved their management capacity and their relationship with the municipal governments, as well as their capacities for social mobilisation and advocacy. However, the relationships they establish are limited to the municipal sphere, with limited contacts with other entities outside the local setting

81. Their capacities have been tested during the political instability when the municipal accounts were frozen. On their own account, they then channelled own funds, negotiating advance payments with MAN-B and signing agreements with the new authorities for reimbursement of the funds in the short term. This shows that considerable progress was made in terms of operation, negotiation, mobilisation and use of the lessons learned in previous experiences.

82. Some of the weaknesses as regards the lack of institutionality, exclusive functioning for the PDIVI and dependency, which all affect sustainability, persist. On the other hand, the fact that the member sin Combaya are at the same time part of the local government implies risks associated to the political instability found in the municipal governments in the region.

It is necessary to strengthen the achievements and overcome the weaknesses of this component, which is fundamental for achieving the PDIVI objectives. The recommendations in this sense are:

► Structure an overall training plan with a gender perspective, organised in three big sections, one for each programme, which contains: Purpose and expected outputs, training modalities and methodologies, thematic modules according to each programme and component, assimilation, quality and impact indicators and the implementing timeframe. It is also necessary to have basic didactic materials and a follow-up system for strengthening the less assimilated areas. Without losing sight of the central purpose, the Diaconal Programme could reinforce the thematic areas of the other two programmes from a values perspective, which would strengthen the approach and dimension.

► Order the topics of the information shared within the framework of the three programmes. Insofar as possible, these should be grouped in modules that are complementary to the training modules and, depending on the topic, they could be developed in alternate sessions, which would contribute to further strengthening.

► Make a careful selection of the topics of the training and information, and in as far as possible, make a thematic prioritisation, taking into account that it is better to cover few topics with quality compared to many topics superficially. The use of communal radio stations can greatly contribute to reinforce the most important areas of each programme.

► Strengthen the capacities of the communal organisations, for which the training plan should consider special modules on communal organisation, including leadership. It is necessary to encourage norms on the operation and maintenance committees and achieve the institutionalisation of the administrative committees, which could be the nucleus of the Municipal Development Committees considered in the People's Participation Law. This last aspect implies systematic work of the PDIVI Coordinator with the municipality

#### **4.2.3. Gender Equity**



83. Little progress has been made in gender equity and female participation, and though there are female leaders and organisations with potential for future development, the prevailing situation is that the women are shy, lack information and do not participate actively, even though there is awareness on the need for training so as to overcome the inequity.
84. The positive and well-intentioned attempts to incorporate women into the different processes clash with the absence of a true gender approach to translate the intentions in measurable results that represent a qualitative leap for women. Besides, the team lacks gender training and officers with a sociological profile and there are gaps in MAN-B in terms of specific policies, strategies and systematic training in gender.
85. Although it is true that cultural aspects and the geographical isolation are structural aspects conditioning the subordination of women, it is also true that targeted strategies and affirmative actions would help to attain a balance between culture and female empowerment, as is shown in the few women in the PDIVI that have risen to better positions thanks to the built capacities and/or income generation.

This weakness could be overcome as follows:

- ▶ Immediately develop a revision of the PDIVI so as to incorporate strategies, affirmative activities, products and indicators for an effective application of the gender equity approach. This would require hiring an expert who would have to make an analysis of the experience of other agreements of MAN-B and use the mentioned gender baseline and the PEI 08-12 as references. Without any doubt, there is a need for parallel institutional progress in terms of policies and guidelines to orient the central and territorial institutional performance.
- ▶ Implement a gender training plan in which all technicians (m/f) participate, especially the PDIVI coordinators and the programme officers, taking into account their guiding and monitoring roles. Participation of the pastors is also important as gender inequity is mainly a matter of values and human rights, which are essential in the Diaconal Programme.

### **4.3 On Efficiency**

#### **4.3.1 Project Organisation**

86. The organic charts of MAN-B and Area V permit a correct link between both levels, even though in practice, the PDIVI has been relatively autonomous, which has ensured flexibility and strength in execution, though at the same time this has given rise to some inconveniences as regards institutional policies, accounting routines and planning processes. The PEI represents an opportunity for progress and the standardisation of concepts, policies and instruments, and it should therefore be taken advantage of to a maximum in years 2008-12.

87. The PDIVI assumes development from three different complementary perspectives: human, economic and diaconal, and its strategic logic mainly focuses on the development and empowerment of men and women. From this perspective, the territorial team composed of mostly agronomist engineers (5 men/7 women) is not sufficiently in harmony with the Plan. Still, if we consider that the portfolio of productive projects is the biggest one, this technical profile might be considered adequate.
88. The three programmes have a good amount of activities on training, sensitisation, organisation, gender, information, environmental education etc., as subjective and qualitative elements of the plan. It is clear that there are insufficient officers with a social profile, which is particularly true if we consider the substantial weaknesses in these areas. On the other hand, we should not forget that underdevelopment is a human problem more than anything else, the solution of which requires persons with sufficient expertise in this field.
89. A positive element is that the team has a great sense of responsibility and commitment, which has achieved an excellent degree of acceptance, communication and confidence among the population, which is further strengthened by the fact that they live in the area. This has been fundamental for effectiveness of the Plan, despite the difficulties for covering many and varied projects in a large and difficult territory. The principal challenges the team faces are to deepen the qualitative aspects of the projects and to devote more time to economic development.
90. Gender equity in the team is far from being achieved from a quantitative and qualitative perspective. The relationship between the only female technician and the rest of the team seems to be distant. The deficient privacy in the physical installations in Combaya may discourage the integration of women into the team. No evidence was found of affirmative actions to improve the situation.

With the purpose of improving the social aspects of the PDIVI, and ensuring a better technical and equity-based balance in the team, we recommend:

- ▶ Strengthening the team with an expert in sociology and with a solid training in gender, who would facilitate and coordinate aspects related to training, information and technical assistance, particularly as regards: methodologies, gender, follow-up and the consolidation of knowledge. This person would also train the technical team in gender and make sure the approach is adequately applied in all programmes and projects. This plus the hiring of structuralist engineers for the infrastructure would make more time available for the rest of the team to focus on economic and environmental aspects.

#### **4.3.2 Of the intervention: strategies, participation, technical assistance and communication.**

91. The five intervention strategies are coherent with the strategic objectives and the territorial and national reality, thus contributing effectively to achievement of the outcomes and outputs. The principal successes are related to the social protagonist

role and the articulation of stakeholders in local development, which in practice have been the pillars of execution. This has also helped for the development of the knowledge, attitudes and skills required for self management. In various communities we visited, there is a good degree of dynamism and empowerment, which could be further strengthened for growing development processes.

92. The strategic alliance with the municipal governments, through the Cooperation Agreements, and despite being subject to political turbulence, has had a threefold positive effect: ensure and commit funds of the municipal government for investments in areas of a high social sensitiveness; articulate the community to municipal authorities and foment social control of the public investments. These elements have been critical for developing the works, despite the poor governance and insufficient compliance of the municipal governments' obligations.
93. Despite their validity and up-to-date nature, the strategies related to organisation, training and the environment have shown a lower development in conceptual and operational terms. Nonetheless, we have to underline the adequate starting point of the strategy for organisational strengthening, which is based on the existing organisational structure. In addition, there are no strategies for two significant areas of the PDIVI: the full integration of women and economic development.
94. The co-financing scheme for the infrastructure of 70:25 and at the moment 70:30 has been developed without any serious inconveniences, which shows the effectiveness of the scheme that also offers possibilities for leveraging municipal investments and communal resources, generating enhanced participation and ownership. However, the matching contribution of 50% for productive activities is high or inaccessible for most beneficiaries, discouraging participation and hindering achievement of the programmed goals.
95. Participation is through a wide variety of activities and platforms for communal and municipal participation, starting from the diagnostic and planning and until the rendering of accounts. The functioning of these spaces has been acceptable, generating an adequate flow of information and communication between the communities and the stakeholders.
96. The quality of the technical assistance, just like that of training, is limited due to the lack of protocols, the wideness of the topic, the physical capacities and temporary stay of the team and the topographical conditions. The support of the administration committees and the temporary hiring of construction personnel have been effective and successful in the building component, but not in the other components where there are significant weaknesses.
97. In view of the wideness, importance and demand for assistance in the economic development and natural resources programme, there is an urgent need for a revised proposal so as to concentrate more resources and attention in both fields. There are growing demands, especially in the final links of the productive chain: administration, transformation, associativity and commercialisation. Without due attention, it will be

difficult to attain the overall objective of the Programme, which is to: “...increase the economic income by improving the conditions of the production, transformation and commercialisation, in harmony with the environment”.

98. One of the virtues of the Plan is flexibility towards the changes in the context, adjustments in the communal demands and problems for the municipal governments to comply with their contributions. As regards this last aspect, a fund reallocation was proceeded with, which does however affect the budget of the plan and the responsibilities of the parties. Hence, it is necessary to give attention to this situation and mitigate the effects.
99. Because of the shortage of implementing timeframes and pertinent information, it is not possible to issue valid and supported opinions on compliance or the delays in project execution.
100. The plan is subject to a modest communication and dissemination through the traditional media and the central communications office of MAN-B, but there is a lack of spaces and resources for systematising and exchanging experiences, which hampers the exchange of achievements and the use of lessons learned so as to foment efficiency.

For strengthening efficiency of the intervention in the field of the strategic lines, the technical assistance, physical project execution and communication, we recommend the following measures:

- ▶ Make progress towards an enhanced development of strategies for training, organisation and the environment, as per the recommendations in section 4.1.2, including the development of special strategies for the integration of women and for economic development.
- ▶ Make an analysis of the viability of the 50:50 co-funding mechanism considered in the economic programme, which is very high for the beneficiaries, especially in the current crisis situation that could worsen even more, and which may be a risk for the programme. A similar system of the one used in infrastructure could be considered, which also has the advantage of having municipal funds. It would be convenient to consider the possibility of reducing the components and centre on the ones that showed most dynamism, such as the agricultural production (seed, maize and flowers) and small industries, covering their integrated dimension.
- ▶ Develop a plan for modular technical assistance with the corresponding timeframes per thematic area and territory, strengthening demonstrative practices and exchanges, with a focus on economic topics. This would be facilitated if the technical team had more time (less time in infrastructure) as per the recommendations on the reorganisation, as well as with the strengthening of synergies and complementarity with specialised entities.

► In the revision and planning improvement exercise recommended in section 4.1.2, include improvements in project formulation, with the respective timeframes and implementing reports.

► Develop a small communication and exchange plan so as to systematise and disseminate best practices and experiences of the PDIVI. The Plan Coordination and the Communications Office could develop the plan together and select the products to be systematised and published. The radios, communal fairs and inauguration events are valuable events to be taken advantage of for showing and disseminating the relevant products of the Plan through news items, brochures, wall paintings and tables showing the project products.

#### **4.3.6 Follow-up and Evaluation, and Quality of the Reports.**

101. The basis of the system is the indicators of the logical framework, the POAs and the projects, based on which it is possible to measure overall physical progress on all levels. However, there is no structured system to monitor and verify execution from strategic to operational levels and vice versa, besides the quantitative and qualitative aspects and the impact of the programmes and projects. As mentioned above, there are weaknesses and gaps in the indicators and baselines that hamper monitoring and evaluations in all dimensions.

102. The annual matrix and narrative reports have an adequate structure and are potentially complementary and they have been drafted as planned. Still, there are substantial weaknesses in the quality, depth and update of the analyses presented in every section. In addition, there is insufficient coherence between the reported and programmed indicators, and a lot of the provided information is repetitive. This has a negative impact on the fundamental purpose of the reports of providing periodic and constant guidance on execution.

This important aspect in execution can be strengthened as follows:

► Structure the monitoring and evaluation system in accordance with the recommendations of section 4.1.2. The system should consider the development of measurement instruments for every level, with simple communal monitoring and evaluation sheets so as to enrich the institutional work. The system should be installed in the central planning offices and on all computers of the territorial team, so that the technicians could use it as a reference for their work and would feed it regularly. The keys to the most sensitive areas should be managed only by the central office and the Territorial Coordination. This requires external technical training and experience.

► Make more efforts to improve the quality of the reports, emphasising the following aspects: a) Harmonise the section “achieved results” (b) of the narrative reports, with the categories and indicators of the section of the POAs; b) add qualitative aspects that explain the progress, delays and changes; c) deepen the analysis of all sections; and d) make comments on the solution of weaknesses or the consolidation of achievements in the previous year. It is highly recommendable to write final reports of every phase of the

Plan, using lessons learned in the period, appreciating progressive progress and assessing the overall impact and the impact per programme. The central planning office would have to prepare a format for this type of reports.

#### **4.3.7 Of the Financial Administration**

103. The budget execution is within acceptable margins, though slightly exceeding the budgeted amounts without any explanation on the origin of the difference. Social investments are prioritised to the detriment of productive investments that are essential for poverty eradication, improving the standard of living and increasing the household income, which is what the PDIVI pursues.
104. The community's contributions in kind and in labour are, as in other agreements of MAN-B (Caranavi and El Alto) not recorded financially in the accounts and not included in the budget, which distorts the final balances, with a negative appreciation of the target groups' contribution and the actual value of the works. This omission underestimates the community's contribution to local development.
105. The procedure is adequate and allows for the application of the Parameter-based Templates required by the VIPFE, in alignment also with the norms contained in the People's Participation Law. The new guides and manuals for project application and approval will improve administration of the Plan.
106. Most projects lack socioeconomic and cost-benefit indicators, which hampers a correct budget allocation and economic viability, to the detriment also of the norms set forth by the governing bodies in public investment (VIPFE). The Methodological Guides prepared for project formulation are not applied either, and there are no implementing timeframes to verify physical and budget progress within the planned terms.
107. The municipal governments have difficulties to honour some of the responsibilities set forth in the cooperation agreements with MAN-B and the community, which leads to an extra work load for MAN-B. In contrast, the communities and MAN-B have correctly complied with their contractual responsibilities and obligations.

For overcoming these hurdles, we recommend:

- ▶ Concretely specifying where the amounts exceeding the budget execution come from and in what areas or items the budget has increased. This would be easier on the basis of a norm for guiding budget formulation.
- ▶ Assessing the possibility of balancing the budget between social and productive projects and if possible, giving priority to productive projects and strengthening actions with the municipal government for these to be included in the municipal POA.
- ▶ Registering the communal contribution in the accounts, including it in the income and expenditure budget. This requires an instruction that norms the valuation of all

communal contributions, such as: labour, local materials and any other contribution of the beneficiaries in PDIVI development.

► Using the VIPFE's cost/efficiency indicator for future minimisation of the cost per product unit or per beneficiary, and adopt the guidelines and methodologies for project formulation and evaluation designed by this Vice-ministry for the following areas: Health, Education, Basic Sanitation, Micro Irrigation, Agriculture, Transportation and Environment. These guidelines contain parameters to compare maxima and minima using different criteria such as: cost/student, cost/square metre or cost/covered hectare.

► Submitting the projects in the VIPFE format, taking into account that the obligatory use thereof will soon be extended to private sector institutions. We should underline as well that all projects have to be registered in the Investment Information System (SISIN) of the Vice-ministry.

► Drafting Business Plans for the economic development projects that specify how the benefits will be obtained. These plans also have to contain economic indicators, e.g. the net present value (NPV), the cost/benefit (C/B) ratio and, if possible, the internal rate of return (IRR). This in order to verify profitability of the investments.

► In the agreements with the municipality, specifying what personnel will be responsible for follow-up and supervision of the project, at the same time specifying the way in which the municipality will strengthen and develop the different actions and commitments specified therein.

#### **4.6 On Impacts and Sustainability.**

##### **4.6.1 Impacts in the construction process**

108. There are early effects in the subjective and social fields, which are the basis for future impacts, especially in the fields of information and knowledge, participation, co-responsibility in development and control of public resources, and the development of human capital in the communities.

109. Other important elements are: improvement of self esteem of the community, self management capacity, social mobilisation; the valuation of education and health, the decrease of youth migration, transparent management, the adoption of values in the community work, breaking of the orthodoxy of many churches and the development of youth leadership and to a lower extent of female leadership.

110. In the financial field, promising mechanisms have been established, such as the tariffs for operation and maintenance, charging of the services, productive parcels the income from which is used for maintenance of the school infrastructure, productive chain-building, commercialisation of the agricultural and manufactured products, some of which are in high demand in the local market

111. In the economic field, there are signs of promising changes in the following fields: a sustainable productive culture, a business vision, the structuring of commercialisation processes and self sufficiency in the potato production (Combaya). This last aspect shows the potential of the PDIVI regarding food self-sufficiency if dynamism of the economic programme is enhanced.

The transformation of these initial changes into long-term impacts can be ensured if the following recommendations are implemented:

► Validate the changes and sustainability factors identified in this evaluation and develop a plan for follow-up and strengthening thereof during the current implementing phase. In this regard, the systems of indicators for monitoring and evaluation recommended in sections 4.1.2 and 4.3.3 before must include impact indicators, which should be developed on the basis of the changes or effects reports in this evaluation. These indicators should be grouped per programme and be harmonised with the outcome indicators used in the current phase. The overlap of projects and activities in phases 1 and 2 helps to strengthen and link both elements, which also encourages sustainability.

#### **4.6.2 Elements of Sustainability**

112. The following elements stand out in the social field: the cohesion between persons and communities; the dynamism of the grassroots organisations; the interaction of the communities with the Municipal Government and the implementation of an innovating development model that combines ethics, funding, technology transfer, self-management and accountability, and which may become a new paradigm for community-based development.

113. The Operation and Maintenance Committees and the School Councils are a good basis for ensuring operation of the infrastructure during its useful life, even though these bodies require further consolidation.

114. In the financial field, promising mechanisms have been established, such as the tariffs for operation and maintenance, charging of the services, productive parcels the income from which is used for maintenance of the school infrastructure, productive chain-building, commercialisation of the agricultural and manufactured products, some of which are in high demand in the local market.

115. The area offering the worst perspectives of sustainability at the moment is the environmental field, in view of the limited strategic and operational development in this component, even though there is an incipient awareness and concern for ecology, especially in the educational community. This could be the basis for building a programme on environmental sustainability.

► Just like for the impact, the maturing of these conditions requires follow-up and strengthening of the identified elements, both in the communities of the first intervention and in the communities of this phase, for which the recommended monitoring system



would be very helpful. Hence, emphasis should be put on the following aspects: consolidation, legitimacy and regulation of the pos project organisations; the design of standard tariff and community service systems; the promotion of organic agriculture; business strengthening, including associativity; the search for and widening of markets; effectiveness of the agreements on commercialisation; provision of the municipal business card to the producers' associations; closer links between the producers and restructuring of the environmental component.

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# **ANNEXES**

## TERMS OF REFERENCE MID-TERM EVALUATION OF THE INTERANDEAN VALLEYS AGREEMENT

### 1. BACKGROUND AND JUSTIFICATION

Misión Alianza de Noruega en Bolivia (MAN-B), a non governmental non-profit organisation, promotes the comprehensive development of underprivileged social groups from a diaconal perspective, in urban and rural areas of the department of La Paz, through communal participation and the administration of projects by the local organisations that assume responsibilities in local development, in which the Municipal Government and MAN-B are cooperating entities.

As the municipality is the basic unit in which local development is implemented, the regional demands are structured in programmes and projects aligned to the Annual Operational Plan (POA) and the Municipal Development Programme (PDM) of the Municipality, with an emphasis on human and economic development, and with the transmission of values through the diaconal programme of MAN-B.

Within this framework, the *Agreement for Integrated Development Interandean Valleys* is implemented, starting with a *Pilot Project* (2000-2002) followed by the *Integrated Development Programme Interandean Valleys* (PDIVI) - first phase (2003-2007). In December 2004, an External Evaluation is performed, the conclusions and recommendations of which are used as input for the continuation of the project and for preparing and implementing the second phase of the Agreement (2008-2012).

With an annual budget of approximately USD 620,000, covered by Norwegian Mission Alliance (NMA) and local contributions, an annual average of 9,500 persons from the cantons of Combaya and Sorejaya in the municipality of Combaya and from the cantons of Ilabaya and Laripata in the municipality of Sorata, covering an approximate area of 500 km<sup>2</sup>, are benefited.

In this context, MAN-B has decided to perform a second external evaluation of the *Agreement Integrated Development Interandean Valleys* – first phase, using the External Evaluation performed in December 2004 as a basis. At the same time, MAN-B will follow up the recommendations so as to adjust and correct the elements noted by the evaluation

### 2. OBJECTIVES OF THE EVALUATION

#### 2.1. Overall Objective

The objective of the evaluation is to make an analysis of the conception and pertinence of the *Integrated Development Interandean Valleys* in its first implementing phase, covering compliance of the objectives, efficiency in execution, the achieved results, the impact and viability, as well as sustainability, considering the conclusions and recommendations of the External Evaluation in 2004. Likewise, the concept of the proposal – second phase - and the implementing process will be evaluated.

## **2.2. Specific Objectives**

### **Pertinence**

An analysis will be made of the relationship between the objectives of the PDIVI and the problems identified in the real situation of the municipality. This analysis of the pertinence is related to the adequacy of the PDIVI at the moment of conception and at the moment of the evaluation. In this sense, the following aspects must be analyzed:

- a. Whether the project considers the real needs and whether the target group is relevant, both when the project was first conceived and at present;
- b. The quality of the Overall Logical Framework, the clarity and internal coherence of the overall and specific objectives and of the achieved results, the pertinence of the objectively verifiable indicators, the hypothesis and the previous conditions, the human resources and the planned materials and an evaluation of the implementing timeframe in relation to the activities and expected outcomes; and
- c. The degree of flexibility and adaptability of the logical framework in case of changes in the context in which the PDIVI is developed.

The evolution of the socio-economic environment will be taken into account, i.e. the situation of the municipality and the social policies of the government in the sectors in which the Contract intervenes, particularly:

- b. The characteristics and dynamics of the sector reform process, the background and evolution of the process.
- c. The situation of the institutional partners, as well as the overall process dynamics in the communities identified in the program.
- d. The articulation of the PDIVI to government policies on different levels and to the actions of other institutions.

### **Efficiency**

The means and activities used for achieving the pursued results will be evaluated.

At the level of the organization:

- b. Analyze the internal organization of NMA-B in relation to the PDIVI, the division of tasks and responsibilities and the quality of the assigned personnel.
- c. Analyze management of the PDIVI (budget planning, administrative and financial management, operating rules and procedures and internal control norms) from NMA-B to the community.
- d. Analyze the level of adequacy of the investment in human and material resources to achieve the expected outcomes, i.e. the cost/effectiveness ratio.
- e. Analyze the measures for follow-up and support for adequate development of the PDIVI, including regularity of the disbursements and flexibility in implementation of the processes for facilitating execution.

- f. Analyze the relationship with the partners at the different levels, coordination with regional public authorities, and PDIVI beneficiary institutions and stakeholders;

At the level of the intervention:

- a. Analyze the strategy designed for achieving the expected results.
- b. Analyze the capacity to adapt to and be flexible in view of changes in the context.
- c. Analyze participation of the beneficiaries in activities of the PDIVI.
- d. Analyze the quality of the technical assistance in the enabling processes.
- e. Analyze development of the activities in the planned terms.
- f. Analyze the quality of the communication and dissemination of the project activities and results.
- g. Analyze the level of local organization in development of the activities and the level of relations with public and private entities.

At the level of follow-up and evaluation: the following aspects will be taken into account:

- a. The designed system for follow-up, operation of the system and convenience of the system for the indicators (pertinence and precision).
- b. The quality and regularity in reporting.

### **Efficacy**

The obtained results will be evaluated, as well as the relationship of the results with the specific project objectives:

- a. Analyze the achieved results with the beneficiary groups and compare them to the planned results and beneficiaries, at the overall and specific levels;
- b. Analyze possible reasons for delays or the non-execution of activities;
- c. Analyze unforeseen positive and/or negative results, if any.
- d. Whether the necessary hypotheses have been complied for achieving the expected results;
- e. Analyze the achieved synergy with projects or programs of other institutions.

### **Impact and Sustainability**

This part considers the situation and evolution of the factors that ensure viability and that contribute to sustainability of the project, as defined in the Contract identification. Likewise, the principal risks that may hamper viability will be evaluated, taking into account the following aspects:

- b. To what extent have the different components of the PDIVI contributed to the proposed objectives.
- c. Have the local and institutional capacities of the partners been strengthened in terms of their rights and obligations?.

- d. Are the adopted technological alternatives adequate for the situation of the municipality?;
- e. Have the cross-cutting topics (gender, environment and participation) been duly taken into account?;
- f. Are the generated products or processes adequate for the beneficiaries and institutions?;
- g. Do the beneficiaries have sufficient capacity to ensure continuity of the processes and dissemination of the products?;
- h. As a result of the PDIVI, have any changes been generated in the behavior of the beneficiaries or institutions?;
- i. Have any new phenomena arisen that are favorable for the objectives pursued by the PDIVI?

### 3. EVALUATION PROCESS

The evaluation will centre on the first phase of the PDIVI, considering possible reformulations implemented with documented justifications, besides the PDIVI proposal.

- Hiring of the team of consultants
  - Direct invitation of Consultants, both foreign and national ones, who have experience in evaluations of Agreements in MAN-B.
  - The evaluation team will be represented by the partner proposed by Norway, who will act as the general coordinator of the evaluation team.
  - Once the evaluation team has been hired, the different team members will get in touch to coordinate the different activities.
- Preparation of Information
  - Collection of primary information by the technical team of the PDIVI, using instruments approved by the evaluation team.
  - The evaluation team will be provided with documents related to the ***Integrated Development Interandean Valleys***.
- Review of the Information
  - In their countries of origin, the evaluation team will revise the information and propose an evaluation methodology; likewise, they will coordinate elaboration of the final report
  - The information review will also consider the primary information collected by the PDIVI team and the mid-term evaluation of the 2004.
- Fieldwork
  - Collection of primary information by the evaluation team.
  - Workshops to share the information on the results of the evaluation, with members of the institutions, local leaders and authorities.
  - The evaluation will be planned in a participatory manner, involving the technical personnel of the PDIVI and the beneficiaries. The team will establish the methods for gathering data.

#### **4. EXPECTED OUTPUTS**

The final evaluation report must contain both quantitative and qualitative data to make a comparison of the planned and achieved activities, underscoring the following points.

- At the institutional level
  - a) Reports (draft and final) submitted as per the points specified in the Terms of Reference document.
  - b) A preliminary workshop to share the conclusions and recommendations.
- At the communal level
  - a) A seminar – workshop, presenting the conclusions and recommendations to local authorities and local groups.
  - b) A summarised written report addressed to the community.

#### **5. TIMEFRAME**

- Primary information gathering: 13 October – 31 October 2008.
- Review of the Information: 22/09 – 14 November 2008.
- Fieldwork in the project area: 20 October – 31 October 2008.
- Workshop to present Conclusions and Recommendations to NMA-B: 31 October.
- Workshop in the community: 7 November 2008.
- Delivery of the Preliminary report to NMA-B: 12 December 2008.
- Delivery Final Report: End of December – beginning of January.