



**MID-TERM EVALUATION OF THE
LOCAL DEVELOPMENT PLAN FOR URBAN AND RURAL AREAS
(PDLZUR)
AREA VI – EL ALTO**

**OUTPUT N° 4:
FINAL REPORT ON THE MID-TERM EVALUATION**

Prepared by:



May 2015

ACRONYMS

ADD:	Acute Diarrhoeal Diseases
ARI:	Acute Respiratory Infections
CAI:	Health Information Analysis Committee
CHW:	Community Health Workers
DIMUSA:	Municipal Health Office
GAMEA:	Autonomous Municipal Government of El Alto
GOL:	Local Organisational Management
IMCI:	Integrated Management of Childhood Illness
OECD:	Organization for Economic Cooperation and Development
PDLZUR:	Local Development Plan for Urban and Rural Areas
PDM:	Municipal Development Plan
POA:	Annual Work Plan
RUTF:	Ready to use Therapeutic Food
SAFCI:	Intercultural Family and Community Health
SERES:	Regional Health Service
SIGMA:	Integrated Management System and Administrative Modernization
SUMI:	Mother and Child Health Insurance)
TOC:	Theory Of Constraints
UDAPE:	Analysis Unit for Social and Economic Policy
WFA:	Women of Fertile Age

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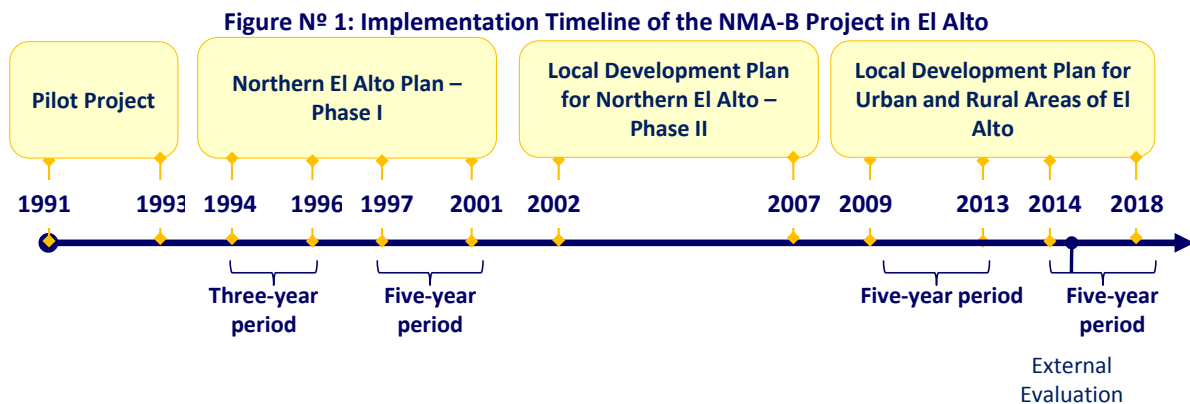
OUTPUT N° 4: FINAL REPORT ON THE MID-TERM EVALUATION

1. Introduction and Background to the Evaluation

1.1. Background

The Norwegian Mission Alliance in Bolivia (NMA-B) is a not-for-profit non-governmental organisation that promotes the integrated development of disadvantaged social groups through its diaconal work. With 35 years of experience, it has seen its intervention strategy evolve from working for the community to working together with the community.

NMA-B's work in the Municipality of El Alto began with a Pilot Project between 1991 and 1993. Next, the Northern El Alto Plan was carried out in two phases: the first comprised a three-year period from 1994 to 1996, followed by a five-year period from 1997 to 2001, while the second involved the implementation of the Local Development Plan for Northern El Alto (2002-2007). Finally, the Local Development Plan for Urban and Rural Areas of El Alto was scheduled to cover a ten-year period (2009-2018) operationalised in two five-year periods, the first from 2009 to 2013 and the second from 2014 to 2018.



Source: NMA-B; Prepared by: The Authors.

The Local Development Plan for Urban and Rural Areas (PDLZUR) is being implemented in a different location to the previous phases, as its activities take place in Districts 4, 7-14, 9, 11 and 12 of the Municipality of El Alto. The work focuses on 25 schools in urban areas (Districts 4, 7-14 and 12) and 6 rural communities (Districts 9 and 11) where there are 5 schools, reaching a total coverage of approximately 25,865 residents.

The PDLZUR promotes and encourages community participation and project management by local organisations (District Development Committees, Project Management Committees, School Boards and Farmers' Unions) who are responsible for integrated development in the local area. It has a counterpart contribution from the municipal government, specifically for school infrastructure. Certain public and private institutions in Districts 4, 7-14, 9, 11 and 12 are also participating.

The structure of the PDLZUR comprises three programmes and seven projects:

Table № 1: PDLZUR Programmes and Projects

Programme	Project
Human Development	Community Health
	Education
Economic Development	Local Organisational Management
	Micro-Enterprise Promotion
	Livestock Improvement
Diaconal Development	Strengthening of Churches
	Strengthening of the Family

Source: NMA-B

1.2. Evaluation process and levels of participation

The evaluation was conducted during the first four months of 2015. The process began with an induction meeting, a review of the documentary information and the design of the evaluation methods, which were validated in a pilot test. For the field work, which was carried out between 2 March and 7 April, various field work teams were organised to conduct the interviews, focus groups and surveys of the different stakeholders.¹ The details of the field work conducted are as follows:

Table № 2: Number of People Involved in the Field Work

Programme	Interviews	Surveys	Focus Groups	
			N° of Groups	N° of Participants
Human Development	25	322	3	15
Economic Development	11	130	1	6
Diaconal Development	10	(*)	-	-
TOTAL	46	452	4	21

(*) The diaconal component was included as a cross-cutting theme in the survey of parents and students.

Prepared by: The Authors

Although the initial plan was to conduct the survey with parents and students only, following a recommendation by NMA-B technical staff it was decided to design surveys for various different stakeholders, addressing specific issues with each. The stakeholders surveyed were: parents, women traders, farmers, community health workers, teachers and students.

One important factor was the support received from the NMA-B staff team, who helped to convene and coordinate with the groups of people directly involved.

This report presents the results of all this work and the process of inquiry that was taken forward. The report is structured as follows: i) an **Introduction and Background** section describes the context in which the PDLZUR was carried out, the nature of the evaluation and the level of participation of the different stakeholders; ii) section two describes the **Evaluation Methodology**; iii) section three provides a detailed description of the **Evaluation Findings**, applying the criteria of relevance, efficiency, effectiveness, impact and sustainability; iv) section four sets out **Conclusions and Recommendations**; and v) the final section outlines the best practices and **Lessons Learned** identified during the evaluation.

¹ The list of people who participated in the evaluation process is presented in the Annexes.

2. Evaluation Methodology

The purpose of the Mid-Term Evaluation was as follows:

Evaluate the extent of progress in achieving the proposed objectives, providing information and analysis to enhance the implementation of the PDLZUR projects in the Plan's second five-year period (2014-2018).

The general objective of the evaluation was:

Carry out the Mid-Term Evaluation of the Local Development Plan for Urban and Rural Areas, examining the first phase of its work and inquiring into the fulfilment of the plan's objectives and the contribution it has made to the quality of life in the Municipality of El Alto by the time of the evaluation.

The evaluation approach adopted was **impartial and integrated**, enabling judgments to be expressed about the impacts and results that appear to have been achieved so far due to the implementation of the PDLZUR, as well as aiming to contribute to learning for future improvements. **Impartiality** was guaranteed by treating the information with objectivity and transparency. The **integrated** nature of the approach derives from its use of different perspectives: cumulative, participatory, causal, analytical, explanatory, strategic and systemic.

In order to achieve optimum results from the evaluation process, it was decided to combine two innovative methodologies: the **Appreciative Inquiry** model and the **Theory of Constraints**. Appreciative Inquiry (AI) is an effective methodology that defines itself as "the cooperative search for the best in people, their organisations, and the world around them."² The classical approach of the retrospective analysis that focuses solely on the problem is replaced by an approach that concentrates on valuing and appreciating what is best about an experience or activity, taking up the positive aspects of experiential learning, in order to analyse how it developed and identify lessons learned so that they can be used by the organisation for various purposes. One of the positive aspects of this approach is that it promotes active and enthusiastic participation by the stakeholders involved, which facilitates reflection on their part.

The Theory of Constraints (TOC)³ is an eminently participatory methodology which focuses on finding solutions to critical problems in projects, regardless of their size, thus enabling them to get closer to their goal by means of a process of improvement.

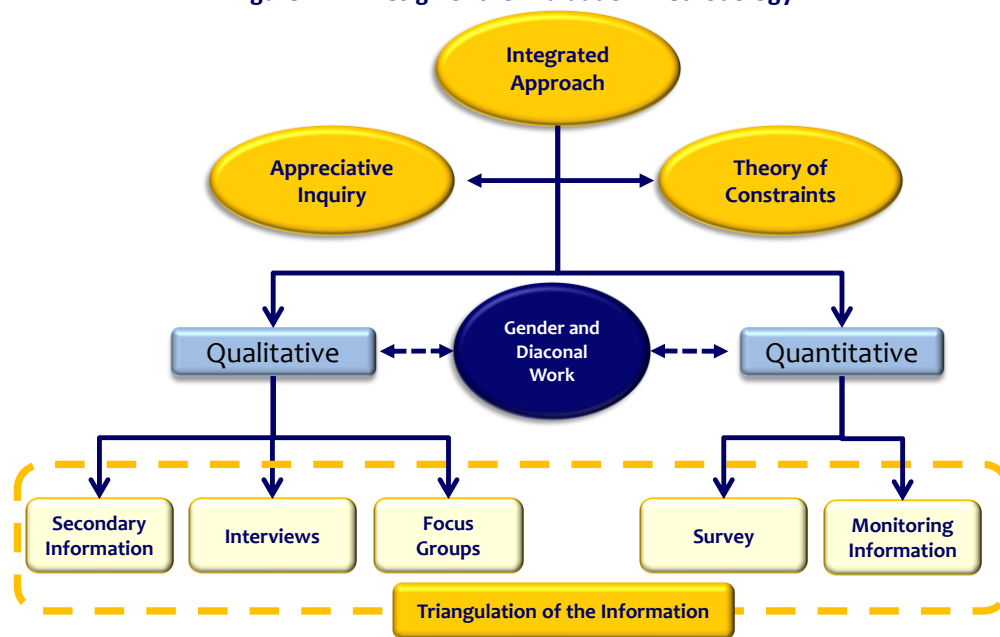
The TOC is based on the principle that all projects or activities have at least one "critical constraint" (the weakest link) that is preventing them from achieving their established objectives. It is therefore necessary to locate this critical constraint and act upon it in a timely fashion. One of the best moments to do this is precisely during the mid-term evaluation process, as the adjustments it recommends can henceforward influence the achievement of the objectives set in the organisation's strategy.

² Miranda, Alfredo, "Indagación Appreciativa: Bases Teóricas, Aportaciones, Sustento y Principios; UPAEP; May 2005.

³ Morales, Oscar; "Que es la Theory of Constraints (TOC)"; México DF.

Building on these theoretical foundations, the methodology designed is shown in the following diagram:

Figure Nº 2: Design of the Evaluation Methodology



Prepared by: The Authors

The methodology designed included a **qualitative** and a **quantitative** component and incorporated gender and diaconal work as cross-cutting themes. The **qualitative** research sought to identify the particular features of the PDLZUR’s implementation and reach a deeper understanding of them. This involved reviewing, classifying and analysing the secondary information provided (plans, reports, etc.), as well as applying different research techniques such as in-depth and semi-structured interviews and focus groups.

In the **quantitative** component, in addition to quantifying PDLZUR monitoring information a survey was conducted with the different groups of stakeholders who had participated in some way in the implementation of the Plan.

One important element included in the qualitative and quantitative analysis was **triangulation of the information**, which enabled different views and sources of information to be compared.

3. Evaluation Findings

The findings of the Mid-Term Evaluation presented in this section are related to the requirements set out in the relevant Terms of Reference. They are drawn from the analysis, processing and systematisation of the information gathered in the different stages of the evaluation and are grouped according to the following evaluation criteria: **i)** pertinence and relevance, **ii)** efficiency, **iii)** effectiveness, **iv)** impact and **v)** sustainability. The use of these criteria follows the conventional concepts and methods that form part of the programme and project management and evaluation theory developed by the OECD, but with a focus on trying to amalgamate and systematise the main

results of the research work that gathered opinions and testimonies from the different stakeholders consulted.

3.1. Pertinence and relevance

The analysis of the pertinence and relevance of the PDLZUR set out in this section refers to its compatibility with local public policies and local problems, whether it meets the beneficiaries' expectations and how it fits with the institutional policies of NMA-B.

a. Compatibility between the PDLZUR and municipal policies in the target area

The planning document on which the design of the PDLZUR was based is the Municipal Development Plan (PDM) 2006-2010 of the Municipality of El Alto, which identifies the following as the main problems related to the PDLZUR's areas of work:⁴

- Poor quality of primary schooling.
- Low productivity of micro and small enterprises in all production categories.
- Poor quality of health care, and insufficient infrastructure and human resources.
- There is still a shortfall in the services provided by the Autonomous Municipal Government of El Alto (GAMEA) in the areas of education, health, gender and age groups, considering the multiple demands of the school-age and working-age population.
- Half of all infant deaths in Bolivia take place in El Alto.

Based on these needs, the El Alto PDM defines five Development Areas with their respective programmes. These are related to the projects established in the PDLZUR, as shown in the table below:

Table Nº 3: Relationship between the PDM and the PDLZUR Projects

Municipal Development Plan 2006 -2010		PDLZUR Projects
Development Areas	Programme	
Economic and Productive	Productive El Alto with Economic Development and Social Impact	Micro-Enterprise Promotion
		Livestock Improvement
Socio Cultural	Integrated and Caring Health Service	Community Health
	Education and Cultural Development for Production	Education
	Social Management with Gender Equity and Social Culture	Strengthening of the Family
	Interculturalism for Harmonious Coexistence and Human Development	
Municipal Management	Municipal Government for Productive Development	Local Organisational Management
Political-Institutional	Governance for Development	
Territory and Environment	Urban and Community Development	-

Source: El Alto PDM and PDLZUR; Prepared by: The Authors

As the above table shows, there is a direct relationship between the PDM and the different projects implemented by the PDLZUR. This demonstrates the relevance of its design in terms of local public policies.

Added to this is the fact that the PDLZUR itself was designed as a plan to support the municipal government, focusing its work on those areas in which the municipal government finds

"The idea of NMA-B's work is not to substitute for or replace the municipal government. We are interested in supporting it in those areas the municipal government is unable to cover because its budget or technical capacity is insufficient."

Member of NMA-B Technical Team

⁴ Drawn from the Municipal Development Plan 2006-2010 (Strategic Framework), available at: http://es.slideshare.net/doctora_edilicia/020105-el-alto-13311172

it difficult to respond adequately to local needs. This represents a factor that can contribute to the sustainability and consolidation of the projects and the consequent ownership of their results on the part of municipal government authorities and officials, but principally by the beneficiary population.

In addition, it is important to mention that the cross-cutting themes of gender, environment and diaconal work constitute the added value in the PDLZUR's intervention strategy. Thus, through the diaconal programme, it has been able to influence the restoration and transmission of values through specific actions such as those taken forward with church leaders and local residents themselves. In this context, the system of managing project funds through Project Management Committees should be highlighted. These committees have taken on the responsibility for obtaining quotes and buying, storing and distributing the materials and supplies required to implement the projects. This administration arrangement has been an important factor in enabling the beneficiaries to take ownership of the projects. It encourages social oversight, a sense of responsibility, transparency, and trust in the organisation (NMA-B) and its technical teams.

b. Relevance to local problems and the beneficiaries' expectations

We analyse the Plan's relevance in terms of two variables: the first concerns the beneficiary population's situation with regard to the PDLZUR's key areas of work and the second refers to the expectations and perceptions of the PDLZUR's target population.

In the area of education, according to the PDLZUR's Municipal-District Assessment, the illiteracy rate in the Municipality of El Alto is 7.89% of the population aged 15 and over. Total gross coverage of school registration in the municipality in 2005 (the year referred to in the assessment) reached 94% of school-age children, with coverage of 93% for boys and 95% for girls. This situation has apparently changed, as according to figures from the 2012 National Population and Housing Census, the Municipality of El Alto has a school attendance rate of 91.3%, with 91.9% for boys and 90.8% for girls. With regard to the school drop-out rate, the PDLZUR assessment mentions that it stands at 4.56%, reaching 4.98% for boys and over 4% for girls. Drop-out rates in secondary school are higher.

In the area of health, according to UDAPE figures for 2009 the coverage of childbirth attended by trained health staff was 54.4% and the coverage of the pentavalent vaccine 91.8% for the same year. According to the PDLZUR's Municipal-District Assessment, the coverage of childbirth attended by trained health staff was 51.6% and coverage of the pentavalent vaccine reached 92.65% of children. The assessment also indicates that diarrhoeal diseases seem to be the main cause of child mortality, accounting for 25.5% of child deaths in 2007. This may be the result not only of the lack of hygiene in handling food, but also the lack of basic services and poor dietary habits. It also mentions that the rate of malnutrition in children under two is very noticeable. Here there are various elements that account for the high percentage, one of the most important of which is the economic situation of families in El Alto. These figures are shown in the following table:

Table Nº 4: Child Health Indicators in the Municipality of El Alto

Description	Total
Episodes of diarrhoea (ADD) in children under five, per 1000	255.00
Cases of acute respiratory infections (ARI) in children under five, per 1000	659.62
Pneumonia in children under five, per 1000	143.25
Percentage of babies with low birth weight (%)	6.06
Prevalence of overall malnutrition in children under two	7.29

Source: PDLZUR Municipal-District Assessment; NMA-B

Furthermore, the target groups selected by the PDLZUR (pregnant women, schoolchildren and children under five) are the most vulnerable groups in the area of public health.

Finally, according to the 2012 National Population and Housing Census, levels of poverty in the Municipality of El Alto are lower than the national and departmental averages, which could be attributed to the development of significant trading activities. However, poverty percentages are still significant, especially if they are compared with the city of La Paz. This shows the need to continue working to improve the poverty situation.

Table Nº 5: Poverty Indicators in the Municipality of El Alto

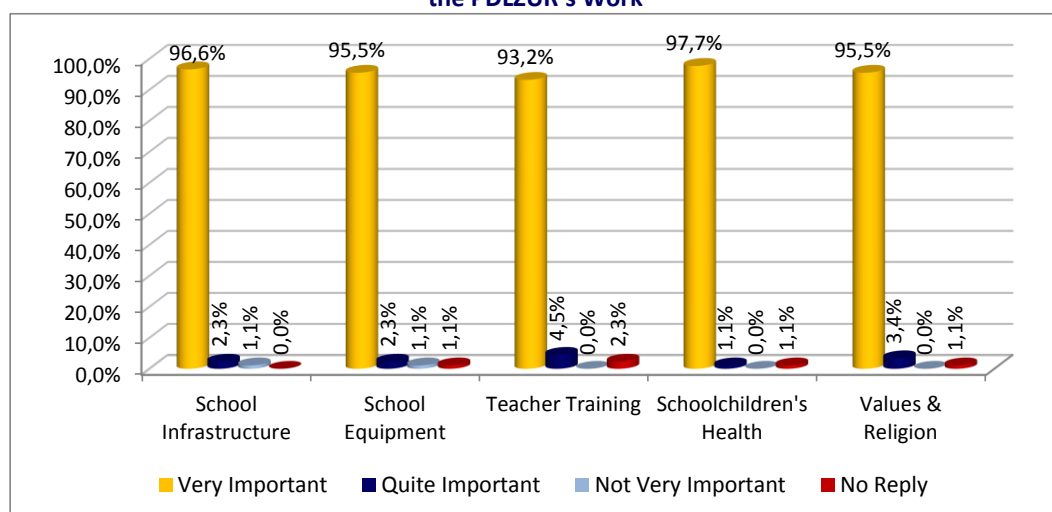
Description	Percentage of Population Classified as Poor	NON-POOR		POOR		
		Basic needs met	Threshold	Moderate	Extreme	Marginal
Bolivia	44.9	25.2	29.9	35.3	9.2	0.4
Department of La Paz	46.3	26.5	27.2	35.3	10.6	0.4
City of La Paz	14.3	55.9	29.8	13.1	1.2	0.0
El Alto	36.0	26.8	37.2	32.0	3.9	0.1

Source: National Population and Housing Census 2012; INE

All this shows that in every area of the PDLZUR's work there is still a need to make a great effort to improve the beneficiary population's situation. Even though significant progress has been made overall, it must be borne in mind that the Municipality of El Alto is a destination for migrants coming from poor rural communities, especially from the high plateau regions of La Paz, Oruro and Potosí. This means that constant and sustained actions are required to respond to the needs of these migrants.

As part of the evaluation it was also considered important to gather information about people's expectations with regard to the PDLZUR's areas of work. The information gathered from interviews, surveys and focus groups allows us to state that the projects carried out in the different programmes are fully compatible with the expectations and needs of the beneficiary population. The results of the survey of parents provide clear proof of this:

Figure Nº 3: Parents' Perceptions of the Importance of the Different Areas of the PDLZUR's Work



Source: Survey of parents

In the interviews and focus groups people also said that the activities taken forward by the PDLZUR respond to the needs in the different target districts. People repeatedly mention the shortcomings in infrastructure and equipment in both health and education. According to several interviewees, this situation is aggravated by the continuing population growth characteristic of a city like El Alto that is a destination for migrants.

“The municipal government lacks the resources to address many of the needs for school infrastructure. That’s why NMA-B’s support is so important.”

Primary school teacher, Franz Tamayo School

In the area of the economy and production, the relevance of the project can be identified in two ways. The first is the need to improve the capacities of dairy farmers in the rural target districts, who see the work done on genetic improvement of the livestock, artificial insemination, etc., as very relevant. The second is how the beneficiaries value the training on technical skills such as knitting and others, which has enabled them to generate additional income by working from home.

“We women needed a way to earn money in order to increase our household income and above all improve our diet, without abandoning or neglecting our children or our responsibilities in the family.”

Participant in focus group with traders

One issue that was also highlighted is the work done to strengthen the family. This is considered very important, because in recent years the city of El Alto has experienced high levels of public insecurity, with an increase in alcohol and drug use, especially among young people.

“Alcohol and drug problems have increased a lot in El Alto. If we as parents don’t help our children, we might lose them.”

Mother and member of Project Management Committee

Based on all these elements, our view is that the design of the PDLZUR responded to and assisted the public policies that are being implemented in the city of El Alto by the municipal government. It is also relevant and pertinent to the social context in the city.

c. Relevance of the design

The Development Plan was defined by means of a participatory, integrated approach with a view to supporting the work of the municipal government. In its design, the **participatory** approach is based mainly on involving civil society by means of the Development Committees and Project Management Committees, who are responsible for accompanying and monitoring the activities carried out in each of the projects taken forward as part of the PDLZUR, thus legitimating and consolidating its work.

The **integrated** approach is manifested in the fact that the actions are inter-related. Here, the activities carried out in the Diaconal Component are important, as they reinforce the work of the other components by disseminating Christian values and strengthening the family. Added to this is the work done through the Local Organisational Management (Spanish acronym GOL) Project, which is developing leadership and management skills among the various stakeholders involved.

Finally, as is characteristic of NMA-B’s interventions, the work being done does not seek a leading role in the sector for the organisation. On the contrary, it focuses on **supporting the work of the municipal government** and enabling the people involved in local development (municipal government, neighbourhood committees, school boards, etc.) to play the leading role in taking forward and implementing the planned activities.

For all these reasons, we can conclude that the design of the PDLZUR is relevant in relation to the objectives with which it was formulated.

3.2. Efficiency

a. Analysis of budget spending

The analysis of the PDLZUR investment budget spending draws on the information provided by the organisation, covering the period from 2010 to 30 June 2014, in US dollars.⁵ The spending figures in percentages are presented in Table N° 6. The analysis placed emphasis on three elements: i) budget dimension, ii) spending and iii) efficiency of planning.

With regard to the *dimensions*, the budget structure can be divided into two periods: 2009-2013 and 2014. This is because a change in the budget structure can be noted, with the appearance of new dimensions and the absence of others. Thus, in the first period the budget comprises the following 8 dimensions: education, health, environment, organisational strengthening, agriculture, livestock, local churches and young people. The budget in the second period has undergone a change and now comprises the following 7 dimensions: different abilities, education, early stimulation, GOL, livestock farming, churches and strengthening the family.

This change in the structure of the dimensions makes it impossible to analyse the entire period from 2010 to 2014 because the sequence of the dimensions has been lost and the only one that remains the same in the structure is education. Although there are similarities between the names of some of the dimensions, such as “livestock” and “livestock farming” or “local churches” and “churches”, the variation in the name may imply a change in their scope, objectives, outputs and results.

The other dimensions are new and this prevents a comparison of the entire period being examined. This could have certain implications for the budget and above all for the achievement of the results of the dimensions and their subsequent sustainability. It could also give rise to a certain amount of distrust among the beneficiaries because they are not accustomed to seeing the original design of their projects change later on.

With regard to *spending*, the analysis will look at each year separately:

- **Year 2010.** It is striking that budget spending is in the order of 1,491.70%. This shows that there were shortcomings in the preparation and consolidation of the budget due to the failure to plan and schedule the activities properly. It may be that the organisation started with a budget that did not include funds for its activities to be carried out. However, such mistakes or lack of foresight should have been rectified in the reformulated budget. This did not happen, and the overspend was therefore carried forward. Rather than budgetary discipline, this reveals a lack of coordination between the projects and the budget to achieve results.

The dimensions that were not allocated funds in either the original or the reformulated budget are education and the environment. These then had spending levels of 5,303.72%,

⁵ It is important to clarify that the mid-term evaluation covers the period from 2009 to 2013. However, the analysis starts in 2010 for two reasons: i) the first year was devoted entirely to making preparations for the project-related activities and there was no physical implementation or budget spending of any importance; ii) the type of information provided for 2009 was not the same.

which clearly shows the lack of planning. All the dimensions are affected by this same difficulty.

The lack of planning is made explicit by the fact that the amount of funds in the reformulated budget totals US\$ 54,592.98, whereas the amount spent was US\$ 1,131,538.91.

According to the explanation provided by PDLZUR technical staff with regard to this budget mismatch, one of the main difficulties is that the Autonomous Municipal Government of El Alto does not send its spending reports in a timely fashion. In this case the documentation related to spending in 2010 was not delivered until 2011. This situation means that the budget registration strategy needs to be improved by trying to obtain the SIGMA reports, which enable the registered budget amount to be checked in order to guarantee disbursements and payments. Another recommendation is to review the SIGMA report every quarter to update changes to the budget and register the reformulated budget.

- **Year 2011.** In 2011, it can be seen that budget spending reached 110.69%. This means that the previous year's lack of planning was rectified, but there is still a mismatch as spending exceeded the reformulated budget by 10.69%. This situation still points to a lack of coordination and synchronisation of the dimensions with the reformulated budget, which should be the means to rectify any failure to provide for the activities and close the budget cycle.

In contrast to 2010, in 2011 it can be noted that the dimensions of education, health, organisational strengthening, agriculture and young people did not manage to spend 100% of the funds they were allocated in the budget. Nevertheless, the percentage of the budget spent reached more than 90% in every case. The dimensions that account for the spending of 10.69% more than the reformulated budget were livestock (173.55%) and local churches (106.78%).

Although the difference of 10.69% between the reformulated budget and the amount spent is not a large percentage, it should be noted that the budget is a tool to measure not just the efficiency of spending but also the capacity to carry out the planning and scheduling of activities properly. Normally, budgeting processes require a high level of coordination between projects and the budgets office in order to integrate information and results.

- **Year 2012.** As in the previous years, it can be noted that in 2012 the difference between the reformulated budget and the amount spent was in the order of 23.33%. The dimensions spending more than 100% of their budget were: education, organisational strengthening, agriculture, livestock, local churches and young people. Among these, the one that stands out the most is livestock, with a spending level of 178.14%. The only dimension with a spending level of 94.38% is health.

Once again, it is necessary to repeat the remarks made before about the lack of adequate planning of project activities and their respective correlation with their budgets. It can be noted that when compared to 2011 the difference increased, which is worrying because it shows that the organisation did not maintain strict budget discipline.

- **Year 2013.** In 2013, PDLZUR spending is in the order of 97.95% of its budget. This is the first year in which spending was less than 100%. The dimensions that spent more than 100% were: health, livestock, local churches and young people. However, it is noticeable that the overspend was considerably reduced in comparison to 2012. The dimensions that kept their spending below 100% were education and agriculture.

Once again, it can be noted that the PDLZUR's dimensions do not maintain budget discipline and the planning of its annual activities is not carried out using clearly defined tasks and calculation records. This is the reason why there is a noticeable lack of coordination between the technical side of the projects (dimensions) and the budget. In addition, there are two dimensions for which funds were not allocated: environment and organisational strengthening.

- **2014.** In 2014 the dimensions change and the budget spending report for 2014 only goes up to 30 June. Therefore it is impossible to get a full idea of the level of spending.

Table N° 6: PDLZUR Investment Budget Spending (%)

Programme	Dimension	First Period				Dimension	2nd Period
		% Spent 2010	% Spent 2011	% Spent 2012	% Spent 2013		% Spent 2014*
Human Development	Education	5,303.72	98.21	113.56	89.35	Different abilities	0.00
	Health	182.10	91.32	94.38	106.97	Education	79.14
	Environment	5,303.72	0.00	0.00	0.00	Early stimulation	19.21
	Organisational Strengthening	411.50	93.29	104.92	0.00	GOL	15.72
Economic Development	Agriculture	0.00	96.00	109.88	99.30	Livestock farming	37.13
	Livestock	784.70	173.55	178.14	126.88	-	-
Diaconal Development	Local churches	291.55	106.78	115.09	104.77	Churches	53.44
	Young people	0.00	98.11	105.84	105.49	Strengthening the family	58.76
Total		1,491.70	110.69	123.33	97.95	Total	46.26

Source: Prepared by the authors based on Budget Spending Reports (Investment Spending – Area V) provided by NMA-B.

The figures in Table N° 6 are based on the comparison of the amounts spent and the reformulated budget as of 31 December each year during the 2010-2013 period, expressed as percentages. The amounts presented in Table N° 7 were drawn from the information provided by NMA-B.

Table N° 7: PDLZUR Investment Budget Spending

Dimensions	2010		2011		2012		2013	
	Budget	Spent	Budget	Spent	Budget	Spent	Budget	Spent
Education	8,452.27	448,284.78	529,304.45	519,850.67	529,710.11	601,512.71	558,494.77	498,992.27
Health	3,764.66	6,855.57	16,299.41	14,884.67	23,930.00	22,585.62	22,500.00	24,069.02
Environment	8,452.27	448,284.78	0.00	4,761.41	0.00	3,790.05	-	-
Organisational Strengthening	10,387.93	42,746.21	42,863.62	39,988.16	39,407.79	41,347.51	-	-
Agriculture	0.01	0.00	11,982.99	11,503.24	18,000.02	19,779.19	17,999.82	17,872.93
Livestock	14,116.91	110,775.81	125,684.97	218,122.91	133,647.98	238,082.80	143,160.00	181,644.38
Local churches	9,418.93	27,461.04	29,788.79	31,807.52	21,714.90	24,991.15	21,942.00	22,988.01
Young people	0.00	47,130.62	33,433.85	32,801.27	39,185.08	41,474.21	38,336.50	40,440.49
Total	46,140.71	1,131,538.81	789,358.08	873,719.85	805,595.88	993,563.24	802,433.09	786,007.10
% spent		1,491.70		110.69		123.33		97.95

Source: Prepared by the authors based on Budget Spending Reports (Investment Spending – Area V) provided by NMA-B.

With regard to the *efficiency* of planning, it can be deduced from the information on budget spending that the PDLZUR is not demonstrating budget discipline as a result of a failure to plan activities efficiently, since spending exceeded the reformulated budget in every year analysed.

When it is the case that for several years the amounts spent are higher than the reformulated budget, it means that real project spending is greater than what was planned. This is not appropriate because it shows that the sectoral technical staff responsible for the projects are divorced from the budget specialist. Therefore, the organisation should make an effort to bring budget spending in line with planning, as this would also ensure the achievement of project outputs and results.

The PDLZUR should consolidate an efficient planning of activities with a budget, and spending should be a simple accounting consequence instead of the other way round, whereby budget spending is recorded first and planning is done afterwards.

Because of the failure to ensure that budget spending responds to a work plan, it is impossible to determine whether the outputs obtained were achieved at a reasonable cost. Indeed, the levels of overspending indicate that the planned expenditure was insufficient.

b. Cost-efficiency analysis

Efficiency implies the appropriate use of resources (human, material and financial) over a certain period of time in order to achieve the proposed outputs/results and objectives. Efficiency should not be understood as referring only to economic or financial aspects. Instead, it is based on organisational planning and programming which seeks to ensure that outputs and results respond to the objectives of the project and consequently the organisation, in this case the PDLZUR.

The table below shows each programme's share of the PDLZUR budget over the 2009-2013 period. The programme with the largest share of the budget, 44.9%, is Human Development. Economic Development is in second place, with 16.4%, followed by Diaconal Development with 7.4%. Administration costs account for 31.3% of the total budget. It can therefore be stated that 68.7% of the total budget was allocated directly to the PDLZUR's beneficiary families through productive and social investments. This is an important finding, because it means that slightly more than two thirds of the funds are effectively reaching the projects' beneficiaries.

Table N° 8: Share of the PDLZUR Budget allocated to Programmes and Administration Costs

Programme	2009	2010	2011	2012	2013	Cumulative (2009-2014)
Economic Dev.	16.0%	11.0%	18.1%	18.7%	16.8%	16.4%
Human Dev.	35.5%	49.7%	45.6%	48.5%	44.2%	44.9%
Diaconal Dev.	16.0%	7.4%	5.1%	4.8%	5.4%	7.4%
Administration Costs	32.5%	31.9%	31.2%	27.9%	33.6%	31.3%
Total:	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Prepared by the authors based on PDLZUR information

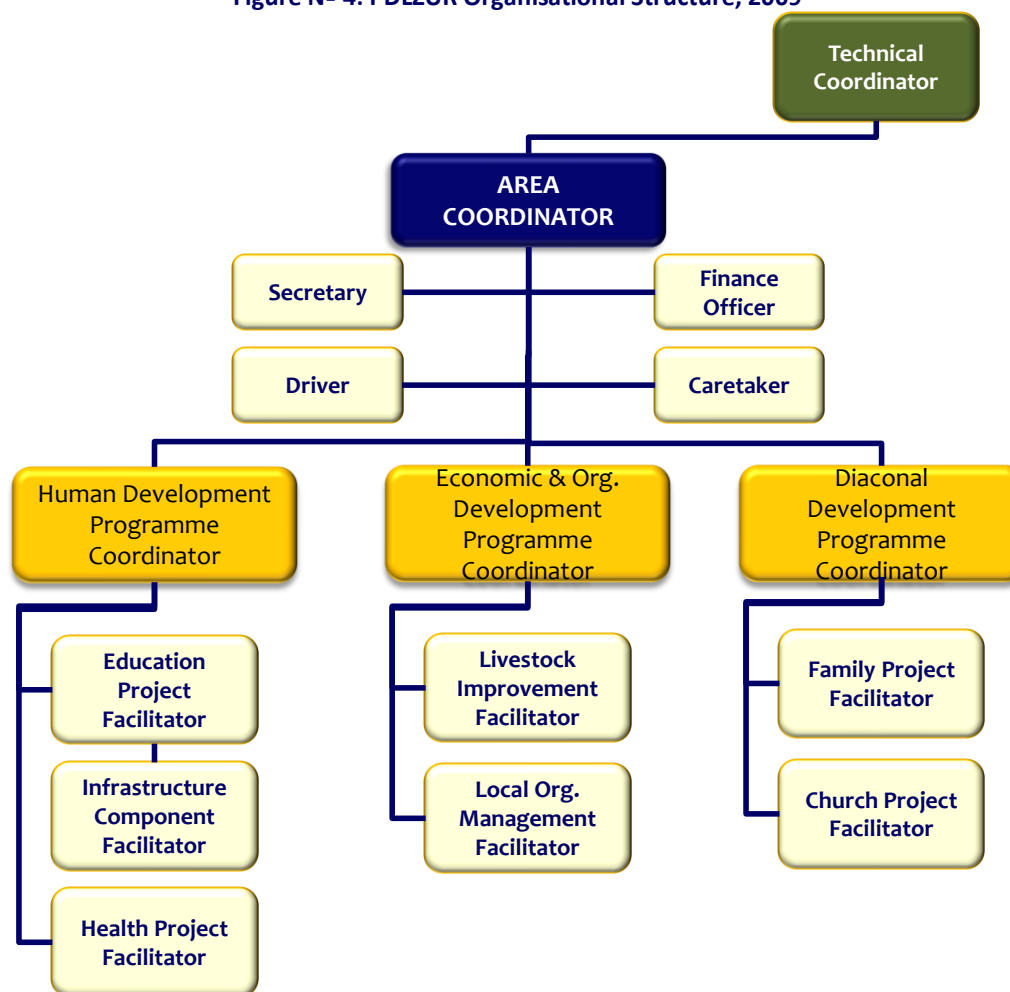
Therefore, based on the analysis of the composition of budget spending by programme, it is clearly established that the "*cost-efficiency*" of the productive and social investments – as represented by the Economic, Human and Diaconal Development Programmes – is equivalent to 68.7% of the PDLZUR budget. Administration costs in excess of 30% are relatively high. This situation should be

considered in the next phase of the Plan, seeking to ensure that a larger percentage of the investment reaches the beneficiaries.

c. Analysis of the organisational structure

With regard to the organisational analysis of the PDLZUR, in 2009 the organisational structure was as follows:

Figure Nº 4: PDLZUR Organisational Structure, 2009



Source: PDLZUR

The first striking aspect is that the Local Organisational Management Programme (called *Municipal Organisational Management* in the PDLZUR Strategy) does not appear in the structure, as it was included as a project within the Economic Development Programme. It was noticed throughout the evaluation that the clarity required to be able to give it an appropriate dimension was lacking. At the design stage it was conceived of as an independent programme (see the PDLZUR Strategy and 2011 Annual Report), but during the implementation of the Development Plan it is sometimes mentioned as part of the Human Development Programme (see the 2012 and 2013 Annual Reports) and other times as part of the Economic Development Programme (see the Organisational Structure in Figure Nº 4). We believe that in the PDLZUR's next period of implementation it is important for the **Local Organisational Management (GOL) Programme** to be considered as a programme mainstreamed

across the PDLZUR's implementation. This is because of its potential to strengthen the local management capacities of the different social groups and stakeholders, considering that management involves demands and actions related both to human development and to economic promotion.

d. Analysis of the monitoring and follow-up system

The main tool used for monitoring and evaluation is the logical framework and its indicators. These also mandate the holding of evaluation meetings with the participation of all the project stakeholders and regular meetings with the PDLZUR technical team and the staff responsible for planning and monitoring in the NMA-B central office.

At the level of the Plan as a whole the first thing that can be noticed is that an overall logical framework has not been defined to bring together the different programmes and projects, let alone the general process and results indicators that would assist with managerial follow-up to determine fulfilment of the Plan in an integrated way. There is a "Development Strategy" which describes the working methodology, identifies district-level demands and defines the overall objectives, strategies, key areas of work and programmes. However, there is no evidence of indicators structured at the macro level or the definition of a monitoring and follow-up strategy and a systematic process with a participatory approach to the stakeholders involved, focusing on the achievement of results and lesson-based learning.

At the meso level, it was found that the necessary efforts have been made to design more efficient monitoring tools. Each programme has its own logical framework, which represents an effective tool for monitoring and follow-up. However, in most cases the indicators were formulated with a time horizon that ends in 2013. It is recommended that these indicators be updated so that they remain valid until the end of the PDLZUR. In addition, differences were identified between the indicators formally established for the PDLZUR and the information reported in each of the annual reports, which seem to be using logical frameworks and indicators designed to suit each particular year. Although this may be a useful way of measuring progress made during the year, it does not allow progress in the PDLZUR as a whole to be measured in the medium and long term and represents a constraint hampering appropriate managerial monitoring and follow-up. **This may be the main constraint preventing fulfilment of the PDLZUR's objectives.**

On the operational side, there is also an Annual Work Plan (Spanish acronym POA) which represents another tool for quarterly, six-monthly and/or annual evaluation and follow-up on activities. This was found to suffer from a lack of accuracy in the planning of the activities which are allocated a budget. This is the reason why there are recurrent budget mismatches from 2010 to 2012 where the level of spending exceeds the reformulated budget.

A monitoring and follow-up system should be able to identify errors like these and propose solutions as the work goes along, but as of the date of this mid-term evaluation there was no evidence that this was happening. According to the interviews with NMA-B staff, the monitoring and follow-up system does not have a formal structure established beforehand.

It was also found that an IT system called Microsoft Dynamics GP is being used to measure physical and financial progress. However, it is basically designed to be used for administrative and financial management, and it is difficult for the technical staff to make use of it. In practice, therefore, the only

person using it to input data is the Accounts Facilitator. Because they needed a monitoring and follow-up system, the members of the field team have each designed their own format in Excel, based on the programme and project indicators. These spreadsheets are basically used to record quantitative information. However, it was also found that qualitative aspects are not adequately reported, either through a system or in the annual reports that each area prepares for the NMA-B central office.

This situation reveals the shortcomings in the connection between the activities planned by the projects, their budget and the spending of funds, because the information is not managed in the same way. Measurement is therefore very variable, and there is a need for a more structured and integrated system that would enable the impacts of the PDLZUR in particular to be fully evaluated. Such a system would also enable a flow of complementary quantitative and qualitative information between the different levels of planning, budgeting and monitoring. This requires specific tools for each level, but these do not necessarily have to be online. Ideally, an adequate monitoring and follow-up system should include strategic monitoring and operational follow-up, both based on simple and preferably streamlined tools designed for everyday use, to feed in information that is channelled upwards to the strategic monitoring of NMA-B's institutional guidelines and objectives.

Another aspect that is relevant to monitoring and evaluation is to have the baseline information that makes it possible to measure the impacts or changes produced by carrying out different programmes and projects. However, the evaluation team found that no programme or project had a properly conducted baseline study. Neither do we know whether such studies are being carried out now, under the same institutional guidelines. This significant shortcoming makes evaluation work difficult and hampers the possibility of showing the results or impacts produced by the projects in a more suitable way. The annual reports make a great effort to use indicators, but unfortunately they do not fill the gap left by the absence of the baseline data which ought to underpin follow-up, monitoring and evaluation reports. However, the evaluation team did not find sufficient evidence regarding this situation, and therefore this area is clearly one that requires further work by NMA-B.

With regard to the annual reports, we had access to most of these narrative documents, which follow the standard format required by the organisation's headquarters in Oslo. The organisation's matrix reports based on the physical and financial indicators in the POAs were also reviewed. It was found that the former, in particular, provide qualitative, quantitative and even financial information in their different sections, including with regard to deviations and their causes, as well as assessments of the risks, impacts and sustainability of the Plan, among other aspects. Along the same lines, the matrix reports have the advantage of providing swift and precise information on the achievement or non-achievement of each programme's physical and financial indicators, which makes follow-up, monitoring and evaluation work easier. Both types of reports have the additional advantage of being complementary, since the quantitative information in the matrix reports is perfectly complemented by the qualitative and analytical information contained in the narrative reports.

Nevertheless, the main finding of the mid-term evaluation of the PDLZUR with regard to monitoring, follow-up and information management issues is that NMA-B has not yet managed to put together the ideal system that would provide operational, managerial and executive information for decision-making.

3.3. Effectiveness

a. Results of the PDLZUR

Bearing in mind what was mentioned in the previous section with regard to the absence of an overall logical framework covering the entire Plan, progress was identified on the basis of the document entitled “*PDLZUR Development Strategy*”. According to this document, the general objective of the PDLZUR is as follows:

“Individuals, families and urban-rural communities in the Municipality of El Alto are empowered in democracy, have better opportunities to increase household income, and are directly involved in improving access to health services and making better use of education resources.”

As will be seen later, we believe that the PDLZUR’s main objective is being achieved because the integrated approach adopted by the Plan has enabled the individuals and families benefiting from its implementation to be **empowered** by the activities being carried out and the benefits generated thereby. The work done in the micro-enterprise and farming projects has enabled individuals and families **to increase their income**, and this will undoubtedly have positive repercussions on family wellbeing. Likewise, the work being done in the area of human development is facilitating **access to health services** and supporting a **better use of education resources**.

Based on the established general objective, the PDLZUR Development Strategy defines the following components:

Table Nº 9: Key Areas of Work, Programmes, Sub-Programmes and Objectives of the PDLZUR

Key Area	Programme	Specific Programme Objective	Sub-Programme	Strategic Sub-Programme Objective
Sociocultural	Human Development	Urban and rural communities access education and health services under better conditions	Education	People in Districts 7, 9 and 3 and Sub-District 4 participate actively in the target schools and make better use of education services
			Community Health	People in Districts 7, 9 and 3 and Sub-District 4 participate responsibly and bring about increased access to health services in the target areas
Economic	Economy and Production	Men and women have better income-generating opportunities	Micro-Enterprise Promotion	People in Districts 7, 9 and 3 and Sub-District 4 have better business management and production conditions in the micro-enterprise sector
Organisation	Organisation	Urban and rural communities have the capacity for social, political and cultural action for integrated collective development	Municipal Organisational Management	Civil society organisations lead and participate democratically in municipal development processes with self-determination
Values	Diaconal	Individuals, families and urban-rural communities live and work together in keeping with principles and values.	Family and Young People	Families strengthened by diaconal initiatives reaffirm the principles and values of respect and equity
			Institutional Strengthening	Churches strengthened by diaconal work enhance their relationship with the community

Source: PDLZUR Development Strategy; Prepared by: The Authors.

Although the original design of the Plan shows that four strategic areas of work were established, the information provided indicates that in practice the area of organisation was merged with the area of the economy and production. Although this situation does not affect the implementation of the different activities involved in the Local Organisational Management sub-programme, it deprives it of a leading role and means that its work is targeted mainly at developing production. We believe it is

important for this strategic area of work to be mainstreamed, with the idea of turning it into a means to support the identification, management and monitoring of municipal government projects in various fields, including health, education, economic promotion, the environment, etc.

With regard to the fulfilment of the objectives of the different areas of work and programmes specifically, as will be seen later, the actions taken forward are helping to achieve the objectives formulated in the Plan, although some difficulties are affecting their implementation.

b. Human Development Programme

In the ***Education*** Sub-Programme, a series of activities were carried out with the aim of enabling people to make better use of education services, with a direct impact on improving the quality of education. An integrated strategy was applied to take this forward, covering various areas of work: reinforcement for teachers, school infrastructure, information for parents, and schoolchildren's health.

One of the main activities carried out is the ***reinforcement project for teachers***, the main purpose of which is to train, strengthen and promote education processes to teachers at the initial and primary levels. This is a way to facilitate the implementation of Law N° 070, the "Avelino Siñani – Elizardo Pérez" law, which is based on the concept of living well, a process that takes into account cultural, economic and social diversity. This work was carried out in schools in Districts 4, 7, 9, 11, 12 and 14 of the city of El Alto.

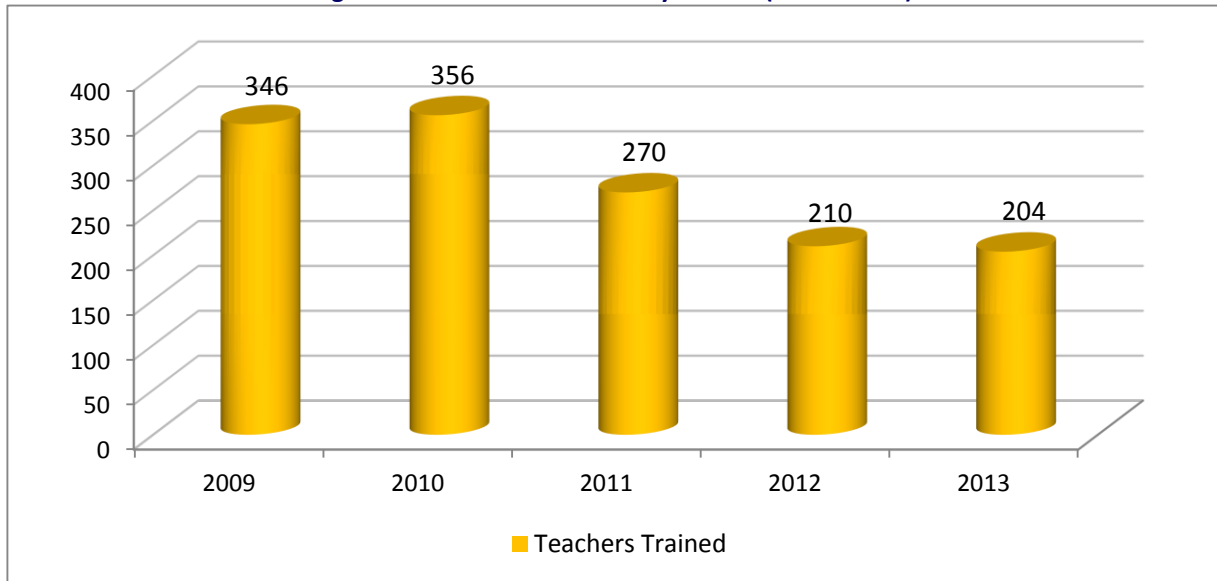
The activities included organising training workshops for teachers, tailored to their needs and requirements. Although the workshops were positively valued by the teachers surveyed, some recommend that they should be reduced in intensity and more incentives should be developed to promote intellectual production. This is because they are currently taking part in the *Complementary Training Programme for Serving Teachers* (PROFOCOM),⁶ organised by the Ministry of Education.

"The work on reinforcement for teachers should provide more support for intellectual production. We don't need so many workshops any more because we have the complementary training courses."

Participant in Focus Group with Teachers

⁶ PROFOCOM is a programme designed in response to the need to transform the education system by training teachers and obtaining their contribution, in the context of the Productive Social and Community Education Model and Law N° 070, the "Avelino Siñani – Elizardo Pérez" Education Law. This defines the following objectives for teacher training: i) Train professionals who are critical, reflexive, self-critical, proposal-making, innovative researchers, committed to democracy, social change and the full inclusion of all Bolivian citizens; ii) Provide integrated training to teachers with a high academic standard in their specialist area and level of teaching, based on knowledge of reality, cultural identity and the country's social and historical process" (Art. 33 of Law N° 070).

Figure Nº 5: Teachers Trained by NMA-B (2009 – 2013)



Source: NMA-B monitoring information. Prepared by: The Authors.

As the above graph shows, during the entire Programme implementation period a total of 1,386 teachers were trained. 2010 is the year when the most teachers were trained and 2012 and 2013 were when fewer teachers were trained. This situation seems logical because the PROFOCOM courses started in 2012.

One important complementary activity involved encouraging teachers to produce texts on innovations in teaching (intellectual production), as well as supporting them to produce magazines, stories, posters and other materials. This motivated active participation by students, contributing to an improvement in the quality of education.

“Activities like the school newspaper and magazines, stories, etc. motivate the children to participate, and represent an important tool for improving their performance.”

School teacher – D4

With the aim of promoting the activities carried out, education fairs were organised to show the public the materials produced by the teachers and students. This activity was supported by NMA-B, which provided materials, tents and other supplies. People involved in the Education Sciences Degree at the Public University of El Alto (UPEA) showed great interest in these fairs, which served to motivate all the participants. Another activity that was positively valued by the different interviewees was the organisation of the maths and language olympics, which provided an incentive to participants to improve their performance and consolidate their knowledge of these subjects, as well as providing an indication of how much the students were benefiting from school.

Finally, various teaching and learning strategies were used as part of this project. This involved the design of a series of educational materials as well as providing teaching materials, with the aim of improving and supporting the teaching and learning process and developing the students’ creativity.

One probably unforeseen result of this process was that it strengthened the work of the school directors, who in some cases were not coordinating with their teachers. The directors were provided with results-oriented teaching routines, encouraging better coordination of all the school’s activities.

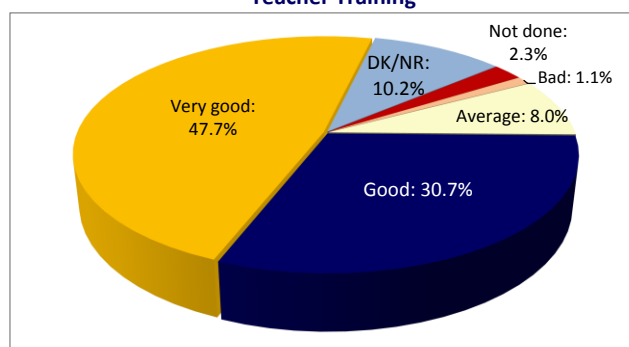
Although all these activities were coordinated with the directors of the different schools, shortcomings were identified with regard to the **timing** of this coordination. The planning of the year's activities in each school takes place between November and February. However, it was repeatedly mentioned that the NMA-B staff started the process of coordinating and planning the PDLZUR activities after that time. This meant that the planning of activities had to be done again, which in some cases hampered the implementation of the activities envisaged by the Plan.

"Schools design their work plan at the end of the year or the start of the following year, but the meetings with NMA-B usually took place in March or April and this sometimes clashed with the school's activities."

School Director - D4

Finally, it is important to find out parents' views of NMA-B's work on teacher training. According to the survey, the majority judged it as very good or good, which shows that they were satisfied with the work. However, a relatively large percentage of the parents surveyed did not answer the question or said that no such training took place. This indicates that there was a certain lack of awareness of the work done in this area, even though the majority of the parents surveyed were members of the Project Management Committees.

Figure Nº 6: Perceptions of NMA-B's Work in the Area of Teacher Training



Source: Survey of parents

With regard to the **infrastructure project**, between 2009 and 2013 priority was given to building classrooms, sports facilities, auditoriums and bathroom blocks, among other items of infrastructure.

Table Nº 10: Works of Infrastructure Built by NMA-B

ITEM	2009	2010	2011	2012	2013	TOTAL
Classrooms	19	24	10	2	5	60
Multiple sports facilities	3	-	2	1	3	9
Auditoriums	3	-	1	2	3	9
Bathroom blocks	1	-	7	5	1	14
Audiovisual rooms	-	-	-	2	5	7
Complementary building work (*)	2	-	1	2	2	7
Laboratories	1	1	-	-	-	2
Computer rooms	-	1	-	-	-	1
Administration offices	-	-	2	-	1	2
Carpentry workshop	-	-	-	-	1	1
Dressing room	-	-	-	-	1	1
TOTAL	29	26	23	14	22	104

Source: NMA-B monitoring information. (*) Patio paving/perimeter walls/retaining walls/steps/roofing

As the above table shows, the main efforts focused on building classrooms. This is understandable given the municipality's high rate of population growth as a result of being a destination for migrants.

A framework agreement was signed with the Municipal Government of El Alto to implement this project's activities. Based on that, operational agreements were signed as needed. These determined each institution's responsibilities, which helped to facilitate the implementation of the project's

activities. For works of infrastructure, it was established that the municipal government is responsible for providing the equipment needed for the facility built to operate.

One difficulty identified in this relationship is that there were sometimes delays in the disbursement of the funds committed by the municipal government, which caused the completion of some of the projects to be delayed and prolonged implementation times. This situation can be attributed to the centralism that characterises the municipal government. This prevents the delegation of roles and responsibilities to the local government offices at the district level, which do not currently have any decision-making power.

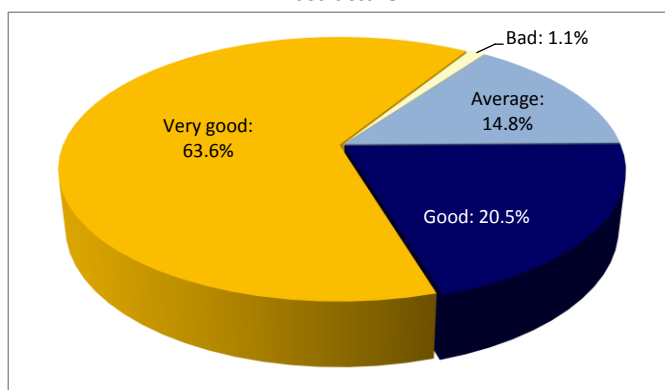
Another group of stakeholders who play an essential role in the infrastructure projects are the parents who are organised in the Project Management Committees. They are responsible for supporting the monitoring of the building work, obtaining price quotes, etc. This participation empowers the parents and facilitates their ownership of the infrastructure, which is undoubtedly essential for its future sustainability.

“We parents help with getting the quotes and other tasks so that the building work can be done more quickly. We’re very interested in seeing it done properly because it’s for the benefit of our own children.”

Mother and member of Project Management Committee – D7

Although there is evidence of a significant level of participation by the parents, it is recommended that new mechanisms and strategies be found for the relationship with the authorities in the Municipal Government of El Alto, with a view to increasing the parents’ involvement and giving them more responsibility for obtaining or buying materials. The successful experiences of other NMA-B projects in this area should be taken up and replicated, such as the initiative in the Municipality of Sorata where the community is in charge of managing the funds for its own infrastructure projects .

Figure Nº 7: Perceptions of NMA-B’s Work in the Area of School Infrastructure



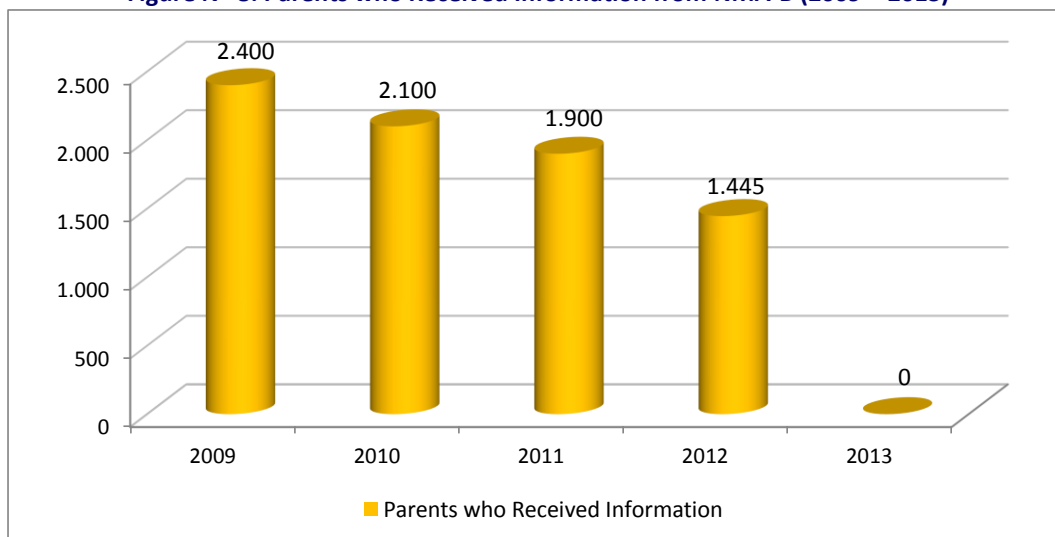
Source: Survey of parents

One additional difficulty identified in the coordination with the stakeholders in schools is that in some cases two or even three separate schools use the same infrastructure (with morning, afternoon and evening shifts). This situation implies that twice or three times the effort needs to be made to coordinate with all the people involved in the different schools. It is therefore recommended that establishments where only one school is operating should be chosen for future projects.

With regard to parents’ level of satisfaction with the infrastructure, more than 80% rated it as very good. This shows the significant degree of satisfaction with the work done.

Regarding the work done with **parents**, between 2009 and 2012 some information and awareness-raising activities were carried out, the main results of which were as follows:

Figure N° 8: Parents who Received Information from NMA-B (2009 – 2013)



Source: NMA-B monitoring information. Prepared by: The Authors.

As the graph shows, during the Programme’s implementation period information was provided to a total of 7,845 parents. 2009 is the year when the largest number of parents received information, and 2012 when the smallest number of parents participated. This activity was suspended in 2013.

With regard to the *schoolchildren’s health project*, various prevention activities were carried out, especially on the themes of oral health and nutrition, involving health facility staff and with significant participation by teachers and parents. By 2013, 16,122 primary school children had benefited from the work done on dental health care and disease prevention. In addition, 2,705 parents were informed about nutrition and complementary feeding practices.

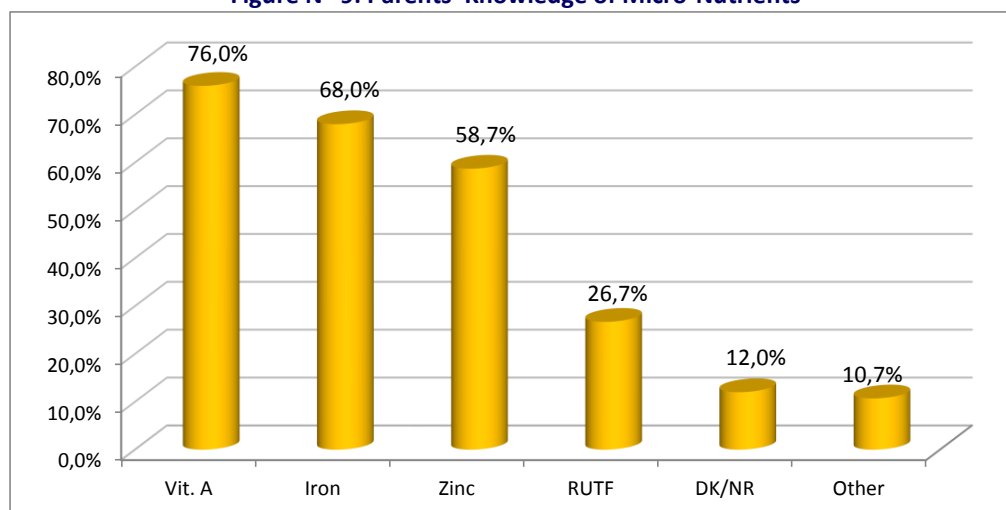
Table N° 11: Main Results in Schoolchildren’s Health, 2010-2013

Year	Primary school children taught about dental health care and disease prevention	Parents informed about nutrition and complementary feeding practices
2010	3,720	256
2011	2,767	750
2012	3,250	291
2013	6,385	1,408
Total	16,122	2,705

Source: Monitoring information

In the survey parents were asked whether they knew of any practices that could improve their children’s nutritional status, and 84.1 answered in the affirmative. When the parents surveyed were asked to mention micro-nutrients, more than 60% mentioned the three main ones, and 25% even knew about the use of RUTF (ready-to-use therapeutic food) in cases of acute malnutrition.

Figure Nº 9: Parents' Knowledge of Micro-Nutrients



Source: Survey of parents.

Finally, one element identified in several of the interviews is that in 2014 there has been a “slowdown” in the different activities carried out by NMA-B, in this and other programmes. This situation can be attributed to the internal problems that have affected NMA-B, caused mainly by the changes in technical and managerial staff, which should be prevented in future.

With regard to the progress this sub-programme has made in achieving the logical framework indicators in the area of education, the following results were identified.

Table Nº 12: Degree of Fulfilment of the Logical Framework in Education

Objectives	Objectively Verifiable Indicators	Target Achieved	Achievement %
Goal Help to improve the quality of education in Districts 7, 9, 11 and 12 of the city of El Alto.	• Net rate of completion of 8th grade primary > 41.9%. Gender gap in net rate of completion of 8th grade primary < -5.1%.	• No information available	-
	• Rate of graduation at 8th grade primary > 92%	• No information available	
	• Drop-out rate at 8th grade primary < 4.2%	• No information available	
Purpose Improve primary school children's levels of achievement with equity, in state schools in Districts 7, 9, 11 and 12 of the Municipality of El Alto.	• Children dropping out of school reduced from 4% to 2%	• No information available	-
	• Children repeating a grade reduced from 4% to 2%	• According to the 2013 PDLZUR report, the grade repetition rate was reduced by 50%	100%
	• Average grades in maths and language increase from 43 to 50	• According to the 2013 PDLZUR report, 40% of children raised their grade point average to 55 in language and 30% increased their average in maths to 53	35%
Components School infrastructure is adequate and functioning	By 2013, 15 schools have: • 36 classrooms built and equipped up to standards, with 3,026 m2 of classroom space built	• 60 classrooms built	166.7%
	• 15 administration offices are equipped and 1,800 m2 of office space built	• 2 administration offices built	13.3%
	• 11 bathroom blocks covering 471 m2 built; 4 sports fields and 8 auditoriums covering 2,852 m2 built	• 14 bathroom blocks, 9 sports fields and 9 auditoriums built	127.3% 225.0% 112.5%

Objectives	Objectively Verifiable Indicators	Target Achieved	Achievement %
Having taken refresher courses, teachers upgrade teaching processes	• 83% of 144 teachers take refresher courses in innovative teaching processes	• 1,386 teachers trained	1,159.6%
	• At least 75% of these teachers apply innovative teaching practices	• 213 teachers from 15 schools shared methodological experiences and teaching resources at an event	197.2
Parents participate in their children's education	• 80% of 2,171 parents know about their children's education processes	• 7,845 parents received information	451.7%
	• At least 60% of parents participate actively in their children's education	• 42% of 981 parents participate in meetings and support curricular activities	31.6%
Schoolchildren have had medical and dental check-ups	• 90% of 3,767 primary school children have had a medical check-up	• 3,385 children at the primary level in 13 schools had medical and dental check-ups	188.3%
	• At least 80% of schoolchildren know of 2 preventive oral health measures	• According to the survey, 84.1% of parents replied that they know of preventive oral health measures	105.1%

Source: Prepared by The Authors.

With regard to the **Health** Sub-Programme, the improvement in health care for mothers and children can be identified by examining at least two factors: the first is coverage, defined by the number of people who access a certain type of service (prevention, promotion and health care), and the other is quality, a factor composed of multi-dimensional variables (compliance with norms, meeting standards, satisfaction and safety).

The PDLZUR has carried out activities that contribute to both factors. Firstly, it is increasing the demand for services by promoting them, and secondly it is implementing actions to improve quality, including building health staff capacities, taking forward prevention measures and equipping health facilities, for example.

The increase in **ante-natal care for pregnant women** was monitored as part of PDLZUR implementation. In 2013 this reached 368 women, equivalent to 7.5% of a universe of 4,913 women in the area covered by the selected health facilities, surpassing the target of 295 (125%). Improvements were registered in other indicators monitored by the project, but they did not achieve the established targets every year. In growth and development check-ups, starting from a figure of 2,094 children, the coverage reached 2,443 children in 2012 rather than the target of 2,792 (87%), whereas in 2013 the number of children given these check-ups reached 1,815, exceeding the target of 1,396 (130%).

As far as improvements in quality are concerned, the results of the activities to train health facility staff and provide equipment are reported further below.

Also as part of the Plan's implementation, information was provided to women of fertile age about maternal and child health. According to figures in the 2013 PDLZUR annual report, the Community Health Workers informed 740 women of fertile age about food groups and preventing ARIs and ADDs. This activity was not constant or regular throughout the years of the project's lifetime.

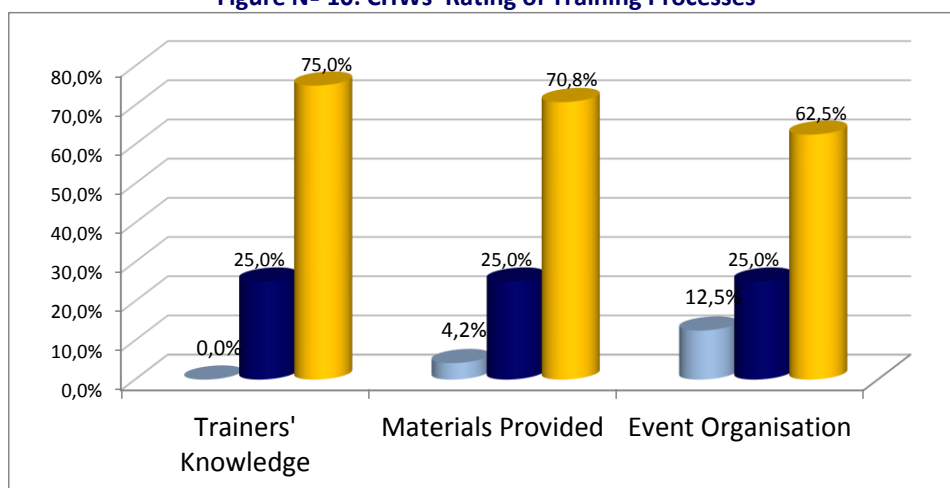
One element that stands out in NMA-B's work is the process of training Community Health Workers (also known as *manzaneras*). According to official PDLZUR reports, in 2011 there were 160 Community Health Workers in the process of

"The project should continue to strengthen the people trained with further training. We're not seeing that they've really become leaders of change."
Member of the Health Committee

being trained, with an emphasis on complementary feeding, in coordination with two nutritionists and the Health Networks. They were also provided with materials from the IMCI Nutrition Programme. By 2012, 150 CHW had been trained on IMCI Nutrition. In 2013 a further 105/120 CHW were reported as being trained in complementary feeding, breastfeeding and prevention of ARIs and ADDs. Despite the training provided, the CHW feel that they should be trained on more topics and in greater depth, in order to enable them to support the community in keeping with its needs.

According to the survey, 96% of the CHW received training on nutrition, feeding under-fives and breastfeeding, and 83% were trained on care for pregnant women. 94% of the CHW surveyed think that the training processes were good or very good in the following aspects: the facilitators' knowledge (100%); materials (96%); and organisation of the training (87.5%). 41.7% of the CHW surveyed think they have sufficient knowledge and skills to promote health, while 58% think they only have partial knowledge and skills.

Figure Nº 10: CHWs' Rating of Training Processes



Source: Survey of Community Health Workers.

The activities carried out also include training for health centre staff. In 2012 in particular, 36 members of staff from 5 health centres were given training on quality management at two events. Four centres were accredited by the departmental health service as a result. The accreditation is valid for two years and has to be renewed regularly.

"We're still working to get our accreditation renewed. It's not easy. Sometimes you have to start with the property ownership paperwork in order to be able to improve the infrastructure."

Doctor at Franz Tamayo Health Centre

Another of the activities carried out as part of PDLZUR implementation was the provision of equipment to five health centres. This contributed to improving the quality of care by "delivering the equipment necessary to provide health care to women and children under five, and oral health care for the general public."⁷

Project reports from 2011 to 2013 state that five health centres were equipped through the PDLZUR and with municipal government counterpart contributions. They were given basic equipment and instruments to provide care to women and under-fives: weighing scales, height measuring rods, oxygen cylinders with paediatric accessories, gynaecological examination tables, blood pressure

⁷ Comment by Dr. Marco Altamirano, dentist at the *Lotes y Servicios* Health Centre.

monitors, early stimulation materials, thermos flasks for vaccines and heaters. The health centres identified are: San Roque, Franz Tamayo, San Martin, Villa Cooperativa and Puerto Camacho. (The Ocomisto Health Centre was added in 2013 as the sixth health facility equipped).

In the area of public health, the project's effectiveness can be gauged by whether it increased the quality and coverage of health care. Asked about the effectiveness of the PDLZUR's work, the majority of health staff (66%) thought that the coverage of the pentavalent vaccine had increased, whereas all those surveyed (100%) thought that the coverage of growth and development check-ups had increased, a larger number of pregnant women were provided with care, and the quality of care at the health centre had improved overall. One health facility director thought that all the project's objectives except one had been fulfilled. The exception was that "it didn't manage to complete the plan to improve the school breakfast" that was proposed to the authorities.

With regard to the project's progress in achieving its indicators, the PDLZUR logical framework in the area of health includes 12 indicators. These are set out in the table below, together with the results verified by the evaluation.

Table Nº 13: Degree of Fulfilment of the Logical Framework in Health

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
Goal Maternal, infant and child health care has improved in the target area	By 2014 • The coverage of maternal and child health care has increased by 5 percentage points compared to the coverage of care in 2009	<ul style="list-style-type: none"> • Ante-natal check-ups increased by 7.5% in a universe of 4,913 women. ACHIEVED • Growth and development check-ups had increased by 5 percentage points by 2012. In 2013 the target was surpassed, with an increase of 6 percentage points in a universe of 6,980 children. ACHIEVED • Coverage of the pentavalent vaccine increased from 65% in 2012 to 70% in 2013, in a universe of 3,922 babies under a year old. ACHIEVED • These results are corroborated by the official information from the National Health Information System (SNIS) in the project's target area: <ol style="list-style-type: none"> a. Ante-natal check-ups increased by 16% and the 4th ante-natal check-up by 22% b. In the same period, growth and development check-ups increased by 23% c. The number of children vaccinated increased by 9.4% and those given the pentavalent vaccine increased by 1.4% 	125%
	• The coverage of care for children under 5 with ADDs and ARIs care has increased by 5 percentage points compared to the coverage of care in 2009	<ul style="list-style-type: none"> • The number of cases of ADDs and ARIs provided with care increased by 79% in the target health facilities, with a 3% increase in the number of cases of ADDs and a 103% increase in the number of cases of ARIs provided with care between 2009 and 2013. SNIS* ACHIEVED 	-
Purpose The health care provided to mothers and children in the target area has improved	By 2014 • % of 400 women of fertile age who go to the health centres for ante-natal and post-natal check-ups	<ul style="list-style-type: none"> • 92%, or 368 out of 400 (PDLZUR) • According to SNIS* information, the number of 4th ante-natal check-ups increased by 22% in the period from 2009 to 2013, from 1,104 to 1,348 in the project's target health facilities. ACHIEVED 	92%
	• % of 400 women whose childbirth was attended by trained staff	<ul style="list-style-type: none"> • No project records were found regarding this indicator. However, according to SNIS* information, the number of births attended by trained staff fell by 4% in the period from 2009 to 2013, from 1,946 to 1,866, or 80 fewer births. This may be because the births took place in the 2nd level health facilities in the target area, the Los Andes or Corea Hospitals. NOT ACHIEVED 	-
	• % of infants covered with pentavalent vaccine	<ul style="list-style-type: none"> • 4,224 children were vaccinated = 70% (CAI) • ACHIEVED • Although the total number of vaccinations of babies under a year old increased by 9% in the period from 2009 to 2013, the number of children vaccinated with the 3rd dose of the pentavalent vaccine only increased by 1.4%, from 1,646 a 1,669. It can be inferred that there was an increase in coverage, but not in the quality of care. 	100%

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
	<ul style="list-style-type: none"> # of children with ADDs and ARIs provided with care in the health centres 	<ul style="list-style-type: none"> 2009 2,680 2014 2,757 DIFF. 3% ARIs 7,396 15,316 107% Source: SNIS* ACHIEVED	100%
Components Women of fertile age are informed about maternal and child health	By 2013 <ul style="list-style-type: none"> % of 2,100 WFA who know about the SUMI benefits 	<ul style="list-style-type: none"> 68%. 1,433 women and men of fertile age (1,218 women and 185 men) were informed about the SUMI, vaccines and complementary feeding and nutrition for under-fives, including practical exercises NOT ACHIEVED 	68%
	<ul style="list-style-type: none"> % of 2,100 WFA who know about family planning, vaccination, ADDs and ARIs 	<ul style="list-style-type: none"> 103% (2173) ACHIEVED 1433 women and men of fertile age (1,218 women and 185 men) were informed about complementary feeding and nutrition for under-fives, including practical exercises 740 WFA were trained on feeding and prevention and care of ADDs and ARIs 	103%
CHW trained on health programmes	<ul style="list-style-type: none"> 150 CHW trained on the SUMI 	<ul style="list-style-type: none"> 150 CHW trained on IMCI, Zero Malnutrition and other programmes ACHIEVED 	100%
	<ul style="list-style-type: none"> 50 CHW per year attend the area CAI (Health Information Analysis Committee) 	<ul style="list-style-type: none"> No evidence could be found regarding attendance 	
Health staff trained on health programmes	<ul style="list-style-type: none"> 30 health staff trained on health programmes and SUMI 	<ul style="list-style-type: none"> 36 professionals were trained (according to project reports) ACHIEVED 	120%
Health centres equipped	<ul style="list-style-type: none"> # of items of equipment delivered 	<ul style="list-style-type: none"> 50 items of equipment were delivered to 5 health facilities (according to project records) ACHIEVED 	100%

Prepared by: The Authors; (SNIS*) National Health Information System data from the San Martín, San Roque, Lotes y Servicios, Ocomisto, Franz Tamayo and Puerto Camacho health centres for the period 2009-2013.

To sum up, 9 out of 12, or 75% of the indicator targets established in the logical framework in the area of health were achieved. Two were not achieved, and for one of the targets there is no evidence.

The outputs envisaged for the project's lifetime in the area of health are consistent and compatible with the results and annual targets for the indicators established in the logical framework.

Output 2 of the Schoolchildren's Health Project, "Schoolchildren have healthy lifestyle habits," refers to the achievement of results and targets in relation to the schoolchildren who participated in the health promotion activities. Likewise, targets were set and results achieved in relation to the number of parents and teachers who were informed and trained to replicate the health promotion activities, as mentioned above.

Output 1 of the Community Health Project, "Women of fertile age (WFA) and children under five receive care in health centres," encompasses all the targets set and results achieved in relation to increasing the demand for – and thus the coverage of – health services.

Output 2, "Health centres have adequate and functioning equipment," includes targets and results in relation to needs identification, the negotiation of counterpart contributions and the provision of equipment to the selected health facilities. However, no evidence of targets or results in relation to maintenance plans was found.

Finally, Output 3, "CHW and health facility staff trained and motivated," which relates to the work to train and motivate human resources in the health facilities and networks, is key for the development of health services. According to national health policy, the Community Health Workers, who used to be known as *manzaneras* or community health officers, are included in health activities as part of the Intercultural Family and Community Health (SAFCI) team.

Therefore, it is clear that the three established outputs correspond to the components established in the logical framework for the community health project.

The expected sustainability of the project was not achieved in the end because the work was not given continuity over time. As an unforeseen result, the interviewees identified the low level of sustainability of the work done in the health facilities and schools. The necessary culture of cross-sectoral working and coordination does not seem to have been created.

“The closing down of NMA-B was very sudden. We didn’t even get a letter, or a visit or any explanation of why the activities were ending.”

Dentist at the Lotes y Servicios Health Centre

Having analysed the assumptions set out in the logical framework which could have affected the achievement of the programmes and projects, we can state that all of them still hold:

The SAFCI policy has remained in place and indeed may now represent a key pillar for the sustainability of the project’s work, either through the *Mi Salud* Programme, which has health staff going out into the community and schools, or through the plans to strengthen health networks with equipment and quality improvement plans. Although the policy focuses on the wellbeing of the family and the community, it does not neglect pregnant women, women of fertile age or children under five. In fact, it has complemented its strategies with prevention of cancers that affect women and care for newborn babies.

Despite the diversity of roles that women play in the family and the community, and their increasingly close links with economic activities, women are also still playing the leading role in planning and carrying out health activities with a clear focus on prevention and promotion.

SERES (El Alto Regional Health Service) and DIMUSA (Municipal Health Office) have also prioritised care for children under five and pregnant women, through the implementation of the SUMI (Mother and Child Health Insurance).

Furthermore, there is no specific information or mention of job stability having been below acceptable levels in the health facilities. It is true that there have been staff changes at the network coordination level, which is another level that directly affects the possibilities of sustainability.

Finally, DIMUSA participated effectively in negotiating counterpart funding for the project’s planned work to equip health facilities. There is no reference whatsoever to its participation in maintenance plans.

In the field work it was not possible to gather evidence showing that there were synergies with other agencies, institutions or support organisations, with the exception of the Public University of Alto, whose participation was highlighted in the focus group when the subject of health promotion work was discussed.

The purpose of the **Local Organisational Management** Sub-Programme is to contribute to the empowerment of communities in Districts 7, 9, 11 and 12 of the city of El Alto. In this project, empowerment refers to the “creation of self-sufficient communities that are an integral part of development processes to design and implement effective poverty reduction and development

policies.”⁸ In the long term, the aim is to ensure that these communities are able to take forward their own development, based on active participation in the decision-making process related to public administration.

To achieve these objectives, various different activities were carried out as part of the implementation of two components: *Training for Local Organisations on Municipal Management* and *Information for Leaders of Civil Society Organisations on Municipal Management Processes*.

With the **Training Project: Training for Local Groups on Municipal Management**, a capacity-building programme was implemented. This was based on the discussion of important issues in training courses, which addressed the following topics:

Table N° 14: Topics and Modules in the Training Courses

Year	Topic	Modules
2009	Gender and Community Development	<ul style="list-style-type: none"> • Being a woman and being a man in the community – Self-esteem • Women’s leadership in development • Legislation and community planning from a gender approach • Steps involved in drawing up a profile
2010	Enterprising Leadership	<ul style="list-style-type: none"> • Participatory municipal government • Participatory municipal planning • Public investment projects • Enterprising leadership
2011	Drawing up Project Profiles	<ul style="list-style-type: none"> • Participatory community assessment • Formulating a project profile • Planning a project profile with the logical framework • Designing a project profile with the logical framework
2012	Local Development	<ul style="list-style-type: none"> • Local development paradigms • Participatory community and municipal planning • Steps involved in drawing up a project profile from a gender approach • Leadership for change
2013	Local Development	<ul style="list-style-type: none"> • Local development paradigms • Participatory community and municipal planning • Steps involved in drawing up a project profile from a gender approach • Leadership for change
	Local Development with a mention in Municipal Management	<ul style="list-style-type: none"> • Community participation, social oversight and transparency in municipal management • Basic elements of participatory municipal management • Funding strategies and assessment analysis • Planning with a development vision

Source: Annual Reports on the Local Organisational Management Programme; **Prepared by:** The Authors

The courses were designed to run for three to four months. Starting in 2011, effective coordination was achieved with the Development Institute, the Vice-Presidency of the Plurinational State of Bolivia, the Habitat Network, and Training and Citizens’ Rights, and these institutions supported the training facilitation. That same year, the award of a certificate was achieved for everyone who completed the course, giving them a “Basic Technical Qualification in Project Profile Formulation.” This qualification is endorsed by the Vice-Ministry of Alternative and Special Education and carries an academic credit.

The course was repeated in 2012 and 2013, and several participants who completed the whole course were awarded the Basic Technical Qualification in Local

“The certificates they gave us were an important incentive for all the participants. For some teachers it’s a useful qualification.”

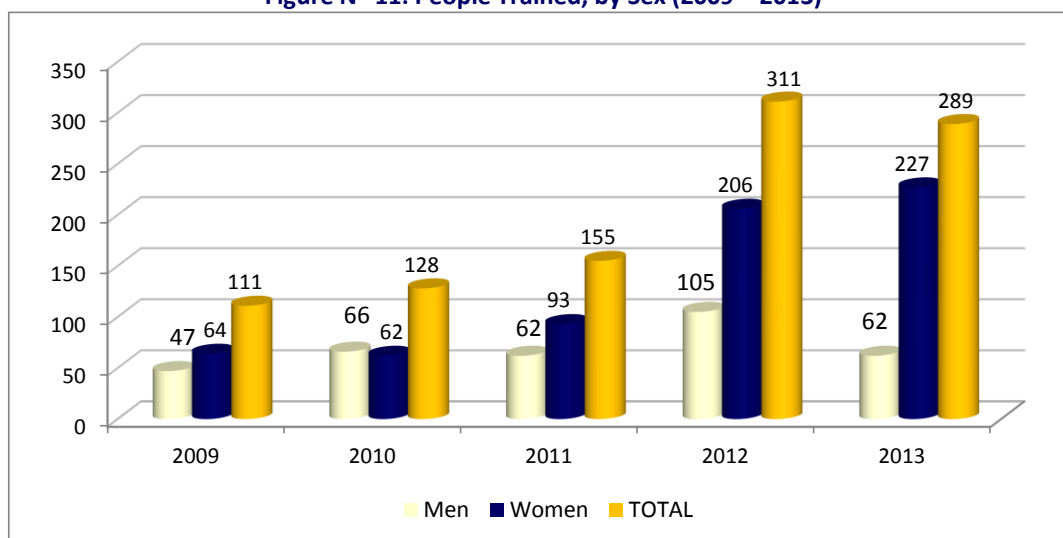
Participant in GOL Focus Group

⁸ NMA-B; “Local Organisational Strengthening Programme: Empowering the Community in Districts 7, 9, 11 and 12 of the Municipality of El Alto”; 2009.

Development, endorsed by the Vice-Ministry of Alternative Education. This was positively valued in the various interviews and the focus group held with people who participated in the training.

From 2009 to 2013 the project managed to train approximately 994 people, 65.6% of whom are women. This shows that a significant effort was made to work on these topics with this group, a situation we consider to be positive because of the added value that is created by this type of capacity-transfer process.

Figure N° 11: People Trained, by Sex (2009 – 2013)



Source: NMA-B Monitoring Information. Prepared by: The Authors.

As the graph above shows, 2012 and 2013 were the most successful years in terms of participation in the training process, particularly by women.

Among the demands identified, the interviewees themselves recommend that the training should cover additional topics related to: i) gender violence (a significant problem in El Alto) – because of the role they are playing in their neighbourhoods or communities, in many cases women in a violence situation ask them for advice on the issue; ii) social oversight, an important element in municipal management – the interviewees request the transfer of capacities to enable them to exercise physical and financial monitoring and oversight of the different projects implemented by the GAMEA.

With the **Information Component for Leaders of Civil Society Organisations on Municipal Management Processes**, the main aim was to initiate participation processes, taking knowledge of municipal management as the starting point, using a self-reflexive, self-critical approach to people’s own reality to bring about effective local development. The following topics were addressed in these events:

Table N° 15: Topics Addressed in the Information Events

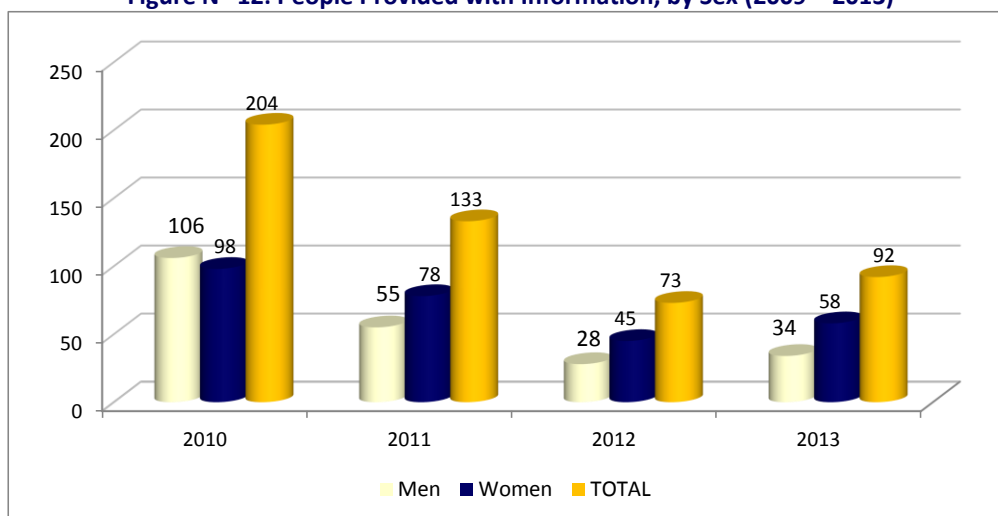
Year	Topics
2009	<ul style="list-style-type: none"> • Information on the PDLZUR
2010	<ul style="list-style-type: none"> • Constitution of the Plurinational State and Framework Law on Autonomies • Gender and community development
2011	<ul style="list-style-type: none"> • Regulations on the use and conservation of school infrastructure • Water management and climate change

Year	Topics
	<ul style="list-style-type: none"> • Citizen participation and social oversight • Conflict resolution
2012	<ul style="list-style-type: none"> • Participation by parents in their children’s education process, under the Avelino Siñani-Elizardo Pérez Law • Thematic dialogue on "equal opportunities "
2013	<ul style="list-style-type: none"> • Framework Law on Citizen Participation and Social Oversight – Marcelo Quiroga Santa Cruz • Women’s participation as leaders in a community organisation

Source: Annual Reports on the Local Organisational Management Programme; Prepared by: The Authors

Although there are no records of participants in 2009, because the focus was on sharing information about the PDLZUR, between 2010 and 2013 information was provided to approximately 502 people, and once again a significant percentage of women participants can be noted (60%).

Figure Nº 12: People Provided with Information, by Sex (2009 – 2013)



Source: NMA-B Monitoring Information. Prepared by: The Authors.

It is striking that the number of participants in the information events is fewer than in the training process. This situation is more evident in 2012 – 2013 and can be explained by the fact that priority was given to the training process because it leads to greater benefits. However, it is important to point out that these short events should be taken advantage of to enable a larger number of people to engage in reflection and raise their awareness.

Finally, another activity carried out as part of this component was the setting up and organisation of Development Committees and Project Management Committees. These were set up in practically every year of the Programme’s implementation. Over the period as a whole, a total of 929 people participated in these committees, 58.7% of whose members are women.

Table Nº 16: Degree of Fulfilment of the Logical Framework in Local Organisational Management

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
Goal Contribute to the empowerment of communities in Districts 7, 9, 11 and 12	<ul style="list-style-type: none"> • Increased exercise of citizen participation 	<ul style="list-style-type: none"> • It can be inferred from the interviews that citizen participation increased, although it is not a quantifiable indicator 	
	<ul style="list-style-type: none"> • Increased influence in social oversight 	<ul style="list-style-type: none"> • It can be inferred from the interviews that citizen participation increased, although it is not a quantifiable indicator 	

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
Purpose Help to strengthen the community in Districts 7, 9, 11 and 12	From 2009 to 2013, in Districts 7, 9, 11 and 12: • At least 60% of leaders of 10 Neighbourhood Committees, 15 School Boards and 6 Farmers' Unions have developed capacities in municipal management processes	• 25 local organisations have strengthened their advocacy capacities • There is no information broken down by organisation	-
	• At least 40 of women (sic) participate effectively in the leadership structure in local organisations	• No up-to-date information is available, just a reference to 2 women elected to public office in 2013	-
	• The inclusion of community demands in the municipal POA increases by at least 30%	• There is no information on the baseline, only a mention of 48 demands being included in municipal POAs	-
Components Local community groups in District 9 are trained on municipal management	By 2013, in Districts 7, 9, 11 and 12: • 700 men and women from 15 communities have developed capacities in citizen participation	• 994 men and women were trained	142%
	• At least 60% have practised citizen participation	• No information available	-
Leaders of civil society organisations are informed about municipal management processes	By 2013, in Districts 7, 9, 11 and 12: • 80% of leaders of 10 Neighbourhood Committees, 6 Farmers' Unions and 15 School Boards know about municipal management processes	• 502 people received information. The indicator does not specify the universe of people who are members of Neighbourhood Committees, Farmers' Unions and School Boards in order to be able to calculate the 80%	-
	• At least 80% of leaders of 10 Neighbourhood Committees, 6 Farmers' Unions and 15 School Boards are performing their roles	• By 2012, 84% of leaders of School Boards and Farmers' Unions were performing their roles	105%
	• At least 80% of leaders of 10 Neighbourhood Committees, 6 Farmers' Unions and 15 School Boards are working in a coordinated way	• By 2012, 86% of leaders of School Boards and Farmers' Unions were participating in the planning, organisation and implementation of projects	107.5%

Source: Prepared by The Authors.

c. Economic Development Programme

The Economic Development Programme comprises the Livestock Improvement Project and the Micro-Enterprise Promotion Project. The first project started work in 2009 and concluded in 2013 in Districts 9 and 11 (rural areas), and the second began in 2011 and ran until 2013 in 10 schools in Districts 7, 12 and 14.

To offer a better description in this evaluation, the main elements in each project will be analysed separately, bearing in mind that the characteristics and nature of the benefits and impacts of each project are different.

The methodology used to measure whether the projects have been able to bring about a change in the wellbeing and consequently the quality of life of the livestock farmers and the women involved in micro-enterprise is the Cost-Benefit Analysis (CBA). This is because it was possible to gather information about the income and expenditure brought about by the projects. This type of

measurement eliminates subjective value judgments and enables benefits and costs to be measured and quantified. In this case, as will become clear, the mid-term evaluation identified interesting and measurable results.

CBA is an effective way of showing a project's incremental benefits, by means of a financial and economic evaluation criterion called Net Present Value (NPV). This implied establishing two situations, WITH and WITHOUT the project, in order to identify objectively what was happening before the project and the real impact that resulted from its implementation. The difference between the situation WITH and WITHOUT the project is called the incremental situation.

With regard to the **Livestock Improvement Project**, the following elements can be identified since its implementation and up to the date of the mid-term evaluation:

WITHOUT-PROJECT Situation

The main characteristics of Districts 9 and 11 before the livestock improvement project were as follows:

- The project started with a situation in which milk was being produced as a marginal business using local breeds of cattle. Farmers lacked knowledge of pasture and fodder management. They did not practise animal health campaigns on a regular basis and lacked productive infrastructure.
- In the WITHOUT-PROJECT situation, Districts 9 and 11 were not developing their livestock farming potential in an efficient way. This had a direct influence on household income and the corresponding level of wellbeing.
- The livestock farmers' organisation was not firmly consolidated and the farmers were operating individually with very low levels of coordination, each working on their own as best they could rather than as a collective with a shared business objective. This had a negative influence and prevented synergies from being developed around the production initiative.
- In the situation at the start of the project, income from milk production was based on a production level of 3 or 4 litres per day, which farmers were selling at Bs 2.50 per litre, without having a secure market.

WITH-PROJECT Situation

The main characteristics of Districts 9 and 11 in the WITH-PROJECT situation were as follows:

- The livestock improvement project introduced two new breeds of dairy cattle, Holstein and Brown Swiss, using artificial insemination techniques. In order to cover all the necessary aspects, the project included the following components: i) productive infrastructure (building pens and drinking troughs), ii) introduction of fodder crops (oats) and native pasture management, and iii) training on animal health (including artificial insemination, medicines, instruments and veterinary support). This scenario is called the WITH-PROJECT SITUATION.
- The project made a very significant contribution to increasing the productivity of dairy farming. It met the farmers' expectations and they obtained a substantial increase in their income. From the point of view of the Cost-Benefit Analysis methodology, an increase in the marginal productivity of dairy farming was brought about as a consequence of the project. Household income from the sale of milk increased by more than 100%.

- In the with-project situation, production rose to 9 or 10 litres per day and the milk was sold at Bs 3.70 per litre to the dairy products companies PIL or Delizia, representing a secure market.
- From 2010 to 2013 the livestock farmers were given training, as shown in the table below:

Table Nº 17: Livestock Farmers Trained, from 2010 to 2013

Details	2010	2011	2102	2013
Farmers trained on pasture management and introducing improved seeds	131	181	392	239
Farmers participating in animal health and insemination campaigns	366	528	385	442

Source: NMA-B Monitoring Information

- The project design proposed to improve the livestock by introducing two breeds of dairy cattle: Holstein (milk quality: thin with a low fat content, yield of 15-20 litres per day) and Brown Swiss (milk quality: thick with a higher fat content, yield of 10-15 litres per day).
- With regard to fodder management and animal health, farmers have adopted better practices, an aspect they commented on in the interviews. They said that they are continuing to rotate crops and are taking forward a continuous pasture improvement process, animal health campaigns, and storage of milk by-products.
- With regard to artificial insemination, the practices developed were carried out with technical assistance from the project and the targets were achieved.
- Farmers have improved their negotiating skills and management of sales of milk and other dairy products as a result of the project.

Incremental Situation (WITH Project – WITHOUT Project)

- In the case of the livestock farming project, the results, outputs and targets achieved mean that the added value more than speaks for itself. The project's beneficiaries affirmed that the project's added value enabled them to improve their knowledge of dairy farming, management of fodder crop seeds, feeding and nutrition for dairy cattle, animal health and the sale and marketing of dairy products.
- A comparison of the with- and without-project situations by subtracting the latter from the former allows the incremental situation to be determined (WITH – WITHOUT). In the specific case of milk production, there is a difference in the daily marginal productivity of 6 litres per day, with a consequent increase in farmers' income from the sale of milk equivalent to an additional Bs 1.20 per litre per day.
- The indicators related to milk productivity were not merely achieved but almost tripled the initial levels. Some farmers also started to produce certain by-products such as cheese and yogurt.
- As of the date of this mid-term evaluation, it can be stated that the outputs identified in the project design were fulfilled, reflecting the achievement of the results. These refer to the level of milk production, fodder management and supplementary feeding, infrastructure for livestock such as pens and drinking troughs, and artificial insemination and animal health practices.
- One very important result at the household level is that at least one family member gained a mid-level technical qualification in farming, enabling them to look after their own livestock.
- Although the communities are organised in farmers' unions and each year the leadership changes according to their traditions and customs, over the course of the project there were

6 General Secretaries and 6 different management committees. This represents a negative externality due to the fact that some of their members who have land in the district were not engaged in livestock farming and work in other jobs such as the building trade or as taxi drivers, but demanded project support for everyone on an equal basis.

- Although this problem has been solved, it should serve as a lesson learned regarding the need to have better systems or ways of selecting the beneficiaries, in order to avoid delays in project implementation. In this case, the livestock farmers agreed that only those who wanted to work with the project's objectives should participate, which implied joining the milk production pool.
- Three cross-cutting themes can be identified: i) environmental protection by means of pasture rotation and crops suited to the altiplano, ii) management of waste from the milk production process and non-polluting forms of waste disposal, and iii) evangelisation to transmit Christian values.

These themes were not present in the WITHOUT-PROJECT situation.

The table below shows the degree of fulfilment of the logical framework according to the measurement of the indicators during the mid-term evaluation.

Table Nº 18: Degree of Fulfilment of the Logical Framework in Livestock Improvement

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
Goal Help to boost the regional economy in the Municipality of El Alto.	• From 2018 onwards, the rate of extreme poverty of 39.7% in the Municipality of El Alto is reduced	• No information available	-
PURPOSE: General Objective Increase milk production yields in the target area of the Municipality of El Alto	From 2014 onwards: • 50% of 566 farmers in Districts 9 and 11 increase their average milk production of 4.28 litres per cow per day by 50%.	• The indicator was surpassed in terms of the average number of litres per day. Marginal productivity increased to 10 litres per cow per day.	100%
RESULTS/COMPONENTS: Specific Objectives Basic livestock infrastructure installed	By 2013, in Districts 9 and 11: • 12 pens and 455 drinking troughs installed	• 12 pens and 455 drinking troughs	100%
Farmers trained in appropriate livestock management	• At least 240 farmers know about and practice appropriate management of dairy cattle in the areas of health, A.I. and fodder	• From 2010 to 2013, 518 beneficiaries were trained, including men and women dairy farmers and their children. They are practising appropriate livestock management and have knowledge of animal health and fodder.	465%
	• 11 extension workers provide support on dairy cattle management and health.	• 11 extension workers trained	100%
	• 120 hectares of improved pasture as a result of the introduction of grazing crop seeds	• The indicator is not reported in terms of hectares of pasture improved by introducing seeds, but in terms of beneficiaries	-
	• Reduce parasite infections by 50% • 2,339 heads of cattle per year are given check-ups in health campaigns	• 2,339 heads of cattle were given check-ups in health campaigns	100%
Farmers have improved dairy cattle	• 201 calves born as a result of artificial insemination	• 201 calves were born as a result of artificial insemination	100%

Source: Prepared by The Authors

With regard to the **Micro-Enterprise Promotion Project**, the following elements can be identified since its implementation and up to the date of the mid-term evaluation:

WITHOUT-PROJECT Situation

The main characteristics of Districts 7, 12 and 14 before the micro-enterprise promotion project were as follows:

- Before the implementation of the micro-enterprise promotion project, women in Districts 7, 12 and 14 were working at home on household chores, preparing food to sell on an occasional basis or had jobs as domestic workers.
- In economic terms, women in Districts 7, 12 and 14 were not contributing to the household income because the majority of them were working as housewives. This meant that they were excessively dependent on their male partners. This financial dependency and the lack of paid employment also affected their self-esteem.
- The needs identified in the WITHOUT-PROJECT situation were summed up in the following statement: “Women needed a way to earn money in order to increase the household income and above all improve the family’s diet, without abandoning or neglecting their children or their family responsibilities.” Apparently it was difficult to achieve this wish because it might carry a very high opportunity cost, and the women who became the project beneficiaries therefore felt it was impossible to improve their skills.
- Before the project, the women in the selected districts (7, 12 and 14) could be classified in two groups: i) women with no alternative occupation and ii) women who had some means of subsistence but a low level of training.
The first group comprised women who were completely dependent on their husbands or partners, who were working as housewives with a very low opportunity cost.
The second group comprised a small number of women who already had alternative income-generating activities before the project. Their opportunity cost can therefore be monetised. In their case the project enabled them to increase their income, adding their income from knitting to what they already earned.

WITH-PROJECT Situation

By the date of the evaluation the project had provided training to women in Districts 7, 12 and 14, the majority of whom were housewives who had no alternative employment. The women were organised in ten knitting groups in order to provide them with training twice a week, from 2pm to 6pm, for the duration of the project. This enabled them to make shawls, ponchos, tablecloths and other textiles, using their own designs. One of the groups was also provided with training on cake-making, showing them how to make cream cakes, plain cakes and pastries.

- The with-project situation enabled the women to set aside a working space in their homes. This meant that the project accommodated itself to the beneficiaries’ needs, providing them with the necessary inputs (wool) without depriving their families of their own requirements. The women who had male partners were under pressure to find paid work without neglecting any of their activities within the home. It was noticeable that the men gradually developed a positive view of the project and started to see the women as productive individuals.
- The number of women trained per year is shown in the following table:

Table Nº 19: Women Trained, from 2011 to 2013

Details	2011	2012	2013	Total
Women trained	250	263	165	678

Source: NMA-B Monitoring Information

- The women were able to take their small children with them to the homes where the training groups met. This increased their interest in the group because they knew they would not have to leave their children on their own.
- The project provided the necessary inputs (wool) and training by teachers to show the women how to make different items from wool, including jumpers, shawls, ponchos, blankets and tablecloths. These articles are sold in the market for an average price of between Bs 250 and Bs 350. The sales arrangement is quite unusual, as most of the interviewees said that their clients place orders with them because they see the quality of the clothes worn by the women who participated in the project, which is a way of marketing the products. The products that sell the best are the shawls, with average sales of one or two per month. The sales system is made-to-order. It is important to highlight that most of the women now have their own regular clients.
- As a result of the skills the women learned, they have also started knitting alpaca items which they sell for between Bs 150 and Bs 180. In this case they developed this specialist skill out of their own interest after the main training on knitting, and the women bought the wool themselves.
- The following cross-cutting themes can be identified in the project: a) women's rights and b) Christian values. Both have served to develop a culture in which women are seen as rights holders and demand their rights. The Christian values were especially useful for addressing problems such as family violence and alcoholism.

Incremental Situation (WITH-Project – WITHOUT-Project)

- The evaluation of the project found evidence of the added value it has produced by strengthening women's craftwork skills and showing them how to make different items of clothing and textiles, including jumpers, jackets, tablecloths, ponchos and blankets, as a result of the training courses on knitting and crochet.
- As well as the textile-making, the women were empowered by learning the concepts of micro-enterprise management and gaining knowledge of basic accounting, cash flow and how a business operates.
- On the economic side, the project beneficiaries are now generating an income for their families. On the social side, they have gained dignity as people who make a valuable contribution to society.
- The value produced by developing the women's craftwork skills has had a very significant economic and social impact. The women who participated in the project, who previously lacked textile-making and micro-enterprise management skills, are now involved in the labour market in the city of El Alto.
- The project has produced a very significant change for the women because it provided them with an occupation in the labour market, trained them so that they can develop as individuals and earned them respect and recognition from their families. Most of the husbands have

started to value the work done by the women and perceived the benefits of the income they earn from their sales as household expenses are now shared.

- The project has achieved the established indicators and targets. Each woman is producing an average of one or two garments per month and can sell these for an average market price of Bs 300.
- The interviews conducted during the field work found evidence that the assumptions about the time burden of the training were not accurate. In fact, the interviewees were asking for more intensive training to teach them additional knitting stitches so they can specialise further. They asked to be sent new teachers with more knowledge of the subject.

The table below presents the results achieved in the logical framework indicators, according to the mid-term evaluation.

Table Nº 20: Degree of Fulfilment of the Logical Framework in Micro-Enterprise Promotion

Objectives	Objectively Verifiable Indicators	Target Achieved	% Achievement
Goal Help to increase the income of women in Districts 7 and 11 of the city of El Alto	From 2014 onwards, women in the target area increase their income by at least 25%, from US\$ 1,140 per year to US\$ 1,416 per year	<ul style="list-style-type: none"> • 99 women are selling their products, earning additional income of approximately US\$ 88 per month, equivalent to US\$ 1,056 per year. 	75%
Purpose: General Objective Groups of women develop productive enterprises in Districts 7 and 12 of the city of El Alto	10 associations with a total of 120 women consolidate group productive enterprises	<ul style="list-style-type: none"> • By 2013, 10 groups with a total of approximately 112 women have working regulations, a basic business structure and a business plan 	100%
RESULTS/COMPONENTS: Specific Objectives Women have production skills and group business management capacities.	200 women have the knowledge to make textiles	<ul style="list-style-type: none"> • 678 women were trained in textile-making in 2011, 2012 and 2013 	339%

3.4. Impact

Although it is unlikely that impacts will be identified in a mid-term evaluation, it is possible to identify some results and changes that are being generated in some of the target groups. Therefore, this section mentions the main changes that are being brought about as a result of the work of the different PDLZUR programmes.

a. Human Development Programme

With regard to the **Education** Sub-Programme, it is noticeable that it is helping to improve the quality of education as a result of all its activities. The infrastructure projects are positively valued by parents and teachers, who mention that they represent a significant contribution enabling children and adolescents to attend classes in better conditions. This is appropriately complemented by the equipment that the municipal government provides.

“Infrastructure is what we need the most. Without it, our children would be attending classes in uncomfortable conditions and even outside the school building. That’s why NMA-B’s support is important.”

Mother and member of school board – D9

The refresher courses in teaching methods given to *teachers* have served as an incentive for them to engage in intellectual production, including new themes such

as lateness and education difficulties. In addition, the education strategies they were shown have enabled them to improve their classroom teaching techniques, and this in turn has meant that students are doing better at school.

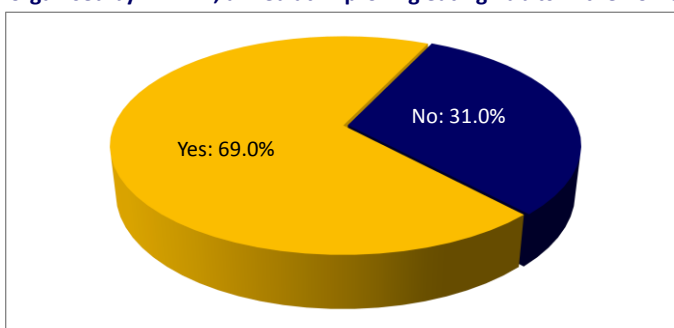
“Teachers have welcomed the innovative education techniques and find them motivating. Our teaching methods have improved.”

School teacher, D4

In the case of the *students*, the different activities carried out, such as the maths olympics, school magazines and newspapers, have served as a significant incentive and encouragement. There are already signs that the students are more interested in academic activities and doing better at school, while drop-out rates have fallen. However, it is still advisable to consolidate these processes so that the results can be made more sustainable and permanent.

With regard to *parents*, the setting up of the Project Management Committees, where they play a leading role in the monitoring and administration of infrastructure projects, as well as following up on the implementation of the other complementary activities, has motivated them to participate in the different activities and their level of commitment has clearly increased.

Figure Nº 13: Parents’ involvement in health promotion events organised by NMA-B, aimed at improving eating habits in the home



In the case of the **Health** Sub-Programme, the aim of the work done with parents is to bring about changes in the community’s behaviour with regard to health and education. Parents who are informed make qualitatively better decisions. This has a positive influence on their children’s future and family wellbeing, as well as increasing access to health and education services and influencing improvements in the quality of these services.

Source: Survey of parents

One of the specific impacts the PDLZUR has made on its target groups is the increase in people’s access to integrated health promotion and prevention services, which in turn has a direct impact on improving their health situation. The achievements in improving people’s oral health were also very highly valued by health staff and CHW.

“Families and parents see health differently now they’re participating and getting informed.”

Participant in Focus Group with CHW

The PDLZUR has brought about changes that have influenced improvements in the quality of life of people in its target area. This statement is backed by the results of the survey of parents, 76.2% of whom said that people have changed in some way thanks to NMA-B’s work, although only 54% of the parents surveyed believe that there has been an improvement in the quality of care provided by the health facilities in the last five years. These views are important because they show that improvements in health are not only brought about by having better health services, but also by other factors such as healthy lifestyle habits, a good diet, etc.

“Increased access to integrated, better quality health services is an important factor in improving people’s quality of life.”

Interview with health staff

With regard to the **Local Organisational Management** Sub-Programme, results can be identified in different areas. At the level of *community organisations* (School Boards and Farmers' Unions, for example), their leaders' capacities to influence public administration have been strengthened, particularly in the municipal setting. They have gained a basic knowledge of planning, project formulation, etc. and were provided with tools needed to carry out these tasks, although it is still relevant to continue strengthening these capacities with new leaders, because they only hold these posts on a temporary basis.

At the individual level, the knowledge transmitted has led to an attitude change in the beneficiaries. This is particularly true for the women, who mention that it has enabled them to overcome their shyness and they are now more confident about participating in public spaces, where they are actively involved. In some cases this has enabled the women beneficiaries to stand for or access leadership posts within their organisations and it is reported that a few women were chosen as candidates and even elected to public office.

"We used to be shy, we didn't find it easy to express ourselves and we were very afraid of speaking in public. They helped us to be much more confident."

Woman member of GOL Management Committee

b. Economic Development Programme

The surveys and interviews conducted during the field work enabled quantitative information to be collected about the contribution made by the projects to the wellbeing or quality of life of the beneficiary community in the PDLZUR's area of influence. Thus, during the interviews it was possible to obtain information about the income generated as a result of the projects, as well as the operating costs incurred by the beneficiaries of both the livestock improvement and the micro-enterprise promotion projects. The corresponding cash flows were then calculated and used to provide an indicator of wellbeing, enabling the change in the level of wellbeing of these beneficiaries to be measured by means of the Net Present Value (NPV) method.

In both cases, a cash flow of project-related income and expenditure was calculated and the social discount rate was applied because these are projects that seek to have an impact on the beneficiaries' economic wellbeing. The results and interpretation in each case are as follows.

In the case of the **Livestock Improvement Project**, the following cash flow components were used:

- **Income:** income in this case comes from the sale of milk. This is the most reliable type of income because it can be calculated as an average. The fact that some farmers are also selling certain dairy products such as cheese and yogurt was not taken into account, in order to avoid over-estimating the income resulting from the project. The income figures were based on the prices and quantities mentioned in the interviews. This information was not only gathered from the farmers but also validated by the PDLZUR technical staff, as described in the section referring to the project.
- **Expenditure** is comprised of all the operating costs (animal health supplies, spills for artificial insemination, fodder or supplementary food, payments to vets, training, and receptacles for storing milk). There is no investment because the cows had already been purchased by the farmers. This is why the livestock itself is not included in the cash flow, because in this case it constitutes an unrecoverable cost.

It was found from the interviews that although the PDLZUR activities have been scaled back, the farmers are still working on the basis of what they learned during the training process. It can therefore be said that the project cash flow extends beyond a single time period.

The incremental NPV was determined by calculating the difference between the WITH-project NPV less the WITHOUT-project NPV. A social discount rate equivalent to 12.67% was subtracted from all cash flows. This is the rate established by the Ministry of Development Planning for the economic or socio-economic evaluation of investment projects.

The incremental NPV is Bs 260,132, which is the increase in wellbeing or wealth experienced by each farmer as a consequence of the project. The amount indicates the relative wealth obtained by a dairy farmer over a certain period of time. The incremental NPV was used to determine the monthly earnings obtained by an average farmer. This amount, approximately US\$566, represents the project's net monthly contribution to improving the quality of life of the livestock farmers who participated in the project.

The project was very significant in terms of increasing milk productivity levels, an aspect in which it met the farmers' expectations, as well as bringing about a substantial increase in household incomes. The Cost-Benefit Analysis methodology shows that an increase in the marginal productivity of dairy farming was brought about as a result of the project. Household incomes from milk sales increased by more than 100%.

Finally, it should be highlighted that the farmers' organisation has been strengthened, upgrading its organisational status. Its members are now only the residents of the districts who are effectively engaged in dairy farming, having got rid of others who were obstructing the implementation of the project.

The same calculation was made in the case of the micro-businesswomen who participated in the **Micro-Enterprise Promotion Project**, taking into account the relevant variations from the livestock project as these are two different types of project with different characteristics. Furthermore, in this particular case the women had an opportunity cost that was very low or practically zero, because in the without-project situation they did not have jobs or alternative skills or occupations that could provide them with an income and essentially devoted themselves to looking after their children.

The cash flow components used were as follows:

- **Income:** income in this case comes from the sale of hand-made clothes, and the figures were based on the prices and quantities mentioned in the interviews. This information was not only gathered from the women beneficiaries but also validated by the PDLZUR technical staff, as described in the section referring to the project.
- **Expenditure** is comprised of all the operating costs (wool and training). Similarly to the previous case, there is no investment but rather an increase in human capital as a result of the training process.

It was found from the interviews that although the PDLZUR activities have been scaled back, the women are still meeting and working on their own account, on the basis of what they learned during the training process. It can therefore be said that the project cash flow extends beyond a single time period.

The WITH-project NPV was determined (in this case it is directly incremental NPV) and a social discount rate equivalent to 12.67% was subtracted from all cash flows. This is the rate established by the Ministry of Development Planning for the economic or socio-economic evaluation of investment projects.

The incremental NPV is Bs 40,250, which is the increase in wellbeing or wealth experienced by each micro-businesswoman as a consequence of the project. The amount indicates the relative wealth obtained by a woman from making clothes over a certain period of time. The incremental NPV was used to determine the monthly earnings obtained by an average micro-businesswoman. This amount, approximately US\$88, represents the project’s net monthly contribution to improving the quality of life of the women who participated in the project.

Having determined both indicators it was possible to establish in quantitative terms how much the monthly income of both the livestock farmers and the micro-businesswomen has increased, as a way to determine the projects’ impact objectively.

Finally, aside from the results presented above, it is clear that not only has the project upgraded the women’s knitting skills but also led to an increase in their self-esteem and their feeling of being useful to their families, as they are now earning an income that they can spend on food for their children. They are receiving orders for jumpers and shawls, and other people – especially their husbands – now see them differently and value them more highly. These are crucial aspects that should be highlighted.

3.5. Sustainability

a. Human Development Programme

In the *Education Sub-Programme*, in general terms one important element working in favour of the sustainability of the school infrastructure and equipment projects is the existence of “*Regulations on the Maintenance and Conservation of School Infrastructure and Equipment.*” These regulations were approved by means of Municipal Ruling N° 424/2009 on 8 October 2009.

The regulations are structured as follows:

Table N° 21: Contents of the “Regulations on the Maintenance and Conservation of School Infrastructure and Equipment”

Title	Chapter
Title I: Organisation	Chapter I: Objectives and Legal and Institutional Framework
	Chapter II: Obligations in relation to School Infrastructure
Title II: Work Plan	Chapter III: Strategic Guidelines and Work Plan
	Chapter IV: Funding and Budget
	Chapter V: Responsibilities
	Chapter VI: Sanctions

Source: “Regulations on the Maintenance and Conservation of School Infrastructure and Equipment”; **Prepared by:** The Authors.

These regulations represent an interesting effort aimed at putting in place the conditions that will enable appropriate maintenance of school infrastructure and equipment to take place. In addition,

the powers assigned by the Constitution of the Plurinational State and the Framework Law on Autonomies help to ensure the sustainability of the work done in the area of infrastructure and equipment in particular.

Another factor positively influencing the future sustainability of the education projects is the level of involvement of community stakeholders that has been achieved. As a result of their participation in Project Management Committees or School Boards, community members have been empowered and have taken ownership of the work done. This situation was strengthened and complemented by the work of the Local Organisational Management Project.

The area where the greatest risks to the sustainability of the work can be identified is the teacher training process. This is essentially because of the high level of staff turnover or movement in the different schools, which means that the trained human capital is lost.

With regard to the capacity of institutions and/or the target communities or groups to maintain the standard of living they have achieved as a result of the PDLZUR's work, most of the interviewees and focus group participants said that the sustainability of the project's activities had not been achieved.

Firstly, they maintain that the PDLZUR did not inform the various people who participated in the project, particularly the health staff, about its departure.

"The project's withdrawal happened suddenly, practically overnight."

Health Centre staff

Secondly, it seems that the project did not work in a systematic way with the municipal government authorities responsible for health.

"We never got to know the entire project, only that there was a small counterpart budget for equipment."

Municipal Government Health Officer

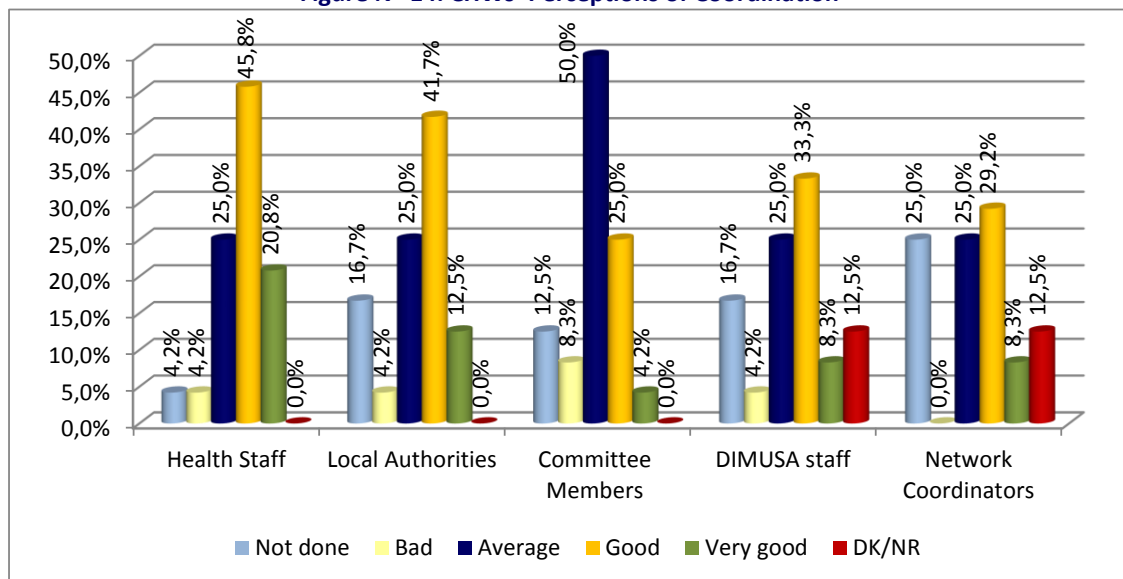
The health staff also mentioned that another factor is the weakness of health facility and school management. This has meant that it was not possible to continue with many activities, even though they did not require significant funding or municipal or regional-level decisions.

The CHW report that they have taken on certain activities in the absence of the project. They have got organised and are paying for certain minor costs themselves, such as transport and refreshments to reach the neighbourhoods and communities they cover. They are giving their own time and negotiating training from different institutions. As the Focus Group put it, "The work is being organised better now on their own initiative."

There is no evidence of any activity taken forward by the project having influenced municipal government decisions regarding local initiatives coming from the neighbourhoods, communities and health facilities.

On the contrary, the project stakeholders have clear opinions about the coordination engaged in by the project with different authorities who could contribute to the sustainability of the work done. Only 55% of the CHW surveyed rated the coordination with various authorities and stakeholders as good or very good: 67% with health staff, 54% with local authorities, 75% with PDLZUR Committees, 41.6% with the Municipal Health Office, and just 37.5% with the health network coordination office.

Figure Nº 14: CHWs' Perceptions of Coordination



Source: Survey of CHW

The health staff point out that Norwegian Mission Alliance did make an effort to organise meetings with different stakeholders in the health facilities, with the aim of identifying measures to make the work sustainable. According to the interviews with health staff, it is not possible to hold these meetings any more because the health facilities have given over their spaces for talks and community outreach in order to accommodate more administrative staff.

Staff from the Health Ministry's *Mi Salud* Programme now have an office in the school: "they are working well in the school and the community and coordinating their activities properly with other stakeholders." The *Mi Salud* Programme has also made use of the equipment provided by NMA-B in the school. According to an interview with CHW, the CHW also benefited from being given jackets and other materials by the Moto Méndez Programme for people with disabilities.

The *Mi Salud* Programme was set up relatively recently by the Ministry of Health (2013). It is likely that in future there will be excellent conditions in place to transfer knowledge to these stakeholders.

In the case of the **Organisational Development Project**, the results seem to be more sustainable over time. This is because the training work done has brought about a change in the beneficiaries that is unlikely to disappear as time goes by. Once again, however, the high turnover in the leadership of the organisations makes it necessary for these processes to be repeated regularly on an ongoing basis. In addition, it is important to raise the awareness of the new municipal government authorities about the importance of developing participatory processes, both in planning and in the different actions related to municipal management.

"We need to establish new strategies to ensure that there is a commitment on the part of municipal government authorities to listen and respond better to the community's needs."

Participant in GOL Focus Group

Finally and in general terms, one factor mentioned by several of the stakeholders interviewed, which could place at risk the continuity of the activities carried out as part of the PDLZUR, is that in 2014 there has been a reduction in the intensity of the work. This has led to some loss of motivation and

puzzlement among the different stakeholders involved. Although the situation is explained by the internal difficulties related to the staff cuts and changes within the PDLZUR, it should be planned for better in future.

b. Economic Development Programme

The benefits brought about by both the livestock improvement project and the micro-enterprise project have already been highlighted. Likewise, during the field work it could be verified that in both cases, despite the comparative absence of the PDLZUR, all the initiatives are continuing to operate. It is therefore impossible to deny all the capacities developed, the skills enhanced and the knowledge increased in both areas of work, as well as the level of participation that exists.

What it was not possible to verify in practice is whether the Autonomous Municipal Government will support these projects or whether it has specific public policies for the two areas of work, given the fragility or non-existence of municipal policies. However, it was found that neither of the projects is seeking support from the municipal government. It was also found that in both cases the beneficiaries want to continue with these initiatives on their own account, and this is how they are working at the moment. Based on these findings and the information obtained, the operational sustainability indicators were determined for the two projects.

In the case of the livestock project, the cost-benefit ratio was determined in order to find out the financial returns on each additional dollar of project cost. The result is as follows: every US\$1 spent on the cost of project activities has a return of US\$3.33. This guarantees the sustainability of the beneficiaries' operations privately, meaning that they have the capacity to meet any obligation (monetary expenditure) they enter into three times over.

In the case of the micro-enterprise project, the cost-benefit ratio was likewise determined in order to find out the financial returns on each additional dollar of project cost. The result is as follows: every Bs 1 spent on the cost of project activities has a return of Bs 7.78. This guarantees the sustainability of the beneficiaries' operations privately, meaning that they have the capacity to meet any obligation (monetary expenditure) they enter into seven times over.

Based on the two indicators obtained, it can be stated that the beneficiaries of both projects have the private sustainability conditions in place. What they need is to improve their practices and obtain new knowledge.

4. Conclusions and Recommendations

4.1. Conclusions

The main conclusions identified are as follows:

a. Pertinence and relevance

- The design of the PDLZUR responded to and assisted the public policies being implemented by the municipal government in the city of El Alto. It is also relevant and pertinent to the social context in the city.

- The strategy of linking the NMA-B intervention to the PDM is appropriate as it recognises and strengthens the municipal government's role in promoting human and local development and the powers conferred by law upon autonomous municipal governments in these areas.
- The programmes and projects implemented as part of the PDLZUR correspond closely to the needs and expectations of the target beneficiaries.
- One of the key characteristics of the Municipality of El Alto is that it receives large numbers of migrants from different rural areas of the country. This situation leads to a constant demand for expansion of the infrastructure and equipment in education and health, as well as the need for ongoing capacity transfer processes.

b. Efficiency

- Budget discipline is inadequate and the planning of annual activities is not carried out using clearly defined tasks and calculation records. This is the reason why there is a noticeable disconnect between the technical side of the projects and the budget.
- At the macro level of PDLZUR design, there is no overall logical framework setting out general process and results indicators. These would make it easier to monitor fulfilment of the objectives and results envisaged in its Intervention Strategy properly.
- The project's main constraint may be the weakness identified both at the level of planning of its activities, including their relation to the budget, and in the confused definition of indicators for each of the programmes. The indicators formally established for the PDLZUR, as set out in its logical frameworks, differ from the logical frameworks that appear in each of the annual reports, which seem to be using indicators designed to suit each particular year. Although this may be a useful way of measuring progress made during the year, it does not allow progress in the PDLZUR as a whole to be measured in the medium and long term and represents a constraint hampering appropriate managerial monitoring and follow-up.

c. Effectiveness

- The activities that have been carried out are designed to achieve the general objective formulated for the PDLZUR. In the last two years, however, certain difficulties have arisen, basically of an institutional and organisational nature, which have slowed down the implementation of the PDLZUR's work. To a certain extent, this places at risk the fulfilment of the indicators established for each of the programmes.
- The Local Organisational Management Programme has in practice been included sometimes as part of the Human Development Programme and at other times as part of the Economic Development Programme, which to some extent makes the fulfilment of its objectives conditional on these other programmes. However, this programme has the potential to be mainstreamed across the PDLZUR's implementation. This is because it seeks to strengthen the community's participation in municipal development processes that involve issues related to municipal management (health, education, enterprise promotion, etc.) which also form part of the Plan as a whole.
- The work done in the Education Sub-Programme has been important and is helping to improve the quality of education in the target schools.
- The participation and involvement of parents in the Project Management Committees, allocating them project management responsibilities, helps to empower them and enables them to take ownership of the projects.

- The Local Organisational Management Programme is helping to train human resources capable of taking on leadership roles, with a view to increasing the community's participation in public administration.
- The PDLZUR has helped to improve the health situation of people in its target areas. This achievement is endorsed by the indicators on coverage and improvement in the quality of the services, as well as the statements and experiences reported by the different stakeholders who participated in its implementation.
- The cross-sectoral work carried out between the schools and the health centres is recognised as added value of the first order, as it used the resources available and took advantage of the opportunities in both sectors to contribute to improvements in people's quality of life.
- The activities in health were not carried out in an orderly fashion, either in terms of time or in terms of space. This makes it difficult to capitalise on their impacts and results, as well as making them hard to evaluate.
- The project has awakened the interest of other players who contributed to its implementation in different ways. This also shows the relevance of the work and its potential to obtain sponsorship and CSR support.
- The livestock improvement project made a very significant contribution to increasing the productivity of dairy farming. It met the farmers' expectations and they obtained a substantial increase in their income. From the point of view of the Cost-Benefit Analysis methodology, an increase in the marginal productivity of dairy farming was brought about as a consequence of the project. Household income from the sale of milk increased by more than 100%.
- In the Economic Development Programme, the incremental NPV of the livestock improvement project is Bs 260,132, which is the increase in wellbeing or wealth experienced by each farmer as a consequence of the project. The amount indicates the relative wealth obtained by a dairy farmer over a certain period of time. The incremental NPV was used to determine the monthly earnings obtained by an average farmer. This amount, approximately US\$566, represents the project's net monthly contribution to improving the quality of life of the livestock farmers who participated in the project.
- The micro-enterprise promotion project has produced a very significant change for the women involved because it provided them with an occupation in the labour market, trained them so that they can develop as individuals and earned them respect and recognition from their families. Most of the husbands have started to value the work done by the women and perceived the benefits of the income they earn from their sales as household expenses are now shared.
- The incremental NPV is Bs 40,250, which is the increase in wellbeing or wealth experienced by each micro-businesswoman as a consequence of the project. The amount indicates the relative wealth obtained by a woman from making clothes over a certain period of time. The incremental NPV was used to determine the monthly earnings obtained by an average micro-businesswoman. This amount, approximately US\$88, represents the project's net monthly contribution to improving the quality of life of the women who participated in the project.

d. Sustainability

- The design of "Regulations on the Maintenance and Conservation of School Infrastructure and Equipment" represents an important initiative aimed at putting the necessary conditions in place for the sustainability of the education projects. However, there was no clear evidence

of a strategy to transfer this valuable tool to the newly elected municipal government authorities.

- The participatory management approach applied to the implementation of the projects has facilitated ownership of them, thus providing favourable conditions for their sustainability.
- The scaling back of activities in 2014 has weakened the PDLZUR's implementation. This situation means that additional work is required this year with a view to repositioning it.
- With regard to its work in community health, it is noticeable that the project did not have an orderly exit, as the project staff who used to coordinate activities frequently with the health staff suddenly stopped going to the health centres and failed to fulfil the agreed work plans. This caused the work to come to an abrupt halt, without a transition period.
- Furthermore, although the project's annual reports display intentions and actions designed to achieve sustainability, the reality shows that the PDLZUR did not coordinate in an integrated fashion with municipal government authorities (it only managed to negotiate a counterpart contribution in the form of equipment for the health facilities). This means that there are limited possibilities for the most relevant activities with the greatest social impact to be replicated by the municipal government. Neither is there any evidence to show integration with the health network coordination offices and the SERES, although this is important for aligning the activities and seeking their technical sustainability.
- The outcome of the sustainability strategy based on the work of local community organisations, including school boards and neighbourhood committees, is not reflected in concrete and tangible results. The high turnover of leaders and local authorities makes it difficult to capitalise on the results and establish structures to support the processes of change at the institutional level.
- The results presented as "achievements in sustainability" are in reality circumstantial partnerships that have enabled additional and unforeseen financial resources to be mobilised, but they have not led to the establishment of "different ways of doing things" that will be long-lasting.

4.2. Recommendations

Based on the conclusions identified, the following recommendations are offered:

- Although the relevance and pertinence of the PDLZUR has been verified in relation to the public policies being implemented in the municipality, it is important to develop a strategy to make contact with the new municipal government authorities. This is because a transition process is currently under way and is certain to reconfigure the vision and policies to be implemented in the municipality in the next five years. It is likely that a redesign of the PDLZUR will be required for its second implementation phase, based on this new municipal government vision.
- With regard to the budget, working with public sector bodies requires documentation and arrangements to ensure that all the committed costs are covered. Therefore, every fiscal year the NMA-B's highest authority should formally request from the Autonomous Municipal Government of El Alto a copy of the SIGMA that reflects the allocation of public funds in the budget. The purpose of this is to ensure that the PDLZUR can avoid spending funds that are not in its budget, which later causes problems of budget overspending.
- It is recommended that tools and indicators be developed for the follow-up and monitoring system so that the gradual progress of the PDLZUR in the medium and long term can be measured, in order to identify distortions and be able to implement timely adjustment measures.

- Because El Alto is a city that attracts migrants, it is necessary to analyse the situation in the target districts regularly in order to determine whether they have achieved the established targets, with a view to shifting the work to new areas that require the important support of NMA-B. This would enable the results of the work to be enhanced, as the experience gained in the previous districts could be taken advantage of to benefit a larger number of people.
- It is recommended that process and results indicators be designed, in order to facilitate appropriate monitoring of the fulfilment of the objectives and results envisaged in the PDLZUR Intervention Strategy.
- The possibility of mainstreaming the Local Organisational Management Programme across the PDLZUR should be considered. Among other objectives, its aim would be to strengthen civil society's capacity to manage and influence every area of municipal roles and responsibilities, as expressed in municipal management (health, education, economic promotion, prevention, etc.).
- The training workshops for teachers were important in the first phase of the Plan's implementation. For the second phase, however, it is important to reconsider their frequency and content, because the PROFOCOM teacher training programme is currently being implemented throughout the country.
- It is important to coordinate and synchronise the planning of PDLZUR activities with the annual planning of activities carried out by school authorities. In the schools, this planning process takes place between November and February.
- For future interventions, it is recommended that establishments where only one school is operating should be chosen, in order to optimise the work of the project's technical team.
- With a view to increasing the involvement of parents and giving them more responsibility for obtaining or buying materials, it is important to identify new arrangements and strategies together with the municipal government. The successful experiences of other NMA-B projects in this area could be taken up and replicated, such as the initiative in the Municipality of Sorata where the community is in charge of managing the funds for its own infrastructure projects.
- It is recommended that the range of training topics covered in the Local Organisational Management Programme be expanded to include new issues such as gender-based violence, social oversight, etc., which were requested by various stakeholders.
- Another recommendation is to systematise the project's experience of integrating the activities with health facilities and the work done with schools. This could be in the form of a cross-sectoral intervention guide, which would be useful to the Ministry of Health, the Departmental Health Services (SEDES) and municipal governments.
- It is highly recommended to design a better exit strategy for the project. This requires consolidating results, holding closure events with key stakeholders, and developing conditions and obtaining commitments for the work to be given continuity. It is also necessary to coordinate with public sector authorities to involve them at every stage of the project: design, implementation, monitoring and evaluation.
- Likewise with a view to putting better conditions in place for sustainability, the project implementation methodology needs to include instruments and tools, guides and process manuals that can gradually be "institutionalised" as part of the work of other institutions and organisations. These tools, which might be records, forms or guides, will have their own processes of implementation by the institutions concerned, including indicators of fulfilment and follow-up plans.

- The new activities that are currently under way should be accompanied by small-scale actions to reinforce previous activities (oral health promotion, publicising health services, etc.), as a way of reminding the beneficiaries. If possible, these actions should be carried out by the beneficiaries themselves.
- With a view to maximising results and sustainability, in future projects the target health facilities and schools should be carefully selected and the work with them should be maintained from start to finish, in order to ensure continuity and avoid the dispersal of effort.
- The Community Health Workers (CHW) are highly motivated in spite of the adverse circumstances of instability. They should therefore be the subject of new initiatives in order to consolidate their leadership in the community.
- An effort should be made to work with other local and national stakeholders. In particular, there is an excellent opportunity to achieve synergies with the *Mi Salud* Programme, which is funded by the municipal government and the Ministry of Health.

5. Lessons Learned from the Evaluation Process

The following are some of the best practices and lessons learned identified:

- The ***drawing up of the POA and the reformulated budget*** should be perfectly correlated in order to guarantee that the organisation's plans and spending are backed by sufficient documentary evidence to be able to analyse the budget and its spending correctly. Only then will it be possible to spend the funds in an efficient way, abiding by a work plan that is appropriately scheduled. The organisation should not permit a repeat of those years when funds were spent without having been registered in the budget.
- When projects are designed, there should be ***appropriate mechanisms to control*** the selection of beneficiaries in order to avoid including people who, although they may live in the area, have no interest in working with the project and are only hoping to obtain some financial benefit. This situation represents a threat that places the achievement of results at risk because it creates confusion among the beneficiaries.
- The ***lack of a follow-up and monitoring system that operates in an inter-connected way***, allowing project technical staff to update information as well as the finance officer, is a shortcoming that should be rectified immediately. The system should also be able to facilitate the measurement of the logical framework indicators every six months.
- The ***extra-curricular activities*** that were carried out, such as designing school newspapers or magazines and organising student olympics, have proven to be effective in motivating students to increase their knowledge, with a favourable impact on their educational achievement.
- The ***failure to synchronise the annual planning of activities*** between the schools and the PLDZUR created difficulties for the school authorities because they were obliged to plan their activities for a second time. This places the implementation of the PDLZUR's work plan at risk or at least makes it more difficult.
- The award of a ***Basic Technical Qualification*** for training processes served as an incentive for participants and created added value which is highly appreciated by the beneficiaries.
- The ***withdrawal of a project must not be done suddenly and without warning***. There must be proper coordination, especially with key stakeholders who have the funds and the ability to give continuity to the work.

- To minimise conflicts it will be ***important to promote strategic agreements*** between stakeholders, such as between leaders of school boards and Community Health Workers, as the former are responsible for dealing with structural issues and the latter for “soft” actions with high added value. Agreements could also be promoted between teachers and health staff, seeking to achieve shared objectives.