

**NORWEGIAN MISSION ALLIANCE IN BOLIVIA
M A N - B**

**FINAL EVALUATION “EL ALTO NORTE AGREEMENT”
(1991 – 2006)
Final Report**

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INTRODUCTION

The purpose of Norwegian Mission Alliance in Bolivia (MAN-B) is to promote the integrated development of excluded and marginal social groups from the perspective of diaconal work. The intervention strategy is based on activities with the community, fomenting the protagonist role and empowerment of the community and its inhabitants. In line with its mission, purposes and strategies, the institution and involved communities implemented the “El Alto Norte Agreement” in four districts in the city of El Alto.

The mentioned Agreement was developed in three phases: the Pilot Project (1991-1993); the Plan Alto Norte that covered two phases (1994-1996 and 1997-2001) and the Local Development Plan Alto Norte (2002-2007). This last phase is the closing phase of a cycle started sixteen years ago when the moment has come to stop along the way and assess the results of the experience. With this purpose in mind, the institution decided to carry out this External Evaluation to analyse performance of the Agreement, its programmes and projects from different angles. The lessons learned from the experience will be basic input for preparing the next interventions of the institution.

This document summarises the results of the Final Evaluation of the El Alto Norte Agreement, which was carried out by an interdisciplinary team made up of three national and international consultants who performed their work in accordance with the objectives and methodology contained in the terms of reference of the evaluation. The field and desk work took place between March and April 2007 and involved over one thousand persons through surveys, focus groups, interviews and onsite observation of different activities of the target groups. The multiple activities and stakeholders involved in the fieldwork and the many different meetings required an enormous effort of the evaluation team but were helpful to widely validate the information and especially to widen the perspectives of the evaluation analysis.

From this perspective, the submitted information is based on an exhaustive process for processing and analysing documents, which is complemented and enriched with contributions of the representatives of all sectors participating in execution of the Agreement. Considering the length of the evaluated period, the work was complemented with a field study (surveys and focus groups) carried out by the MAN-B team and three thematic studies carried out by expert consultants.

The information resulting from the evaluation is presented in this document that is organised in five chapters and ten annexes. The first chapter contains a brief overview of the institutional background, as well as a brief description of the context of the city of El Alto, and particularly El Alto Norte. A descriptive and analytical section is also included on the evolution and phases of the El Alto Norte Agreement. The second chapter summarises the objectives and methodology of the evaluation. Chapter three describes the general findings related to the different phases of the Agreement, emphasising the last phase (PDLAN), and organised according to the parameters of the evaluation.

The next section describes programmatic findings, followed by the conclusions and recommendations composed of a general section and three sections on the different executed programmes. The section on annexes contains the following complementary information: the TOR, the methodology, the participants, the evaluation team, the fieldwork and the

complementary studies on infrastructure, administrative efficiency and sustainability of the processes in schools in the different implementation phases. Considering the enormous amount of information, the results of the three thematic studies are included in separate volumes that are part of this study.

The evaluation team and particularly the General Coordinator of the evaluation are thankful for the valuable contributions and support from the technical team of MAN-B in La Paz; the technical and administrative team of MAN in El Alto; municipal and central government authorities; the Departmental Prefecture and the hundreds of men and women involved in the El Alto Norte Agreement. Their time, and their group and personal contributions have been essential. The coordinator also wishes to thank the support team in El Alto and to express her admiration for the women leaders, entrepreneurs, mothers, pastors and social volunteers, whose enthusiasm and work were decisive for execution of the El Alto Norte Agreement.

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GLOSSARY

ADDs	Acute Diarrhoea-related Diseases
ARIs	Acute Respiratory Infections
CAI	Comité de Análisis e Investigación de la Red (Analysis and Research Committee of the Network)
CIDA	Canadian International Development Agency
CIDEM	Centro de Información y Desarrollo de la Mujer (Centre for Information and Development of Women)
CIEC	Centro Interdisciplinario de Estudios Comunitarios (Interdisciplinary Centre for Community Studies)
CODE	Comité de Obra Evangélica (Evangelical Works Committee)
COR	Central Obrera Regional (Regional Workers' Union)
DECOAM	Programa de Desarrollo Económico, Organizacional y Medio Ambiente (Economic, Organisational and Environmental Development Programme)
EUs	Educational Units
FAW	Fertile-Age Women
FEDEPAF	Federación de Padres de Familia (Federation of Parents)
FEJUVE	Federación de Juntas Vecinales (Federation of Neighbourhood Councils)
FINRURAL	Asociación de Instituciones Financieras para el Desarrollo Rural (Association of Financial Institutions for Rural Development)
HDI	Human Development Index
JEs	Juntas Escolares (School Boards)
JVs	Juntas Vecinales (Neighbourhood Councils)
LIDEMA	Liga de Defensa del Medioambiente (League for Environmental Defence)
MAN-B	Misión Alianza Noruega en Bolivia (Norwegian Mission Alliance in Bolivia)
MDGs	Millennium Development Goals
NGO	Non Governmental Organisation
NORAD	Agencia Noruega de Desarrollo (Norwegian Development Agency)

PAN	Plan Alto Norte
PCCS	Red Nacional de Participación Ciudadana y Control Social (National Network for Citizen Participation and Social Control)
PDDR II	Plan Diaconal de Desarrollo Regional II (Regional Diaconal Development Plan II)
PDLAN	Plan de Desarrollo Local Alto Norte (Local Development Plan EL Alto Norte)
PDM	Plan de Desarrollo Municipal (Municipal Development Plan)
POA	Plan Operativo Anual (Annual Operational Plan)
PRODEPE	Programa de Desarrollo Empresarial para Empresas (Entrepreneurial Development Programme for Companies)
PROMUVIF	Programa Municipal de Prevención y Atención de la Violencia Intrafamiliar (Municipal Programme to Prevent and Deal with Domestic Violence)
SESO	Seguro Escolar Social Obligatorio (Compulsory Social School Insurance)
SIMECAL	Evaluación de la Calidad Académica de Unidades Educativas de El Alto Norte (Evaluation of the Academic Quality of Educational Units in El Alto Norte)
SUMI	Seguro Universal Materno Infantil (Universal Mother Child Health Insurance)
UTB	Universidad Técnica Boliviana (Bolivian Technical University)

I. BACKGROUND

1.1 Norwegian Mission Alliance in Bolivia

MAN-B is a Christian evangelical non-profit non-governmental organisation that promotes the integrated development of impoverished social groups with projects in the fields of services, production and organisational strengthening through diaconal work and the execution of programmes and projects with the direct participation of local organisations.

Mission finances its activities with funds coming from different sources: sponsors and donors of its peer organisation in Norway (Norwegian Mission Alliance – NMA); the Norwegian Development Agency (NORAD); municipal governments and the communities. The funding pattern implies a considerable investment of national funds, equivalent to 42% of the total funding (24% from municipal governments and 18% from the communities), and the Norwegian contribution totals 58%¹. Based on this modality, among other things it is possible to leverage national resources and widen the scope of the interventions.

As from 1997, MAN-B became an autonomous organisation in administrative and organisational matters, managing its own concepts and development strategies but guided by the same principles and values as the founding organisation with which it collaborates closely from a strategic and financial perspective. Its mission is to: “Promote the integrated development in impoverished communities based on diaconia” and its vision is to achieve the following purpose: “Persons and families with a better standard of living who work for the integrated development of their communities”. Within this framework, the institutional development objective is: “to contribute to an improvement of the standard of living of the impoverished population”.

The central strategies for achieving these aims are: participatory planning; alignment of the programmes and projects with municipal development plans; promotion of communal participation and responsibility in all processes, and empowerment of the community in local development processes (*1 op cit*).

Those strategies imply the valuation and optimisation of local human resources through promotion of the following: community-based management and control of the funds, capacity-building, the promotion of citizen rights and responsibilities, strengthening of local institutions and organisations, and the promotion of Christian values as a crosscutting axis in the activities and programmes. Based on the experience of MAN-B, this way it has been possible to achieve the community’s commitment to the search for development alternatives and the generation of proposals to achieve a better standard of living.

At the moment, Mission works in different geographical and thematic areas in the department of La Paz in both urban and rural areas: the Local Development Plan El Alto Norte (PDLAN), in the city of El Alto; the Development Plan Combaya / Sorata, in the

¹ Brochure MAN-B. Confianza en la Comunidad (Confidence in the Community). Offices MAN-B La Paz 2006.

Interandean Valleys; the HIV/AIDS Programme in El Alto; the Soccer Crosses Frontiers project also in El Alto; Alternative Education – the Institute for Development in La Paz and the Regional Diaconal Development Plan II (PDDR II), which is executed in the Amazon Yungas region. The PDLAN and the previous interventions executed in El Alto Norte called collectively “El Alto Norte Agreement” is the object of this evaluation.

This Agreement is in its final phase and has been carried out in three successive phases starting in 1991 in districts IV, V and VI of the city of El Alto. The central characteristics of this city are its marginality, the population’s low income, the high rates of unemployment, the high mother – child mortality, high school drop-out rates, child labour and citizen insecurity.

1.2 The El Alto Norte Agreement

Below is an overview of some important aspects of the physical, political and social context of the area where the El Alto Norte Agreement was developed.

1.2.1 Context of El Alto Norte

Geographically speaking, the city of El Alto is located in the northwest of Bolivia, in the northern highlands at an altitude of 4,100 masl, with an impressive topography and landscapes dominated by the snow-capped mountains of the eastern and western cordilleras. The climate is determined by the area’s latitude and altitude, with a low atmospheric density, a high ultraviolet irradiation, an average annual rainfall of 439 mm and an average temperature of 10°C, with considerable daily temperature variations². The natural resources in this area are typical of the Andean highlands, with pasturelands and brushwood and hardly any trees or shrubs, which results in a low productive potential, considerable ecological fragility and important environmental risks.

El Alto became a city in 1988 through Law No. 1046. The city covers an area of 8,215 Has; in the north it borders on the canton of Zongo, in the south on the canton of Viacha, in the east on the city of La Paz and in the west on the canton of Laja. According to the political – administrative division of the country, the city is part of the province of Murillo in the department of La Paz and according to the People’s Participation Law, it is made up of six urban districts and one rural district. El Alto Norte – the intervention area of the El Alto Norte Agreement - is made up of districts IV, V, VI and part of VII, and its principal neighbourhoods are: Alto Lima, 16 de Julio, Villa Esperanza, Germán Busch, Huayna Potosí, Río Seco, Villa Tunari, Brasil, Plan 199, Puerto Mejillones, Ballivián, Huayna Potosí and Tupac Katari³.

In broad lines, El Alto is a very peculiar urban centre with a marked horizontality not only in a topographical sense, but in an ethnical, social and economic sense. The city grew tremendously as a consequence of the mass migration of Aymara peasants from the highlands after the nationalist revolution in 1952. The nationalisation of the mines, the land reform, the urban reform, the low levels of productivity in the rural sector and the

² Plan de Desarrollo Local Alto Norte (PDLAN, Local Development Plan El Alto Norte) 2002-2006. Project Document. MAN-B El Alto 2001.

³ Midterm Evaluation PDLAN. Rivera A, Johannessen O and Saravia F, MAN-B Nov 2000.

unemployment resulting from the economic recession were and are still important factors that push the population from the poorest departments to the urban centres of the country where prosperity is relatively higher.

Because of its socio-economic and political development, La Paz was one of the most attractive cities for migrants but as a consequence of the topographical limitations of the “hollow”, the population settled in El Alto where there is a lot of space despite the adverse climatic conditions. Though the immigration rhythm is slower now, the city is still growing constantly, way beyond the growth rhythm of municipal basic utility services.

Calculations are therefore that in the last 50 years, the population of El Alto has multiplied by a factor 80 so that for the year 2000 the projected population was 820,225 inhabitants, i.e. an annual growth rate of 9.23%⁴, but with a down going trend to stabilise at around 4%. According to the PDLAN diagnostic, the population of the intervention area totalled 90,616 inhabitants but with an upward trend as two of the districts of the intervention area (IV and V) displayed growth percentages over 100% in the years between 1998 and 2000.

The labour market is characterised by a dominant informal sector, family subsistence micro enterprises (with a low level of technology and a low productivity) and self-employed activities in the trade and services sectors, which has caused an economic panorama of outsourcing. Calculations are that family micro enterprises and self-employment account for 60% of the activities of the economically active population and 71% of the economically active female population.

In this context, poverty affects most inhabitants (73%), with a deeper impact in women who are, at the same time, victims of domination and subordination due to cultural factors. The Human Development Index (HDI) of the city is 0.524, i.e. lower than La Paz, Santa Cruz and Beni, but higher than Potosí, Cochabamba or Tarija. A factor worsening this situation is that even though transfers from the Treasury increased by more than 50% between 1996 and 1999, the municipal budget is still very low as compared to cities with a similar population size such as Cochabamba with a budget that is four times higher. This is because the mechanism for distributing funds is inadequate and because the municipality’s capacity to generate and collect revenues is very low, combined with the constant pressure of the population growth.

According to official data, 97% of the population speaks Spanish, 2.9% Aymará and 65% is bilingual; however, there is a trend to only speak Spanish, especially among the younger generations.

As regards education, in the three districts covered by the intervention there are 116 public educational units (EUs) with 82,168 students between 5 and 18 years old, 49% of whom women. The El Alto Norte Agreement covered 14 schools with an approximate number of 20,842 students, i.e. 12.8% of the schools and 25.36% of the students. The average drop-out rate in these districts is 10%, while the repetition rate is 8%. These high rates are linked to the families’ economic migration, the little attention given to students with learning problems, the poor quality of the education and socioeconomic

⁴ In 1950, the city had a total population of 11,000 inhabitants, in 1976 of 65,400 inhabitants, according to the Census 1992, the city had a total population of 405,492 inhabitants and estimates for 2000 are 800,000 inhabitants living on 8,000 hectares (Marquez 1993:1).

factors which result in children dropping out of school and starting to work from an early age.

Other problems in the educational sector are related to the poor quality of the infrastructure (45% of the EUs); the deficient didactic materials and furniture and the overcrowded schoolrooms, with an average of one teacher per 50-60 students per grade.

In health, the basic indicators continue to display shortcomings despite the many actions undertaken by the government and non-governmental institutions, such as preventive health campaigns, basic healthcare insurance mechanisms for mothers and children, and the expansion of services provided by neighbourhood doctors and *manzanas* (women health volunteers). This is because the population grows at a quicker pace than the investments in the sector. The basic indicators show that the infant mortality rate is 66/1,000 live births; the morbidity rate is 22.7 and chronic malnourishment affects 21.6% of the children under 5.

The epidemiological profile is characteristic for areas with high levels of poverty and poor environmental hygiene conditions. In this sense, the most common diseases in order of prevalence are: acute respiratory infections (ARIs); acute diarrhoea-related diseases (ADDs), skin diseases (mainly scabies) and tuberculosis. No data were found on skin injuries due to sun burns and thermal exposure, though the fieldwork in this evaluation has shown that most interviewees and observed people – especially the children and young people – show signs of a health problem that has not yet been considered sufficiently.

According to the diagnostic MAN-B made in 2001, in the intervention districts there are 12 healthcare centres. However, a study made by Red Hábitat quoted in that diagnostic states that only 12% of the population actually uses these centres, while 31% resorts to services provided by NGOs, social insurance plans, pharmacies and traditional healers. The remaining 57% does not resort to healthcare services for different reasons, such as: the low economic capacity, culture, education and insufficient promotion of the existing services.

As regards basic water and sanitation services, 66% has access to drinking water, even though in most houses the connection is to the patio, which greatly limits adequate and sufficient use of the potable water. Only around 15% of the houses have an internal connection that facilitates the use of flush toilets or similar sanitary facilities. The shortcomings of the sewer system and of the systems for the disposal and processing of solid waste and other domestic and industrial residues have given rise to an accumulation of considerable amounts of garbage in the city, the degradation of water sources and of the physical environment in general.

The contamination from lixiviation and the bad smells generated by the local rubbish dump located at just a few metres from the principal river in the city, as well as from the cemetery and some human settlements is a clear sign of the precarious environmental hygiene conditions of El Alto and the sanitary and environmental risks to which the population is exposed, both as a result of natural factors and as a result of inadequate human actions.

As regards citizen organisation and participation, the society of El Alto is characterised by its high level of socio-political participation and social mobilisation. In 1999, the

neighbourhood organisations set up the “*Asamblea de la Alteñidad*” as an instrument to channel the organised people's demands. The biggest organisations in this assembly are: the Federation of Neighbourhood Councils (FEJUVE), the Regional Workers' Union (COR), the Federation of Trade Unions and the Surveillance Committee. The Surveillance Committee was established through the People's Participation Law and exercises social control of the municipal government.

Other important organisations that have been relevant for the intervention of MAN-B in the action districts are the organisations from the educational sector headed by the Federation of Parents (FEDEPAF) and the organisations in the different EUs: the School Councils and the General Parents' Assembly. The women's organisations are also important, and although these are not recognised by Law 1551, they have a fundamental role in family and communal problem-solving. At the same time, they channel the demands of women in a social and cultural context that is unfavourable for them.

In addition, in the three intervention districts there are around twelve non-governmental institutions developing different development actions. MAN-B has gotten in touch with many of these organisations to foment the execution of many activities of the El Alto Norte Agreement. The Evangelical Church has also been an important stakeholder for execution of the Agreement as a whole.

1.2.2 The El Alto Norte Agreement: Objectives and Components of the Three Phases

The plan developed by MAN-B in El Alto Norte has a long history that started in the eighties through Norwegian sponsorship for individual children from state schools in La Paz and El Alto Norte. At the beginning of the nineties, the project made considerable qualitative progress, which made it possible to channel financial support to the educational sector beyond the initial individual level and aimed at benefiting more children from the educational community.

Under this new modality, the Plan was carried out over a sixteen-year period in three big successive phases that have implied important modifications in terms of geographical and thematic outreach, without losing the humanist and diaconal essence. Below is an overview of the three phases based on their specific goals and components.

Pilot Project 1991-1993

As set forth above, the principal change in this phase was that the individual sponsorship modality was replaced by a development intervention with a broader scope, which would not only benefit the sponsored children but the entire school and surrounding community.

The goals and components in this period centred on the following areas:

- Improvement of the school infrastructure, furniture and equipment, including a library in every unit covered by the intervention.

- Improvement of the pedagogic level of the teachers through training events coordinated with educational authorities.
- Care and education in preventive health, in the selected EUs.
- Christian guidance for students through different out-of-school activities both within and outside the school.

In this phase, some of the best-known strategies of the Agreement were outlined, such as: determination of the contribution / quota of the families of the benefited EUs, organisation and participation of parents in construction and maintenance of the schools and other community works, coordinated work with local authorities.

The pilot project was developed in five EUs in districts IV and V: Tupac Katari, Huayna Potosí, Ingavi, Tunari and Illimani. The total budget, including the local contribution was USD 48,000.00 per year.

Plan Alto Norte (PAN): Phases 1994-1997 and 1997-2001

Phase 1994-1997

With the purpose of adjusting the plan to the objective reality of the target population, a participatory diagnostic was carried out with the organisations of El Alto Norte, including a prioritisation of the needs and potential of the zone. Based on the diagnostic and participation of the Neighbourhood Councils, the following programmes were defined for this phase:

- Communal Development Programme
- Educational Programme
- Evangelical Work Programme

The principal changes were: programmatic structuring of the above-mentioned components; execution of the programmes through 9 projects, and co-responsibility of MAN-B and the local organisations (Committees: education, communal development and evangelical work), in the administration and decision-making for execution of the plan.

Through the projects, activities were widened in the following areas: health, communal organisation, environment, leadership etc. The annual average budget in this phase totalled USD 572,000.00

Phase 1997-2001

The same programmes continued in this phase, but the projects were restructured, particularly in the Evangelical Work Programme in which two of the previous projects were merged (Training for Leaders and Church Organisation) into one project called the Church Strengthening Project. The other change was the crosscutting incorporation of the Project on Activities with Youth and Families.

However, the most important change consisted in transferring the responsibility for fund management to the local organisations through the “Economic Persons in Charge” who are elected and hired by the School Councils and/or Neighbourhood Councils in every EU. MAN-B trained these people and supervised the financial reports and fund requests. This process started in 1998 and by 2000, all EUs had fully taken charge of the administration of their funds. This strategy was established in the PDLAN.

In this phase, the annual budget averaged USD 645,830.00

Local Development Plan El Alto Norte (PDLAN) 2002-2006

Based on the recommendations of the midterm evaluation of the five-year period 97-01 (*3 op cit*) and relevant municipal diagnostics such as the Participatory Diagnostic of the Municipal Development Plan 01-05 and the Diagnostic of District V carried out by Red Hábitat, the last phase of the El Alto Norte Agreement was programmed, which is being phased out this year.

The recommendations of the mentioned evaluation in terms of restructuring and rationalisation of the programmes, particularly the Communal Development Programme and a participatory exercise for prioritising the district and neighbourhood demands based on the PDM, were the key input for defining the profile and scope of the PDLAN.

In this new phase, the emphasis on integrated development was made explicit very clearly both in the title of the Plan and in its strategic purpose, which underscores the importance of individual and collective capacity-building and the proactive participation of citizens in decisions on the development of their communities.

Under this new logic, the programmatic structure of the PDLAN was as follows:

- The Human Development Programme aimed at improving the conditions in education and health of the target population of the plan.
- The Economic, Organisational and Urban Development Programme (later called the Environmental Programme), aimed at strengthening the organisations to promote economic development, thereby maintaining the variety and productivity of the ecological patrimony.
- The Spiritual Development Programme (in 2005 called the Diaconal Programme) that centres on strengthening and encouragement of the Evangelical churches for diaconal work together with the community.

The principal changes in this phase were: a) formal alignment with the Municipal Development Plan (PDM) and other municipal plans and policies such as the Operational Action Plan 02-07 and the Regulatory Plan of El Alto 99-02, the Strategic Educational Development Plan etc.), and b) the programmatic restructuring to widen the scope, reorder the action areas and align the activities with sectoral and municipal objectives.

A new element was the inclusion of a component on: “Follow-up in Educational Units”, with the objective of consolidating organisational processes to ensure sustainability of

the infrastructure and strengthening of the training processes of teachers and healthcare personnel. This would take place in three EUs: Tunari, Illimani and Ingavi and also in the community of Ingavi.

The annual investment budget was around USD 500,000.00, including local contributions. Every year, this would directly benefit around 30,000 persons with links to the educational community of districts IV, V, VI and part of district VII.

II. OBJECTIVES AND METHODOLOGY OF THE EVALUATION

2.1 Objectives

According to the Terms of Reference included in annex 1 and the Technical Proposal of the Evaluation in annex 2 agreed upon with MAN-B, the objectives of the evaluation can be summarised as follows.

Overall Objective

To make an analysis of the conception and pertinence of the *El Alto Norte Agreement* during execution of the phase *Local Development Plan El Alto Norte*, compliance of the objectives, efficiency in execution of the plan, the achieved results; with an emphasis on the impact and viability, as well as on sustainability considering also the *Pilot Project* and the two phases of the *Plan Alto Norte*.

Even though the evaluation will centre on the PDLAN, a retrospective analysis will be made of the previous phases of the Agreement based on the evaluations made in that period for each of the two phases.

Specific Objectives⁵

Pertinence

An analysis will be made of the relationship between the objectives of the PDLAN and the problems identified in the real situation of the municipality. The principal parameters will be the conceptual framework and the logical framework of the Plan; the adequacy of the plan for the socioeconomic reality of the target groups; the flexibility and adaptability of the plan in case of changes in the political-institutional context and alignment of the plan with government policies and plans.

Efficacy

Assess compliance and achievement of the objectives and outcomes, taking into account the favourable and unfavourable factors that affected execution; including an

⁵ Extracted from the objectives described in the TOR.

assessment of the synergies between the projects of the Plan and between the projects and similar interventions of other institutions.

Efficiency

Analyse validity of the institutional structure; management processes and mechanisms; the invested resources, the coordination mechanisms and relations in relation to the programmed and actually achieved outcomes and output.

At the same time, an analysis will be made of effectiveness of the strategies of the Plan, the technical assistance, communication and dissemination, organisation and participation of the target groups, monitoring and evaluation, and the internal information and feedback system.

Impact and Viability

Identify the principal impacts of the Plan and analyse the viability elements that can ensure sustainability of the processes and projects, as defined in the Agreement and including also new unforeseen factors. Likewise, an assessment is made of negative factors and the risks of the projects or their components.

The emphasis is on the effects, output and processes related to the creation and strengthening of local capacities, adequate technologies, citizen participation, incorporation and assimilation of the gender and environmental components, changes in personal and collective hygiene, and changes in the relationship between communities and authorities.

2.2 Brief description of the methodological process

The evaluation process took place on four moments in Bolivia and also in the place of origin of the international consultants, based on a combination of desk work and field activities for a complete assessment of the El Alto Norte Agreement, with a particular emphasis on the PDLAN. The activities are summarised below, with more details in the Technical Proposal of the Evaluation in annex 2.

In brief, the following processes were developed:

A) Gathering of primary information by the PDLAN team with instruments developed and validated by the coordinators of the evaluation. The following instruments were used: Focus group guides (beneficiaries and Operational Committees) and surveys among beneficiaries (teachers, students and fertile-age women).

B) Processing and organisation of the information generated by the PDLAN in particular and the El Alto Norte Agreement in general. Among other things, the following documents will be analysed: project documents of the three phases of the Agreement, POA of the PDLAN, quarterly and annual reports on physical progress, financial reports,

midterm evaluations, training plans and didactic materials of the different programmes and other documents of an interest for the work. Some relevant national documents were also reviewed, e.g. the People's Participation Law, the Municipalities Law and some plans and reports of the Health and Education sectors.

C) Fieldwork for the evaluation team to gather primary information. This was done in El Alto Norte with some interventions in La Paz between 17 and 31 March of this year. During this fieldwork, different activities were performed: focus groups, group and private interviews and visits to EUs and healthcare centres. This was complemented with three case studies performed by individual consultants of the Bolivian company Diagnosis, which was thereto hired by MAN-B. Those three studies were: an Evaluation of the Administrative Management of the PDLAN; a Case Study on the Intervention of MAN-B in three EUs in different phases of the Agreement, so as to make a more in-depth analysis of the impact and sustainability; and a Technical Evaluation of the Educational Infrastructure in six EUs in El Alto Norte.

In this third assessment level, the documentary information was validated, particularly as regards the quality of the results, the identification of favourable and unfavourable factors in execution; the impacts of the Plan, as well as the pertinence and sustainability of the principal outputs.

During the fieldwork, the central evaluation team had a chance to interact with over 660 persons: mothers and fathers; members of the School Councils; members of Neighbourhood Councils; teachers and principals of the different schools covered under the Agreement; executive and technical personnel of the education and health sectors; health volunteers; the Municipal Government; the Departmental Government; technicians and board members of local and departmental NGOs; and the central and El Alto Norte teams of MAN-B. The fieldwork calendar and the lists of participants are included in annex 3 and the instruments for the fieldwork are specified in annex 4.

The group activities of the fieldwork phase were carried out by the three principal consultants: Myrna Moncada F, an international consultant from Nicaragua who was responsible for General Coordination of the evaluation; Julio Córdova, Manager of Diagnosis who was responsible for the national coordination and Oystein Lund Johannessen, an international consultant of the Norwegian Research Institute SIK. The consultants for the partial studies were: Inés Verástequi, who was responsible for the case study in three Educational Units; José Loza, who was responsible for the infrastructure study and Ramiro Butrón who was responsible for the administrative evaluation of the PDLAN. As mentioned above, these consultants were hired by Diagnosis and their work was independent of the group activities, albeit that the consultant for the case studies in the three EUs participated in some of the focus groups.

At the end of the fieldwork phase, the principal evaluators held two presentations on the preliminary results of the evaluation, one for the El Alto Norte team and another one for the team of MAN-B which was also attended by members of the Board of MAN-B and coordinators of the institution's other regional plans. A delegate of NMA-Oslo

participated in this presentation. The input from both meetings was included in this report.

D) Systematisation of the information and drafting of the evaluation report. This was done in the consultants' countries of origin and was coordinated by the General Coordinator.

The principal limitation of the evaluation was the time estimated for the evaluation. The time-span covered in the evaluation – 16 years, the amount of information, the complexity and spheres of activities of the PDLAN and the magnitude of the fieldwork, as some of the most important factors, were an enormous challenge for the consultants who needed twice the planned time for the evaluation. We should underline that this is something that often happens in evaluations as the concept and importance of the evaluation as another phase of project execution is not yet sufficiently valued and viewed as such by most donor agencies.

III. GENERAL FINDINGS

3.1 Assessment of the first phases of the El Alto Norte Agreement

According to the project documents and the two evaluations in 1991 - 2000⁶, the Agreement has some remarkable features characterising it since the very beginning and that have been validated and consolidated over time. Some of the most important features are:

- Adjustment of the plans and their components to the most sensitive needs and priorities of the target population: school infrastructure, teacher quality, preventive mother – child health and training in values. After the pilot phase and based on participatory diagnostics, these components were validated and turned into the programmes and projects of the PAN and PDLAN.
- The logic of using the school and the educational community as the irradiation centre of a series of development actions adopted since the pilot phase, probably as a natural extension of the sponsorship phase in which the central subject also were the children – boys and girls – of public schools in El Alto. At the moment, the benefits go much beyond typical school and educational activities.
- Implementation of the strategies outlined also from the pilot phase that continued to be applied with growing effectiveness in subsequent phases of the Agreement. Some of these phases are: promotion of the participation of local organisations in all project phases; the in-kind and financial contribution of beneficiaries in execution of the works and activities; the involvement of local authorities in the projects and later on, alignment of the PAN and PDLAN with the municipal PDM and POAs.

⁶ Internal Evaluation of the Plan Alto Norte. Area Coordination and Teams working in the area, MAN-B Alto Norte. 12 March 1996 and Midterm Evaluation of the PDLAN. Rivera A, Johannessen O and Saravia F. MAN-B November 2000.

As regards general effectiveness, the evaluations and reports of this period point out that since the beginning, the goals and expected outputs specified in the strategic and operational plans were complied with to a good extent in the three programmatic areas, especially in education. In none of the phases, there is underexecution or non-complied goals. User participation and follow-up of the MAN-B team were important for effectiveness and efficacy of the plans.

The weaknesses and unfavourable factors regarding efficacy were mainly associated with difficulties in the delivery of the municipal contributions and to a lesser extent the communal contributions, initial problems in operation of the local organisations because of authoritarian attitudes and the political party politics in many Neighbourhood Councils. This last situation has continued and has even worsened in some cases, with a negative impact on the links there should be between the school and communal organisation. The lack of adequate leadership and the limited participation of evangelical churches in community dynamics because of their not having a comprehensive development perspective was the principal difficulty of the Evangelical Work Programme at the beginning.

Besides, initial impacts were reported in the improvement of the education in terms of access, infrastructure and quality of the education, as well as improvement of the indicators on school desertion, and the promotion and participation mainly of girls in the basic school cycle. In health, progress was reported in the access, awareness on the importance of corporal and oral health and the improvement of some basic indicators. Furthermore, significant effects were registered as regards church leadership, the projection of the church in the community and the transmission of Christian values to the educational community.

In both periods of the PAN (*6 op cit*) weaknesses were identified as regards the sustainability of some of the most important products and processes, such as teacher strengthening, and organisation and participation of the communities upon conclusion of the implementing period. Both situations primarily depend on external factors outside MAN-B's control, such as the responsibility of the Ministry of Education and the District Urban Education Direction of El Alto for continuing with teacher training efforts, the high turnover in leadership in the School Councils and neighbourhood councils, and the natural cooling-down of community participation when the project ends which is worsened in case there is no systematic follow-up. Another comment was the little coherence of the Communal Development Programme and the need for a complete restructuring, particularly of the environmental project.

The experiences and lessons learned in 1991-2001 were determining for evolution of the Agreement, the most significant changes of which are described in paragraph 1.2.2 and which were focused on programmatic reorganisation; widening of the development perspective beyond education and school; transfer of the financial and operational administration to the grassroots organisations; strengthening of the alignment of plans - particularly in the last phase - with municipal development policies and pillars.

3.2 Assessment of the last phase: Development Plan El Alto Norte (PDLAN)

As described in 1.2.2, the PDLAN was formulated based on the evaluation in 2000, the PDM, municipal policies and various consultations with the target population. The Plan was executed between 2002 and 2007 and was structured around three programmes with the purposes already specified above. The projects in each programme are described below:

- Human Development Programme: *Community Health and Education*.
- Economic, Organisational and Environmental Development Programme: *Micro Enterprise Strengthening and Technical Training for Women, Organisational Strengthening and Environmental Management*.
- Diaconal Development Programme: *Youth and Family Work and Local Church Strengthening*

A first observation is that it is not very easy to have a clear idea of the Plan by merely reading the documents as there are leaps and changes between the different documents, some of which are not even dated. The apparent lack of coherence is probably the result of the fact that some of the documents are intermediate versions that are the result of the natural evolution and flexibility of any Plan at the beginning. But the lack of dates and titles further hampers the understanding and induces to erroneous deductions. An example of this is that between the project document of the Plan (*2 op cit*) prepared in 2001 and the first⁷ and second versions of the logical framework⁸, there are important differences in the form and content that, in the end, improved the structure and approaches of the programmes, especially the Human Development and the Economic, Organisational and Urban Development Programmes. The lack of explanations or clarifications on the changes hinders the external reader's adequate understanding and hence the evaluation.

In the case of the Human Development Programme, the organic chart of the project document proposes 5-6 action areas, without specifying the structuring of these areas in the corresponding projects. Still, in the second version of the overall logical framework and especially in the logical framework of the programme⁹, which was apparently prepared later on, the action pillars seem to be organised in two projects: Education and Community Health, which cover all initially identified work areas.

The modifications in the Economic, Organisational and Urban Development Programme were more significant, starting with the programme title that changed to Economic, Organisational and Environmental Development. The initial document mentioned three projects: Economic Development, Organisational Development and Urban Development. The Urban Development project was changed considerably as regards its logic and action scope, with most initial activities being harboured under

⁷ Logical Framework of the PDLAN. Initial version, MAN.B Alto Norte. No date.

⁸ Overall Logical Framework of the Local Development Plan Alto Norte. MAN-B Alto Norte. No date.

⁹ Logical Framework of the Human Development Programme. MAN-B Alto Norte. No date.

the remaining projects. The new project called the Environmental Project¹⁰ centred on basic actions related to environmental management, training, organisation and development of activities in the school setting.

The Spiritual Development Programme later became the Diaconal Development Programme but without any changes in the activities and projects. The initial document mentions the crosscutting incorporation of this programme in all programmes and projects, but it does not explicitly mention the strategies to achieve this and in practise, the principal activities of the two projects are carried out outside the school study plan. The “diaconal” criterion for execution of the Plan and the crosscutting value axis in the educational system in Bolivia would make it possible without any major difficulties to permeate the different activities with the Christian values and principles promoted by MAN-B.

3.2.1 Pertinence and Relevance

An important starting point for execution of the PDLAN is that MAN-B enjoys considerable prestige in all sectors of El Alto Norte that are directly or indirectly related to the institution’s work. The consulted sectors have said that in the fifteen years of work in the north sector of the city, the institution has shown its solidarity with the poorest, transparency, flexibility, negotiation capacity, respect for the Aymará culture and technical capacity, among other things. Without any doubt, this favourable perception has favoured execution and facilitated participation, commitment and strategic alliances with different sectors of the zone.

The PDLAN and the previous phases of the Agreement are characterised by their work with the poorest, most excluded groups with the highest levels of social risk. Indeed, El Alto Norte is one of the areas with the worst social indicators, which is further aggravated by the fact that this is one of the districts with the highest growth levels and a mainly young population that has significant demands and expectations. But government and non-governmental activities - there are 12 NGOs operating in the area - for satisfying the different needs of the population are limited and insufficient and in view of the socio-political and economic conditions of the country, it is very difficult to level the demand and supply sides in the short term. This is why the intervention of MAN-B is particularly pertinent for the population of El Alto.

According to data and the opinion of municipal and departmental authorities, the resources for public investments are completely insufficient for covering social, environmental and other needs. The money allocated for education, for example, covers hardly 25% of the needs for repair, replacement or enlargement of the schoolrooms¹¹ resulting from the vegetative growth of the population. This situation is linked to the following factors: the inadequate mechanism for fiscal transfers, the current difficulties to mobilise and use the revenues from hydrocarbons

¹⁰ Logical Framework DECOAM programme. MAN-B Alto Norte. No date.

¹¹ Interview with Mr. Teófilo Choque, Advisor to the Prefect of La Paz and former responsible of the Educational Commission in the Municipal Council of El Alto.

(Complementary Hydrocarbons Tax, IDH); the impossibility to access debt relief funds (HIPC) and the population growth that exceeds investments by far. This causes constant deficits in the city, which is largely compensated by MAN-B whose contribution is very relevant and complementary to municipal efforts¹².

The PDLAN activities respond directly to the most-felt needs of the population: the access to and quality of education, preventive health, the household income, participation and social control, environmental management, social risk etc. This is because the Plan was based on the priorities identified and prioritised by the population and local authorities in the consultative processes in districts IV, V and VI before drafting the Plan. Likewise, the general principles and strategies guiding the intervention are consistent with the particular culture, idiosyncrasy and social dynamics of El Alto, which all interviewees consider is a favourable factor.

From the perspective of alignment with municipal policies and plans, the action lines of the Plan are perfectly aligned with the axes of the Municipal Development Plan as this and other political and strategic instruments of the municipality were the basic references for designing the plan. The plan is also aligned with the Millennium Development Goals (MDGs) as national priorities that cover the following areas: health, education, the environment, the promotion of women and poverty reduction. As regards poverty reduction, local economic development is one of the priorities of the municipal government, which is why there is a lot of interest in a closer relationship with MAN-B in this field (*12 op cit*).

The general and specific implementation strategies described in the project document (*2 op cit*) are in accordance with the national juridical framework for education, health, citizen participation, environmental protection etc. and have turned out to be valuable strategies that facilitate achievement of the objectives in all areas. However, implementation has sometimes been vague and while some strategies were developed effectively – e.g. participation, social control and pedagogic and entrepreneurial capacity-building – others were not developed optimally. This is the case, for example, of the development of links between MAN-B and Diaconía FRIF for economic promotion and the adequate crosscutting incorporation of the gender and diaconal approaches in all actions of the Plan.

From a conceptual point of view, the approach based on education and the EU as the centre from where the comprehensive development activities radiate towards the educational community has been very wise and has yielded significant fruits for development of the target groups. These fruits have been mainly observed in the following areas: capacity-building; participation in administration of the school and community; social integration and mobilisation; the socialisation of ethical and Christian values; awareness on crucial topics such as domestic violence, gender inequity and environmental degradation. In other words, the PDLAN has made a significant contribution to the development and strengthening of human and social capital in the intervention districts.

¹² Interview with Fanor Navas, Mayor of El Alto, José Luis Chuquigua, Principal Advisor and Víctor Cortez, Municipal Coordinator of International Donor Aid.

This intervention approach is an important contribution of MAN-B to the design of own development models that are apt for the Latin America reality and which could be socialised, validated or replicated by other public or civil entities. Nonetheless, there seems to be insufficient institutional awareness of this valuable product and the theoretical and operational elaboration of the model. Hence, this needs to be strengthened and better explained in the work documents and specific documents on the concept.

As regards strategic alliances and within the framework of one of the implementation strategies, in quantitative terms links and alliances have increased notably as compared to the previous phases of the Agreement. Coordination links have been established with thirteen NGOs and universities and the institution is a member of three networks (Education, Citizen Participation and Environment)¹³. These links have favoured the execution of actions and the implementation of strategies that improve the political lobby role of civil society in El Alto and the department of La Paz. Some examples in this sense are the alliance with LIDEMA (League for Environmental Defence) within the framework of the Campaign for the Quality of Life and the work in the Education Platform in which other organisations also participate. e.g. CEBIAE and Paulo Freire. The purpose of this platform is to exercise an influence in municipal educational policies.

Still, the fieldwork has shown that the established links and coordination links are rather of an operational type and that the possibilities for substantial strategic or synergic alliances could be further strengthened in the future¹⁴. On the other hand, the activities with the different target groups have shown that the links between these groups and the universe of NGOs in El Alto are still incipient. This has a negative impact on empowerment of the grassroots levels, which among other things is based on capacity-building in self-management and negotiation, which necessarily imply knowledge of and contacts with the universe of governmental and non-governmental institutions of the context.

There are much closer coordination links, both from a strategic and practical perspective, with governmental entities, including the municipal government. The nature of the interventions in education and health – in terms of infrastructure, equipment, quality of the services etc. – necessarily implies close links with both state sectors. It is evident that the PDLAN investments in fields that are the government's competence and its role of "complementarity" to public investments have a significant specific weight in the quality of the relationship established

¹³ List of NGOs and private institutions coordinating actions with the PDLAN. MAN-B El Alto, March 2007.

¹⁴ Interviews with NGO officers: Gregoria Apaza, Diaconía FRIF, Red Nacional de Participación Ciudadana y Control Social (Red PCCS), LIDEMA; Instituto Diaconal de MAN-B and Programa de Desarrollo Empresarial para Empresas (PRODEPE). Bilateral institutional interviews. 26-30 March 2006.

between the parties. According to the interviewees, the qualitative and quantitative results of the relationship with MAN-B have been excellent¹⁵.

3.2.2 Efficacy: Achievements, weaknesses and related factors

An important starting point in this field is related to the coherence and consistency of the Plan's Logical Framework. The analysis of the last versions of the documents shows that the general coherence is good, particularly in and between the programme and project levels where there is alignment between the purpose of the plan and the objectives of the three programmes even though the diaconal programme centres on the churches and does therefore not cover the total programme scope that goes beyond the churches¹⁶. The coherence between the programme objectives and the specific objectives of the projects or components (8, 9, 10 and 16 *op cit*) is adequate and in the three cases, the wording is clear and direct.

As regards the other elements at the programme and project levels – the results indicators, the activities, the means for verification and the factors having an influence - there is the necessary coherence and equilibrium. The situation is similar in the POAs of the project, which at the same time ensure a clear understanding of the projects' operational performance, both in physical and in chronological and financial terms¹⁷.

Nevertheless, there is a big gap between the overall indicators of the programme and some purpose indicators, and the outcome indicators of the programmes. This is because the former aim at improving situations beyond the PDLAN's control and obey to different factors, including some structural ones. This means that for influencing these factors, multiple, systematic and long-term interventions are needed in which the State has central responsibility. This is the case of, for example, the indicator on the final end of the Plan: "Increase the HDI in the city of El Alto from 0.54 to 0.58 in 2002-2007". The same goes for the purpose indicators related to an increase of the coverage of mother-child healthcare by 5% or the increased coverage of school enrolment by 2%¹⁸.

On the other hand, the use of sources for verification based on national and sectoral statistics and information systems, combined with the lack of own databases, further hampers the technical verification of the purpose indicators. From another angle, because of the lack of continuity between indicators of a higher and lower hierarchy it is not possible to precisely and fluently assess the contribution of the programmes

¹⁵ Officials of the Prefecture, Municipality, Submunicipalities, Education District, Managers of Health Networks and Manzaneras, affirm the following important contributions: expanded access, contribution to an improvement of the indicators and an improvement of the quality of the services etc.

¹⁶ Logical Framework of the Diaconal Development Programme. MAN-B Alto Norte. No date.

¹⁷ POAs of the 7 projects. MAN-B El Alto - Years 2002-2006.

¹⁸ Logical Framework of the Educational Project. Human Development Programme MAN-B El Alto. No date.

and projects to the overall purposes of the Plan. However, it should be underlined that the outcome indicators are very well worded, which facilitates an adequate measurement. On the other hand, this is facilitated by the format used for annual programme and project reports¹⁹.

As regards the scope of the objectives and results, a first consideration is that the scope of the Plan in territorial, thematic and population terms is rather ambitious, which causes considerable pressure on the technical team and implies considerable risks for the quality and sustainability of the results. Besides, the population and authorities have very great expectations and usually overestimate the institutional and human possibilities of MAN-B. Therefore, the demands in all fields, particularly in school infrastructure, environmental activities and economic development for women are enormous and difficult to satisfy. This situation had already been mentioned in the evaluation in 2000, but besides modifications in the structure of the Plan, the total volume of the intervention increased though this was insufficiently balanced with the implementing period and the available human resources, even though the role of the technical teams is mainly a facilitating role as we will see below.

Despite the magnitude of the PDLAN and the requirements this implies for the technical team, the quantitative achievements in all projects are impressive and in many cases significantly exceed the planned annual goals. This happened for example in 2006 with the following activities: information for parents and fertile-age women, training for health technicians, environmental information for teachers and students, training for students and parents in values, training for leaders and pastors etc. It is difficult to measure the quality of these achievements with the type of evaluation that was carried out; still, the surveys and the focus groups have shown that the assimilation of knowledge is acceptable to very good in the different groups, particularly in health and environmental activities among the students who have shown an excellent level of management of the mentioned topics.

The training in values and the promotion of the evangelical churches' projection towards the communities enjoy general approval and have become an ethical reference framework that has been very important to ensure ownership and execution of the Plan. Nonetheless, there are some weaknesses as regards gender equity that are clear from the poor position of women in hierarchical structures. In the meeting with church leaders, we saw that only two of the eighteen pastors were women and even though this is an important achievement, it is obvious that there is still a lot to do as regards women's equal access to higher-level positions.

This situation is very similar in all other organisations promoted by the Plan. However, the Diaconal Programme is considered an intrinsically ethical programme that could be the principal bastion for promoting equal opportunities for women and other excluded groups, as justice, respect and equality of all human beings are at the core of the Christian doctrine and praxis. On the other hand, the context

¹⁹ Annual Consolidated Activity Reports of Programmes and Projects. MAN-B El Alto, 2002-2006.

characterised by domestic violence, paternal irresponsibility, citizen insecurity and other factors that emerged strongly from the evaluation, suggests that it is fundamental to focus on this area consistently and belligerently.

In the organisational field, some of the most outstanding elements are the leadership training for men and women, the promotion and training of the School Councils and operational committees, the environmental brigades and the promotion of business associations though still in an incipient stage. But the evaluation team has also seen that there is a need to further deepen political training and the establishment of more solid and strategic mechanisms for coordination with the communal organisations and the institutional universe of the city. These are fundamental elements for effective operation of the grassroots organisations and self-management in the communities.

An important comment on the social organisation of El Alto, as the setting in which the organisational activities of MAN-B are developed, is that the alliances between civil society entities seem to be insufficiently mature and seem to have achieved insufficient synergy so as to adequately mediate in or guide the social mobilisation processes that seem to be a common factor in the city. During the evaluation, almost every day there were roadblocks and demonstrations related to urgent demands of the population such as the supply of LPG and the deficient educational services, though we were unable to detect any effective mechanisms for a dialogue between the government and civil society for dealing with these issues.

This situation showed civil society's need for strengthening its alliances and for making the best possible contribution to the development of mechanisms for a dialogue and coordination with the government as much as possible. This situation was also a reflection of the persistent dilemma of the development cooperation, which must be balanced between the political empowerment of grassroots organisations and the stability of government institutions, aimed at maintaining an equilibrium and avoiding a rupture between society and governments. The establishment of dialogue and consensus-building mechanisms is one of the most effective ways for achieving this purpose, though this is difficult without the synergic effort of civil society stakeholders. The representatives of Red Hábitat and the Red PCCS²⁰ coincided with the evaluation team on the need for strengthening strategic alliances among members of civil society in El Alto.

3.2.3 Efficiency

According to the institutional analysis, the technical team is composed of fourteen persons with adequate professional profiles for the work they perform and who have worked for MAN-B for an average of 4.6 years, though some of them have meanwhile worked for the organisation for 7 to 13 years. This way, they have considerable knowledge on management of the institution, the Plan and the context of El Alto. However, because of the magnitude of the PDLAN, the workload for the

²⁰ Interviews with the representative of Red Hábitat, David Quezada and the Technical Secretary of the Red PCCS. 27 and 29 March 2007.

team is considerable and the central team has responsibilities and functions in two to seven areas, as can be seen in the table on the professional and functional profile of the technical team contained in annex 5. Without any doubt, the mysticism of the work and the personnel's identification with the Plan and the community are decisive factors to offset the pressure, though the excessive work burden should not be ignored as it implies both personal and professional risks which may have an impact on the standard of living of the employees and their professional performance.

From another angle, it is important to underline that the quality of the internal and external physical installations is very good, and the same goes for the equipment and logistics, which contribute to the creation of a pleasant, solidarity-based and fraternal work environment. Besides, there are some additional incentives such as options for higher education, the provision of work clothes and the provision of quality food commodities at a very favourable price.

As regards institutional processes for decision-making, information and feedback, we have seen that there are mechanisms enabling adequate communication flows and a good relationship between the different parties involved in implementation, both within the institution and with the community. The principal activities can be summarised as follows²¹:

- *Participatory planning MAN-B – Community*: this enables the joint identification and prioritisation of the community's needs.
- *Execution of the Plan*: centred on monitoring and follow-up of the POAs, progress of the indicators and functioning of the social control. This is done at the communal and institutional levels.
- *Participatory evaluation*: this is also done at two levels: at the community level for reviewing the achievements of the operating committees and at the institutional level for reviewing the achievements of programmes and projects. In both cases, the decisions are based on consensuses so as to optimise execution.

The above-mentioned processes were possible thanks to the existence of very well-established formal mechanisms that facilitate an exchange and consensuses, as can be seen below:

- Monthly assemblies: parents, School Councils, principals of EUs and district responsables of MAN-B.
- Monthly meetings: School Councils, principals of EUs, district responsables of MAN-B and operating committees.
- Internal monthly meetings: area coordination and programme responsables.
- Monthly Consultative Council: General Direction of MAN-B and coordinators of regional plans.

²¹ Guide No. 2. Institutional Evaluation, prepared by the technical team of the PDLAN: General Coordination, Coordination of the Human Development Programme, DECOAM, Administrative – Financial Team, Coordination Diaconal Programme. MAN-B El Alto, March 2006.

- Internal two-monthly meetings: implementing team.
- Two-weekly meetings: coordination and economic responsible.

This complex mechanism of meetings implies considerable time and many efforts by the implementing team. Still, this has been a decisive factor for the high level of community participation, transparent management of the Plan, the achievement of confidence and ownership from the community.

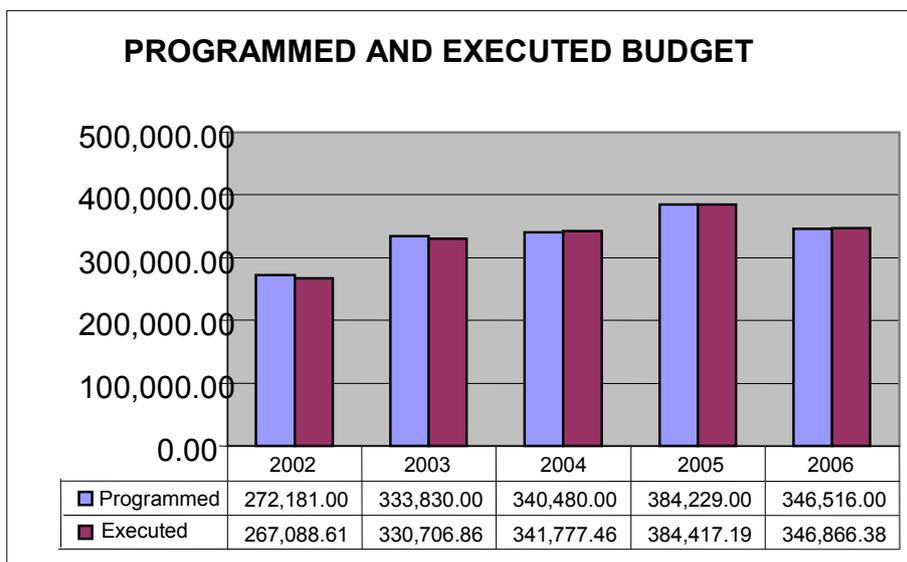
In administrative – financial matters, the specific analysis²² shows that all management processes are regulated and based on administrative procedures manuals applied in all financial management areas. Participation of the educational community through the Operational Committees made up of parents, teachers and principals in preparation of the budgets of the POAs, as well as their direct participation in monitoring and control of the expenses were fundamental for ensuring the transparent administrative – financial management of the Plan and for building confidence in the community.

According to the procedures manuals and the observed situation, all expenses are backed with the issuance of checks signed by the people responsible of the Operating Committees, while follow-up of the budget execution is monthly in the fourteen EUs by the three assistant accountants hired by the EUs themselves. The work of these assistant accountants is revised and supervised by an auditor who is a direct employee of MAN-B, which enables a combined and adequate control of fund management in the EUs and in the institution.

The reviewed information shows that financial execution in 2002-2006 was 100% in all years, as can be seen in the table below:

²² Evaluation of Administrative Management of the PDLAN. Butrino Ramiro, Evaluation of the EI Alto Norte Agreement, MAN-B April 2007.

USD



Besides, the investment / results ratio was found to be highly efficient, particularly as regards the cost-benefit ratios of the training of teachers and urban leaders, as well as the cost per unit index in quality constructions. Two factors were decisive in this situation: the leveraging of resources thanks to the co-funding mechanism MAN-B – Municipality – Educational Unit, which helped to strengthen the resources, especially in infrastructure, and the quality of the management system and the institutional administrative processes, which was beneficial for efficiency.

The principal risks and weaknesses in this field were: irregular flows of communal contributions and especially of municipal contributions, which affected the rhythm in execution of the works, particularly infrastructure works on many occasions. According to the different evaluations, this was a constant factor from the beginning of the El Alto Norte Agreement. Still, this situation was solved in all phases, without affecting the final products. Other risk factors and/or weaknesses detected in the PDLAN are the lack of budget items for covering the social security contributions of the assistant accountants and the lack of procedures manuals for standardising account charts and adequate management of the existing accounting system of the institution.

As regards social benefits, article 12 of the General Labour Law authorises temporary agreements without the payment of social benefits under the modality of “civil agreements”. Nonetheless, this can be maintained only for a maximum of 12 months, after which the contracting party is obliged to pay social benefits. On the other hand, Supreme Decree No. 28699 dated 1-5-2006 states that the key personnel for operation of an institution or company cannot be hired through civil agreements; a labour relationship including social benefits is necessarily required. The modality of hiring the assistant accountants for renewable periods of 10 to 11 months is not in accordance with the spirit of the legal framework and could imply risks that have to be taken into account and avoided.

If the Educational Units and the PDLAN have not paid some or all of these labour benefits, they could be denounced with the Ministry of Labour, especially when these assistant accountants have worked for a period of five years. It is therefore very important to check this situation and take the necessary measures within the framework of the Law and MAN-B policies.

With regard to the generated information, there is a system that is basically composed of three types of reports: technical reports, financial reports and physical progress reports, which are generated every month, quarter, six months or year depending on the case. However, it is necessary to work on a better management of the technical information generated in the different periods. The details of the financial – administrative analysis are contained in the study “Evaluation of Administrative Management of the PDLAN”, which is part of this evaluation and is included in a separate document. The executive summary of this study can be found in annex 6 of this document.

The different reports have been the basis for some systematisations of relevant programme experiences. Within this framework, the following publications are worth underlining: “*Capacitando a Mujeres y Líderes Locales*” (Training Women and Local Leaders), “*Investigación Acción en el Aula*” (Action Research in the Schoolroom) and “*Jóvenes con Valores, Respeto y Honra*” (Youth with Values, Respect and Self-esteem). Some brochures and training guides for the school of parents and on education in health were also edited and distributed. Some examples are: “*Las Actitudes de los Padres y su Reflejo en el Comportamiento de los Hijos*” (Attitudes of parents and how these are reflected in their children’s behaviour), “*¿Cómo Podemos Prevenir el Cáncer Cérvicouterino?*” (How can we prevent cervical uterine cancer?) and “*Capacitación a Manzaneras*” (Training for female health volunteers). In the field of environmental topics, some brochures were published on environmental education, specifically on the following topics: “*Ecología y Medioambiente*” (Ecology and the environment), “*Manejo Adecuado de Residuos Sólidos*” (Adequate solid waste management), “*Contaminación y Gestión Ambiental*” (Environmental contamination and management), and “*Manejo de Recursos Naturales y Prevención de Desastres Naturales*” (Natural resources management and the prevention of natural disasters).

All these brochures are very well made, they are easy to manage and have good illustrations. However, as noted in point 3.2.1, it is necessary to systematise the experience of the intervention model based on the Educational Unit as the action centre, which is one of the most valuable experiences resulting from the El Alto Norte Agreement.

3.2.4 Impacts and Sustainability

The evaluations made in 1991 and 2000 show that a large part of the impacts took place in the pilot phase to be later consolidated or gradually expanded first in the PAN and later in the PDLAN. Another general characteristic is that most are limited to the schools and educational community, though some have gone beyond this setting favouring the general population of the three action districts. The equipment of healthcare centres, vaccination campaigns, the voluntary work of the health volunteers, the training of

members of Neighbourhood Councils etc. are examples of activities with effects beyond the educational units.

In the field of human development, there were positive effects from an early stage in all covered educational units, particularly in the following areas:

- *Infrastructure and equipment in education and health.* The direct effect of the interventions was the improvement and extension of two public basic services that were and are still subject to serious limitations because of the municipality's financial and social conditions. From this perspective, the project had a double impact as it benefited municipal governance and widened the population's access to two basic services.
- *Access to and quality of the services in education and health.* From the very first phases, there were favourable effects in these indices in the covered schools in terms of enrolment, drop-out, graduation, overcrowded schoolrooms, quality of the physical environment, quality of the pedagogic processes, school health and dental health. An important indirect effect resulting from the change of paradigm was the growing awareness in the community on the importance of education and healthcare as indispensable elements for personal and collective development.

As regards community development, the principal effects can be summarised in three basic areas:

- *The construction of human and social capital.* The massive interventions in training and organisation (20% of the EUs of El Alto Norte and 7% of the population in districts IV, V and VI) had a significant effect on the participation and organisation, especially during the project lifetime, which has given rise to a series of knowledge and capacities that are actively available in the community and can be capitalised any moment.
- *Personal and communal empowerment.* The training and awareness-raising also had a series of individual and collective effects, particularly in the following areas: self-esteem, leadership, social management and the exercise of some rights. These changes have gradually contributed to the development of a certain degree of empowerment of historically excluded groups and persons, something that is easily felt.
- *Awareness and sensibilisation.* Based on the activities in the first decade, it was possible to put environmental issues on the agenda of schools, thus generating a growing environmental awareness that was further strengthened in the PDLAN but that can be reinforced even further.

The impact of the evangelical and diaconal work had a positive effect in the other components and projects, basically in two large areas:

- *The transmission of values.* The action framework based on Christian ethics was essential for adequate development of the plans, determining a work style based on respect, solidarity, mutual trust and transparency. The excellent performance

of the Economic Responsibles, which had a substantial impact on overall efficiency of the Agreement, was largely thanks to the combination of technical capacities and the ethical values inculcated by MAN-B (6 op cit).

- *Social projection of the Evangelical Church.* The training of leaders, pastors and youth caused changes in the approach, perspectives and dimensions of the church work, favouring synergies and the reorientation of church actions towards comprehensive goals based on the satisfaction of spiritual and material needs of the community.

The programmatic analysis of the PDLAN described in the following chapter shows that most impacts of the first phases of the Agreement were consolidated and expanded, and that significant weaknesses were also found that imply risks and challenges to be taken into account in the future intervention.

As regards sustainability, the evaluations clearly show the fragility and dependency of most results as the development processes are long-term processes, especially those with sectors that have been excluded for many centuries. The recomposition of cultural, psychological, social, productive and economic patterns that were distorted through domination requires an approach that often takes generations.

On the other hand and from a purely technical perspective, the Pilot Project and PAN established sufficient provisions to maintain the social effects and results of the projects at an adequate level after the intensive intervention. The PDLAN had a follow-up component but this evaluation has shown that this was insufficient, meaning that many organisational achievements and achievements in participation were lessened. However, the acquired human capacities and technical skills are elements of sustainability that will continue to exist in the communities and that, in various cases, were adequately channelled in favour of development of the communities and the educational units as described in the following chapters.

IV. PROGRAMMATIC FINDINGS

Below, an overview is given of the principal findings in every programme and the respective projects, which makes it possible to make a more detailed assessment as compared to the general assessment included in the previous sections.

4.1 HUMAN DEVELOPMENT PROGRAMME

The Human Development Programme consisted of two projects:

The Educational Project. The objective of this project was to improve the quality and coverage of the educational units covered by MAN-B²³. For attaining this objective, actions were organised in four subprojects: a) *School Infrastructure*, aimed at improving / expanding the infrastructure and furniture of the educational units. This subproject is the one that absorbed most economic resources: 50% of the amount of USD 2,060,000 MAN-B planned to invest in 2002-2006; b) *Educational Improvement*, with the following components: update of the teachers, follow-up and school reinforcement and the provision of didactic material²⁴; c) *Parents' School*, which focused on training parents in topics such as domestic violence, the rights of children and adolescents, rights and obligations in the Educational Reform etc.²⁵; and d) *School Health* with two components: medical and dental controls, information, education and counselling on prevailing diseases²⁶.

The Community Health Project. The objective of this project was to improve the quality and outreach of public health services in El Alto Norte. This project was made up of two subprojects: a) *Healthcare for under fives and fertile-age women* and b) *Strengthening of Healthcare Centres*. A central strategy in this project was the training of “manzaneras” (female health volunteers) and links between healthcare establishments and the community.

4.1.1. Achievements and weaknesses

Educational Project

The Educational Project is the project in which the pertinence and efficiency of MAN-B's intervention model are most visible. In this project, the Educational Unit is at the centre of the efforts with development actions irradiating to the community. This is an important achievement that responds to an essential need for popular rural and urban sectors in Bolivia.

The model enabled development of a comprehensive intervention, which affected a considerable number of stakeholders and activities and which made it possible to achieve, among other things, strengthening of the pedagogic capacity of teachers and the acquirement of knowledge among the students of the crosscutting topics considered in the study plan of the Educational Reform. The survey conducted by MAN-B within the

²³ Logical Framework of the Educational Project. Human Development Programme MAN-B El Alto. No date.

²⁴ The components on school reinforcement and follow-up, and on the provision of didactic material are gradually translated in the provision of school supplies to the students, particularly in 2005 and 2006, according to the Annual Activity Report. The “educational improvement” became “teacher improvement”, reflecting the growing focus on teacher training in the Programmes and Projects. MAN-B El Alto, 2002-2006.

²⁵ Programme Content Training Human Development Programme. MAN-B: La Paz. 2002-2006.

²⁶ Initially, the subproject in School Health was designed as part of the Health Project according to the Local Development Plan El Alto Norte. However, as from the first year it became part of the Educational Project. See: Logical Framework of the Human Development Programme, POAs and Consolidated Annual Reports of the Programme.

framework of this evaluation showed that 70% of the students trained in sexual health gave the correct answers to the questions on HIV and the prevention thereof. Similarly, around 50% of the interviewed teachers gave a positive assessment of the training in action research processes. The results of the survey conducted by MAN-B as part of this evaluation are included in annex 7.

Another attainment was strengthening of the School Councils and organisation of the educational community through the Operational Committees composed of parents and/or teachers whose role is to follow up execution of the PDLAN projects. This organisational structure facilitated participation of the educational community in the entire process for planning, implementation, follow-up and evaluation of the results and impact not only in the EUs but also in the Municipal Districts. In turn, participation gave rise to a high degree of commitment among the teachers, students and parents in the whole intervention dynamic in the schools.

Nevertheless, the focus groups organised by MAN-B with authorities of the educational sector in January of this year (see annex 8) have shown that the participation processes are not yet of a sufficient quality with a series of weaknesses that must be dealt with shortly: a) participation in formulation of the POAs is rather of a consultative nature and is limited to “suggestions”, which affects the quality of the process; b) little coordination regarding timing of the meetings, which often caused the crossing of activities and/or little participation; and c) the lack of commitment and responsibility of the members of the Operating Committees and other structures.

One of the most favourable and important achievements was the high level of social control from the educational community, which was possible thanks to the information constantly provided by MAN-B. The evaluation has shown that the teachers and parents have adequate information on management of the financial resources, the origin of these resources and accountability. In this same field, it was possible to design a system to control management of the financial resources, which was used for the Operational Committees to submit price quotes, invoices and receipts and also to prepare expense reports.

One of the principal achievements was that thanks to the administrative system and the social control exercised by the educational communities trained and empowered in this sense, a high level of transparency was achieved, something that is highly valued by the target population. This helped to develop mutual confidence and institutional capital in favour of MAN-B, as mentioned already in the evaluation in 2000. In this sense, a leader of the School Council said that: *“We are informed of everything related to management of the money of the Mission (MAN-B). We know how much is spent and on what. It is not like in other (non-governmental) organisations”*.

As regards achievement of the goals, a review of the Project Logframe as well as of the POAs and the consolidated annual reports shows a high level of efficacy in achievement of the goals, as can be seen in the table below:

Educational Project: Achievement of Goals and Budget Execution, 2002-2006

Categories	Goals	
	Indicators Logical Framework	Results as per the annual reports
Built and equipped schoolrooms	242	204
Sanitary batteries	7	4
Complementary Works	71	94
Trained teachers	70%	78%
Informed parents	60%	63%
Dental control for students 1 st to 5 th primary grade	60%	52%
Students informed on high-risk diseases	90%	99%

Source: Own elaboration based on the Logical Framework, POAs and Consolidated Annual Reports of the Educational Project. 2002-2006

In the subproject on school infrastructure, an annual adjustment was made in the construction of schoolrooms according to the needs and demands of the educational units. A lower number of built schoolrooms reflects this adjustment of the social demand rather than non-compliance of the intended goals. The goal was not achieved as regards the dental control of students of the 1st to 5th grades of primary school. According to the consolidated annual reports of the Educational Project, one of the barriers for achieving this goal was the shortage of personnel in the Healthcare Centres.

According to the interviewed teachers and principals, one of the most important weaknesses of the project was inadequacy of the curricular structure and the hour load of the teacher strengthening subproject, taking into account that two important changes were produced in the teacher training process in the country context:

- The Educational Reform Law, which opens the possibility for all teachers to complete their professional studies and obtain a university degree.
- The changes in the merits system to access management positions in the structure for administration of the educational sector. At the moment, for obtaining points, courses of more than 80 hours are required.

Although the teacher strengthening subproject aims at standardising the knowledge of the teachers involved in the plan of MAN-B, it is important to take into account that in the current context the training processes of less than 80 hours are not valued favourably by the teachers, as with these courses they cannot obtain points for accessing administrative management positions. At the same time, we have seen that among the teachers of the group many have a university degree, which gives rise to a high demand for postgraduate and diploma courses, specialisation courses or even master's degree courses.

In view of this new context, it would be convenient to review the training MAN-B offers to the community of teachers. Besides, we have seen a gradual decrease in the hour load

of the teacher training. In 2002, the programmed courses were courses of three months. In 2003, the courses were reduced to one week and as from 2004, the duration was reduced to two days²⁷. In this sense, the report of 2004 mentions that the planned participation was of 431 teachers, though an actual number of 352 participated, as many teachers opted to “participate in the PAR training programme”.

The decreasing number of hours of the teacher training, besides other training courses offered at university and postgraduate level, has implied a decrease of people’s interest in participating in the courses of MAN-B, as mentioned in the Annual Activity Report of 2004²⁸.

Another weakness is related to the insufficient coordination between the School Councils and the Neighbourhood Councils, despite the fact that cooperation between these social organisations is considered in all phases of the intervention model. Indeed, in the evaluation of 2000 the need for strengthening these links was mentioned, but no standardised mechanisms were designed to foment collaboration between both organisations and so coordination links were supposed to develop “spontaneously”. The results of this are described with more details in the DECOAM programme.

In the field of maintenance of the infrastructure, MAN-B has made considerable progress in the consolidation of a scheme for this purpose, mainly through agreements signed with the Municipalities that imply, among other things, financial contributions. However, as shown in case studies on infrastructure and an in-depth review in three EUs, maintenance has limitations that may become significant risks if no measures are taken in the short term. In various cases, the finishing has deteriorated, with the stucco falling off in some areas, deterioration of the paint, no locks and handles on the doors, no light switches and lighting (especially in the sanitary batteries) etc. Annex 9 contains an executive summary of the technical assessment of the infrastructure, which is part of the evaluation. The complete study is available in a separate document.

Some schools have their own maintenance system, e.g. the educational unit Noruega that requests an extraordinary contribution from the parents of new students within the logic that the parents of the old students have already given a financial contribution for building the infrastructure. These resources are used for maintenance of the infrastructure. On the other hand, a manual was prepared together with the local leaders for “Conservation and Use of the Infrastructure”, though fieldwork findings showed the need for further strengthening and structuring of the processes for organisation of the educational community, as well as a more effective funding system, which ensure efficient and continuous maintenance of the school infrastructure.

Community Health Project

The principal achievement of this project was strengthening of the healthcare services in the intervention areas, through training and the provision of equipment, which had a

²⁷ Programmatic Content of training activities of the Human Development Programme. 2002-2006. MAN-B: El Alto.

²⁸ Annual Activity Report 2004. MAN-B: La Paz, No date.

favourable impact on an expanded coverage and the problem-solving capacity. According to the interviewed authorities, thanks to the support for the healthcare centres, it was also possible to “improve the personnel’s attitudes”.

A central achievement was the links between the healthcare units and the educational community through the female health volunteers. The health volunteers are part of a municipal programme in which women from the neighbourhoods watch over the health situation and encourage the community, especially women and children, to use available healthcare services. Every woman is responsible for one block (manzano > hence, they are known as ‘manzanas’).

The contribution of MAN-B consisted in coordinating the recruitment and training of the ‘manzanas’ in the EUs, where many mothers joined the already existing group. According to the survey conducted by MAN-B, every volunteer identifies an average of four pregnant women per year, two of whom are referred to the healthcare centres. However, in terms of the volunteers’ capacities, the results are less optimistic. Only one out of every five volunteers was able to easily identify the characteristics and requirements of the universal mother-child health insurance (SUMI), even though most of them had participated in between four and five training courses. The principal cause underlying this situation is the low levels of schooling of most volunteers.

The strategy of attracting and training manzanas in the EUs helped to reduce the recruitment/training costs and improve their efficiency. This strategy strengthened the group’s capacity of linking the community to the healthcare services and of disseminating basic healthcare information in the community. Collaterally, the manzanas became fundamental players for treating and referring domestic violence conflicts, mainly against women. This work has considerable potential but it must be reinforced with an effort for an enhanced intersectoral coordination and structuring.

In the Community Health Project, we have also noted an important level of attainment of the goals set forth on the Logical Framework, as shown in the following table:

Community Health Project: Achievement of Goals 2002-2006

Component		2002	2003	2004	2005	2006
Fertile-age women trained	Planned	560	2,240	3,645	3,645	3,645
	Executed	579	2,500	6,889	3,979	3,859
Vaccinated children under 5	Planned	700	700	700	560	700
	Executed	840	528	640	639	737
Trained manzaneras	Planned	no data	210	205	210	280
	Executed	no data	190	201	220	276
Trained health technicians and professionals	Planned	36	no data	36	36	50
	Executed	0	no data	45	30	70

Source: Own elaboration based on annual reports.

It is important to underline that the goals in terms of the training of fertile-age women were exceeded in the whole period, especially in 2004 when actual execution was almost twice the programmed number. On the other hand, there were some minor annual deficits in vaccinations and in the training of manzaneras. However, the overall results of the five-year period are positive and the deficiencies in some of the goals are largely compensated with the overachievement in others.

As regards the training of health technicians, it is remarkable that this training took place mainly in the years 2004 and 2005. In the first two years of the PDLAN (2002 and 2003), the goals could not be met and so the resources for this component had to be reallocated. The behaviour of budget execution of the local contributions (Ministry of Health, Municipal Health Direction) was similar and so execution in the first years (2002-2003) was 36% and 42% respectively. But as from 2004, this trend was reverted favourably, achieving a budget execution of 163% by 2005²⁹.

Both the investment amounts and the developed activities show the secondary role of the Community Health Project in relation to the Educational Project. While the planned investment in the Educational Programme amounted to USD 556,341 for the five-year period 2002-2006 (discounting infrastructure), the planned investment for the Community Health Project was USD 219,733 in this same period, which is equivalent to 39.5% of the investment in education (7 *Op cit*, *Annex of Investments*).

To a large extent, this is because the Community Health Project was not fully aligned with the PDLAN intervention model centred on the Educational Unit. The strongest links between the health establishments and the educational units were: the dental check-ups

²⁹ Annual Consolidated Reports Community Health Project 2002-2006.

for children of the 1st to 5th grades of primary school and the links between the manzanas-mothers and the healthcare centres, which among other things were helpful for dissemination and use of the Compulsory Social School Insurance (SESO). As opposed to the other Project components, these elements were developed in a parallel and even separate manner from the intervention centred on the educational units, even though the evaluation in 2000 recommended organic integration of the project into the other components developed from the EUs.

4.1.2. Planned and unforeseen impacts

Educational Project

As mentioned in the overall assessment, the first favourable impact of the programme was the improvement of the educational environment. Besides a more comfortable environment for the students and teachers, this greatly encouraged members of the educational community and improved the pride and self-esteem of its members. This is linked to the scheme of multiplying efforts, not only to improve the infrastructure but the educational process as a whole.

The Educational Project also helped to empower the mothers and fathers from a vision of rights and obligations. As opposed to the EUs that were not covered in the project where the mothers and fathers of the School Councils act as “supervisors” of the teachers or as “controllers of compliance of the working hours”, in the PDLAN schools the mothers and fathers consider themselves to be collaborators of the teachers and students. They go beyond controlling the work hours of the teachers and assume responsibilities in educational management, contributing their time, financial resources, labour etc. In brief, they are proactively involved in the whole educational process.

Another effect was the proven improvement of the academic quality of the covered EUs, as is clear from an evaluation of the Ministry of Education on measurement of the academic quality³⁰. On the other hand, the students who for different reasons changed to other schools are outstanding students in their new EUs. This improvement of the academic quality has resulted in a better prestige of the EUs supported by MAN-B.

The teacher training has not only given rise to the acquirement of new knowledge and the development of skills and abilities, but also to the acquirement of attitudes and values centred on the students and their needs. A change has been generated in the teachers’ attitudes, with most teachers having developed a proactive attitude and commitment to the students’ preparation. In various group and individual interviews, the stakeholders of the educational community (mothers and fathers, teachers, educational authorities) underlined this positive impact as follows:

³⁰ Evaluation of the Academic Quality of the Educational Units in El Alto Norte. s.e., La Paz, 2002 SIMECAL.

“The teachers at the Mission schools are different ... some of them are not like the other teachers who just teach to get paid. They are interested in the children’s learning” (Leader of the Parent Federation, El Alto).

Finally, the strengthening of the School Council and the training in leadership and participatory planning have given rise to strengthening of the educational project management capacity of principals, teachers and parents. As is clear from the analysis of the DECOAM programme, these capacities have yielded important results in some schools and communities.

An unforeseen impact is the prestige acquired by the covered EUs and the resulting increase in the number of students who want to attend these schools. If this is not adequately controlled, there could be a risk of overburdening the schools to the detriment of quality and overcrowding, which is precisely one of the problems considered under the Agreement and in which – for now – positive results have been achieved. This effect was already mentioned in the evaluation in 2000, but no strategies have been designed as yet to mitigate this risk.

Community Health Project

The PDLAN phase consolidated the impacts already mentioned in the previous phases (see paragraphs 3.1 and 3.2.4), though we must underline the increased coverage, particularly in mother-child care (prenatal care, childbirth and vaccinations) and in preventive and curative dental care (endodontics)³¹. The provision of dental equipment has also given rise to an important change in the approach, which no longer centres on “extracting bad teeth” as was usually the case, but on treatment and especially the prevention of caries.

Another important factor is strengthening of the manzaneras programme: the manzaneras have become an important link between healthcare establishments and the community, particularly for prenatal care. This is very important because in El Alto there continue to be fears and distrust regarding prenatal care among rural - indigenous Aymara women. The manzaneras are women from the same culture and social background, who facilitate and encourage contacts with institutional healthcare services.

In this sense, one manzanera said: *“Some of my neighbours are afraid to go to the centre. Especially when they are pregnant, they’re afraid. Sometimes, they refuse to go (to the Healthcare Centre), they say: ‘what will my husband say’, ‘he will be mad’, that’s what they say, so I encourage them. I tell them that ‘I will tell your husband that you had to go, don’t be afraid’.”*

Even though there are no formal data on this, the interviewed healthcare personnel³² said that the manzaneras have contributed to an improvement of prenatal coverage and institutional childbirth, which have displayed gradually improving indices³³. Even though

³¹ Report on Results of the Health Network “Lotes y Servicios” El Alto Norte, 2007.

³² Interview with Managers, Directors and medical and dental personnel of the Red Lotes y Servicios, Red Los Andes and Ctro. Omisto of District IX. Fieldwork of the Evaluation, 20.03.07.

³³ Matrix for Analysing the Departmental Healthcare Service of La Paz. National Health Information System (SNIS), Departmental CAI. 2005 and 2006.

there are no specific quantifications, there is no doubt that their work has also had a favourable impact on a decrease of mother – child mortality rates, which were 0% in 2006 in the districts involved in the projects, as per the mentioned authorities.

Another impact is improvement of the dental health of the school population (the MAN-B resources are the only resources available for this aspect) and improved services provided by the professionals who have adequate equipment and who are in better conditions for providing their services. The provided support has also had a positive impact on operation of the Analysis and Research Committee of the Network (CAI).

4.1.3 Sustainability

The principal factors related to sustainability of the programme were: the Agreements with the municipality on maintenance of the infrastructure and strengthening of the School Councils, some of which have started to manage projects on their own.

However, when MAN-B concludes the active intervention phase, the trend to emphasise construction continues so that in the follow-up phase in most EUs, most efforts and resources from the municipality continue to be used for further enlarging the infrastructure. Maintenance is covered with own contributions, which does not guarantee sustainability of the process.

Other factors threatening sustainability are the move of teachers to other EUs and the constant turnover of leaders of School Councils. Nonetheless, these losses are relative because although the schools indeed lose some of their best-prepared employees, this capacity stays in the communities. Annex 10 includes an executive summary of three case studies of EUs in different phases of the El Alto Norte Agreement, with further details on sustainability of the different actions.

4.2 ECONOMIC, ORGANISATIONAL AND ENVIRONMENTAL DEVELOPMENT PROGRAMME (DECOAM)

The starting point of the intervention in the Economic, Organisational and Environmental Development Programme is – just like the other PDLAN programmes – the educational community. This means that its target groups and partner structures are somehow linked to an educational unit: parents, members of School Councils, operational committees, students, teachers or administrative personnel.

The programme is composed of three different projects, each of which with a set of interventions and activities. Some of the activities have existed throughout most of the 15 years of activities of MAN-B in El Alto. We should however underline that the micro enterprise project was started only in 2002 with the PDLAN. The three projects are:

- **Organisational Strengthening**, which considers training of local grassroots organisations, specifically promoting women's leadership.

- **Micro Enterprise Promotion and Training**, aimed at giving technical assistance, business training to groups of micro entrepreneurs and provide productive technical training to women and young people.
- **Environment**, which centres on environmental training for primary and secondary school students; teacher training and the development of information modules on environmental management for local organisations. This project also includes an organisational component with primary and secondary school students, for setting up voluntary Environmental Brigades that are trained and also carry out practical activities in local environmental improvements, particularly at EU level.

4.2.1 Achievements and weaknesses

Organisational Strengthening Project

The principal objectives of this project were: a) train local leaders in local management processes with gender equity, and b) train women in organisational leadership, with the central purpose of strengthening the School Councils and, secondly, the Neighbourhood Councils. This was achieved through different training courses and information events on the following topics: Project Management and Evaluation, Educational Reform, People's Participation Law, Decentralisation Law and other relevant topics.

Attainment of the goals expected in the different programme phases has been variable, but with an improving trend. In 2003, for example, the goal was to train 59 leaders of school councils and neighbourhood councils in different topics related to state reforms, organisational management and other topics, but according to the report of that year only 31 leaders (22 men and 9 women) participated. The same source mentions that the cause of the deviation was the weak relationship between leaders of school councils and neighbourhood councils, which affected the drawing power. In subsequent years, however, the training courses and information campaigns show a clear trend in excess of the goals fixed in operational plans, e.g. the goals of years 2004 and 2005. In these years, the training and information goals regarding training and information of local leaders, operational committees and women leaders were surpassed³⁴.

Thanks to the project, the members of organisations were trained and informed on basic topics for management capacity-building and strengthening operation of the grassroots organisations in the intervention zones. The following topics were considered in these events: internal organisation of the school councils, management instruments of the school councils, project elaboration and management, the educational reform, the People's Participation Law, the Decentralisation Law, the Municipalities Law and Conflict Resolution. As regards the acquired knowledge, the MAN-B survey showed that 52% of the interviewees have more knowledge of the social control mechanism through the committees and 18% valued the formulation of projects and development of the logical framework, as the most important course.

An important piece of information is that the annual project budget increased around 6 times, from USD 5,000 in the PAN to around USD 30,000 in the PDLAN. Nonetheless,

³⁴ POA 2004 and 2005 Organisational Strengthening Project. MAN-B El Alto 2004 and 2005.

coverage did not increase in the same proportion. When comparing the list of activities of the Organisational Strengthening project in 2006 with the list of project activities in Organisation and Training in 2000, it is clear that the number of activities has increased, though the relative increase does not exactly correspond to the budget increase, at least in quantitative terms. Still, it is important to underline that the programme budget includes the payment of Communal Assistant Accountants and Sponsorship Promoters.

According to the information, the testimonials and onsite observations, it is clear that the project was able to mobilise parents in the 14 educational units of the PDLAN. A particularly noteworthy aspect is the creation of 7 operational committees in the EUs during the 5 years of the agreement covered under the PDLAN. These committees worked in activities related to the following topics: school health, educational improvement, entrepreneurial development, environment, organisational strengthening, family economics and other topics.

Participation and organisation in the intervention communities are evident after the 15 years of MAN-B cooperation, which is an achievement worth underlining. Nevertheless, through visits and interviews with representatives of educational units in the follow-up phase, it is clear that this level of participation and organisation does not continue at the same level once the intensive cooperation of MAN-B ends.

The increased participation in this phase is logical if we consider that in the years covered by the agreement, most substantial actions are executed: training courses, the mobilisation of parents for construction works, fund administration, the collection and management of contributions from the community, formal procedures with the municipal government for public resources, procurement processes, etcetera.

Even though it would be useful for the operating committees to continue functioning, this would imply a high cost for MAN-B and besides, it is difficult to work with volunteers for a long time without any adequate incentives. Besides, during the follow-up period, the EUs do not have any economic resources either to develop all activities covered in the intensive phase. At the same time, rotation in the school councils is high, which further hampers retention of the built capacities and follow-up.

The situation found in the EU Ingavi of the Pilot Project (91-93)³⁵, is a good example of this situation. In this school, the committees stopped functioning upon conclusion of the relationship with MAN-B and the later school councils did not function adequately and there were even conflicts related to the rendering of accounts. In addition, the library and medical care room implemented by MAN-B are not being used adequately because of disagreements between the school councils of the morning and afternoon school shifts.

In this sense, the PAN review report had already mentioned this situation:

.... "The need for constant reinforcement of the training of new leaders and for support for the organisational process becomes clear when the educational community enters the follow-up phase. We have seen that it is difficult for the educational community to maintain the level of organisation and participation when the daily cooperation of MAN-B personnel is withdrawn. An example showing this is that in one of the schools currently in the follow-up phase, the

³⁵ Interview with the Director, members of the previous and current JE and the Pastor of the church Luz y Sal. Fieldwork of the Evaluation, 23 March 2007.

structure of the commissions has been changed in a rather radical way and is now similar to the traditional system of teacher participation in pedagogic management of the school” (Rivera, Johannessen, Saravia 2000 p. 76).

Findings in this new evaluation strongly suggest that in the PDLAN it was not possible either to maintain the levels of organisation and participation at the same levels upon conclusion of the 5 years of the agreement. However, some EUs of the PAN were able to maintain a good level of organisational capacity and mobilisation, even though the period of intensive interventions by MAN-B ended several years ago. In these EUs, parents continue to participate considerably and the JEs have a lot of influence in the educational community. A very good example of this is the Educational Unit Bautista Saavedra in district VII. Three years after conclusion of their agreement with MAN-B, the interviews with the JE and teachers showed that there continues to be a high level of organisation, even though the structure of the operational committees has changed. Also the EU Noruega continues to be strongly organised after the three years of follow-up.

In both schools, the training in project drafting and management has also turned out to be very effective and has yielded good results. The two schools have been able to raise funding for building new schoolrooms through the Municipal POA and from NGOs managing international funds. This reinforces the perception of the maturity these schools have achieved in terms of organisation, participation and project management. Probably, many factors have contributed to success of the Agreement but it is remarkable that precisely in these EUs, there continue to be strong links between the JEs and the JVs, which has certainly had a favourable impact on the consolidation and maturity of the organisational processes.

As regards operation of the JEs, it is necessary to underscore that these are entities obliged by laws and that one of their attributions is fund-raiding for projects to improve the educational quality. This is why it is difficult to verify the value added of MAN-B to these organisations in the intervened schools. This is also reflected in the valuation of the PAN in 2000:

.....”But the fact that in all schools we visited we found leaders or representatives of the JEs besides the school administration is an indicator of the importance parents and the local community have in administration and management of the Educational Unit. On the other hand, this is also related to the influence of the educational reform and the People’s Participation Law and not exclusively to the influence of the Organisation and Training project. But we should also remember that the rapid implementation of the reform in the three districts is clearly related to the participation of MAN-B personnel”.

Just like in 2000, the perception of the evaluation team is that the most significant contribution of MAN-B consisted in facilitating national processes and the improvement of participation processes, at least during the intensive project phase. Another factor worth underlining is that the training and capacity-building give rise to capacities that continue to exist in the community, even though these capacities are not always exercised in the school structures.

We must therefore underline the training benefiting leaders of the 14 PDLAN EUs in municipal strengthening, through which hundreds of leaders were granted diplomas accrediting them as Assistant Technicians in Sustainable Development. This is a very important contribution that has resulted in installed capacity in basic development areas, such as project drafting and community-based management.

An important programme achievement was that women were given an opportunity for empowerment, which becomes more relevant considering the very few initiatives with women in El Alto. Within the framework of the programme, hundreds of women from the three districts were trained in self-esteem and leadership; if we make a comparison of the equivalent programme in the PAN – (98-03) i.e. Organisation and Training – we see that with the PDLAN DECOAM, more emphasis was put on female leadership and women as social and economic actors. This is one of the most important changes of the Agreement in this field.

The favourable effects of the training became clear in the survey among the women trained in leadership. The topic women best remember is gender and self-esteem (71 %) and women have a clear understanding of the concept of equitable gender relations. Most women defined this concept as “the equal participation of men and women in development processes, in grassroots organisations and in democracy in general”. A significant percentage (44%) affirmed that the knowledge acquired through the activities of MAN-B was helpful to “guide other women who participate in grassroots organisations”.

From another perspective, the interviews with focus groups, NGO representatives and government and municipal authorities confirmed that female participation and organisation have increased in the intervention zones of MAN-B. There are many testimonials on positive personal changes in terms of self-esteem, security and capacity-building as a result of the knowledge and skills in organisation, leadership and economic development which were acquired within the framework of the programme.

It seems that knowledge of the People’s Participation Law, the Educational Reform and other topics, as well as the enhanced positioning of women in the JEs and operational committees have had a positive effect on female participation and the mentality of women. Nonetheless, there is still a long way to go as regards women in higher positions (women still continue to hold the lowest positions in all management structures); the proportionate female participation and the proportionate contribution of women as compared to men (women participate and work constantly, while men participate mainly in elections and meetings of the Boards); and – not less important – respect for the opinion of women in mixed forums.

As regards respect, women participate with security and assertiveness in exclusively women’s meetings, but in mixed meetings (including meetings with church pastors) the women are remarkably silent and, besides, there is a clear trend among men to scorn and silence women. On the other hand, since the last evaluation there have been no noteworthy changes in the situation of women as regards political leadership and participation in political-administrative levels in general.

Micro Enterprise Strengthening Project

The interventions in this programme focused on: a) business training and the provision of technical assistance for already existing micro entrepreneurs; b) training and technical assistance in production and commercialisation; and c) technical training for women and youth in the following areas: embroidery, macramé and sewing. This last component was later revised and reoriented, centring actions on two basic areas: Micro –Enterprise Training and Assistance and Technical Training for Women.

In this project, thousands of men and women were trained in different business-related and technical productive topics. The annual PDLAN reports show that hundreds of participants took part in the technical training courses. Average participation in Embroidery was 359 persons in the three levels in 2002; in the knitting course an average of 591 persons participated in 2003 and in pastry-making 761 persons participated in 2004. Coverage of the project was also significant in the business management area. For example, in 2004, more than 1,600 women participated in the courses on costs, sales and foundations to start up a business.

Besides, technical assistance was provided to 46 micro entrepreneurs in dressmaking, carpentry and weaving, and 14 micro entrepreneurs received help to prepare their business plans. Information was also given on the training provided by government institutions and private institutions offering business development services, even though in the focus groups it became clear that better mechanisms are required for ensuring people's access to the mentioned assistance offered by other institutions.

The evaluation showed beyond doubt that the project was very effective with significant achievements. There are testimonials of many fathers and mothers who were able to increase their production and improve the quality of their products, their sales and income, which had a favourable impact on the household economy. From another perspective, a clear enthusiasm and optimism could be felt in the men and women regarding the growth of their micro enterprises, which at the same time generated high expectations in the group that should be seriously considered by MAN-B.

It is important to underline that the above-mentioned achievements are probably not exclusively the result of the MAN-B project, though NGOs specialised in micro credit and business training such as Gregoria Apaza, PRODEPE and Red Hábitat do say that the interventions of MAN-B in this sector have played an important role by focusing on a social segment with many needs and in which other organisations mention having problems to build a relationship of mutual trust.

In the specific case of women, many learned valuable production techniques to improve their products and economic potential, with positive results in their self-esteem and individual security. For many women, the courses helped them “have their own source of income” for the first time, as well as their own cash and the possibility of making financial contributions to the household budget. The survey of MAN-B among the women trained in productive and technical skills shows that for 32% of the women, participation in the courses led to a higher household income. Various women manufactured bags and wallets in macramé (53%) and shawls (46%) which they could sell. For improving

management of this income, 64% of the interviewees affirmed that the cost calculation and business plan courses were crucially important.

This situation has had important consequences for the role women play in the households and in the gender relations within the household, even though in some cases there has been a negative impact on the man-woman relationship. This is no surprise in projects promoting female empowerment, as it is difficult for the men to accept changes in the *status quo*. In this sense, it is indispensable for the gender training to consider interventions for specific consideration of the men's role.

We must also underscore that the project tends to strengthen domestic activities and even though this has had positive effects on women's subjectivity and the household income, there is a risk of limiting women's potential and reinforcing their socially assigned "housewife role". The products manufactured by the technically trained groups are of a very good quality and originality and many could be commercialised provided adequate conditions are in place. The separation of these women from the micro enterprise groups is therefore artificial and so the concept and strategy should be revised.

Other important weaknesses are: the conceptual and operational framework of the project is limited to the initial phase of business development; the lack of security in the most advanced groups of going on to higher-up phases; and MAN-B's capacity regarding individual guidance and advice for the entrepreneurs with most initiative that have developed their business plan. In this field, the evaluation team felt a certain frustration and impatience among some members of the most advanced groups that did not have a clear perspective of their immediate future.

There was no sufficiently structured strategy to ensure the advanced level of advice and training some groups need and which others will also need in the short term. One step forward is that the project has programmes detailing the training content, but an up-to-date records system is needed that facilitates the design of a plan for future training and technical assistance. Some important data for this record are: the quality of the offered local technical assistance, the list of service providers, funding sources and mechanisms, differentiated modalities, inventories of the demand of different groups etc. Without having these elements, it is very difficult to adequately plan the next phase.

The evaluation team considers that this "logistical weakness" in the final PDLAN phase is a very sensitive element regarding continuity of MAN-B's work in the area, particularly in this final phase of the Agreement, when MAN-B is about to end its agreement with the EUs. From this perspective, there is a risk of micro entrepreneurs in key development phases of their business slowing down the process dynamics and losing the impetus needed for making more progress.

In the activities related to micro enterprise promotion and training, MAN-B has developed a close cooperation with NGOs working in the field of micro enterprise development and which mainly focus on training, facilitation, technical assistance and credit. But everything points in the direction that insufficient emphasis was put on credit, probably because this demand is a result that was not foreseen sufficiently in operational implementation of the project even though one of the general strategies of the PDLAN is the establishment of joint work lines with Diaconía FRIF for this purpose.

From another perspective, the fieldwork and survey showed a remarkable lack of knowledge and contact among entrepreneurial groups of the micro credit institutions even though this service is widely available in the department of La Paz and in El Alto. Besides FINRURAL, FIE, Los Andes, Banco Sol, PRODEM, Amanecer and Emprender, there are various institutions of the Association of Financial Institutions for Rural Development (FR FINRURAL)³⁶, of which Diaconía FRIF is part. It is important to underline that women account for 63% of Diaconía's clients and 81% of all FINRURAL clients.

Diaconía Management said that the institution is fully prepared to work with MAN-B with which they had some initial contact though with no further results³⁷. They also pointed out that the institution has various credit programmes that fit the profile and needs of the groups with which MAN-B works: communal banks with solidarity-based guarantees and individual loans with solvent guarantors or securities if the amount is over \$ B 4,000.00. The interest rates are reasonable and access is easy, so from this perspective the environment is favourable for the business groups of MAN-B to have access to credit.

In a similar way, the parents of the EUs in the follow-up phase and who have just made up their mind to follow training in artisanal technical fields have mentioned difficulties to relate to or address the course facilitators, which underscores the weakness mentioned in paragraph 3.2.3 on the insufficient links between the local organisations supported by the Agreement and the local institutions.

In brief, the project has a double challenge to be faced in the next phase: the first is related to management of the growing demand resulting from the training itself and the second one is to promote strengthening of the businesses that were started by ensuring their access to credit and further training. The fact that only 35 out of the 336³⁸ micro entrepreneurs registered in the project have developed their business plans and that so far, no one has applied for loans does not only show the technical weaknesses of the project but also the significant challenges the project faces in the immediate future.

The agreements and relationships established with the different NGOs of the sector are a good opportunity to overcome the mentioned situations, but it is necessary to improve the quality of the current cooperation. The Labour and Productive Development manager of G. Apaza³⁹, where the women of MAN-B are trained in sewing and macramé, values the cooperation with MAN-B as something positive and interesting, though the relationship is still rather "technical and cold" and towards the future, she thinks that this relationship should become of a more strategic and synergic type. The areas with most potential are: market, enterprise development and legal business operations, in which the institution has ample experience and offers technical

³⁶ Monthly Newsletter on Self-regulation. Report of the Self-regulated Financial NGOs. FR FINRURAL, December 2006.

³⁷ Interview with the Manager of Diaconía FRIF, Mr. Ricardo Suzo Condori, on 27 March 2007. Fieldwork of the Evaluation.

³⁸ Expectations according to the overall Logical Framework were that through the DECOAM interventions, 20% of the 336 micro entrepreneurs would apply techniques to improve production systems by the end of the PDLAN in 2007. The overall Logical Framework does not mention the goal / indicator "having applied for or been granted micro credit".

³⁹ Interview with the Labour and Productive Development Manager of Gregoria Apaza, Lic Ma. Ester Ibañez, 27 March 2007, Fieldwork of the Evaluation.

assistance. The Manager is of the opinion that the important aspect in this sector is to strengthen follow-up “so the seed wouldn’t die”.

Environmental Project

This project has two components: one of information and training for local organisations in environmental management and the other one is information and mobilisation of the students as from the third grade of primary school around environmental topics.

As regards environmental knowledge and values, in talks of the evaluation team with focal groups it was very clear that the members of the environmental brigades from primary and secondary school have an impressive command of this topic. The very young and older people have a wide and adequate knowledge of the basic concepts of environmental management, risk, context problems and solutions for the city's problems. Likewise, the consciousness and devotion in the brigades' practical work is praiseworthy.

The explanation for this is that, in general, participation of the target group (mainly students) in the information events and courses was high, even though in 2004 the number of trained students was 500 students less than planned. Still, the total number of trained students was 2,356 from 11 EUs. In 2003, the goal was exceeded by 17%, informing 4,787 students – i.e. 750 more than planned – on the following topics: Ecology and the Environment, Adequate Solid Waste Management, Art with Plastic Bottles, Environmental Contamination and Management, Natural Resources Management and Disaster Prevention. This was done in coordination with teachers and students of the Bolivian Technical University (UTB, Universidad Técnica Boliviana), through a cooperation agreement.

In 2005 and 2006, the project achieved its goals related to the construction of gardens, cleaning campaigns, reforestation and teacher training. As regards the organisation of students in environmental brigades, only 80% of the goal for 2006 was achieved. The same trend was seen in training of the operational committee members. According to the reports, this deficit was due to external factors such as an increase of the reference price for cleaning the EUs, the unavailability of rooms for the training events and a lack of time of some members of the Operational Environmental Committee. There were also some internal factors resulting from strategic changes of the plans and the reallocation of resources to other priority activities.

In the PDLAN intervention period, eighteen environmental brigades were set up, which conducted school cleaning campaigns in the 18 EUs of the PDLAN (14 EUs in the operational phase and 4 EUs in the follow-up phase). The brigade members also developed small garbage classification and separation projects in their EUs, thereto implementing containers for the different types of garbage. Onsite observation suggests that the results were limited because in most visited EUs the garbage was mixed up.

However, we saw that in general, the play courts and different areas of the schools were clean and in some there was a remarkable number of gardens and trees in the play courts and outside, which were planted and looked after by the brigade members. In some cases and in coordination with other NGOs, small vegetable gardens were developed for school consumption, which offer many possibilities in terms of the transfer

and application of clean and sustainable productive technologies, and for developing adequate food habits. However, this potential is as yet very little developed.

With regard to the cooperation with the UTB, the interviews with the people responsible for the modules and the direct work with teachers, brigade leaders and brigade members in general showed that this cooperation has played a very important role to ensure the high quality of the training and create enthusiasm and interest among the teachers, children and youth in the project topics and activities. This professional relationship is an important achievement of the projects and it is a component that should be continued in a possible new development phase. Likewise, the synergy of the project with the city's Environmental Observatory was helpful to have more human resources for disseminating environmental topics.

4.2.2 Programme Impacts

In the field of organisation, participation and leadership, the testimonials reveal that the intervention of MAN-B has strengthened citizen mobilisation and participation in the Plan districts, particularly in the EUs. However, it was impossible for the evaluation to ascertain whether the change was exclusively thanks to the work of MAN-B as there are also external factors influencing this, e.g. the work of other NGOs, implementation of the Educational Reform and the People's Participation Law etc.

Anyhow, the El Alto Norte Agreement has clearly made a contribution to the promotion of active citizenship and improvement of the quality of participation, which was largely achieved thanks to large-scale training activities in the different phases.

There are also some good examples of collaboration and synergy between the JEs and JVs in some schools covered by the intervention, which has had a positive impact on the educational community's capacity to deal with public authorities and civil institutions. Nonetheless, a long way has to be gone still to achieve a true integration between the PDLAN programmes and the local political-administrative system as impacts in this field are strongly affected by factors outside MAN-B's control: the high mobility of target groups, the lack of public resources for organisation and participation, the political polarisation of the JVs marked by a "mining union culture" that is typical in El Alto and the lack of convergence between JE and JV agendas. The modest impact in this field is therefore perfectly understandable.

In this sense, the interview with the Director of Red Hábitat confirmed that it is difficult for all development actors to mobilise the JVs if the mobilisation topics do not run parallel to or are not closely linked to the central topics of the JV agenda. This is a fact not to be ignored in a future institutional work strategy that intends to develop organisational and participatory actions.

As mentioned in the previous section, one of the principal impacts of the Agreement has been the enhanced self-esteem, participation, organisation and leadership of women, though this is something that must still be strengthened further.

In the field of business skills, we have seen a remarkable improvement in the individual and group capacity and in the quality of the products developed in the different work

areas: timber, glass, sewing and handicrafts. Improvements were also seen in the household income and the standard of living that seem to be directly related to the business improvement though a precise technical valuation of this impact is possible only with special studies and baselines, which are aspects outside the scope of this evaluation.

Another incipient effect is the creation of groups of micro entrepreneurs, which is a sign of the dynamic generated by the productive project. Though these partnerships were not a goal in MAN-B's plans, the degree of development achieved by some groups has induced them to form production groups, aimed at improving the business management and commercialisation of their products. Unintentionally, the project has generated a very important dynamic for improving the standard of living of many households in El Alto, though follow-up and further support are essential in this phase.

As regards environmental activities, significant impacts were detected beyond knowledge and awareness-raising on this topic among the school-going population. There are testimonials of students and members of the brigades saying that they have started to classify the garbage at home and to produce manure based on the organic waste, which at the same time improved the courtyards and gardens in various houses. Obviously, these impacts are still on a very limited scale, though the potential is enormous if taken to a larger scale. Among other things, this will require MAN-B to coordinate its activities with the municipality of El Alto, environmentalist NGOs and relevant companies such as garbage collection companies and perishable good traders.

The impact in terms of the cleaning and classification of garbage is basically limited to the EUs, even though environmental care and cleaning activities have also been conducted outside the schools. Unfortunately, the results of this type of activities have not been very visible or lasting considering the size of the city and the prevailing culture, which require activities way beyond the possibilities of the environmental project. For dealing with the environmental problem, state investments and coordination with political leaders and civil society are required.

4.2.3 Sustainability

The results of the training activities in terms of knowledge, skills and leadership tend to be lasting and will probably not be reverted considering their subjective nature and the comparative advantages they imply for individuals. Similarly, the achievements in self-esteem, a change of mentality and relationships with persons in new social settings (cultural changes) will most probably be maintained in the medium and long terms. This means that the personal and social processes generated by the Agreement will probably continue to exist for a long time. On the other hand, the experience gained from decades of international cooperation in this field shows that the consolidation of achievements and impacts of this type is a long-term process that requires constant support and significant incentives.

This means that the ongoing processes resulting from the training and information projects under the Agreement will be sustainable only if MAN-B and other NGOs continue to work with the EUs and the grassroots organisations in the intervention

districts. In socio-cultural processes that involve changes in the relationship between men and women, a change of mentality and approach regarding citizen responsibilities and political participation, environmental protection, domestic violence etc., the impact and sustainability will improve if the coordination and synergy with other entities are bettered, and if unilateral efforts are strengthened with efforts in networks. The existence of active and growing networks in El Alto is a very good opportunity in this sense. Some of the networks with direct links and operational coordination with MAN-B are: the Network for the Prevention and Treatment of Domestic Violence, the Environmental Observatory and Network and the PCCS Network.

As regards business aspects, sustainability is virtually impossible at the moment in view of the embryonic state of the companies and business groups. Considering that only a small group of (male and female) entrepreneurs has been able to draft their business plans, we can easily conclude that continued support is absolutely necessary in this aspect, more than in any other component. On the other hand, after the infrastructure project, this is the project that generated most enthusiasm and expectations, so consolidating this project is almost an ethical imperative for MAN-B.

There are no clear signs on sustainability of the environmental organisation. The evaluation team received information that the environmental brigades continue to exist in some of the EUs where MAN-B worked before, but as seen in the case studies of three EUs performed within the framework of this evaluation⁴⁰, the trend is for these brigades to disappear. No statistical information was available on this topic, but anyhow the continuation of this type of voluntary activities upon conclusion of the agreement will largely depend on a follow-up phase with technical and financial support, which could be the responsibility of MAN-B or any other entity willing to assume this responsibility. The Environmental Programme implemented in the EUs by the Environmental Direction of the Municipality might be a fundamental player in this sense, provided adequate plans are made.

There is no empirical evidence either that the awareness process on environmental topics has achieved levels of self-sustainability, which means that the continuation and rooting of sustainable environmental management actions will depend on support the project will receive in the next phase.

4.3 Diaconal Development Programme

The Diaconal Development Programme is related to the institutional mission and identity that states that: “proclaim the love of God through diaconal services to build capacities in the communities for their own integrated development”. In this sense, the Programme end is to strengthen the evangelical churches through training of their pastors and leaders, encouraging them for synergy-based efforts aimed at developing diaconal work together with the community.

⁴⁰ Case Study on the intervention of MAN-B in three educational units, in different phases of the El Alto Norte Agreement. Inés Verástegui. MAN-B Evaluation El Alto Norte Agreement March-April 2007.

MAN-B's activities in this field started in 1991 with the "Evangelical Work Programme", working with five evangelical churches. Throughout implementation of the El Alto Norte Agreement, the work was extended to new churches and so at the moment there are eighteen churches of different denominations, as per the overview provided in the evaluation in 2000. Until 2004, this Programme was called "Spiritual Development", with a change of name in 2005 to "Diaconal Development". In the reviewed documents, no reasons were found explaining the change or the new perspective underlying the modification. Maybe this change is because the concept of "diaconal" is a better reflection of the programme end of promoting an "integral service" (diaconal perspective) of the evangelical churches towards the community.

The Diaconal Development Programme coordinates its activities with the United Churches of El Alto. Besides, creation of the Evangelical Works Committee was promoted. This committee groups pastors and leaders of the evangelical churches participating in the PDLAN.

This programme was structured in two projects:

Youth and Family Work Project, which promotes the training of students and households of all EUs covered in the PDLAN in Christian values. Hence, it enhances the active participation of the local church in implementation of the following activities: a) Happy Hours, which are two-weekly voluntary meetings for training students in Christian values; b) Camps and Excursions with students who participate in the happy hours; and c) talks for reflection and training in values with parents. The involved churches will also receive training, follow-up and sometimes logistical support. A large part of the operational expenses of these activities are covered by the local churches themselves.

Local Church Strengthening Project, the purpose of which is to promote a comprehensive mission (evangelisation and social support for the community) based on training of the leaders and pastors.

4.3.1. Achievements and weaknesses

Youth and Family Work Project

In general, project performance was good, mainly the activities within the framework of the happy hours and the talks about values, which exceeded programmed goals. Based on the available information, this was largely thanks to the more significant economic contribution of the local churches. On the other hand, compliance of the excursions and camps was slightly lower than planned particularly in 2002 - 2004, though in 2005 and 2006, the goals were surpassed⁴¹.

One of the principal programme achievements was the active participation of the local churches in training the children and parents in the educational units covered by the intervention, assuming a long-term commitment for training members of the educational

⁴¹ Annual reports 2002-2006 Diaconal Development Programme. MAN-B El Alto.

community. Various churches have developed activities uninterruptedly for more than five years.

This commitment has resulted in a significant modification in the activities of the evangelical churches: special task forces (ministries), the promotion of fund-raising activities and participation in training activities. An important indicator on the churches' commitment in this field is the churches' participation with economic contributions for the training activities of children and fathers/mothers in the EUs. This becomes even more relevant if we take into account that, in general, the members of these churches are low-income people. The fact that part of the church income is used for activities in the EUs shows that the parishioners greatly value this activity.

Another important achievement was the training of new leaders with an integral vision of the churches' mission, who at the same time are fully involved in the different community activities and the transmission of this new vision. The youth leaders are in charge of activities for training children in the Happy Hours, at the same time exercising influence in their local churches so as to change the traditional evangelical attitude of "refusal of the world" into an attitude of cooperation with the world.

The Operational Committees (made up of five members of the community and the church) are the entities in charge of coordination and execution of the project activities and of supervision of the work of the youth promoters in the Happy Hours. However, coordination between the educational unit and these promoters is still rather weak. The trend we have seen is rather of autonomous activities by the task forces of some churches.

This has implied that ownership of this component by the educational community has been indistinct and rather vague. The trend was that people saw this activity as a church activity in the educational unit, rather than a process of the educational unit with church cooperation. This trend is deepened when the educational unit leaves the support phase to enter the follow-up phase, in which the presence of MAN-B is less clear. In these circumstances, the Happy Hours become evangelical activities in school facilities, with insufficient coordination with the teachers and parents. Without any doubt, one of the factors influencing this situation is MAN-B's respect for processes in the EUs and church dynamics.

Some schools reject the project activities, as some pastors and principals of EUs said in the interviews and focus groups. However, the principal risk is related to the ideological political context in the country at the moment. While writing this report, the Constituent Assembly is considering definition of the Bolivian State as a "laic state", which would certainly have implications in education. If this laic orientation in the constitution is translated into "radical laic" attitudes and actions, whereby some educational sector authorities would refuse the religious dimension, the impediments for the churches to work in educational units might increase significantly.

Besides, for the moment, ownership of this Project among the educational units is not yet sufficient, which is an additional risk for continuity in case of a possible laic setting.

Church Strengthening Project

The community-based work is one of the achievements with the best perspectives of sustainability in the medium and long term. For understanding the dimension of this achievement, it is necessary to take into account the important characteristics of the evangelical churches in Bolivia, namely their trend to be self-centred and be cut off from their context. There is a trend to perceive the social and communal setting as part of the “world” which it is necessary to ignore. This is a mentality developed over various generations. Through its work, MAN-B has been remarkably successful in turning around this trend.

This work was strengthened with the promotion of youth leaders who are trained with a comprehensive vision of the church mission through different activities, both within the context of the Happy Hours and project activities such as courses, workshops, seminars for Bible reflection and conferences on the national reality. These leaders are exercising influence in their local churches to change the traditional evangelical attitude of “refusal of the world” to an attitude of cooperation with the communal setting.

In another field, various churches have developed important initiatives favouring community-based development such as: dental fluoridation campaigns for children; support for street children; logistical support for meetings of grassroots organisations. e.g. the manzaneras, and talks with neighbours on values in coordination with the JV. These initiatives show an “atypical” attitude of the churches of the MAN-B programme, setting them apart from the rest of the evangelical churches in Bolivia.

From a broader perspective, another important achievement is the ad hoc establishment of a cooperation network between the different participating churches for fomenting joint training, planning and evaluation activities. In practice, this is translated in mutual support for different activities. This cooperation is a distinguishing characteristic of the churches in the Programme, as in general cooperation between different evangelical denominations is sporadic and mostly led by the national leaders. But in El Alto Norte, the interdenominational collaboration starts from the local grassroots churches within the perspective of supporting the community.

On the other hand, we have seen more openness regarding the leadership of women, particularly among the young people. Despite the official institutional policies of some denominations in which female leadership is limited, young people have developed values focusing on more gender equity in the churches. This opens new possibilities towards the future, in the sense of a new generation of evangelical leaders having a more decisive impact in their churches. Besides, more women would participate in management and decision-making levels, something as yet very weak in adult leadership patterns.

In general, based on the fieldwork, we have seen that the church leaders are little receptive and even refuse women climbing up in the church hierarchy. Different types of arguments were used to justify this situation, including a literal interpretation of the Scripture. Even though we must recognise the relative but significant progress and the new opportunities towards the future, we should ask ourselves whether churches with an

orthodox position on women should be eligible for MAN-B support, as gender equity and equality are essential elements of the value framework and action axes of the Norwegian Cooperation.

From another angle, another Programme area to be considered consists in dealing with and referring cases of domestic violence, undesired pregnancies, sexual abuse, drug addiction etc. identified in the Happy Hours and other activities of the Diaconal Programme. Although it is true that young leaders and adults have been trained in this topic, it is clear that there is a need for systematising and standardising the intervention procedures for an adequate treatment of highly delicate cases requiring specialised and multidisciplinary care.

In turn, this weakness could be the result of the precarious institutional public and private system for dealing with gender and generational violence. However, there is a series of institutional initiatives with which agreements could be established for referring these cases. During the fieldwork, we identified various institutions that provide comprehensive services for dealing with domestic violence and sexual abuse, especially the PROMUVIF network (Municipal Programme for the Prevention and Care in case of Domestic Violence) which is a mixed government and non-governmental entity and the Network for the Prevention and Care in case of Domestic Violence in El Alto.

The organisations in these networks provide independent services which anyone can use, e.g.⁴²: the Centre for the Promotion of Women Gregoria Apaza, the Centre for Information and Development of Women (CIDEM) and the Comprehensive Training Centre Sartasim Warmi. As is the case of the micro finance institutions, there is a need for a formal coordination mechanism to facilitate joint efforts of MAN-B and sectoral institutions.

4.3.2 Planned and unplanned impacts

Some of the principal tangible impacts of the diaconal work are the change of perceptions and attitudes of participants in the Happy Hours. Through the training in Bible principles and values, various children and adolescents were able to overcome situations of personal and family malfunctioning. This was both because of the reaffirmation of their self-esteem and the development of proactive habits and values. Various adolescents said that they left behind drugs and alcohol based on the programme activities and the camps. “...*since that time, I no longer use drugs*”, is the testimonial of one of the adolescents in the focus groups with young people.

The survey of MAN-B among students who participated in the Happy Hours showed that for 38% of them, this experience helped them to improve the relationship with their family; whereas it helped another 34% to improve their school performance. The topics the interviewees best remember are: drug prevention (44%), relationship of parents and children (35%), Bible topics (28%) and values (26%).

⁴² Brochure on presentation of PROMUVIF: “The fight against violence in the households is a contribution to Municipal Development”. Gender and Social Management Direction of the Municipality (GMEA), Municipality of El Alto. With CIDA funding. No date.

In some cases, the reaffirmed personal self-esteem went hand in hand with family reintegration through the incorporation of the young people into a church. On this topic, various participants in the focus groups mentioned improvements in the family situation and a decrease of domestic violence, particularly when their mothers and fathers decided to join a church.

This shows that the programme has not only led to a positive approach towards malfunctioning; but at the same time to the prevention of this type of situations. The participation of children and adolescents in the value-training activities has helped to lower the possibilities of their joining one of the many youth gangs in El Alto. This was acknowledged by both interviewed adults and young people.

The evaluation was also a helpful basis to build a future youth leadership, whereby it was clear that the children and young people who participate in the Happy Hours also do so in other PDLAN components, such as the environmental brigades and the groups trained in healthcare. In this sense, we saw that various adolescents who participated in the project became local church leaders some years later. Some even went back to their educational units as facilitators of the different activities.

As said before, the local church strengthening project has given rise to the emergence of an integral perspective that is translated into a relationship of cooperation between the churches and the educational units, the churches and their setting, the churches and the donor agencies, and finally, among the churches themselves.

This integral perspective helps build a pool of human resources for the local development of El Alto. We should not forget that the evangelical churches mobilise a significant percentage of the population (around 20% according to the National Statistics Bureau). This is definitively a contribution to local development if these human resources focus on comprehensive development and cooperation dynamics.

Another positive effect is the start of coordination processes between some churches and donor agencies, thanks to which development actions have started to be executed based on a negotiation with other donor agencies. The project management training in the Organisational Strengthening Project enabled capacity-building in project drafting and management, which has been very helpful to concretise the cooperation agreements.

There is still a long way to go. Undoubtedly, there has been openness for female leadership, but for correctly assessing this impact it is necessary to take into account that among the evangelical churches there is still a lot of resistance to the women occupying hierarchical leadership positions (e.g. pastors). Worse, some denominations teach doctrinal principles that do not let women teach mixed groups and even less be pastors. Nonetheless, in general terms in intermediate leadership levels the presence of women is dominant. In the case of the churches working with MAN-B, some women have become pastors or occupy other relevant positions in the upper hierarchy. And even though their presence is not yet significant, the evaluation team has a positive opinion of this small step forward.

One of the two female pastors clearly expressed this situation:

“Pastors don’t listen ...the road is long and the price to pay is very high”.

One of the unplanned impacts, as mentioned before, is that the Programme enabled the emergence of a new generation of academically trained evangelical leaders (secondary school, professionals) and who are trained within the framework of an integral vision of the church mission. In some cases, this has generated conflicts with the adult leaders who did not go through this process. In turn, these conflicts have caused generational tension, as the new situation has destabilised traditional leadership patterns.

The risk is that this tension is solved regressively, reaffirming positions contrary to collaboration with the community. Nonetheless, adequate solution of the generational confrontations could foment more openness of the churches towards local development.

Similarly, the promotion of female leadership has generated resistance among the men, though this will probably end when the new generations of women and young people trained with an equity-based mentality in all senses push forward. However, it is important not to forget that this is a long-term process and though many important conditions have already been established for change, there is a need to continue working in this field.

4.3.3 Sustainability

The sustainability of the achievements and impacts of the Spiritual Development Programme is based on the creation of a new generation of evangelical people with a holistic perspective of local development and with capacities to achieve cooperation dynamics with the community, with donor agencies and with other churches. Very probably, these new evangelical leaders will continue with this process, even when the PDLAN no longer develops the current church strengthening activities.

This suggests that the empowerment of women within the setting of these churches, which started gradually in the work of MAN-B, will continue precisely thanks to this new generation trained within the framework of the Spiritual Development Programme.

However, the principal risk for sustainability of the programme in the short term, particularly for the Youth and Family Work Project would be enactment of a “laic education” law in the Constituent Assembly, reinforced by the recent Educational Law that reaffirms this principle. This could generate resistance in educational authorities to church work in educational units, so it is important to plan for this possibility.

V. CONCLUSIONS AND RECOMMENDATIONS

5.1 On the El Alto Norte Agreement

Below, the general conclusions and recommendations derived from the analysis of the overall Agreement are presented, even though in some cases there is more emphasis on the PDLAN as the programme representing some conditions during the entire period and in the second place, because of the specific weight of this phase in the evaluation.

5.1.1 Strategies and Techniques

1. Over its 15 years of evolution, the El Alto Norte Agreement suffered both structural and content-related modifications, which obliged it to adjust more and more to the priorities of the population and municipal development plans. From the beginning, adequate strategies were developed which were essential for adequate functioning of the plans and achievement of the expected goals. Some of the principal elements in this sense were: the school as the focus of development; the co-responsibility and protagonist role of the community, including in fund administration; three-party funding of the works and participation of the Municipality in the projects and processes.
2. In all phases, the Agreement displayed an excellent degree of pertinence and relevance, as the intervention was aligned with the population and government's priorities. In this regard, the activities and strategies responded adequately to the socioeconomic situation of the target groups, to the poor service provision of governmental and non-governmental entities and to the scarce public and private social investment funds etc.
3. It also contributed to the effective implementation of some national laws and policies with a local impact, particularly in the field of education, healthcare and citizen participation. At the same time, the contributions of the environmental and economic growth components were modest because of the complexity of these areas, their slack links to the educational sphere and for being the components that suffered most transformations throughout the Agreement.
4. The intervention scheme centred on school and the community is an important contribution of MAN-B to the design of home-grown development models that are apt for the Latin American reality, which could be socialised, validated or replicated from other public or civil levels. Nonetheless, there does not seem to be sufficient institutional awareness of this valuable product and the level of theoretical elaboration of the model despite 15 years of operational application is still incipient. The following table summarises the dimension of the model in terms of stakeholders and activities:

Dimensions and Stakeholders in the intervention of MAN-B in the Educational Units of EI Alto Norte

	Students	Teachers	Fathers / mothers
Pedagogic conditions	<ul style="list-style-type: none"> • Construction of schoolrooms and furniture • Medical – dental check-up 	<p>Construction of administrative facilities</p>	
	<p>Construction of sanitary facilities, perimeter walls, sports areas, prosceniums etc. Construction of small gardens, garbage cans</p>		
Knowledge and skills	<p>Out-of-school support:</p> <ul style="list-style-type: none"> • Health and sexuality • Environment 	<ul style="list-style-type: none"> • Teaching-learning methodologies • Information on laws • Support for training in sexual health and environmental care* 	<ul style="list-style-type: none"> • Micro enterprise • Technical training • Communal health
		<ul style="list-style-type: none"> • Organisational strengthening • Participatory planning • Project management 	
Values	<ul style="list-style-type: none"> • Self-esteem • Family values • Ethical values 	<ul style="list-style-type: none"> • Practical leadership training • Support to have an impact on domestic violence and gender equity 	<ul style="list-style-type: none"> • Domestic violence • Gender equity • Family values • Self-esteem

5.1.2 On efficacy

5. As regards the PDLAN logical framework, we found it to be generally coherent, particularly in programme and project levels on which there is an adequate correlation between objectives, indicators, activities, goals and means of verification. However, there is a gap between the indicators at higher and lower hierarchical levels (outcome level) which is difficult to overcome and which hampers a more exact valuation of the programme and project contribution to the higher-level purposes of the Plan.

6. The mentioned weakness is because the higher-level indicators try to modify national or local indicators or situations, which depend on multiple, long-term and expensive interventions, which are mostly state responsibilities. Another missing element is the project baselines as the basis to precisely discern the achievements and contributions of the Plan in relation to sectoral or regional databases and statistics.

To avoid the replication of this technical weakness in the next phase of the Agreement, we recommend:

► conducting a specialised consultancy in planning for formulation of the new plan. With the objective of leaving behind installed capacity in the team of El Alto, we suggest following this process with the learning-by-doing methodology, alternating between theoretical sessions and practical work so as to ensure the assimilation of both dimensions of the planning process. We also suggest taking advantage of this process to involve and strengthen the planning capacity of local leaders, planning some specific work sessions with these groups and having a clear idea of the objectives and products to be achieved.

The PDLAN project document, the planning material generated by the El Alto Norte team (logical frameworks, POAs and reports), as well as the three evaluations made of the Agreement should be key input for the project drafting process. In view of the importance and pedagogic purposes of the process, we recommend that the TORs and the technical proposal of the consultancy be revised carefully and that a reasonable time be planned for the work.

7. In its three phases, the quantitative achievements of the Agreement were significant, and in many cases amply exceeded the programmed annual goals, despite the magnitude of the interventions and the levels of efforts this required from the technical team. Because of the correlation between human and financial resources with the magnitude and scope of the Agreement, it is an ambitious intervention that may imply risks regarding quality and sustainability. Even though it was difficult to measure the quality of these achievements, the surveys and focus groups during the fieldwork have shown that as regards knowledge there is a varying degree of assimilation of the topics, with very good levels of knowledge among the students in health and environmental care. The pedagogic methodologies were well-received and people very much appreciated the administrative - accounting courses in the business development programme.
8. The groups had a protagonist role in management of the Agreement, though the political preparedness and links between the communal organisations and governmental and non-governmental institutions are still limited. This has limited empowerment and generated a certain level of dependency, so despite the 15 years of support MAN-B is still a strong intermediary between the local organisations and institutions. In the same sphere, neither MAN-B nor the rest of civil society in El Alto have been able to develop synergies or mechanisms for a dialogue and interlocution between society and the government, despite insisting social mobilisations in the city.

This shows the following needs:

► In terms of components and geographical areas in the next phase, take into account the installed human and technical capacity of the team in El Alto, as well as the following aspects: a) demands and priorities of the community and government; b) the technical specialisation, resources and articulations required for the business and environmental projects; and c) the need for strengthening the follow-up phase for consolidating the pedagogic and organisational achievements and the achievements in terms of participation.

From the perspective of this evaluation, the principal disjunctive is related to the business project that is complex and little linked to the educational factors. In this topic, the Departmental Government is more interested in continuing and strengthening the support for education, while the Municipal Government would rather receive more support for local economic development.

► Revise the role of MAN-B in business and environmental projects. We consider that the institution should lower its project implementation profile and give priority to the role of facilitator, centring its work on: co-funding of the activities, attracting new interested stakeholders, links between the groups and specialised agencies, monitoring and the systematisation of experiences. The specific recommendations for both projects are contained in the following section, paragraph 5.2.2. From another angle, we consider it is pertinent to analyse the possibility of limiting the new interventions in educational units to one per year, aimed at destining more time and resources to the follow-up phase.

9. In the crosscutting topics gender and value transmission, there have been significant achievements, especially considering the difficulty to break cultural patterns that are strongly rooted in all areas of society and households in El Alto. However, there are still alarming situations of inequity, affecting different levels from the church hierarchy and school organisations to business groups and households. The testimonials of manzanas and groups of women reflected the inequity, domestic violence and abuse of women and children as frequently occurring problems in the city.

In this sense, we recommend:

► including both approaches as crosscutting elements in all programmes, projects and activities of the future plan. This implies the identification and development of strategic objectives, activities, goals and indicators for each topic, on all planning levels. The suggested consultancy for the formulation/planning of the new phase is an adequate space for achieving the correct technical incorporation of both approaches.

5.1.3 On efficiency

10. The different phases of the Agreement were administered by committed and motivated professional teams that in general have a considerable workload, which implies personal and professional risks. From a management perspective and taking the PDLAN as a sample, the administrative, information, interlocution and decision-making processes and systems showed very good levels of efficacy and transparency, which were replicated in the work with grassroots organisations.
11. The same goes for financial efficiency. Thanks to the existence of well-structured financial and accounting systems, the existence of norms for all processes, the systematic control of execution and community participation in budget planning and the rendering of accounts etc., the evaluation 2000 and this evaluation both showed a budget execution of 100% and positive investment/results indices in all fields.

There are two extremely valuable elements here that could be optimised in the next phase: a) the performance of the “Assistant Accountants”, and b) the co-financing mechanism. Both are concrete contributions of MAN-B to the development strategies to be documented and disseminated.

12. The reporting system is rather complete though there are problems related to coherence, aggregation and quality of the information in the narrative reports. Some good systematisation efforts have been made, though substantial improvements can still be made in this field.

Some concrete recommendations in this field are:

- ▶ Adjust the team’s workload, with a better thematic or territorial focus. If the new phase makes a better use of the coordination and synergy with other entities and if the institution assumes a facilitating role in environmental and business areas, this could be achieved without the need for hiring any new resources.
- ▶ Draft the procedures manuals so as to standardise the chart of accounts to ensure adequate management of the accounting system.
- ▶ Reserve funds for systematisation of the intervention model, including the citizen participation mechanisms and strategies in fund administration and the three-party co-funding experience.

5.1. 4 On impacts and sustainability

13. The impacts of the Agreement started to take shape in the pilot phase and were consolidated or gradually expanded first in the PAN and then in the PDLAN. Another general characteristic is that most impacts are limited to the educational community, though some - equipment of the health centres, vaccination campaigns, the voluntary work of the manzaneras, or training of the members of the neighbourhood councils - had effects beyond the educational units.
14. The areas in which the deepest impact was felt from the beginning were: infrastructure and equipment of the health and education units; expansion of the access to both services; the development of human and social capital; individual and collective empowerment; environmental awareness, values and ethics; and social projection of the Evangelical Church.
15. Sustainability has been the principal weakness of the Agreement throughout its three phases, particularly as regards organisation, environment, and later also business development. This is largely explained because the marginality and impoverishment have structural roots that often require generational interventions and subsidies. Nonetheless, there were technical weaknesses as regards the establishment of mechanisms for follow-up and articulation with other organisations, which would have contributed to an enhanced overall sustainability.

► As this situation is related to findings in the PDLAN, the pertinent recommendations are presented in paragraphs 5.2.1, 5.2.2 and 5.2.3 of this chapter.

5.2 On the Programmes

5.2.1 Human Development Programme

16. The programmes displayed a good level of efficacy and efficiency, though there were some weaknesses related to sustainability of the achievements, links of the school and communal organisation and teacher training, which must be overcome in the next phase of the Agreement.
17. The phase for follow-up of the Educational Units is reduced to two years during which the availability of economic and human resources is substantially lower compared to the five-year support phase. This does not ensure sustainability of the promoted processes, which therefore tend to decline in this phase. The following chapter expands on this topic and presents the recommendations for the follow-up phase.
18. The agreements on maintenance of the infrastructure seem to be insufficient and though the detected shortcomings are related to the finishing work, if they are not adequately solved, the deterioration will also affect the brickworks, which may involve a series of physical and financial consequences. Delegating this responsibility to the School Council only is not a very efficient strategy.

We therefore recommend:

► structuring an organisational system to ensure maintenance, which could be made up of parents and teachers who would insist on the municipalities complying with the agreements and who would focus on the development of activities for building a fund for maintenance of the infrastructure.

► strengthening links of the School Council and the Direction of the Educational Units with the Neighbourhood Councils and state and non-state institutions, so as to enable continuation and management of the educational projects related to infrastructure and the training of human resources. In this sense, a very big step forwards was taken with the training in the formulation and management of social projects, but it is necessary to complement the training processes with a mechanism for enhancing institutional contacts and relations that enhance efficacy and the successful concretisation of new initiatives.

19. Because of changes in the context, there is a need to revise the concept and content of the current teacher training project, aimed at stimulating participation in the courses and taking advantage of these courses for positioning the teachers on the promotion ladder of the Ministry of Education.

We therefore recommend:

► readjusting the teacher training process, formulating modular plans with accumulative hours of training so that the teachers can accumulate certificates with 80 or more hours. This would imply a plus in the usefulness attributed to this training, because besides acquiring new knowledge and skills, the teachers would meet the necessary requirements for accumulating points in the merit competitions and thus be able to climb up on the ladder of the national educational administration system.

20. The evaluation showed that when the School Council and the Neighbourhood Council cooperate and coordinate actions, important results are achieved, particularly as regards the Educational Unit's access to the municipal resources earmarked for the neighbourhood. But when there are conflicts between both grassroots organisations, the results in the areas are minimal.

21. Considering the importance of coordination and synergies between both organisations, it is not convenient to leave the forging of alliances only to the initiative of the grassroots leaders. The process would be a lot more effective if MAN-B's actions were used to establish explicit mechanisms to promote mutual cooperation and collaboration. The concrete recommendations in this sense are developed in the following chapter, but some of the specific activities that could facilitate the interaction are:

► Foment participation of the Neighbourhood Council in drafting of the POA of the Educational Units, in the annual progress review activities and in community-based activities in health, environment and economic development. Likewise, the JEs and Operating Committees could participate more actively in the sessions and activities of the Neighbourhood Councils. In this field, there is still a lot of potential waiting to be exploited through adequate mechanisms.

22. As mentioned in the mid-term evaluation of the PAN, there is a need for stronger links between the community health project and the EUs as the intervention axis of MAN-B's model in El Alto Norte. Even though the developed actions have had a clear impact in strengthening of the health services and an expanded coverage, there is a risk of parallel actions with no links to the interventions in the schools, particularly in the component for training fertile-age women and the vaccination of children under five.

For stronger links between this project and the Educational Unit, we suggest:

► focusing efforts on the two components related to educational establishments: a) dental check-ups for children in the 1st to 5th grades of primary school, and b) training/information for mothers and fathers in general areas of interest, such as their rights in the SUMI (universal mother-child health insurance) and the SESO (compulsory social school insurance), sexual and reproductive health etc. Another requirement is consolidation of the links between the manzanas and the healthcare establishments, aimed at strengthening their role of articulators between the educational community and the healthcare system.

23. Strengthening of the healthcare services and training of technicians in the sector have had a significant social and institutional impact. However, these actions go beyond the focus on the Educational Unit and could imply an unnecessary dispersion of efforts and risks of non-sustainability. Although it is a fact that the training of mothers, fathers and manzaneras widens the demand for services and strengthens the institutional offer, it is also true that MAN-B cannot cover all needs, especially if these are government responsibilities. The “replacement” role many NGOs have assumed has been widely discussed, and so have the resulting perverse effects on the institutionality and responsibilities of the governments.
24. In this sense, it is fundamental to underline that even though the situation of the health sector in El Alto suffers from financial, logistical and operational deficiencies as well as shortcomings in the team and human resources, as pointed out by the interviewed authorities (32 *op cit*), at the same time there are problems related to administrative distortions resulting from an overlap of responsibilities between the Ministry of Health and the Municipality. These two entities have parallel programmes that have favoured the inadequate channelling of resources of the different programmes (SESO, SUMI, external counselling etc.), which has given rise to the healthcare centres having insufficient resources. In the opinion of the interviewed sectoral authorities, the underlying problem is the lack of coordination and feedback between both government levels and in this context, “MAN-B has filled up the gaps”. On the other hand, practice has shown that it is very difficult to have a significant impact in the healthcare centres in view of the many existing needs.

In view of these comments, we recommend:

- ▶ analysing the pertinence of continuing with the component targeting the strengthening, equipment and training of personnel from the health units. The evaluation team believes it would be a good idea to centre efforts of the health project on the components rooted in the EUs and the community and to limit actions with the health sector to coordination and facilitation of processes directly benefiting the educational community. The contributions of MAN-B to the public sector in terms of school infrastructure have been the most significant ones of the Agreement, so it would be convenient to establish a better balance between the direct support for the people and direct support for the municipal government. The resources destined to the public health sector could be channelled to the follow-up phase, favouring empowerment of the people.
25. The manzaneras play a very important role, not only as regards links with the healthcare establishments, but also in terms of support for other women in case of domestic violence. We therefore suggest:
- ▶ developing mechanisms for interinstitutional coordination both at the governmental and civil levels so the manzaneras would have an emergency action protocol for cases of domestic violence and abuse of women and children. It is important for them to manage the list and relevant information on the referral institutions in the city, some of which are mentioned in paragraph 4.1.1 of this report.

Besides, it is necessary to establish institutional agreements and standardised procedures for ensuring a more effective support for the victims of violence.

5.2.2 Economic, Organisational and Environmental Development Programme

26. The educational community worked successfully as the social axis for programme activities, facilitating actions favouring comprehensive development of the target groups. In general terms, the quantitative results of the Programme in the three action fields are impressive and significant. However, many activities have not achieved a sufficient level of maturity that ensures continuity beyond the short or medium term. The evaluation has shown that in the follow-up phase, the quantity and quality of many processes and structures tend to decline.
27. Especially the results of the organisational project are sensitive. The trend is for the operational committees to disappear soon and for operation of the JEs to lose quality. The same happens with the level of participation of parents, environmental brigades etc. In general, the schools lack capacity and financial resources for follow-up and there are no adequate provisions for the school to assume this responsibility.
28. Everything seems to indicate that the DECOAM programme is the most vulnerable programme of the three programmes, especially as regards the micro enterprise and environmental projects. This is because continuity of the programme depends on actions that are not executed within the school setting. On the other hand, as the Human Development activities are central activities in the EUs, in theory they can easily continue when MAN-B withdraws. The same goes for the Spiritual Development programme: as this programme is based on church organisations and an already established network that operates as a social axis, the started dynamics could be maintained without any major difficulties.

We therefore recommend:

► designing a follow-up plan for the three projects of the Programme, which besides avoiding risks regarding the image of MAN-B and frustrations in the target group, would be helpful to sustain and consolidate the organisational and business processes developed to date. This is particularly relevant for the environmental project in which it is extremely important to identify and establish an agency that would mobilise and coordinate the activities and facilitate international fund-raising efforts to widen the scope.

► formulating the plan, mainly based on the weaknesses and opportunities mentioned in the chapter on findings. We suggest that duration of the plan be five years and that the activities coordinated with other institutions be regulated in specific agreements with each entity: EUs, churches, grassroots organisations and NGOs. These agreements should have the same characteristics in terms of mutual obligations and rights between the parties as those used for the intensive intervention periods of the PDLAN.

29. The activities in training and organisation showed good results for the different target groups and participating organisations, favouring the development of human and

social capital in the covered communities. Still, even when in the different phases of the Agreement actions were programmed with grassroots organisations outside the school, a lot still has to be done to achieve a true integration between the programmes of the Agreement and the political-administrative system in the zones and neighbourhood councils. For now, the examples of a good coordination between the JEs and the JVs are an exception rather than a rule.

For improving the situation, we recommend:

► establishing a more effective coordination and action mechanism between MAN-B, the NGOs and networks that develop actions in the field of citizen participation and political development. Some entities like Red Hábitat and the PCCS Network have positive experiences with the neighbourhood councils and other grassroots organisations so a more structured alliance of MAN-B with these entities would help to more easily reach the organisations at the level of the neighbourhoods, zones and districts. It would also facilitate convergence of the school and neighbourhood agendas; vertical integration of the School Councils with the other organisations and interlocution with the Municipal Government, at the same time favouring political training of leaders in the educational community.

30. Achievements of the business development project were very good in terms of technical capacity-building and an improvement of the income. The project enjoys general acceptance and there is an excessive demand for participating in the business courses and groups. On the other hand, the rates of execution of the business plans and sustainability of the business undertakings are still insignificant as the business initiative is still in an early phase.

For the process to end adequately, we recommend:

► making an in-depth analysis of the pertinence, convenience and viability of continued activities in business topics under the current modality as micro enterprise development is a highly specialised and demanding topic, the continuation of which would require institutional adjustments to optimise management of the component. The new phase would have to carefully consider the level of development pursued with the target groups, coordination with entities specialised in business development, the access to and management of credit, and technical assistance in the different business development phases. We repeat the convenience of assuming an enabling role as mentioned above in point 5.1.2 (recommendation No. 8).

► continuing with support for the groups set up within the framework of the programme, through a follow-up programme that benefits the most interested and devoted groups. For this, MAN-B would have to involve in a strategic coordination of its work with NGOs and other sectoral organisations, such as PRODEPE, G. Apaza, Diaconía FRIF, which could be important partners with whom closer collaboration links could be widened or started in the short term.

31. The redesign of the concept and strategy of the current project would have to include a review of the two categories used at the moment: micro entrepreneurs and women trained in technical skills. The separation line is very thin and causes biases related

to the sexual division of work to the detriment of women: the subuse of the women's business potential, the limitation of women's potential to household subsistence, and the reaffirmation of women's traditional role as the housewife, which becomes worse by overburdening the already heavy workday of women. In El Alto, at least in the area covered by the Agreement, this is toned down by the very remarkable work of the women as volunteers.

We therefore recommend:

► drafting the new project within a unique concept of business strengthening, in which technical training of women is only a first phase of the process. This will also facilitate a more horizontal and equitable treatment of the groups and the same possibilities for the best-developed women with most expectations to access specialised courses without any hindrances and unnecessary transitions so they could then establish legally recognised companies.

32. Micro enterprise development is closely linked to a formalised business education within the framework of secondary school education. The evaluation team insists on the concerns mentioned in the review in 2000 regarding the excess production of academicians, the study plan of secondary school with an excessively theoretical approach and the undervaluing of handicrafts. In this sense, we also want to repeat the possibility of implementing a pilot project to establish a technical school in which a model study plan would be developed for El Alto or a broader context, which at the same time would ensure sustainability.

The recommendations in this sense are:

► Generate an open discussion led by MAN-B with the Ministry of Education, the Municipality, the NGOs, relevant governmental entities and private enterprises, aimed at analysing the convenience of formalising a technical and business-oriented education in the EUs. This intersectoral consensus would, among other things, enable development of a study plan in accordance with the needs of the city and a closer relationship between the sectors. The advantages of the technical education in terms of job opportunities and business undertakings are amply documented in the sectoral literature. Norway could support this type of activity without any difficulty, considering its long experience in this field.

► In case it is approved, the pilot project should include a sustainability component based on the provision of dressmaking and maintenance services in the areas previously identified with public and private actors. An adequate tariff mechanism would not only contribute to maintenance of the project, but also generate an income for the most-advanced students.

33. In the environmental field, the most important output is mass training and awareness-raising among students and teachers in environmental management and sustainable development. However, the impact in environmental improvement is limited and besides, the sustainability of these processes depends on factors beyond MAN-B's possibilities.

For continuing with the project, we recommend considering the following elements:

► Strengthen links between MAN-B and municipal and departmental authorities, the Environmental Network of El Alto, the Bolivian Technical University and other environmental entities. The action plan of the Departmental Government that includes environmental issues and the creation of brigades as key axes, is a very important window of opportunity to widen the intervention and articulation of MAN-B's project with government plans with a wider scope and better possibilities of achieving an impact and sustainability.

► Formulate a plan and action strategy for El Alto, based on a consensus between the parties, which is a reference framework for the project of MAN-B and the other organisations. This would improve the possibilities for developing priority and truly strategic actions to curb environmental degradation in the city and surroundings. We recommend including work lines in this plan in the following areas: territorial organisation; basin and micro basin management; reforestation; sanitation and environmental health; control, recycling and the reuse of waste; the production of organic manure; protection against solar radiation, especially among children and young people; etc.

► In the plan, include an incentives system with prizes for the brigades/companies/districts with the best performance; tax incentives for the companies displaying the best practices; public recognition of outstanding EUs and sub-municipalities etc. Involvement of the mass media and development of a systematic information and dissemination campaign on the environmental risks and situation of the city, as well as the need to "act now" would be an essential complement of the plan. The Environmental Observatory could be a key strategic partner for carrying out events for making analyses and conducting debates⁴³, as well as for research and proposals complementing the plan.

► Develop an "Emblematic Project" with rapid, visible and pedagogic effects. This project could have the following action lines: expansion of the cleaning campaigns, the selection of organic waste and the large-scale production of organic manure. Key neighbourhoods or districts could be selected, considering their location, population and degree of environmental deterioration, which would help to achieve a visible and relatively rapid impact favouring replication of the project in other zones. Execution of the mentioned project will require agreements and combined actions of MAN-B with the different local development agents of El Alto. According to the interview with the Red Hábitat Director, a project of this type could be executed from the Environmental Network, through which it would be possible to request cooperation from the municipality and prepare joint application with international donor agencies to raise funding for the project. The collaboration with other key actors would be facilitated by the relations of the different members of the Network with grassroots organisations, donor entities and others. In this sense, Red Hábitat has close contacts with the JVs of the districts where MAN-B is working and MAN-B has strategic relations with the educational communities and evangelical churches, which have good organisational and mobilisation capacities.

⁴³ Environmental Observatory. Institutional profile. Newsletter No. 1 El Alto, October 2006.

► Work with the Ministry of Education and local schools to include Environmental Education as an integral part of the regular educational process. A small pilot project could be proposed in the schools that have already had the experience, using the modules and materials validated by the project of MAN-B. The trained teachers, the Bolivian Technological University, the Interdisciplinary Centre for Community Studies (CIEC) and the Environmental Direction of the municipalities, with which the project has developed activities, would continue to be the facilitators of the new educational component.

5.2.3 Diaconal Programme

34. Although important impacts have been seen in the empowerment of women and a lower gender inequity, particularly in the Church Strengthening Project it is necessary to further deepen this line of work. It is necessary to include the gender approach as a crosscutting topic in terms of goals, indicators, planned results and an evaluation of the work with the churches and in the educational units.

35. This supposes a deep reflection on the implications of gender equity in value-building processes based on Bible principles. It also implies a reflection on the patriarchal structures in the households, in the education and in the churches. Without this reflection, there is a risk that in the long run the different activities might legitimise the patriarchal and authoritarian family model.

For crosscutting incorporation of the gender approach, it is necessary to:

► actively promote the leadership of women in the churches and at the same time, to develop particular spaces for an analysis, deconstruction and reformulation of the male identity. Only a comprehensive action in this sense will help to strengthen equitable relations between men and women, and between adults and young persons and children in all spheres: the family, schools, the community and churches. In this sense, it is important to revise the pertinence of including the churches in the future programme as their doctrine makes them opposed to the promotion of female leadership and women in maximum hierarchical positions.

36. Just like in the case of the manzanas, during the Happy Hours the churches have identified very delicate cases of domestic violence, sexual abuse, undesired pregnancies and dysfunctional practices (alcoholism, drug abuse, participation in gangs etc.). In many cases, these are high-risk situations that require specialised interventions from institutions working in these issues.

► The recommendation for the manzanas, described in paragraphs 5.2.1-9, is also valid for this situation, as the same reality was found in two different components of the PDLAN.

37. The value training in the Happy Hours tends to be considered as a church activity, rather than an activity of the educational unit itself. Thus, ownership of the project by

the educational unit is weak, with the resulting risks of non-sustainability, which are worsened by the possible growing laicism in the educational system.

It is therefore important to:

► strengthen links between church teams, teachers and parents of the EUs for an increased participation of the latter in follow-up of the project and, collaterally, achieve a higher level of ownership by the educational community as a whole. This articulation could be concretised in joint planning processes, the design of materials, follow-up and evaluation.

38. There is a latent risk of an increasing number of educational authorities being opposed to a relationship between education and religious values.

We therefore suggest:

► assessing the possibility of executing actions in prevention, such as systematic information sessions on the objectives, procedures and achievements attained by MAN-B in the educational units of El Alto Norte for educational authorities of the Central Government. In this information, the Youth and Family Project should be included and the impact thereof in the training in values and the prevention of dysfunctional conducts in El Alto Norte.

This information process will help to generate a positive attitude towards the work of MAN-B and the evangelical churches in the educational units and to soften the effects of a possible hostile environment regarding the relationship between education and religious values.

39. The promotion of a comprehensive vision of the mission of the church in the evangelical leaders needs to be complemented with training in the formulation and management of social projects. There is a need for evangelical leaders to develop knowledge, skills and institutional contacts to present development projects for the benefit of their communities.

It would therefore be convenient to:

► foment the participation of evangelical leaders in courses of the Organisational Strengthening Project and in the possible political training courses recommended in this evaluation within the framework of the project. As the rest of the target groups, this group must manage information on possible sources of funding for local development initiatives of local churches.

► capitalise the programme achievement as regards integration of the evangelical churches and their projection towards the community to profile a project that could be executed independently in case of total laicisation of the educational system in the country.