

**NORWEGIAN MISSION ALLIANCE IN BOLIVIA
NMA - B**

MID-TERM EVALUATION

“DIACONAL PLAN FOR REGIONAL DEVELOPMENT II” (PDDR-II)

FINAL REPORT



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INTRODUCTION

The “Diaconal Plan for Regional Development II” (PDDR-II) executed by Norwegian Mission Alliance in Bolivia (NMA-B) is the most advanced phase of a similar pilot project started in the canton of Alcoche in the province of Caranavi in 1994. The thematic, territorial and population scope of this Plan are much broader than the two previous phases, covering three programs, six provinces in the provinces of Caranavi and Larecaja and a target population of 1,400 households.

The PDDR-II is executed within the framework of the strategic and operational development plans of the involved municipalities and in close coordination with local governments and authorities, as well as with the population of the target communities. The communities participate actively in all project phases, from planning to execution, including administration and co-funding of the works.

Considering the complexness and magnitude of the PDDR-II, the design and execution of this plan envisage an external mid-term evaluation to identify the achieved progress, strengths and difficulties of the Plan, aimed at making the necessary adjustments in a timely manner and thus guarantee successful implementation of the plan and attainment of the proposed outputs and impacts.

This document gives an overview of the results of this evaluation, which was carried out by a multidisciplinary team of independent consultants who carried out their work following the objectives and methodologies contained in the terms of reference for the evaluation. The field and desk activities were developed between August and November 2006. Through different activities, the evaluation team interacted with more than 300 persons, which helped to widen its perspectives for making an analysis and bring forward proposals.

In this sense, the information is based on a detailed analysis and processing of documents, which was complemented and enriched with contributions from the representatives of all sectors participating in the PDDR-II: NMA-B, national and local government institutions, target groups and the population in general. Another valuable input for formulating the conclusions and recommendations in this document was the onsite observation of works, productive units and the communal and household setting in which the projects are developed.

The gathered information has been structured in six chapters and five annexes: The first chapter gives a brief overview of the background of the institution and the PDDR, and also sketches the territorial, social, productive and political contexts in which the Plan and the different components are developed. The second chapter summarises the objectives and methodology of the evaluation, the details of which can be found in the corresponding annexes. The following four chapters contain substantive information of the evaluation, with a series of general appraisals of the PDDR as a whole as well as a more specific assessment of each of the two evaluated programs. These chapters also include some comments on the Diaconal Program, with the objective of enriching the analysis and advocating for the systemic nature the Plan as a whole could have.

The third chapter presents the general appraisal of a strategic and operational nature related to the general Plan, with an emphasis on the achievements and weaknesses in each case. Similarly, chapter four contains the findings for each of the analysed programs: Human Development and Institutional Strengthening, and Economic Development and Natural Resources. According to the same structure, the two last chapters contain the conclusions and recommendations for each case, i.e. the fifth chapter contains the general conclusions and recommendations for the PDDR, while the sixth and last chapter contains the specific conclusions and recommendations for each of the two programs covered in this study.

The annexes contain the following additional information: the Terms of Reference of the evaluation, the technical and methodological work program, the evaluation guides, the lists of participants, complementary information on the implementing team in Caranavi and a summary of the perceptions survey, which complemented the direct evaluation with the target groups of the Plan.

The evaluation team and in particular, the general coordinator of the evaluation, want to thank the valuable contributions and support they received from the technical and administrative team of NMA-B in La Paz and Caranavi, especially the planning department; municipal authorities and central government representatives; and the hundreds of men and women beneficiaries and partners of the PDDR-II, whose time and contributions for making this evaluation have been fundamental.

I. BACKGROUND

1.1 Norwegian Mission Alliance in Bolivia (NMA-B)

NMA-B is a Christian evangelical non-profit non-governmental organisation that promotes the integrated development of impoverished social groups through projects that focus on: services, production and organisational strengthening based on a diaconal service. Mission finances its activities with funds coming from NMA-B's donors and sponsors, the principal ones being NORAD, municipal governments and communities who contribute 58%, 24% and 18%, respectively¹.

The Mission of the institution is "To promote integrated development in impoverished communities, based on diaconia" and its Vision it to achieve that "Persons and households have a better standard of living, working for the integrated development of their communities". The institution's objectives are therefore centred on contributing to an improved standard of living of poor population segments.

The strategies to attain these goals include: the use of participatory planning as the work methodology; alignment of its programs and projects with municipal development plans; promotion of community participation and responsibility in all processes and empowerment of the community in local development processes (*I op cit*).

These strategies imply that local human resources are valued and optimised, which is reflected in the following elements: community-based management and control of the funds, capacity-building, advocacy for the rights and responsibilities of citizens, strengthening of local institutions and organisations and the promotion of Christian values, as the crosscutting axis of the activities and programs. According to NMA-B's experience, this approach has helped the communities to be committed to identifying alternatives for development and the generation of proposals to improve their standard of living.

At this moment, Mission is working in different areas and topics in the Department of La Paz, both in urban and rural settings, with the following programs: Local Development Plan Alto Norte (PDLAN) in the city of El Alto in the north of the department; Development Plan Combaya / Sorata in the Interandean Valleys; HIV/AIDS Program in El Alto; Soccer Crosses Frontiers Project, also El Alto; Alternative Education – Institute for Development, in La Paz; and the "Diaconal Plan for Regional Development II" (PDDR-II), which is carried out in the Amazon region of the Yungas. This last program is the object of this evaluation.

1.2 The PDDR-II

1.2.1 General Aspects and Context

In 1994, NMA started to work in the Amazon region of the Yungas, in the province of Caranavi, which led to the formulation and execution of a pilot plan in the canton of Alcoche between 1995 and 1997. This plan was the basis for the Diaconal Plan for Regional Development - Alcoche (PDDR 1999-2003), which was executed in the cantons of Alcoche, Illimani and Villa Elevación, and later also in the cantons of Calama and San Pablo, reaching a target population of 1,400 households and covering an area of 248 Km².

¹ Document NMA-B. Confidence in the Community. Offices of NMA-B - La Paz 2006.

On the basis of the results of that plan and at the request of both the Municipal Government of Caranavi and the communities, NMA decided to continue with its activities in the municipality, so it prepared the “Diaconal Plan for Regional Development II” (PDDR-II 2004-2008), which is being carried out in the provinces of Caranavi and Larecaja, in the cantons of Calama, San Pablo, Santa Fe, San Lorenzo, 2 de Agosto and Santo Domingo.

According to the analysed data², the geographical area in which the PDDR-II is developed covers three agro-ecological zones (Lower, Intermediate and Upper), which are defined on the basis of the characteristics of the soil, temperature, altitude, humidity, hydrology, fauna and flora. The climate is humid and warm (25° to 32° C); average annual rainfall is 1,554 mm. The soil conditions are not very apt for agriculture. The rivers in this area are part of the Amazonas Basin, particularly the Beni River basin. The poor forest management, the aggressive production culture and the strong rainfall have had a significant and negative impact on the environment and natural resources in the area.

The intervention area houses an estimated number of 11,497 inhabitants (approximately 2,592 households), 55% of whom are men and 45% women. On average, every household is composed of 4.43 members. The population density is 24.2 inhabitants per km² and 80% of the population lives disperse. Most inhabitants are Aymara settlers who migrated to this region from the highlands and the Interandean valleys. This means that the principal language is Aymara, besides a bit of Quechua.

Poverty affects 50.45% of the population in the intervention area, which is higher than the municipal average of 42.10%. Data show that almost 100% of the households in the project area have an insufficient income to satisfy their basic needs, i.e. they are living under the Poverty Line. On the other hand, 45% of the households live under the Indigence Line. National studies show that human development in Caranavi, and hence in the intervention area, is low (0.486).

Migration rates are high, especially among youth; and educational levels are low (an average of 5.5 years at school, with the lowest percentage being found in women: 4.23). The four school nucleuses of the area (with 39 educational establishments) cover 2,024 students, mostly boys (53%). Most of the educational infrastructure (61%) should be upgraded and 5.31% should be replaced. At the same time, in 78% of the schools both the equipment and furniture are deficient. Moreover, there are considerable shortcomings in the drinking water, sanitation and electricity infrastructure.

In terms of the health situation, the epidemiological profile of the region reflects the endemic characteristics of the Interandean valleys and the eastern lowlands. Tuberculosis is the most frequent chronic transmissible disease that mainly affects people of 14 to 34 years old. In the population under 5 years old, pneumonia and diarrhoea are the principal causes of death. The mortality rate in this age group is 40 out of every 1,000 live births. General malnourishment is 24.9%, 6.06% of which is serious malnourishment.

In the intervention area, there are four healthcare posts with assistant nurses and state personnel, who are supported by eight popular health workers (PHWs). On average, people have to walk one to two hours to reach the health posts and the average distance to the hospital in Caranavi is 34 Km.

² Diaconal Plan for Regional Development II 2004 -2008 (PDDR-II). Base document for this evaluation, provided by NMA-B. July 2006.

Only 19.4% of the population living in the urban centres of the intervention area of the PDDR-II has access to non-potable water distributed through the mains. This service is not available in the settlements where water is collected from springs and streamlets in the area.

The principal productive activity in the PDDR area is agriculture: rice, coffee, papaya, maize, citrus fruits (mandarin, orange, lima), cacao and bananas are the principal products for commercialisation on the local and departmental levels. There are also complementary crops in the three zones such as maize, avocado, mango, tomato, tea, cassava and coca leaf. These crops are sold in local, neighbourhood and departmental fairs.

Agriculture is a traditional activity, using little technology, no agricultural machines and very little productive infrastructure. Hence, manual implements are used for primary and secondary farming activities, sowing and harvesting. Likewise, the infrastructure used for processing and warehousing is basic. This explains the low yields and the low surplus production for commercialisation. In most cases, profit levels are inadequate.

Considering the natural resources and the landscape, which are characteristic of the subtropical Yungas region, this zone has considerable potential for developing eco and agro tourism; however, this is done insufficiently because of the lack of an adequate infrastructure.

1.2.2 Components and Objectives of the PDDR-II

In response to the participatory diagnostic and the exercises for identifying problems and priorities in the area, which were promoted by NMA-B, the PDDR was formulated and structured around the following three programs: 1) the Economic Development and Natural Resources Program, 2) the Human Development and Organisational Strengthening Program, and 3) the Diaconal Development Program. These programs respond to the priority needs identified and agreed with the target groups. In addition, the actions of the two first programs are aligned with the Municipal Development Plan of Caranavi, in particular with the municipal AOPs. According to the Plan proposal, these plans interact and mutually reinforce one another.

As we have mentioned above, the intervention area covers 380 Km², with an approximate population of 11,500 inhabitants in around 2,600 households. The projects and actions of the PDDR intend to reach 75% of the households of the intervention area, i.e. around 10,500 persons or 1,900 households³.

Development Objective:

Households from the intervention area generate proposals and participate in the formulation, execution, administration and control of development processes, based on a consolidated community-based organisation.

Program Objectives:

³ Clarification on Aspects of the PDDR-II. Information provided by Mr. Hugo Daza, PDDR-II Coordinator. Office in Caranavi. NMA-B. July 2006.

1. The households improve their production conditions, which helps them to increase their economic income.
2. The households have access to healthcare services, education, basic sanitation, based on trained local human resources and strengthened local organisations.
3. The households have been oriented in Christian principles.

Specific Objectives:

1. The quality and quantity of the infrastructure and equipment of the educational services have improved within the framework of the Educational Reform.
2. The coverage and quality of the infrastructure and equipment of the healthcare services have improved.
3. The quality and coverage of basic sanitation services and latrine-building efforts have improved in the cantons of the intervention area.
4. The population and the local organisations of the intervention area have more knowledge and information on their rights and obligations within the framework of State laws.
5. Productive infrastructure has been implemented, with the objective of improving the quality and efficiency of the agricultural system of the producers and households covered by the PDDR-II.
6. Communal companies have perfected their managerial and commercialisation skills and they can access the domestic and foreign markets in better conditions.
7. There are local human resources who have been trained in and are informed on production techniques and environmental conservation.

II. OBJECTIVES AND METHODOLOGY OF THE EVALUATION

This mid-term evaluation of the PDDR-II 2004-2008 covers the period 2004-2005 and is carried out according to the following objectives and methodology, which are included in the Terms of Reference and the Technical Proposal of the consultancy, which was submitted and agreed upon with the team of NMA-B (Annexes 1 and 2, respectively).

2.1 Objectives

Overall Objective:

Make an objective and independent evaluation of the progress made with the Plan in 2004-2005, as compared to the proposed objectives and goals both in qualitative and quantitative terms, focusing the community and institutional levels. The evaluation will centre on the PDDR-II, taking into account possible reformulations subject to documented justifications.

The evaluation will cover the operational, administrative and technical performance of the programs and projects that are part of the PDDR-II. Furthermore, the indicators on sustainability will be considered as part of the evaluation.

Specific Objectives

1. Verify whether the activities, results and purposes of the PDDR-II are related to the Vision and Mission of the Institution.
2. Verify whether the goals can be achieved with the components that are part of the PDDR-II programs.
3. Verify whether the activity profile is compatible with the organisational capacity of Area IV and of the community.
4. Verify the level of acceptance among beneficiaries of the strategies and work policy in Area IV.
5. Verify the degree of commitment of the different social and institutional stakeholders in execution of the projects.
6. Analysis of the community's self-management and sustainability capacity.
7. Analysis of the constraints and potential of the organisation and the community in the PDDR-II implementing process.
8. Analysis of the phase-out plan and sustainability of the PDDR-II actions.

2.2 Methodology

Taking as a starting point the above mentioned objectives, the evaluation was conceptually structured around the following classical evaluation parameters: Effectiveness, Pertinence, Relevance and Sustainability, grouping in each parameter the different implicit thematic axes in the objectives of the evaluation:

Effectiveness: Coherence between the different logframe elements, the degree of compliance of the goals and the constraints and potential in implementation.

Pertinence and Relevance: Compatibility between the organisational capacity of NMA-B (Area IV) and the PDDR activity profile; alignment and synergies of the Plan with territorial plans; compatibility of the strategies and the work policy of area IV with the communities' social culture; importance and value added of the PDDR for the target population.

Sustainability: Degree of ownership of the concepts and practices by the target groups, self-management capacity and sustainability of the communal organisation to continue with the PDDR activities and actions oriented towards sustainability (NMA-B phase-out plan).

From an operational point of view, the evaluation was developed in various phases and implied different intervention modalities: 1) Planning and development of methodological instruments for desk and field activities, 2) Revision of documents, 3) Direct interviews and group meetings with the technical team of NMA-B in La Paz and Caranavi, 4) Interviews with local key stakeholders and authorities, 5) Focus group meetings with target group members and local leaders, 6) Surveys in the intervention communities, and 7) Onsite evaluation of the infrastructure works and productive units.

In this sense, methodological guides were developed and validated for each work modality and a perceptions survey was designed and conducted in a sample of the inhabitants of the communities selected for the evaluation.

The fieldwork took place between 16 and 23 August; for the fieldwork, the team of consultants composed of nine persons was divided into three groups, each of which with experts in each of the areas of the field evaluation: Human and institutional development, productive development and natural resources, and infrastructure. This way, it was possible to make a more expert assessment of the different components, but from a multidisciplinary perspective and covering a bigger territorial space.

With the purpose of having a representative sample of the projects and territories, the following cantons were selected: San Lorenzo, San Pablo, Santa Fe, Calama, Santo Domingo and 2 de Agosto. In addition and with the purpose of having more elements to give an opinion on the achievements, weaknesses and especially sustainability of the PDDR, interviews were carried out in and visits paid to the cantons of Alcoche, Elevación and Illimani, which were all covered by the PDDR - Alcoche.

Besides, individual and group interviews were performed with the Mayors and Municipal Councils of Teoponte and Caranavi, as well as with the regional delegates and local authorities in charge of Health and Education. The institutional assessment of the implementing team in Caranavi included two group meetings with the team and individual interviews with the field technicians of the three programs. The sessions to discuss the “Preliminary Findings and Conclusions” included a presentation for the team of NMA-B in La Paz and two sessions in Caranavi, one for the institutional team and another one for the target groups. These three meetings focused on gathering suggestions and comments that were included in this final report.

In all, the consultants worked with more than 130 persons from institutions, local authorities and beneficiaries of the PDDR, besides 122 persons involved in the perceptions survey. Hence, the evaluation covered 5 cantons and 20 colonies of the PDDR-II and three cantons of the PDDR-Alcoche.

The details on the conceptual and operational framework of the evaluation can be seen in the annexes: the methodological guides in annex 3 and the list of participants in annex 4.

Taking into account the scope and complexity of the evaluation, the evaluation team was composed of six evaluators and three support technicians of the Bolivian consulting firm CORCONSUL, one of whom – Mr. Jorge Cusicanqui - acted as the coordinator of the national team. The general coordination of the evaluation was the responsibility of an international evaluator, Mrs. Myrna Moncada F, representative in Nicaragua of the Nordic Consulting Group (NCG) who acted as an independent evaluator. As mentioned in the technical proposal, the evaluation team was a multidisciplinary team composed of experts in planning, public policies, agronomy, biology, engineering, architecture, organisational development and institutional development. All team members have considerable experience in project assessment, teamwork and multidisciplinary work.

III. GENERAL FINDINGS OF THE PDDR-II

According to the internal evaluations of the covered two-year period, the Plan has some important difficulties such as the timely collection of the matching contributions from the municipality, the extensive work area covered by the PDDR-II, weak governance structures of the Municipal Government in Caranavi and, to a lesser extent, the irregular compliance of the community's responsibilities in construction of the works.

This evaluation shows the current status of the mentioned situations and provides additional information on other situations and gaps that must be solved in the coming two and a half years of execution of the Plan, both from the point of view of the Plan and the programs. This is the reason why the results of the evaluation are presented in two big categories: the general conclusions on the PDDR-II in this section and the program-related conclusions included in the following sections. At the same time, this structure facilitates the handling and coherence of the information.

3.1 Strategic achievements and weaknesses

Coherence of the PDDR-II

In general terms, the strategic framework of the PDDR - i.e. its vision, strategic objectives and the program objectives or purpose proposed in the base document (*2 op cit*) - is philosophically and strategically coherent with the institutional Mission and Vision. The central idea is to promote the comprehensive development of the impoverished communities and improve their standard of living through strengthening of their productive capacities and widening their access to basic healthcare services, education, and water and sanitation.

This means that the strategies of the Plan focus on providing economic, productive, technological, social and human conditions that contribute to an improved standard of living and the attainment of a sustainable development. The processes for reflection on and the promotion of values (equity, solidarity and communion with the environment) fomented by the Diaconal Program could be considered crosscutting elements focusing on spiritual development that facilitate achievement of the overarching purposes and objectives of the Plan.

Nonetheless, at the functional level of the planning framework (components, activities, results etc.) no mechanisms or other formal elements were found for articulating the three programs of the PDDR, even though in practice, the training courses for women producers take place within the framework of the human development program. Still, this mechanism is not documented or explained explicitly in any part. The three programs contain sufficient elements so as to establish structured links as the one mentioned above, which would substantially improve the possibilities of attaining the overarching purpose of the Plan.

From this perspective, the possibilities of articulating training, organisation, gender and the environment, family and communal relations among the beneficiaries with the diaconal activities have not been taken advantage of sufficiently. However, as regards this last aspect in some of the visited communities, people said that application of the values transmitted through the diaconal work has been favourable for the cohesion of the organisations and the adequate development of some communal activities.

The implementation strategies are sufficiently consistent with the mission – vision of NMA-B and the reality in the region. In this sense, we can mention the following elements: strengthening of the traditional grassroots organisations, the technological and productive reconversion in harmony with the traditional production culture, widened access to basic services, development of human capacities to generate demands based on a consensus and for a community-based self-management, and alignment of the plan with government plans and policies at all levels.

Likewise, valuable mechanisms were found which have been particularly successful in social and productive infrastructure projects (*2 op cit*), e.g. the co-participation of the municipal governments and the communities in project funding and execution, agreements signed with municipal governments, alliances with different development entities that are present in the zone (about nine at the moment of this study) and the promotion of the beneficiaries' assuming a protagonist role in decision-making, and planning and administration of the financial resources.

However, there are community perceptions on non-financial contributions and commitments assumed by the community, the municipal government and government sectors, which must be clarified as soon as possible. According to the project funding scheme, the community makes a contribution in kind and in cash equivalent to 18% of the total project value. Nevertheless, some communities consider that the percentage of their contribution is undervalued and they affirm that in reality, in many cases their contribution reaches up to 50% of the total value. This is an important matter that might affect execution of the Plan if this situation is not promptly clarified.

The conceptual framework, the structure of the Plan and the program content are coherent with the integral approach contained in the institutional vision and mission and are also implicitly contained in the “regional strategic vision” of the Plan⁴. However, the lack of any real links between the programs as mentioned above and the conceptual and operational weakness of two crucial comprehensive development elements – namely gender and environment – hamper the attainment of this concept.

The development objective of the PDDR-II expressed in the TOR of this evaluation (which is different from the one in the base document of the Plan) (*4 op cit*) focuses on building the capacity of the families to generate proposals and participate effectively in the execution, administration and control of local development management processes. The field evidence shows that the promoted activities and strategies have made a significant contribution to this purpose. Both the beneficiaries of the Plan and municipal authorities and their territorial delegates acknowledge the contribution of the PDDR to the enhanced quality and level of citizen participation in management of the development of the communities and the municipality in general.

The elements worth underlining in this sense are: the enhanced interaction of the communities with the municipal governments, a better knowledge of the policies and processes for managing municipal financial resources, increased participation in formulation of the AOPs and a better articulation with the municipal plans. In turn, this has contributed to an improvement of the relationship of the communities with the municipal governments and it has partly facilitated the access to financial co-participation resources. Nevertheless, there is still a series of considerable delays, which are the result of political instability in the municipalities.

⁴ Development Strategy; “Regional Strategic Vision”, chapter II of the base document of the PDDR-II.

A last strategic consideration with important operational repercussions, which we will also see below, is related to the logic of territorial expansion of the Plan, which is determined by the number of children sponsored with specific funds for this purpose, obliging the PDDR to continuously widen its sphere of action. Combined with the pressure exercised by the municipal government for the Plan to have a cantonal perspective, the dispersion of the population and the difficult conditions regarding accessibility of the communities, the implementing team is subject to extreme pressure. And so the team is exposed to a growing geographical outreach, which does however not go hand in hand with a proportionate increase of the human, financial and logistical resources.

In this sense, there is a fundamental incongruence between the development logic of the PDDR-II and the territorial sponsorship-based expansion logic which, although it has many good things in its specific context, is completely incompatible with the medium and long-term processes of the comprehensive and sustainable development projects and programs, which are the strategic essence of the PDDR-II. The risks of associating these proposals of a different nature and with different rhythms are high and may affect the quality and sustainability of the products and processes promoted by the Plan as well as the performance of the technical team in Caranavi. It is therefore imperative to revise the pertinence of continuing with this risky strategy.

We should also underline that this weakness is not specifically related to the PDDR-II, but that it is repeated in all plans of NMA-B in the country. Hence, this is something that should be analysed and considered at decision-making levels in NMA in Bolivia and in Oslo.

3.2 Operational achievements and weaknesses

Planning instruments

As opposed to the overarching strategic framework, there is insufficient coherence in the planning documents that correspond to execution of the Plan: the AOP⁵, the annual activity reports 2004⁶ and 2005⁷ and the annual evaluation reports⁸, even though important changes have been made that facilitate execution.

The formats of the annual operational plans (AOPs) and the annual activity reports of 2005 show that progress has been made in the design and quality of the information, which helps to clearly see the information on planning and physical-financial progress as compared to 2004. In both formats there is a qualitative and quantitative compatibility between the principal planning elements: principal activities, expected outcomes, goals and financial contributions (NMA-B and local partners such as the municipal government and the communities). Besides, they are better articulated to the logical frameworks of the programs, incorporating elements that are absent in the AOPs and reports of 2004.

⁵ Annual Operational Programming: Human Development and Organisational Strengthening Program 2005 and Economic Development, Natural Resources and Environmental Program 2005. NMA-B, 22.08.06.

⁶ Annual Activity Report: Human Development and Organisational Strengthening Program 2004 and Economic Development and Natural Resources Program 2004. NMA-B, 10.01.2005.

⁷ Annual Activity Report: Human Development and Organisational Strengthening Program 2005 and Economic Development and Natural Resources Program 2005. NMA-B, 22.08.06

⁸ Annual report 2004 and Annual report 2005.

The principal weakness is related to the indicator system that shows inconsistencies on the four evaluated planning levels: the PDDR-II document, the logical frameworks of the programs, the AOPs of the programs and the two types of annual reports. It is therefore difficult to track indicators throughout the planning chain, that is to say, from the Plan Document to the annual reports. There are quantitative and qualitative variations between the different documents in the case of many indicators, which hampers assessments and the measurement of overall efficiency of the Plan.

Some of the encountered difficulties are:

- Some indicators of the Plan Document and the logframe of the human development program are very ambitious, considering the type of interventions developed by the program. For example, an increase of the coverage of health and education services by 50% and an increase of the school attendance rate by 8%. It is important to underline that both these indicators are influenced by many factors that are not controlled by the program, e.g. political, institutional, social, cultural and subjective factors, which cannot be modified with the Plan interventions.
- In this sense, the program actions cannot modify these situations, but they can simply contribute to the modification of some conditions that favour the indicators on coverage and school attendance. We should not forget that these indicators are of a structural nature, which means they require multi-institutional interventions with a medium and long-term time perspective.
- The indicators on households, children (boys and girls), organisations, parents, teachers and others, related to information, development management or healthcare services, mention coverage rates of between 50% and 80% of the universe. If we take into account factors such as the educational level, municipal governance, efficiency of the public institutions, accessibility of the area, program resources and the timeframe of the PDDR-II, it is very difficult to achieve these projections unless the quality of the interventions is seriously affected.
- The situation of the productive program is similar in terms of the scope of the indicators, besides some difficulties related to coherence between the indicators included in the Plan Document and those included in the program logframes. In some of them, there are important differences in relation to the approach and emphasis.
- In the citrus fruit component, for example, the indicators in the Plan Document centre on the number of households and producers who would adopt adequate technologies, but in the logframe of the program, the emphasis is on the quantitative increase of the production and the establishment of plantations with improved vegetal material. Even though these differences may seem subtle, it is necessary to maintain the same approaches and emphasis in all planning instruments and elements, so as to avoid deviations and interpretation difficulties as much as possible during the implementation and in measurement of the achievements.

- Also in the production program, there are inconsistencies of a quantitative nature between the Plan Document and the logical framework. For example, in the coffee component, the numbers as regards the no. of producers, the associations and the no. of has. in production are different in both documents. On the other hand, there are program indicators (paragraph 2.2) that are not explicitly mentioned in the Plan Document. The same goes for the rice component, in which there are even bigger differences as regards the number and quality of the indicators in both documents.
- On the other hand, the approaches regarding the ends and purposes of the programs are quite different in the Plan Document and the corresponding logframes. It is important to underline that the function of both documents is to guide execution of the activities, and so the indicators must be based on these documents. If the documents are not coherent enough, it is very difficult to have a good indicator system.
- From another perspective, the quantitative differences in the indicators hinder an evaluation of the true progress achieved in the goals. For example, the Plan indicator for the coffee pre-processing systems mentions 600 households, while the corresponding indicator in the logframe (paragraph 2.1) mentions 300/400 households, which is again another duality. On the other hand, the AOP and the progress reports of 2004 and 2005 mention 300 and 335 households, respectively, without specifying whether this is the annual number or a number to be repeated each year. Anyhow, it is very difficult to know what it is the project wants to achieve exactly, and in what time.
- In the economic development program, there are also small quantitative variations between the indicators and the achievements, and between the achievements reported in the two types of annual reports (6, 7 and 8 *op cit*). In the reports of 2004, for example, the numbers on agriculture and livestock training modules, phyto-sanitary campaigns and beneficiaries are different. The same happens in the reports of 2005, in which - among other things - the data for the component coffee and citrus fruits (communal pre-processing, benefited households, citrus fruit seedlings in greenhouses, strengthened associations and production yields) are different in both reports. Even though the variations are not very big, it is important to handle the same numbers, as otherwise it is difficult to precisely evaluate the effectiveness.

In general terms, coherence in the human development program is better than in the economic development program.

On implementation

Based on the AOPs and the progress reports (taking into account the considerations mentioned in the previous paragraphs), the financial execution and the evidence found during the fieldwork, we can affirm that the level of execution of the Plan is very good. Indeed, during the analysed period, most activities have exceeded or achieved the programmed goals, thanks to a series of different types of favourable factors, such as: a decrease of the costs of some works, synergies with other organisations, interest and participation of the community, a higher demand etc. The delays have been mainly due to irregularities in the disbursements from the Municipality for political and administrative reasons, which the municipal authorities claim are being solved.

Nevertheless, there are some important weaknesses related to the qualitative aspects of the achievements, especially as regards the adequate assimilation of the transferred methodologies and concepts. As we will describe more thoroughly in the following sections, this is because the number of guidance and training events is insufficient in view of the complexity of the programs. Specific attention should be given to gender and environment and to operation and maintenance of the works.

On the contrary, field evidence shows that the training of leaders in project management and sustainable development, through the Institute for Development, has resulted in a good level of assimilation and so most trained leaders work in the grassroots organisations and/or lead development processes in their communities. Some of them have an administrative or political job in the municipal governments, which shows the effectiveness of the alternative education program provided by the Institute.

With regard to technologies, most producers (men and women) say that they use them and this is also clear in the visited productive units; particularly the technologies related to soil protection and the use of improved vegetal material have been applied. However, in all events people mentioned that the number of events and technical visits is insufficient, which hampers assimilation of the concepts and the putting into practice of the knowledge and technologies more effectively. In most visited cantons, an average of three technical visits per year is paid to each producer, which is clearly insufficient in view of the educational level and the assimilation capacity of the target population.

Even though the training events are more frequent, just like in the above-mentioned case, the educational level and the language difficulties have an impact on the learning curve and the quality of the generated products. In the focus groups and the field visits, we have found that – with a few exceptions – the level of knowledge on the different topics of the productive, social and political training is still rather basic, which shows the need for strengthening this component.

As regards environmental matters and natural resources, the concept and range of actions have been developed mainly according to the production, which is considered very valid from an economic point of view. The achievements in soil conservation, organic production, live barriers and the treatment of wastewater etc. have been very good. Nevertheless, the activities are insufficient for achieving sustainable management of the environment and natural resources, as specified in the institutional mission and vision and the Plan.

Indeed, some contradictory practices have been found that rather go against the environment and health. Some of the most harmful practices are the lack of treatment of wastewater, solid waste, agricultural residues and residues from pig-breeding activities and the disposal of residues in the open air, particularly in sensible areas such as streamlets and riverbeds. The second phase of the Plan is a good opportunity to work on the incorporation of environmental issues in all program components, with the purpose of enhancing strategic and comprehensive consistency.

This is especially relevant if we consider the environmental fragility of the region and the importance of this area for the Amazon basin. The accelerated deterioration of the natural resources in the region is a worrying factor, and if no preventive and corrective measures are taken in the short term, it might become very difficult to revert this situation. Especially the water and forest resources

and the soils are sensible. It is obvious that the actions in this field of activity require joint efforts of all development agents, including the communities.

Moreover, environmental sanitation practices in the communities, houses, productive units, schools, sanitary facilities and other visited sites are precarious, which suggests that the environmental axis has not attained the integrated dimension it requires. It is therefore necessary to underline that the creation of environmental awareness and adequate hygienic habits cannot be the result only of the intervention of the PDDR, as the State and other national and local development instances must also make an effort in this sense.

The onsite activities have shown that substantial progress has been made in the construction of social and productive infrastructure, which has had a very favourable impact on the population through the improvement of the conditions in which educational and health services are provided, as well as the supply of water, excrement disposal (to a lesser extent) and the primary processing of agricultural products. Both in the social and productive fields, the investments have generated collateral benefits such as the increasing demand and improved educational services (computer science) in some schools, and improved conditions for commercialising agricultural products.

Except for waste treatment and disposal, the design and technical quality of most constructed works are adequate. The same goes for the delivered equipment. Nonetheless, despite the measures taken (agreements with authorities and commitments from the community) for operation and maintenance of the infrastructure, the maintenance of various works in education and health is precarious and in some cases, the infrastructure is underused or not used, e.g. in the case of some health posts and a training centre. In general, all works we visited – pre-processing facilities, “cachis”, schools, sanitary facilities, training centres, health posts etc. – require cleaning, repair and maintenance.

The health posts of San Pablo Segundo and Elevación are extreme examples of the deficiencies in operation and maintenance. In the first case, the building has not been used, even though it has been inaugurated two years ago; the building is abandoned with a serious risk of deterioration. In Elevación, there is a permanent assistant nurse but most rooms and equipment are underused; the facilities need to be cleaned and some structures are deteriorating.

According to municipal authorities⁹ and government authorities in charge of health and education¹⁰ this situation is mainly due to: 1) a lack of follow-up of the agreements by all parties involved; 2) the weakness of the Council of Authorities as the instance that should monitor and coordinate local development actions; 3) the lack of interest of the population; 4) the location of healthcare facilities on inadequate places (Santa Fe, Alcoche and San Pablo are outside the infrastructure map of the health sector); 5) weakness and the deficient allocation of financial and human resources by the Ministry of Health; 6) a lack of coordination between the nucleus and district directors and the Council of Authorities; and 7) the fact that the communities do not give priority to operation and maintenance in the communal AOPs, which has a negative impact on the allocation of municipal resources to this item, even though resources are available.

⁹ Interview with the Mayor of Caranavi and the Municipal Council. Caranavi, 22.08.06.

¹⁰ Separate interviews with: the Manager of Health Network No. 7, Dr. Víctor Hugo Carpio and with the District Director of Education, Prof. Ponciano Tantani Alfaro. Caranavi, 22.08.06.

In some productive projects, considerable progress has been made in terms of yields, genetic varieties and quality of the products, which results in good commercial perspectives. In this sense, training events have been developed on accounting-administration and commercialisation in four associations of coffee growers, in coordination with the Federation of Coffee Growers of Bolivia (FECAFEB). Still, the consolidation of skills in these areas for the benefit of all producers (men and women) will require further efforts and activities. This is an important challenge for the institution, and particularly for the implementing team in Caranavi which, as we will see later, already has many activities and responsibilities considering the thematic and territorial scope of the PDDR-II.

As regards follow-up, considerable progress has been made for achieving a more effective monitoring of the Plan and the activities (guides, norms, evaluation and follow-up sessions, exchanges etc.). Nonetheless, there are still some important weaknesses as regards the structuring and implementation of a monitoring and evaluation system that facilitates the daily follow-up of the programs, projects and components. In relation to the exchange with other plans and regions, besides the quarterly meetings of the Expanded Technical Council, some concrete events and exchanges have taken place, mainly for training. Nonetheless, it is necessary to structure a more regular mechanism.

The same goes for the systematisation of the experience and the lessons of the two PDDR phases. Another important gap is the lack of structuring of the Baseline indicators, which help to measure the achievements and impacts of the Plan and the programs more correctly.

3.3 Pertinence and relevance

From the perspective of adequacy of the implementing team for the Plan, we have noted that the team is multidisciplinary and that its profile agrees quite well with the profile of the PDDR-II program and activities. The team is composed of nine technicians with different types of specialisation: one sociologist, three agricultural engineers, one teacher, two technicians in basic sanitation, one assistant accountant and one pastor. There is also an office assistant – messenger. Eight team members have both desk and field responsibilities and as can be seen in annex 5, the group's expertise covers the social, productive and diaconal requirements of the Plan.

Some of the principal strengths of the team are its experience in rural work, its technical capacity, its knowledge of the PDDR, its credibility and good relationship with the communities. The most important weaknesses are related to the team's knowledge and management skills of planning, evaluation and follow-up processes and methodologies, which are still insufficient. These weaknesses are reflected in the documents of the different planning levels. As was mentioned above, the documents lack coherence and consistency.

On the other hand, the geographical dispersion of the population, the conditions of accessibility, the financial constraints and the inadequate "technician – beneficiaries - geographical area" correlation hampers the adequate follow-up of processes and activities. We should underline that the eight technicians serve more than 10,500 persons in an area of 380 Km² and that the activities are of a wide variety, from dental care to the construction of infrastructure and phyto-sanitary campaigns, and from education to chicken-breeding to spiritual development. In this sense, we have counted 44 central activities in the three programs. This situation puts considerable strain on the team and has an impact on the quality of the technical assistance, training and follow-up.

From the viewpoint of national and local planning, the PDDR is aligned with the Municipal Development Plans (MDP) and the AOPs of Caranavi and Teoponte. In the case of Caranavi, it is particularly aligned with the AOPs that are more relevant as the MDP was not validated and ends this year. In turn, the municipal plans are linked to regional and sectoral plans and the Bolivian Poverty Reduction Strategy (BPRS). This way, NMA-B can leverage the municipal financial resources and have better possibilities for executing the projects of the municipal and cantonal portfolio.

Moreover, the PDDR is one of the few plans that are being developed in Region IV and considering the scarce resources of the municipal governments, the program is even more important. The budget of 2006 for Caranavi is Bs 16 million (around USD 2 million) and according to municipal authorities (*9 op cit*), with this amount they can cover only 20-25% of the demands in education and health. From this perspective, the Plan is one of the most important development instruments in the two municipalities.

The perceptions local authorities and the target groups have on NMA-B and the PDDR are very favourable. They perceive the institution as a transparent and serious institution committed to the community, to a dialogue and to coordination, with respect for traditions and culture, and whose work strategies are adequate and accepted by both the authorities and the communities.

Therefore, the Plan has been able to mobilise considerable social participation through communal organisations that decide on the type of projects, and on project execution and supervision. Likewise, this has strengthened community leadership and the beneficiaries' participation in decision-making and the administrative and financial management of the works.

Finally, based on the knowledge of the laws and procedures on municipal management the communities covered by the Plan were able to use 100% of the municipal resources to which they are entitled (Law 1551 and HIPC resources), as opposed to the other communities in the region that take little advantage of these resources. This is an important result of the Plan, in terms of social empowerment and local development.

3.4 Efficiency

Although the TOR for this evaluation do not consider an evaluation of the efficiency, it is important to underline some aspects that could have a negative impact on the Plan's financial performance, as this is the right moment for taking decisions for correcting the situation in a timely manner. Some of the relevant aspects in this sense are described below:

The logical frameworks of the Plan and the programs show that financial planning has been adequate, which facilitates the evaluation of this aspect. Nonetheless, the dossiers on many infrastructure projects lack detailed timeframes on execution of the activities, which hampers a project-per-project assessment. Still, the AOPs contain general timeframes that somewhat help. The onsite evaluation and the comments made by the beneficiaries in the focus groups and the communal workshop show that in many infrastructure projects, the implementing times have exceeded established terms.

There are different reasons for these delays, mainly related to the slow rhythm of the municipal government in the disbursement of the matching municipal funds and delays in the communal counterpart contributions. Besides, the work rhythm in the communities is slow because of cultural factors and production cycles, which necessarily have an impact on the availability of labour during the sowing and harvest season. In some cases, there are also other factors such as apathy and the lack of a sense of responsibility in the works committees and the population. On the other hand, in some cases, e.g. in Teoponte, execution of the water system of canton 2 de Agosto was planned to take place over a three-month period, but was in fact concluded in 32 days because the community worked day and night.

Without any doubt, the delays have an impact on the costs. It is therefore necessary to implement strategies and mechanisms to gradually reduce the delays and the perverse effects thereof in efficiency of the Plan.

Other weaknesses and gaps in this field are related to: the lack of reports on (frequent) change orders related to variations in the costs and/or volumes of the works; the inadequate accounting of the communities' financial and non-financial contributions and the slow disbursements by the municipal governments. In addition, the "minutes on delivery of the works" lack basic information on programmed and actual execution times, starting and ending dates of the projects and planned and executed costs.

The beneficiaries have the perception that their contributions exceed 40% as the community covers the change orders and as these contributions are not recorded in the financial reports or the minutes on conclusion of the projects. As mentioned above, it is important to clarify this delicate matter.

In general terms, the revision of the financial progress made in the Plan as a whole shows that the execution rhythm is adequate and that the institution has a good spending capacity. However, further details are needed on the financial performance of the programs and projects so as to have a more complete panorama of the Plan's efficiency. Below, an overview is given of the annual budget execution levels.

Annual execution in the PDDR-II*

| Year | Programmed in USD | Executed in USD | % of execution |
|-------------|--------------------------|------------------------|-----------------------|
| 2004 | 224,000.00 | 228,229.0 | 101.9 |
| 2005 | 224,000.00 | 221,338.6 | 98.8 |
| 2006** | 224,000.00 | 105,252.0 | 47.0 |

*Source: Annual reports and Financial reports of the PDDR-II

** As at the middle of the year

In both years, both the contribution from NMA-B and from the settler colonies increased because of the already mentioned factors, which reflects the increasing demand of some projects in the two evaluated years. The underspent project resources are reassigned to the project in which the demand exceeds the programmed goal.

Finally, according to the annual reports, the balance between the investment and operational costs – 86% and 14%, respectively – is optimal, but salaries are not included in current expenses, which means that the mentioned ratio is in fact very different. This is another factor to be revised to facilitate the financial evaluation of the Plan in the future.

3.5 Sustainability

Taking into consideration that sustainability is a concept and a reality that goes beyond financial aspects and that the terms of reference do not include a financial analysis of the sustainability, below an evaluation is made of different elements: political-strategic, social, environmental and operational elements, which are crucial for sustainability of the processes and products promoted or generated by the Plan.

A first element is the absolute articulation of the PDDR-II with municipal plans, which means it is consistent with local development priorities and processes. This starting point enhances both the strategic consistency and improves the fund-raising possibilities for the Plan, as cooperation agencies are more and more willing to finance this type of plans and programs. In addition, this consistency with municipal plans foments the participation and co-responsibility of the local governments in virtually all phases of the project cycle, either directly or through the territorial delegates (municipal and cantonal agents).

Among other things, the municipal government participates in planning and selection of the projects; co-funding of the projects; in the structures in charge of coordination, administration and execution of the Plan (Council of Authorities and Operational Committees); supervision of the works; and operation and maintenance of the works. This last element is achieved through agreements with the municipal governments¹¹ and local health¹² and education¹³ authorities. The agreements define the mutual responsibilities and the cooperation between NMA-B and the institutions. Even though many aspects could be improved, the alliance and synergy with local governments and central government entities are very important elements to achieve sustainability.

However, as described in the previous section, the operation and maintenance of the infrastructure is one of the central weaknesses of the Plan, which is why it is necessary to strengthen the post-execution follow-up, giving attention to compliance of the agreements signed with the relevant authorities.

The establishment of an organisational structure for execution of the Plan, based on the traditional organisations, as well as the strengthening and empowerment of these organisations with training and information is also a fundamental strategy to ensure sustainability of the generated processes. At the same time, this strategy has enhanced ownership of the policies, approaches, technologies and

¹¹ Framework Agreement for Cooperation between the Municipal Government of Caranavi and Norwegian Mission Alliance in Bolivia. Signed by Rev. Tito Moreno Director of NMA-B and Hon. David Quispe B, Municipal Mayor of Caranavi. Caranavi, 30 June 2005.

¹² Cooperation Agreement between the Local Health Board (DILOS) of Caranavi and NMA-B. Signed by Lic. Hugo Daza Calderón, Coordinator of Area IV NMA-B and Dr. René Barrientos, Executive Rep. of SEDES LP, Province of Caranavi. Caranavi, 13 April 2006.

¹³ Interinstitutional agreement between NMA-B Area IV Caranavi and the District Direction of Education Caranavi. Signed by Lic. Hugo Daza Calderón, Coordinator of Area IV NMA-B and Lic. Ponciano Tantani Alfaro, District Director of Education Caranavi. Caranavi, 18 April 2005.

work methods promoted by the Plan. From a social perspective, the PDDR-II has made a substantial contribution to the construction of community-based social capital, an important asset to ensure sustainability of the Plan.

As far as we have seen in meetings and workshops with the beneficiaries from the different cantons and colonies we visited, we can affirm that the communities are deeply committed to the projects, the most visible indicators of which are: the existence of stable and functional organisations with management structures and basic operational mechanisms; a good level of community participation in the different promoted processes and undertakings; (basic-intermediate) skills to manage relevant information; willingness to continue in the projects; and (regular-good) skills to negotiate and interact with local authorities and other development agents.

The community perceives that they can continue independently with the activities and processes once NMA-B withdraws from the region. This is a good indicator on sustainability, which is reinforced by the situation found in the PDDR-I communities that were used as contrast groups for this evaluation. In general terms, we have seen that the activities, especially the productive activities, continue to be developed in a good to acceptable manner; however, in general there is need for further consolidation of the knowledge and skills in all programmatic areas, particularly in the areas that facilitate autonomy and economic development.

One substantial weakness is the virtually zero participation of women in management and decision-making structures and in the organisations in general. In the fieldwork, we have seen that women mainly participate in exclusively female groups that work in small typically female projects. Without invalidating this strategy, which has its own merits, probably this situation responds to a lack of specific strategies and policies to foment the equal participation of women in all instances and processes, and not only in separate groups.

Neither NMA-B nor the programs have gender policies that provide a balanced and adequate orientation in the participation of women and that widen women's access to all opportunities provided by the Plan. Probably, this shortage is related to the composition of the management and technical teams of NMA-B in La Paz and Caranavi. In both cases, almost all employees are men, except for some women in secondary administrative and support jobs. It is very important to underline that gender equity in the organisations and their projects cannot be achieved with good intentions only, without running the risk of falling in stereotypes or even worse, of naively reinforcing the inequalities.

In the productive projects, the ownership of the promoted technologies and practices are important assets for ensuring sustainability, even though this ownership is highly dependent on a systematic follow-up that ensures the constant implementation of these practices and technologies. On the other hand, as we have pointed out before, the concept and practice must be widened in all programs.

In the water and basic sanitation projects, the establishment of operation and maintenance committees and of minimum tariffs are important to ensure operation and sustainability of the infrastructure. Nonetheless, urgent measures must be taken to ensure environmental sustainability.

On the other hand, some productive projects of phases I and II show considerable potential in terms of financial sustainability. This is the case in Elevación, Calama, Alcoche and Alianza Alto Lima,

where various productive projects working with coffee, bananas, rice and poultry have attained important levels of production and commercialisation, which have generated revenues for the groups and families involved. Achieving and developing higher profit levels is the next challenge for the PDDR. This means that it is necessary to strengthen the technical guidance and training, particularly in financial management and business plans. The beneficiaries estimate that for consolidating these aspects more intense execution and guidance are required as compared to the levels planned in the Plan.

In relation to this last aspect, the strategy of NMA-B is to work two years in every zone, after which the activities could continue in new territories. Given the wide scope of the programs and projects in terms of a change of patterns and the development of processes, the planned term is insufficient from the viewpoint of quality of the output and sustainability of the actions. For now, there is no structured phase-out plan to follow up and/or support consolidation of the started actions, which is another area that should be focused in this second phase of the Plan.

IV. PROGRAM FINDINGS

4.1 Human Development and Institutional Strengthening Program

The purpose of this program is for the families to improve their situation in health, education and basic sanitation, based on the participation of organisations and trained local human resources (*sic*). Consequently, this program is executed through the following components or projects, on which a consensus was reached with the target groups: Support for Healthcare Services; Education Project; Support for Basic Sanitation and Environmental Services; and Support for Institutional Strengthening.¹⁴

4.1.1 Achievements and Weaknesses

Community Health Project

According to the reports of 2004 and 2005, within the framework of this project seven healthcare facilities were built, with an overperformance in 2004 and 98.6% progress in 2005. As regards the other infrastructure and equipment - one house for a doctor, construction of one health post and equipment of three posts – the expected results were achieved. The same goes for the results in the goals related to training of the Popular Health Workers (PHW) and the information shared with mothers and fathers. Nonetheless, in 2005 only three of the six planned health campaigns were carried out, concentrating activities in the prevention of dengue, considering the high incidence of this disease in the area. These data show that the level of compliance of the quantitative indicators of the project is very satisfactory.

¹⁴ Five-Year Logical Framework Human Development and Organisational Strengthening Program. 2004-2008. PDDR-II Caranavi Area IV.

According to the comments made in the focus groups, the construction of the healthcare posts and facilities has improved the access to and quality of the services as adequate spaces are available for the patient to wait and for attending the patients, besides more privacy, which is especially important for women and girls. In general, the coordination with the PHWs and authorities for awareness-raising, the detection of cases, treatment and salaries for personnel has been good. In Alianza Alto Lima, the nurse said that a coverage of 60% was achieved and that the demand for healthcare services has improved thanks to the fact that she is a woman.

The onsite verification, the focus groups, the interviews and the survey (the results of which can be found in annex 6) show that the population is quite satisfied with the project. More than 80% of the people stated that the projects in their colonies have had the expected benefits and besides, that the health situation of the population has improved. The results of the agreements signed by NMA-B and the Municipal Governments of Caranavi and Teoponte, as well as with health authorities (*11 and 12 op cit*) have been regular; still, the regularity and quality of the services in some cantons have not yet reached an adequate level. This is the case of San Pablo and Elevación, which have problems related to operation and maintenance, basically because of problems related to coordination and follow-up of the agreements.

The evaluation of the scope of the purpose indicators of the project logframe (*14 op cit*), related to an increase of 50% in coverage of “the healthcare services in terms of infrastructure” and an increase among parents of “information and education in health” is hampered because of the lack of baseline indicators, which could be focused as from this second phase of the Plan.

Education Project

According to the reports of 2004 and 2005, 30 schoolrooms have been built with an average physical progress of 97.50% and five houses for teachers with an average physical progress of 63.3% in the municipalities of Caranavi and Teoponte. In the first year of execution, the provision of equipment exceeded the goal and in 2005 the execution of this element was 100%.

The services, such as dental care at school, teacher training and information events for mothers and fathers, have also been complied with satisfactorily in terms of the quantitative projections. However, it is impossible to verify the qualitative achievements as there are no indicators that can be used to assess the degree of assimilation of the knowledge or the effects of dental care on the children. This last aspect is very important if we consider that in Region IV, dental problems seem to be generalised.

The perceptions of the communities mentioned in the focus groups and during the visits, as well as in the surveys, show that the degree of satisfaction is high, because they consider that the projects have contributed to an improvement of the access to education, in some cases doubling school attendance rates, an increase in the number of teachers, an improvement of the school environment (better schoolrooms, separate courses, water and sanitation), an expanded educational offer (in the colony of San Pablo, thanks to the improved infrastructure, secondary education is now also available), decent houses for the teachers, better administrative facilities and access to computer training. The demand in this field is high and in Alcoche, the project of NMA-B was the basis for obtaining new equipment and expand the services.

Just like in the case of the health project, the deficiencies are related to maintenance of the works and in some cases, operation of the infrastructure, especially in the science laboratories, which means that in the second phase of the Plan, the efforts must focus on this aspect, with more attention to the commitments assumed in the interinstitutional agreements (*11 and 13 op cit*). There were also delays in the conclusion of the works due to various factors such as the turnover of authorities, social conflicts and delays in disbursements by the Municipality of Caranavi and the communities.

The purpose indicators in this Project could be achieved without any problems as regards quantitative aspects, which is facilitated by the existence of sectoral statistics and a baseline that is included as a source of verification in the project logframe.¹⁵ Nonetheless, it is difficult to measure the indicator on the increase of the school attendance rate by 1.6% a year during the entire period because of the factors mentioned in chapter III. It would therefore be convenient to revise the viability of achieving this indicator only through the Plan intervention.

Basic Sanitation and Environmental Project

In 2004-2005, ten water supply systems with in-house connections were built or improved. According to the reports of both years, the level of execution of these projects exceeded 80%. As regards latrines, sanitary facilities and modules and in-house taps, the level of attainment is slightly higher than the programmed level.

The training and information on water systems for local operators and families showed a better performance in 2004 (98%), whereas in 2005, the average success was lower than 45%. The reasons mentioned in the report of 2005 are that there were shortcomings in the invitation for the activities and that participation was proportionate to the number of beneficiaries. Anyhow, it is important to underline that awareness-raising and training in this field are very much needed, as the hygienic-sanitary conditions in most visited places and installations are inadequate.

Without any doubt, the in-house provision of water has improved the quality and quantity of water that is apt for human consumption, as well as the coverage level, but as there are no potabilisation systems, the risks of contamination and health problems continue to exist, so it is important to fill this gap; otherwise, the contributions of the PDDR to the PRS and the Millennium Development Goals (MDGs) will be insufficient.

As described in the section on environmental sustainability of the Plan, the principal weakness of this project is the lack of an integrated environmental perspective and practice, which through social awareness-raising enables the adequate management and conservation of the water resources and the rest of the natural resources.

The purpose and indicators of the project¹⁶ have a qualitative nature (the provision of safe water), which will be very difficult to achieve if no elements are introduced regarding potabilisation and the

¹⁵ Logical Framework Human Development and Organisational Strengthening Program. "Educational Project" 2004-2008, PDDR-II Area IV.

¹⁶ Logical Framework Basic Sanitation and Environmental Program 2004-2008, Human Development and Organisational Strengthening Program. Area IV Caranavi.

treatment of excrements. In addition, if no measures are taken to stop the environmental deterioration, the availability of this resource will decrease. From a technical perspective, the project title - in relation to natural resources - is not consistent with the activities in the AOPs, so it is important to harmonise the content and scope.

Organisational Strengthening Project

In general, the annual partial goals defined in the AOPs were satisfactorily met, both in the construction and equipment of the training centres, as is reflected in the reports of 2005, and in the events and the number of persons trained and informed in different topics. Even though in this second element there are small upward or downward deviations. In total, the annual reports show that around 1,700 persons have been trained, including 300 women in leadership and alternative projects.

However, there are quantitative and qualitative differences between the reports and the back-up documents. The documentation on training in accounting procedures shows that 15 events were carried out in 2004 and seven events in 2005, thus satisfactorily covering the expected goals, but these results are not reflected in the annual reports.

There are no indicators for the qualitative aspects, which are very important in projects of this type; nonetheless, this evaluation has seen qualitative achievements in terms of the distribution of responsibilities and participatory decision-making. The members of the Council of Authorities assume responsibilities related to the identification of needs, project requests and formalities with the Municipal Government and NMA-B, the authorisation of disbursements, the approval of the rendering of accounts, supervision of the equitable distribution of municipal resources in the canton and the provision of transparent information on economic management. This management system does not only strengthen community-based management, but it has been adopted also by other cantons outside the PDDR, because of its effectiveness and good characteristics.

At the most basic level, the Operational Committees propose projects to the Council of Authorities, they request disbursements and are responsible for economic management of the project, they execute the works and render accounts in a transparent manner.

No information and documents were obtained on the training methodology; however, we have seen that the teaching method is based on theory and practice, using traditional methods: sheets of papers, blackboards and (occasionally) audiovisual equipment, followed by simple practical orientations.

4.1.2 Program efficiency

An element worth underlining in this program is the difficulty to evaluate the efficiency of the infrastructure component, because most projects (profiles) lack closing minutes with adequate information on the planned investment, the executed investment, the non-financial investment and the starting and ending dates of the works, all of which indispensable elements for the financial evaluation.

Even though the cost for construction of the program is estimated at between USD 80.00/m² and USD 130.00/m², which can be interpreted as efficient, the undervaluation of the local contribution is an element distorting these costs.

Although there are cases in which the projects have been concluded in record times, in general there are delays and the works that should have been executed in four or five months have been ongoing year after year and in the worst cases, it took three years to conclude them. Despite the impact of this situation on efficiency, this is not mentioned in the progress reports, which rather show little variations between the planned and executed works.

In the water and sanitation project, we should underline that there are variations between the programmed and executed resources due to the incorporation of non-programmed activities, generating increases of up to 10%. Even though this percentage is within the permitted levels, it is necessary to avoid this type of situations, especially because this causes higher expenses for the community, which are later inadequately accounted for.

4.1.3 Program pertinence and relevance

According to the survey, between 70 and 80% of the interviewees said that the works in health, education, water and sanitation were much needed. The lack of health infrastructure obliged people to go to Caranavi, which increased the cost of and hampered access to this service. The situation was similar for the services in education and basic sanitation.

The 90% favourable perception on the projects; the articulation of the projects with the MDP and the AOP of Caranavi and Teoponte and the consensus-building processes with the communities, cantons, NMA-B and the Municipal Government are elements that show the adequacy and importance of the four projects in the human development program.

4.1.4 Program sustainability

Paragraph 3.5 contains a description of the general factors that affect sustainability of the processes and physical works promoted by the Plan; still, it is important to underline some particularities of the human development program that would enable the elaboration of a strategy that helps to ensure the permanence and continuity of the products generated by the Plan.

As regards infrastructure, there is a series of favourable factors that for now are considered in an isolated or little coordinated manner. These factors are: the quality of the designs and materials used in the different works; the availability of trained personnel for operation and maintenance in all communities even though the number of these persons is still on the low side; the organisation of the

community for this purpose such as the School Boards or the water and sanitation commissions; the availability of resources for this purpose in the municipalities and the interinstitutional agreements.

On the other hand, there are concrete weaknesses in operation and maintenance, which we have already mentioned above: the limited importance and participation of the community in these activities; the limited availability and mobility of trained personnel (1 or 2 persons); the training with no written support materials that facilitate application of the acquired knowledge and the lack of a tariff system that ensures sustainability of the works in water and sanitation. For now, the contribution is voluntary or inexistent, which jeopardises maintenance of the systems, which anyway is expensive and complex considering the topography of the zone.

As regards organisation, there is a good substratum, which must be strengthened with a better structured training and activity plan.

4.2 Economic Development and Natural Resources Program

Just like in the human development program, the different projects of this program were planned and designed with the active and direct participation of the beneficiaries. The following projects were defined: Improvement of the Quality of Coffee and of the Pre-processing Infrastructure for OECA Producers, Handling of Citrus Fruits with Agro-forestry Techniques for Enhancing the Quality and Yields, Increase of the Commercial Production and Rice Seed Production, and Improvement of the Conditions for Increasing the Livestock Production at Household Level¹⁷.

Based on the available documents, we can deduce that the components on the reduction of plagues and diseases in important economic crops and technical training and information are crosscutting components, as no logframe is available.

An initial consideration in this sense is that the project titles are different in the documents of the program and project logframes. Another weakness is related to the coherence between the program indicator and the project indicators, as the program indicator states: ... “an income increase of 15%”, whereas there are no references to an increase of the income in the project indicators.

As described in section 3.2, this is the program in which most difficulties are found regarding coherence between the different planning documents.

4.2.1 Achievements and Weaknesses

According to the reports of 2004 and 2005 (*7 and 8 op cit*), the quantitative achievements are: as regards the infrastructure units; number of greenhouses, grafting, seedlings, phyto-sanitary campaigns etc., compliance exceeded expected levels in virtually all projects. This was because in some of these projects, there were very high demands from the colonies, e.g. in the rice projects, the coffee pre-processing systems, the information events and the phyto-sanitary campaigns.

Coffee Project

¹⁷ Logical Framework Economic Development Program. 2004-2008, PDDR-II.

The expected results in terms of the construction and equipment of communal and individual pre-processing systems exceeded the plans, both as regards the infrastructure units and as regards the number of benefited households. Adding up the results of the reports 04 and 05 (*7 op cit*), in the evaluated period to date 17 communal systems have been built benefiting 645 families, besides an undeterminable number of individual systems that have benefited around 391 families.

As described above, the difficulty here is the variation between the numbers in the different documents, which makes it impossible to measure progress with sufficient technical precision. If we use the indicators of the project logframe as a reference (which are different from the indicators of the program logframe), the conclusion is that after two years of execution, the goals regarding the number of households benefited with communal systems have already been exceeded, while the goals related to communal and household infrastructure for the entire program period are about to be attained.

The field evaluation has shown that the results in coffee crops have been very good, both in terms of management of the crops and in terms of yields and financial profits. During the visits, we have seen that in various production units, the planned goals have been exceeded and both the associate and individual producers participate actively. In this sense, the coffee project is considered one of the most effective and efficient projects of the program.

According to the opinion of the interviewees, the project has helped to achieve higher exports as the quality of the coffee has improved thanks to the pre-processing plants. At the same time, the processing times and transformation costs have lowered. In addition, the ecological production is favourable for exports to international markets that pay a better price for organic products.

The installed infrastructure and equipment are of a good quality and on the places we visited, we have seen that there are systems to treat and dispose of wastewater and waste, which is a very important step towards sustainability.

Citrus Fruit Project

In both years, the achievements in this project have been lower than programmed levels in all considered variables: the number of benefited households, the number of implemented greenhouses and planted grafts, in which average yields are 62%. This situation is due to a decreasing demand because of cancrisis attacks which severely damaged the plantations. Besides, the drought this year also affected the production, resulting in almost total losses of the harvest and drying of the young plants in many farms. This has discouraged the production, especially in the canton of Santa Fé, where the damages were considerable.

In a parallel way, the cacao price increased so the producers asked to switch crops. Hence, though this was unplanned, in 2004, 35 households were benefited with 7,000 cacao plants and 15 family greenhouses for cacao were implemented. But neither in the AOP 2005 nor in the reports of 2005 is any information available on cacao so it is impossible to follow up this new activity by only reading the documents.

In general, 55% of the citrus fruit production is destined to the departmental market of La Paz and 16% for domestic consumption. Estimates are that between 29 and 33% of the production is lost

during the harvest and/or transportation. This level of losses has a negative impact on profit levels, so it is necessary to make double efforts in this project component. One important effort for improving the production is the introduction of resistant varieties that are more acceptable from a commercial point of view, as laid down in the second program objective, which explicitly mentions the introduction of five graft varieties.

Rice Project

In 2004, the achievements in post-harvest infrastructure, equipment and the introduction of varieties exceeded 100% and various non-programmed activities were also developed, such as the establishment of 15 family silos and the training of 11 seed experts. At the same time, on 42 ha, varieties certified by the Tropical Agricultural Research Centre (CIAT) were planted, which is four times the planned goal. Likewise, in 2005 all goals related to infrastructure, equipment and certified seed were 100% met. The overcompliance was due to the higher demand for certified seed and the introduction of new varieties, which resulted in an increase of the production.

Even though the handling and yields of the new varieties are advantageous for the farmers, there have been problems in the commercialisation of some varieties because of the high price and the time required for processing the products in the kitchen. The women participating in the evaluation workshop in Calama have explained that some varieties have to cook for a longer time. And the price that is slightly higher than that of traditional varieties also reduces the demand. Nevertheless, NMA-B is trying to find more advantageous varieties.

The agreement signed with CIAT for accessing and transferring better technologies will help to solve the training weaknesses, as one of the principal project challenges. The participation of CIAT therefore is a very good opportunity for the producers to continue building their capacities and improving their crop management skills. Doubtlessly, this will have a positive impact on yields and on the quality of the used seed.

Livestock Project

According to the documents, this project was recommenced in 2005, guiding women so as to improve the conditions in which they produce small animals and so as to improve the economic income of the households. The idea was to train 193 women in this activity and install 193 modules in 2005. The results were achieved in 90%, which means that the project is very effective.

The breeding of guinea-pigs and chickens was promoted, with very different results. In the visited cantons, most guinea-pig breeding modules failed, whereby the beneficiaries say that this is because this activity did not respond to demands, but was rather an activity offered by NMA-B. The lack of experience in animal husbandry, the little training and the lack of time had a negative impact on success of the activity. On the other hand, the chicken-breeding module has been very successful, which has benefited the family's diet and which has helped to generate a surplus as in most cases it has been easy to commercialise the chickens.

The field observations have shown that the project has generated a growing micro economic dynamic through the direct sale of chickens and eggs to neighbours and the local market. However, neither the project nor the producers have quantified the costs and profits of this activity, so it is

impossible to put a value on the project contribution to the family's income. We should underline that the purpose and goal of the project are precisely to improve the family income, so it is fundamental to introduce a basic financial component in this project.

Training and phyto-sanitary control components

In both years, training has been a crosscutting activity that has been developed in all projects, with a general level of effectiveness of around 100% and with a slight deficit (10%) in the training in animal husbandry for the groups of women. From a qualitative perspective, the content of the training courses is broad and covers fundamental topics of agriculture and sustainable production. The beneficiaries have indicated that they have been trained in the following areas: Ecological coffee handling, quality and primary transformation of coffee, the sustainable production of citrus fruits, grafting techniques, greenhouse management, training in animal husbandry, soil protection techniques, rice management, seed certification, plague control, organic manure, dressmaking etc.

The training methodology is based on learning by doing, also using field practice sessions, demonstrative parcels and in some cases, exchanges and departmental events for transferring technologies, as in the case of the rice project. The rice projects also include participatory research activities for the production and selection of seed. This modality combining theory and practice has turned out to be very effective for the transfer and application of technologies, which has had a favourable impact on production indices and environmental protection, even though a lot remains to be done in this last area.

The weak side of training and technical assistance, as mentioned in other sections of this report, is that these activities are infrequent and lack follow-up, which hampers the consolidation of knowledge and practices. The perception on this weakness and the need to solve it are unanimous. Thematically speaking, the least developed areas are the ones related to administration and finance, commercialisation, harvest handling and warehousing. Probably, the difficulties the producers have for providing numbers on costs and yields of the different crops are related to the fact that they have little experience in managing the entrepreneurial elements of productive activities.

The limitations of the technical team (3 persons for all projects), the lack of financial resources and the lack of a team of promoters and peasant multipliers, are some of the most important causes underlying this situation. The two last factors are intimately related as the General Labour Law demands that all personnel be hired as permanent personnel, which does not only imply the payment of salaries but of all legally applicable social benefits.

The phyto-sanitary campaigns have been developed as programmed and in 2004, the results exceeded planned levels. Except for some difficulties related to planning of the campaigns in one canton, no significant difficulties were found in this component.

Finally, it is important to mention that in 2004, some of the postponed activities of the PDDR-I were concluded: post-harvest infrastructure, livestock modules, training and others. All these activities were carried out satisfactorily.

4.2.2 Program efficiency

The table below shows that on average, the financial program execution is higher than 100% in the years 2004 and 2005, both as regards the contribution of NMA-B and as regards the community's contribution.

| Component | Year 2004 | | | Year 2005 | | |
|-----------------------|-----------|-----------|----------------|-----------|-----------|----------------|
| | Budgeted | Executed | % of execution | Budgeted | Executed | % of execution |
| Contribution of NMA-B | 84,000.00 | 86,181.37 | 102.6 | 77,000.00 | 80,613.07 | 104 |
| Local contribution | 60,900.00 | 63,418.56 | 104.1 | 45,500.00 | 49,489.18 | 108 |

In both years, the actual contribution of NMA-B and the colonies increased thanks to the higher demand in some projects in the evaluated period of time.

It is important to underline that for adequately calculating the program's financial profitability, it is indispensable to have data on the investments and yields per ha. of the different crops, as well as on the other costs for every project and activity. For now, these numbers have not been sufficiently consolidated.

4.2.3 Program pertinence and relevance

The municipalities of Caranavi and Teoponte are very apt for agriculture and animal husbandry and in this sense, the crops are not only consistent with the productive vocation and profile of the zone, but they were selected according to the producers' demands. In addition, they are closely linked to the municipal development plans and the national productive strategies. Indeed, the increase of the productivity and the modernisation of the productive processes are priority strategies of the PRS. The production of bananas promoted by the PDDR-I, which continues successfully, is one of the 14 national "productive chains" prioritised in this strategy.

With regard to the production and technification of coffee, this is one of the most important intervention areas of the Plan as 75% of the national coffee production is concentrated in Caranavi, which is known as the "Coffee Capital of Bolivia". Hence, this program activity is perfectly aligned with the productive culture in the zone. Likewise, quality coffee exports have increased the producers' income, which directly contributes to reducing the poverty level of the families. Another relevant element is the creation of associations of coffee growers with legal capacity, which has helped them to access more funding and to improve their production capacity.

Similarly, besides being an important source of calories, rice is one of the essential foodstuffs in the local population's diet, especially in Teoponte. Besides, rice is one of the crops prioritised by the Ministry of Agriculture for the creation of agricultural food chains in the country, which shows that the selection of this product in the PDDR-II was appropriate. The Mayor of Teoponte said that he is interested in strengthening this crop in the medium-term to offer a product to the national market clearly identified as a product from the municipality.

From an economic perspective, the certification of the organically produced rice seeds by the Regional Seed Office of La Paz, has contributed to improve the sales options and price of the products, which has had a direct impact on the improved household income.

Citrus fruits are part of the local productive culture and hence, the producers selected them as one of the important program crops. Even though the achievements have not been satisfactory, in the medium term the provision of improved varieties with better yields will help to increase the economic income of the peasants. From another perspective, the forestry component inherent in the citrus fruit project has improved the use of vegetal soil cover and soil protection, which has to a certain degree mitigated ecological deterioration in the farms. Because of the sensitivity of the zone to erosion and soil degradation, agro-forestry is an indispensable productive practice.

Thanks to the focus on improvement of the family income, food security and the promotion of female participation which are implicit elements in the livestock project, the program deals with three critical programs in the region and could therefore become the axis of the PDDR-II. Therefore, some adjustments are required in different fields, which are described in the chapter on recommendations.

For now, important benefits have been generated, such as the improved consumption of proteins, a fundamental aspect in a region where the food pattern is not very varied and malnourishment is high. In a parallel way, the income of some households has improved thanks to the commercialisation of eggs and meat. Though on a small scale, this element has also contributed to the agricultural and livestock diversification and the commercial organisation of the community.

In this point, it is important to mention the establishment of two associations of meat chicken producers in the colonies of Titirihuara and Santa Fe, where the program has supported the construction of infrastructure, thus contributing indirectly to development of an entrepreneurial vision of the activity.

4.2.4 Program sustainability

One of the fundamental elements related to sustainability of the productive projects is the appropriation of adequate productive technologies and practices, as most (rice, coffee and chicken) producers are applying what they learned with positive results in terms of yields. This is a good foundation for continuing with the activities started by the program.

Coffee growing in Caranavi is a central activity and even though more technical support is required to continue improving yields, for the current organic production important commercialisation channels have been found both within the country and abroad, generating considerable economic movement in the region, which will probably not be reverted.

To improve their production capacity and comply with the organic production and quality standards imposed by international markets, the producers have organised themselves in Economic Peasant

Organisations (OECAs), the most important ones of which are: APCERL, ASOAGROV, AGROCAM and TREBOL, which are being strengthened and consolidated.

From an ecological perspective, there are plans to produce humus from coffee residues and Californian worms, which help the farmers to improve their organic production, restore the soil fertility and hence, productive yields. Wastewater is also treated, which helps to mitigate the risks of contamination of the water sources.

The rice project has various elements enhancing sustainability, one of the most important ones of which is the production of certified seed, which ensures better yields and a higher income for the farmers. This has given rise to a higher demand, and hence, a considerable extension of the production areas. Expectations are that this activity will be expanded and improved. The interinstitutional agreements for training in genetic improvement are key elements of this activity.

The citrus fruit project has been a bad experience in some colonies due to extreme climatic factors that caused the total loss of seedlings. However, in the colonies where the greenhouses will be installed and where they have already been installed, people are interested in working with new high-yield varieties for which the demand is higher. There is also considerable interest to work with timber forest species.

Based on the explanation provided above, it is clear that this activity can be maintained and extended, for which it is important to proceed to renewal of the plantations with species that are better adapted to the conditions in the region. It is also important to follow up this activity at least until the second year after planting so as to ensure project sustainability.

With regard to the livestock modules, especially the ones related to the production of chickens, this activity is sustainable to a large extent because 90% of the women producers themselves say that they are pleased and want to continue working in this income-generating activity that also produces meat and eggs to enrich the family's food pattern.

In the few families that continue to breed guinea-pigs, this activity has contributed to the generation of an income and improvement of the family diet, taking into account the excellent nutritional quality of guinea-pig meat. However, in the visited communities we have seen that this activity has failed because of the poor management of the modules by the producers, who argued that they had not enough time for this activity and that they had received insufficient technical assistance. To a lesser extent, they also mentioned cultural reasons as factors discouraging the commercialisation and consumption of guinea-pig meat. This situation raises questions as to sustainability of the modules over time if the strategy is not improved.

V. GENERAL CONCLUSIONS AND RECOMMENDATIONS (PDDR)

5.1 Of a strategic nature

1. There is philosophical and strategic coherence between the institutional Mission and Vision, the overarching strategic framework, and the structure and content of the three PDDR-II programs, as all elements focus on the promotion of a comprehensive development and an improvement of the standard of living through productive development and the access to basic services.
2. In this sense, the overall and implementing strategies favour the establishment of adequate economic, productive, technological, social and human conditions that are complemented with the promotion of values (equity, solidarity and communion with the environment) fomented by the Diaconal Program.
3. The strategies that have been most successful from a political and social point of view are alignment of the Plan with government policies and plans, strengthening of the traditional organisations, participatory planning, community-based decision-making and resource administration, human capital development, the promotion of community-based self-management and productive reconversion with respect for the autochthonous productive culture.
4. The principal strategic weakness at this level is the inconsistency between the sustainable development logic of the PDDR-II, which involves medium and long-term processes and its territorial outreach logic based on short-term sponsorship dynamics.

To overcome these constraints and foment the effectiveness and sustainability of the PDDR, it would be convenient:

► To promote a discussion on two levels: NMA-B and NMA-Oslo, and the teams of NMA-B in La Paz and Caranavi, with the purpose of analysing the possibilities of the PDDR-II being financed entirely by NORAD and/or other sources so as to eliminate the current outreach pressure. This would not be difficult if we take into account that NORAD contributes 79.1% of the current funding¹⁸. Hence, an increase of its contribution or obtaining complementary funding from another agency would not be out of reach. From a technical and social perspective, it is very difficult to consolidate and ensure sustainability of the practices and products of the Plan with interventions of two years. Indeed, one of the findings of this evaluation is that the lack of

¹⁸ Overall Report NMA-B 2005. Alejandro La Fuente.

consolidation and follow-up is one of the most felt and important shortcomings of the Plan. This has also been pointed out in previous evaluations¹⁹.

► Deepen and develop a national-institutional position regarding the rationality of cooperation strategies that pretend to achieve sustainability in short periods of time, which implies structural (political, social and subjective) changes that by nature require a long-term approach covering several generations. Experience shows that short and medium-term interventions imply considerable risks regarding failure and inefficiency.

► Change the current outreach strategy by another longer-term strategy, which in harmony with sustainable development principles and strategies facilitates the rooting of knowledge and technologies, adequate project follow-up, consolidation of the achievements, sustainability of the processes, decompression of the team in Caranavi and a better qualitative performance of the technicians.

5. Another strategic and functional gap is the conceptual and operational weakness of the gender and environmental topics, which affect the comprehensiveness pursued by the Plan. Besides, there is a lack of formal mechanisms for articulating the programs of the Plan, even though there are sufficient elements to do so. For improving both aspects, the following suggestions are made:

► Develop institutional policies and strategies for the practical incorporation of gender and environmental issues in all programs and projects of NMA-B, with an emphasis on the PDDR. In a parallel way, it is necessary to develop an information and training process that covers all members of the institutions, prioritising the PDDR-II team.

► Take advantage of the possibilities of the Diaconal Program from the viewpoint of values and rights. This could become a key factor to deepen the participants' knowledge of and foment environmental and gender-related best practices in all program components. There are Christian organisations that through "Pastoral activities with women" and "environmental activities" have been able to foment substantive changes as the underlying causes of the deterioration in both fields are related to ethics and human rights.

► Use training and organisation activities and family and communal links to articulate the programs and strengthen cohesion of the organisations and persons. In this sense, the common topics (leadership, political and legal framework, environmental sanitation, communal health, Christian values and principles etc.), as well as the crosscutting topics (gender and environment) are adequate for common training events. The common topics could be focused starting from the experience of every program, which would foment a more intense exchange and feedback among the beneficiaries.

► Likewise, sessions could be held to foment an exchange between the different programs, aimed at focusing the topics of a common interest. The experiences on certain topics –

¹⁹ Mid-Term Evaluation of the PDDR Alcoche. Científica Consultora, Erick Roth and others. NMA-B, La Paz Bolivia 2003.

sustainable development, commercialisation, leadership, environmental improvement, gender equity etc. – are adequate for generating interactions between different groups.

5.2 Of a technical nature

6. The design and quality of information in the formats of the AOPs and reports 2005 have improved. Still, there is a series of qualitative and quantitative bottlenecks that hamper an adequate assessment of the efficiency and the evolution of execution of the Plan. The situation of the human development program is better than that of the economic development program.
7. The comment made in the foregoing paragraph seems to indicate the existence of serious deficiencies in planning, especially in the operational planning, which is why there is an urgent need to take measures so as to harmonise the different documents and improve the planning capacity of the executing team. This could be done in one effort, as described below:

▶ Hire a short-term consultant specialised in planning (8-10 days), whose objective would be to clarify and strengthen the key elements of the strategic and operational planning, and to harmonise and standardise all documents and planning elements of the PDDR-II: Indicators, results, target groups, deviations, amounts etc. The starting point would have to be the base document of the PDDR-II, taking into account also the following information: the logframe of the Plan, the logframes of the programs, the logframes of the projects, the AOPs, annual progress reports (7 *op cit*) and annual activity reports (8 *op cit*).

The work could be developed in two phases: The first to transfer the basic planning concepts – including adequate wording of the different elements or parameters - to the team in Caranavi and selected employees in La Paz and the second to apply the acquired knowledge in the revision and standardisation of the pertinent documents. This second step would have to be a team activity so as to foment the socialisation and appropriation of the acquired knowledge.

8. Special attention should be paid to the indicators systems, as this is where most confusion can be found and as the indicators are the basis for monitoring and evaluation. It is therefore fundamental to have coherent and good-quality indicators. Some specific aspects to be taken into account are:
 - ▶ Establish a system with a growing and complementary breaking-up on three levels: Plan, programs and projects. To make this more visual and to show the complementarity, a specific matrix could be prepared or the AOP could be used also as the best instrument for articulating the different indicator and monitoring levels. This could be automated so that the different programs and projects could feed into it. The indicators system would have to be the output of the consultancy mentioned above.
 - ▶ It is also important to include some qualitative indicators in the documents and the system, which respond to the objectives and purposes of the Plan and programs, as well as indicators on the improvement of the production and the household income.

5.3 On execution

9. The level of execution and attainments of the Plan are very good in terms of infrastructure, access to basic utility services, the adoption of sustainable technologies, improvement of the production, organisational strengthening, community-based self-management, leadership etc. As a matter of fact, most goals have been achieved or exceeded.
10. The individual and collective capacity-building is an achievement worth underlining, because of the non-ignorable link between empowerment and development. Some of the relevant aspects are development of a growingly consistent leadership, the substantial improvement in communication of the communities with municipal governments and the access to co-participation financial resources.
11. Nonetheless, there is a series of weaknesses that need to be dealt with urgently, as they imply risks and may jeopardise the execution, quality and sustainability of the outputs and effects of the Plan. Some of these weaknesses are: the delays in and quality of the contribution from the Municipality of Caranavi (which new authorities say are being overcome), operation and maintenance of the infrastructure, calculation of the communal contribution, frequency and profundity of training and technical assistance, management of the residues and waste of some productive and social projects.
12. Chapters V and VI propose a series of specific recommendations for all of these deficiencies, so here we will limit ourselves to a series of political recommendations that could be implemented by the Coordination Instance in Caranavi to overcome the first two stumbling blocks:

► Close follow-up of the cooperation agreement between NMA-B and the Municipality of Caranavi (*11 op cit*), particularly of the fourth clause: “Obligations of the parties”, which among other things refers to the commitment of contributing financial matching resources for the projects financed by the Plan. The agreement also stipulates that disbursements are subject to a timeframe agreed upon by the community, the Municipality and NMA-B. The apparently stable situation of the current municipal government would favour more interaction between the NMA-B Coordinators and the Municipal Council and its commissions. An agreement could be reached on a mechanism for monthly or two-monthly meetings to analyse the progress and obstacles in the mutual collaboration.

► Foment a closer participation of the technicians of the Plan in the annual operational planning as this is where the financial matching contributions for the construction, operation and maintenance of the works must be reflected. According to municipal authorities, the principal shortcoming is the absence of maintenance considerations in the AOPs. Similarly, NMA-B could contribute to the reactivation of the Municipal Development Council and Surveillance Committee as formal instances for civil society and NGOs to participate in municipal decision-making and monitoring efforts.

5.4 On pertinence and relevance

13. The PDDR-II is aligned with the Municipal Development Plans (MDPs) and AOPs of Caranavi and Teoponte, which are in turn aligned with national, regional and sectoral plans and so they contribute directly to attainment of national and territorial priorities. Likewise, as stipulated in the agreements with the municipalities, the Plan interventions are in conformity with municipal priorities and the legal and normative frameworks governing local development in the country: the Municipalities Law (No. 2028), the People's Participation Law (No. 1551) and Supreme Decree No. 24447.
14. From the perspective of public investments, the Plan facilitates the leveraging of public resources in the municipalities, by enhancing the execution of the municipal and cantonal project portfolio. On the other hand, in view of the shortage of public resources to satisfy local needs and the limited presence of donor agencies, the Plan is one of the most important development instruments of the municipalities envisaged in the Plan.
15. The perception of authorities, the population and target groups on NMA-B and the PDDR is very favourable as they acknowledge the institution's transparency, seriousness, commitment, willingness to dialogue, respect for traditions and cultures etc. In particular, stakeholders acknowledge NMA's contribution to improvement of the participation and self-management, which has helped the communities to use all resources to which they are legally entitled, as opposed to the other communities in the region.
16. However, authorities from Caranavi have pointed out that it is necessary to re-prioritise the intervention areas, as the remotest areas are insufficiently covered. Something similar happens as regards the priority topics which authorities believe should be supported in the PDDR, such as water and sanitation in the urban areas and environmental issues.
17. These perceptions regarding priority topics and territories show that the authorities have insufficient knowledge of the process for selecting territories and projects in the current phase of the PDDR and that they have oversized expectations regarding the human, logistical and financial possibilities of the Plan. A closer relationship would be helpful to get to know each other better. Therefore, the recommendation contained in paragraph 12 of the previous section is also relevant here, though it is important to add an additional recommendation:

► Take advantage of the next MDP formulation process (MDP 2007-2011) in Caranavi to facilitate a closer relationship, improve coordination with the municipality and revise mutual current and future priorities, as well as to define the elements requiring close coordination. This is an opportunity that could be to the advantage of both parties.

As regards the pertinence and technical coherence of the implementing team with the Plan, except for the weaknesses pointed out before related to planning, the technical profile and expertise of the team is adequate for the Plan. The principal weakness is the team's capacity to carry out the multiple tasks and works with the many beneficiaries in a wide territory that is not easily accessible. The deficiency in planning can be overcome easily and the corresponding recommendation is described in paragraph 7 of section 6.2, but finding a solution for levelling the physical capacity – work burden is linked entirely to the changes in the territorial outreach strategy of the PDDR. This would be a medium-term solution that is subject to decisions at the highest

level of NMA in Oslo, as mentioned in the recommendation contained in paragraph 4 of section 5.1.

5.5 On efficiency

18. The financial execution of the Plan in the two evaluated years slightly exceeds planned levels (100.35%). The difference was assumed by NMA-B and the community. In August 2006, financial execution was around 50%, so from this strict perspective, financial performance is quite adequate.

19. The assessment of the efficiency includes parameters that were not considered in this evaluation because of the scope of the evaluation. Nonetheless, some bottlenecks and gaps were detected that must be dealt with urgently as they have an impact on overall efficiency of the Plan:

- ▶ The timeframes for physical - financial execution must show clear starting and ending dates and must be planned with viable margins, taking into account the rhythm and time availability of the communities.

- ▶ Detail the project profiles as good as possible so as to avoid change orders, which affect the budgets beyond the permitted 10%.

- ▶ Establish a cost system according to comments made in section 6.1 to solve the existing discrepancies in the contributions of the parties and on the percentage contributed by NMA-B / Community.

- ▶ Develop standardised formats for the financial performance per program and project, which enable an assessment of the overall efficiency and the efficiency per component.

- ▶ Include the salaries in the current expenses of the Plan so as to have a clearer panorama of the expense – investment and cost - benefit ratios of the Plan.

5.6 On sustainability

20. From a strategic political point of view, the alignment and synergy of the Plan with the municipal plans and the agreements signed with the municipalities and central government entities are guarantees in terms of future funding and maintenance of the works and projects. Nevertheless, some aspects must be improved, especially as regards post-execution follow-up of the works and the agreements for ensuring maintenance of the infrastructure. Section 5.3 of this chapter proposes a couple of alternatives for solving this weakness.

21. Socially speaking, the organisational and management capacity; the ownership of the work methods, technologies and perspectives; the enhancement of informed participation and especially the express willingness of the communities to continue with what they started are fundamental elements to ensure permanence over time of the supported processes and projects. We should underline that the plan has set processes into motion that cannot be easily reverted, such as the collective commercialisation and export of coffee, participation of the communities

in formulation of the AOPs and the coordination with the municipal governments on use and management of the funds to which the communities are legally entitled.

22. The generation of processes and the social mobilisation in favour of development are among the highest aspirations of any development intervention, as the revitalisation and empowerment of individuals and social groups enhance the possible sustainability of the projects to a much larger extent than the project focused on satisfying specific needs.
23. An important weakness is the virtually zero participation of women in management and decision-making structures and in the organisations in general. Neither NMA-B nor the programs have gender policies that adequately guide and insist on female participation. This is a risk as the Plan might perpetuate stereotypes that limit the women's sphere of action or, even worse, that naively reinforce gender inequalities.
24. From an environmental point of view, there are also substantial changes in the productive culture, which are favouring sustainability. Still, it is necessary to widen and strengthen the concept and practical implementation of environmental sustainability in the programs and projects, besides strengthening the systematic follow-up to ensure constant implementation of the recently acquired practices.
25. From a financial point of view, many productive projects (coffee, rice, bananas and poultry) of the PDDR I and II show good possibilities in commercialisation and have attained a critical point for developing higher levels of productivity and profitability and ensure sustainability. In this sense, it is necessary for the Plan to strengthen technical guidance and training in business matters, with the objective of avoiding stagnation and frustration. The definition of user tariffs in the water and sanitation projects is another element in this direction, though it is necessary to establish a standardised system that ensures minimum but sufficient tariffs for maintaining the different constructed systems.
26. For improving sustainability of the activities, it is essential to improve the overall level of knowledge and skills and to consolidate sustainable practices in all program areas, especially in the areas that facilitate autonomy, economic development and environmental sustainability, i.e. leadership, public laws and policies, environmental management, gender, accounting, administration and commercialisation. Both from a technical point of view and from the perspective of the beneficiaries, there is a need for more intense implementation and follow-up cycles than the ones currently envisaged in the Plan.

In order to overcome the weaknesses in this critical area of the Plan, the following adjustments are needed:

► In conjunction with the communities, structure a plan to follow up the concluded projects, identifying the principal weaknesses and needs for consolidating the processes and practices in the two programs. Naturally, this would imply putting a halt to the implementation of new projects or at least limiting them to a manageable level and concentrating on an adequate assistance and follow-up. In other words, every project would be supported and monitored at least once a month. This is particularly important for the productive and water & sanitation projects.

► If continued as today, in the next PDDR an initial transitory phase would have to be considered of at least two years to monitor the productive, water & sanitation and organisational development projects, as sustainability of the infrastructure projects is ensured through full compliance of the agreements signed with the municipal government and sectoral entities. It would therefore be convenient to design the plan in two phases: a) Execution and transition (for monitoring the PDDR-II), during 3 years, and b) Follow-up and consolidation of phase a).

► Another possibility for the future PDDR would consist in not entering new territories and staying in the territories covered by the PDDR I and II. In both cases, another type of projects could be implemented, which focus on improving the areas that enhance the sustainability and evolution of the already started activities: environmental management, post-harvest handling, primary transformation, the use and transformation of subproducts (shells, poor-quality fruits and seeds etc.), business development, associations, especially of women, the search for markets as well as other activities that foment economic development and a sustained increase of the household income.

► In the human development program, the integrated concept of all water and sanitation projects should be completed: potabilisation, latrines and infiltration pits, sewage water treatment, environmental management and sanitary education in the community and schools.

► This alternative would focus on ensuring that the families covered in both phases of the PDDR can continue on the road towards development instead of simply overcoming extreme poverty and becoming poor people who “survive” and at considerable risk of falling back to the previous situation. This would be more coherent with the strategic objectives of the Plan regarding the improvement of the standard of living within the framework of the concept of “sustainable and comprehensive development”.

► In any of the two future scenarios, it would be advantageous to consider the possibility of centring the intervention on two basic areas: Drinking water and environmental sanitation, from a comprehensive perspective, and Economic and social development, leaving aside the complex infrastructure that demands considerable financial and human resources and that is highly dependent on the public sector. From another angle, Bolivian laws stipulate that social infrastructure is the competence and responsibility of the municipalities and so it is not convenient for NGOs to take over this role of the public entities.

There are many more arguments that we cannot possibly all mention in this document to take decisions in this sense, but we recommend that NMA-B start a discussion on this topic.

VI. PROGRAM CONCLUSIONS AND RECOMMENDATIONS

6.1 Human Development and Institutional Strengthening Program

1. During the evaluated period, compliance of the indicators in all program projects has been very good to excellent and in various cases the indicators were even exceeded thanks to different factors: Widening of the activities; cost decrease; increased demand for services;

higher contributions from the community or the municipality, and in some cases, an overestimated budget.

2. In this sense, the quantitative achievements of the program in terms of the built, remodelled and/or equipped infrastructure (schoolrooms, health posts and facilities, sanitary facilities, houses for teachers, water systems etc.) and of trained persons (teachers, parents, leaders, women, contractors and others) are impressive and unobjectionable, especially considering the modest annual program budget.
3. The commitment, participation and financial and non-financial contributions of the beneficiaries and municipalities have been very effective mechanisms to build infrastructure at a lower cost and of the same quality as compared to other social entities.
4. The unanimous perception of the population, beneficiaries and authorities is that the program and projects have contributed to an improvement of the access of the population to basic services in education, health, dental hygiene, and water & sanitation. Moreover, the activities have contributed to an improvement of the quality of the provided services by making available physical facilities that are bigger, cleaner and that offer more privacy.
5. However, there are still some bottlenecks related to the construction cycles, accounting of the community contribution and operation and maintenance of the works. If these deficiencies persist, they might jeopardise the execution and sustainability of the infrastructure. Therefore, it would be convenient to:
 - ▶ Develop more complete and realistic construction plans that, as a minimum, include the starting and ending dates of the works, the timeframe for physical and financial execution and the amounts and types of contributions of the different parties (NMA-B, Municipality and Community). The timelines would have to be calculated by taking into account the factors that have caused most delays: The rainy season and the limited time availability in the sowing and harvest seasons.
 - ▶ Develop and reach a consensus with the communal organisations on a cost system that includes all contributions regarding the works, particularly the communities' contributions in cash and in kind. An alternative for calculating labour would be to establish an amount per construction unit or per constructed works segment, which would solve the misunderstandings resulting from the current day-based calculation. It is also necessary to record and include the value of the change orders into the accounts, which are assumed by the community and non-financial municipal contributions. For minimising the number of change orders, it might be possible to work with better detailed project profiles (advanced profile) for which the format of the Municipality of Caranavi could be used as a reference, improving the financial aspects if possible.

This will probably have an impact on the current 60-40 ratio for funding the works, favouring the communities, and which would not decrease the value of NMA-B's contribution in any way. Rather on the contrary, it would underline the real contribution of the population to their development, putting the population in a better position to negotiate on resources and projects

with the government and other donor agencies. This way, NMA-B would be able to show data to break the stereotype perception of passiveness and receptivity of the indigenous communities.

6. In relation to operation and maintenance of the infrastructure, besides the comments made in the section on general recommendations, we can make the following recommendations:

► Establish a mechanism for coordination and follow-up of the agreements signed with government entities. Here, it is important to foment more interaction of the PDDR-II coordination with education and health authorities, i.e. Management of Network 7, DILOS and the District Direction. As regards the municipal government, it is necessary to improve communication with the Cantonal Agent in the Council of Authorities and with the Health and Education Commissions of the Municipal Council. This would ensure the inclusion of amounts for operation of maintenance in the municipal AOPs, as well as follow-up of the agreements with the Council commissions; meanwhile, according to the Municipalities Law, the construction and maintenance of the infrastructure are the responsibility of the municipality.

7. The qualitative results of the program in relation to organisation and training could not be formally assessed due to the lack of indicators; however, we have been able to verify that the project has strengthened the existing organisation in terms of management and administrative capacities. Besides, basic information on public policies and laws has been disseminated, which has improved negotiations between the communities and authorities.

8. The “learning by doing” methodology adapted to conditions of the zone has facilitated learning and the development of skills and capacities. However, empirical observations suggest that in the field of knowledge, with a few exceptions the levels of acquired knowledge are still incipient and various aspects must be strengthened. To improve the effects of the programs as regards human capacity-building and to facilitate the evaluation of this aspect we recommend:

► Revising the current plan and, together with the target groups, prioritising the most important topics so that the second phase of the Plan would focus on consolidation of the knowledge, taking into account that the trained persons should be able to replicate the acquired knowledge in their families and communities. The Plan will need an implementing timeframe and an evaluation and follow-up system to assess the degree of assimilation and progress in the different topics. It is necessary to analyse the possibility of giving the courses in native languages in the colonies, if applicable. From a technical perspective, it is important to develop a simple system of quality indicators, which would have to measure things such as the degree of assimilation, application of the acquired knowledge and the degree of replication.

9. The drinking water and latrine projects are highly appreciated by the population, and the beneficiaries have a deep sense of ownership of these facilities. To overcome the weak points in this element, it is important:

► To incorporate environmental mitigation measures, particularly for drainage of waste and sewage water and introduce the potabilisation and measurement of physical-chemical and bacteriological parameters of the source, with the purpose of ensuring contributions of the program to national objectives regarding the provision of safe and good-quality water.

6.2. Economic Development and Natural Resources Program

10. Except for the citrus fruit project, the level of compliance of most goals exceeded programmed levels. In general numbers, the different projects have benefited more than 1,500 households with infrastructure, greenhouses, plantations, certified seed, organic certification and exports (1,036 in coffee, 193 with livestock modules, 80 in rice and 147 in citrus fruits and 120 with cacao). Likewise, more than 1,300 persons have been trained in relevant topics. On the other hand, the degree of physical progress is as planned, which means that in general the program is highly effective.
11. The participants, population and authorities have a very positive perception of the benefits of the projects, especially the coffee project, which has fomented an increase of production levels, the quality and exports. The other project that is greatly appreciated is the animal husbandry project with women.
12. The difficulties in this program are of a technical nature, particularly as regards coherence between the different documents and coherence of the project indicators with the program purpose, which focuses on an increase of the household income while there are no indicators in this sense in the projects. For overcoming this technical problem, the following actions could be taken:
 - ▶ Within the framework of the recommendation given in section 5.2, paragraph 7, revise and compatibilise all documents and elements of the program. It is also important to standardise the names of the projects and the target groups, because in some cases the target groups are “households/families” and in other cases the “individual producers”. It is also important to include more qualitative information in the annual report, so as to visualise more effectively the factors impacting execution and any other piece of relevant information.
 - ▶ A similar action must be taken with the indicators system to overcome existing differences and gaps, besides the introduction in every program of some indicators on the evolution of the income and the yields per Ha. of all crops. This could be done through a baseline or updating of the existing data so that the data of 2006 would be the basis for measuring the evolution in these two areas that are critically important for measuring the program impact.
13. As described before, the degree of acceptance of the activities regarding training and technical assistance is very good in terms of the thematic content and methodologies; and the application of sustainable technologies is generalised. The methodology for the technical training plan is adequate, though there are some weaknesses in the intensity and follow-up of the plan. To avoid the risk of dispersion and loss of the knowledge and technologies promoted by the program, it would be convenient to:
 - ▶ Carry out a participatory evaluation with all target groups of the program to identify weak thematic areas and the priorities for the second phase of the Plan. This way, it will be possible to prepare a consensus-based plan to reinforce and intensely cover the critical and priority areas, with the purpose of increasing yields, improving the household income and sustainable

production mechanism, in harmony with strategic objectives and purposes of the Plan and program.

► According to the findings of this study, this plan would have to reinforce or introduce the following topics: Financial administration, accounting, commercialisation, the search of markets, cost-benefit studies on all crops and widening of the perspective and content regarding the ecologically sustainable production. For achieving this last aspect, it is essential to consider or strengthen the following topics: Planning of the farms, sustainable production systems, watershed and micro watershed management, production on slopes, fire control, forest management and the disposal and treatment of domestic, agricultural and livestock residues / waste. As regards organisation, it is necessary to stress further assistance to foment and widen all projects, the creation of associations (OECAs and others) to facilitate organic certification, adequate resource management, commercialisation and take advantage of all other benefits of associations.

► We should underline that the ultimate goal of productive training is to change the traditional productive culture, which implies deep changes over generations. This means that it would be convenient to work with the schools involved in the human development program, including practical and relevant (for region IV and for the PDDR) environmental issues in the courses on natural science. The farms could be used as “schoolrooms in the open air” where students get in touch with and practise basic knowledge on natural resources, the environment and sustainable production patterns. On the other hand, producers can participate in the schoolrooms for multiplying and transmitting positive experiences related to production and nature.

► As a crosscutting element, the Plan must include the gender approach from the perspective of human rights and equity, but with a practical approach, involving women in other training activities, not only the ones related to animal husbandry. This would help women to widen their horizons and windows of opportunity.

14. The adoption of organic technologies, the introduction of varieties with higher yields and of a better quality, the primary processing of products, the (coffee and rice) certification processes, are very notable factors that contribute to the economic, social and ecological sustainability of the program.

15. The coffee project stands out because of the many sustainable practices that have been consolidated: Organic production and certification, forest management, soil protection, wastewater treatment and the gradual start of activities for the recycling of solid waste and vermiculture for the production of organic manure. In this sense, coffee has become the emblematic program crop, in terms of sustainable production. An achievement that is particularly relevant for Caranavi in view of this city’s coffee-growing vocation and its environmental fragility. Taking into account the benefits of expanding this model, both from an economic and an environmental perspective, we strongly recommend:

► Preparing a systematisation or case studies on this experience, including as a minimum the following elements: Financial (cost-benefit, yields, improvement of the household income), environmental, social, organisational and technological elements. We also recommend identifying the potential and areas of improvement and the perspectives for replicating the

experience in other farms and crops, which will help to improve the overall program performance in the second phase, and what is even more important, to have a sustainable production model which NMA-B could share with the municipalities for replication in the whole region. Formulation of the MDP 2007-2011 in Caranavi is a good opportunity for the Municipality to adopt and replicate the model.

► In relation to rice, a crop subject to increasing improvement and acceptance, use of the Jasaye variety would have to be reconsidered. Even though this variety is accepted by the producers, the demand for and commercialisation of this variety is difficult. In this sense, it is important to continue working on the search and certification of varieties that satisfy the needs of both producers and the market.

16. The animal husbandry projects with women are widely accepted and show good financial results and a positive impact in terms of food security. Especially in chicken-breeding, the results are very good and this activity might become a good commercial alternative. Even though the project purpose is not commercial but rather focuses on the household level, probably some of the modules will acquire a more commercial profile and the project should at least facilitate the up-scaling of this activity.

17. There is a clear countersense here that must be overcome, because while the other productive projects with men do have a strong commercial connotation, the projects with women are limited to a household dimension. For overcoming this ideological contradiction and strengthen the animal husbandry projects, it is necessary to:

► Talk with women about the possibilities and advantages of commercial production patterns and take a consensus-based decision on the future of this activity. In any case, it is necessary to promote the business-oriented organisation, strengthen the technical, administrative and marketing capacity of the current groups. The project could also facilitate the articulation and links of women producers with other organisations so as to widen the scope of this activity.

► The guinea-pig breeding activity must be reconsidered and a decision must be taken with the groups on the continuation or expansion of the project. Experience shows that in this activity, cultural aspects, the availability of time and crucial technical aspects must be considered. In many cases, the direct exposure of the animals to humid soils was the direct cause of the high mortality rate in many colonies.

18. A final consideration on the program is the need for organising the information on participation of the beneficiaries in the different projects and activities. Here, it is important to have:

► Updated lists of the participants in every Project. The used formats should include information on: Gender, age, canton and colony.

► Lists on events and participants in the different training activities. The formats should collect data on the topics, dates of the events, the canton and colony where the events take place and lists of participants by gender and place of origin,

► It would also be important to make small exercises to systematise the results of the training sessions at the end of every cycle or topic.

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Projects of the Human Development and Institutional Strengthening Program



Water system in the Colony of San Pablo



School
Colony of San Pablo

Healthcare Committee
Health Post in the Colony of
Elevación



Economic Development and Natural Resources Program



Citrus Fruit Project in the Colony of Los Andes



Coffee Pre-processing
Colony of Alto Lima

Maromas Project
Colony of Mayo



FOCUS GROUPS AND WORKSHOPS



Workshop in Caranavi



Filling out surveys in San Pablo



Mayor and Municipal Council of Caranavi



A N N E X E S

A N N E X 1

**TERMS OF REFERENCE
MID-TERM EVALUATION**

AREA IV – PDDR-II

1.- BACKGROUND

Norwegian Mission Alliance in Bolivia has prepared these terms of reference for evaluating Area IV – related to the Diaconal Plan for Regional Development II – (**PDDR-II**), which is being executed in the Department of La Paz, in the provinces of Caranavi and Larecaja, Cantons of Calama, San Pablo, Santa Fe, San Lorenzo, 2 de agosto and Santo Domingo, since 2004 and with projections until 2008. The purpose of this project is to improve the standard of living of the target population. The idea is for men and women from the intervention area to generate proposals and to participate in the formulation, execution and control of the development projects envisaged in the PDDR-II.

The intervention area covers 11,500 inhabitants, i.e. 2,600 households.

With the PDDR projects, the idea is to reach 75% of the households in the intervention area.

The PDDR-II executes 3 programs:

- Economic Development and Natural Resources Program
- Human Development and Organisational Strengthening Program
- Diaconal Development Program

Development Objective:

Families from the intervention area generate proposals and participate in the formulation, execution, administration and control of the development processes based on a consolidated community-based organisation.

Program Objective:

The families from the PDDR-II intervention area have improved their conditions for production and they have access to basic utility services of a good quality through the participation of their organisations in local management processes.

- a) Economic Development – The households improve their conditions for production, which helps to improve their economic income.
- b) Human Development – The households have access to services in health, education, basic sanitation, based on trained local human resources and strengthened local organisations.
- c) Diaconal Development – The households have been oriented in Christian values.

Specific objectives:

- a) The quality and quantity of education services has improved; the infrastructure and equipment are within the framework of the Educational Reform.
- b) The quality and coverage of healthcare services has improved; both the infrastructure and equipment have been improved.
- c) The quality and quantity of the coverage of basic sanitation services and the implementation of latrines have improved in the intervention area.
- d) The population and local organisations from the intervention area have more knowledge and information on their rights and obligations emerging from national laws.
- e) Implementation of a productive infrastructure aimed at improving the quality and efficiency of the agricultural system of the household producers covered by the PDDR-II.
- f) Communal companies have perfected their commercialisation skills and they can now access internal and external markets in better conditions.
- g) There are local human resources who have been informed and trained in production techniques and in environmental conservation.

2.- OBJECTIVES OF THE EVALUATION

2.1. OVERALL OBJECTIVE:

Make an objective and independent evaluation of the progress made with the Plan in 2004-2005, as compared to the proposed objectives and goals both in qualitative and quantitative terms, focusing the community and institutional levels. The evaluation will centre on the PDDR-II, taking into account possible reformulations subject to documented justifications. The evaluation will cover the operational, administrative and technical performance of the programs and projects that are part of the **PDDR-II**. Furthermore, the indicators on sustainability will be considered as part of the evaluation.

2.2. SPECIFIC OBJECTIVES

- Verify whether the activities, results and purposes of the PDDR-II are related to the Vision and Mission of the Institution.
- Verify whether the goals can be achieved with the components that are part of the PDDR-II programs.
- Verify whether the activity profile is compatible with the organisational capacity of Area IV and of the community.
- Verify the level of acceptance among beneficiaries of the strategies and work policy in Area IV.
- Verify the degree of commitment of the different social and institutional stakeholders in execution of the projects.
- Analysis of the community's self-management and sustainability profile.
- Analysis of the constraints and potential of the organisation and the community in the PDDR-II implementing process.

3.- ACTIVITY PROFILE (Structure of the Plan)

Economic Development and Natural Resources Program, covering the following projects:

- Improvement of the quality of coffee and of the infrastructure for producers in ecological transition.
- Increase of the production and implementation of infrastructure for producing rice.
- Improvement of the production of citrus fruits with agro-forestry techniques.
- Reduction of the incidence of plagues and diseases in economically important crops.
- Improvement of the infrastructure and enhanced livestock production.
- Technical training to improve handling of the agricultural land.

These projects are expected to reach 50% of the target households.

Human Development and Institutional Strengthening Program, covering the following projects:

Education: Reach 80% of the 2,500 students, 70% of the 860 Parents and 80% of the 150 teachers.

Health: Reach 75% of the 2,500 families and 25 popular health workers.

Basic Sanitation: Reach 800 families in the intervention area of the PDDR-II.

Organisational Strengthening: Reach 70% of the 1,700 heads of the family and 70% of the 120 representatives of local entities.

Spiritual Development Program

4.- CONTEXT

The organisational capacity of the community will be analysed, as well as the degree to which the community has sufficient capacity for attaining the objectives planned in the PDDR-II.

- Community-based Organisational Structure. The mechanisms for taking decisions, planning, information flows, and the delegation and coordination of tasks.
- Establish the degree of relevance of Local Organisms and local groups for attaining the objectives planned in the PDDR-II.
- Establish the degree of participation and coordination by different institutional stakeholders with local entities for developing the Plan.
- Self-management and sustainability capacity.

5.- ORGANISATIONAL CAPACITY

The organisation of NMA-B and its work methods will be evaluated to see whether they are relevant for achieving the objectives planned in the PDDR-II.

- The organisational structure of Area IV.
- Coordination of activities between Programs.
- Organisational changes during execution of the PDDR-II.
- Resources unit: how are the human, technical and financial resources used.
- The capacity of the human resources to delegate administrative tasks and financial resources.

6.- EXPECTED OUTPUTS

General evaluation report, specifically focusing on the following points.

1.- At the institutional level

- a) A written report presented according to the points specified in the Terms of Reference.
- b) A workshop-seminar to present the conclusions and recommendations to the personnel of Area IV of NMA-B.
- c) Recommendations for strengthening of the PDDR-II.

2.- At the community level

- a) A workshop - seminar in which the conclusions and recommendations are presented to local authorities and local groups.
- b) A written summary report for the community.

7.- METHODOLOGY

Organisation

The evaluation will be carried out by a group of external consultants who have been directly invited. This team must be composed of consultants who know the context and the structure of the peasant / land-settler communities. For coordination purposes, the team will be accompanied by 2 institutional members and 1 representative of the community for each program.

The evaluation will be participatory, with the participation of consultants and the people involved in the development processes in the intervention area.

8.- ACTIVITIES OF THE EVALUATION

Desk activities:

Revision of the documentation, project documents, logical framework, statistical reports and narrative reports.

Degree of compliance in reporting.

Analysis of the information based on the general proposals, measurement of the achieved goals based on the results and goals specified in the logical framework.

Fieldwork:

Interviews with the field personnel that develops the project.

Surveys to verify the knowledge, attitudes and practices acquired by project personnel and the community.

9.- TIMEFRAME

To be defined taking into account the following factors:

- Define development indicators.
- The instruments to be applied.
- The work methodology and details.

The fieldwork will take place from the beginning of May until the middle of June.

10.- CONDITIONS FOR ELABORATION OF THE PROPOSAL

- Elaboration of the Work Plan
- The Work Plan must include the objectives, the used methodology, the scope of the evaluation, the timeframe etc.
- The timeframe for presenting progress reports and the final report must be considered.
- The proposal must contain the cost of the evaluation and the respective payment plan.

A N N E X 2

**NORWEGIAN MISSION ALLIANCE IN BOLIVIA
(NMA-B)**

TECHNICAL PROPOSAL

**Mid-Term Evaluation
“Diaconal Plan for Regional Development (PDDR- II)”
Area IV**

I. BACKGROUND

Since 2004, Norwegian Mission Alliance in Bolivia has been executing the Diaconal Plan for Regional Development II / PDDR-II (herein called “the Plan”), Area IV, in the Department of La Paz, in the provinces of Caranavi and Larecaja, in the Cantons of: Calama, San Pablo, Santa Fe, San Lorenzo, 2 de Agosto and Santo Domingo. The second phase of the plan has been extended until 2007 and the development purpose is for “The households in the intervention area to generate proposals and participate in the formulation, execution, administration and control of the development processes based on a consolidated community organisation”.

In this sense, the program objectives focus on the improvement of the standard of living of the target population, of their access to basic utility services and participation of the organisations promoted by the program in local governance processes. Within the framework of this purpose, the intervention centres on three areas or strategic programs: a) Economic Development, aimed at contributing to an improvement of the production and income of the households; b) Human Development, which among other things promotes an improved access to basic services, training of the beneficiaries and strengthening of the local organisations; and c) Diaconal Development, for Christian guidance of the families.

The specific objectives of the PDDR-II are:

- a. The quality and quantity of the infrastructure and equipment of the educational services have improved within the framework of the Educational Reform.
- b. The coverage and quality of the infrastructure and equipment of the healthcare services have improved.
- c. The quality and coverage of basic sanitation services and latrine-building efforts have improved in the cantons of the intervention area.
- d. The population and the local organisations of the intervention area have more knowledge and information on their rights and obligations within the framework of State laws.
- e. Productive infrastructure has been implemented, with the objective of improving the quality and efficiency of the agricultural system of the producers and households covered by the PDDR-II.
- f. Communal companies have perfected their managerial and commercialisation skills and they can access the domestic and foreign markets in better conditions.
- g. There are local human resources who have been trained in and are informed on production techniques and environmental conservation.

The target population of the Plan is 75% of the households in the intervention area, which based on the new territorial distribution and creation of the municipality of Teoponte changed from 11,500 to 14,062, which means that the number of households increased from 2,600 to 2,998. With execution of the PDDR-II projects, around 10,500 inhabitants or approximately 1,900 households are covered.

Aimed at revising the progress and lessons learned of the Plan in the two years following the mid-term evaluation carried out in 2003²⁰, NMA-Bolivia decided to carry out this mid-term evaluation with the following objectives²¹:

²⁰ Mid-Term Evaluation of the PDDR Alcoche, NMA-B. García Roberto and others. La Paz - Bolivia 2003.

²¹ TOR Mid-Term Evaluation. Area IV, PDDR-II. NMA-B 2006

II. OBJECTIVES OF THE EVALUATION

Overall Objective:

Make an objective and independent evaluation of the progress made with the Plan in 2004-2005, as compared to the proposed objectives and goals both in qualitative and quantitative terms, focusing the community and institutional levels.

The evaluation will centre on the PDDR-II, taking into account possible reformulations and the aspects related to the operational, administrative and technical performance of the programs and projects that are part of the PDDR-II. Furthermore, the evaluation will consider (relevance and pertinence of) the program indicators in relation to the development priorities and needs of the beneficiaries²² and the strategy for ensuring sustainability of the Plan.

Besides, an analysis will be included of the strengths and weaknesses and of the principal lessons learned in the different intervention levels.

Specific Objectives:

9. Verify whether the activities, results and purposes of the PDDR-II are related to the Vision and Mission of the Institution.
10. Verify whether the goals can be achieved with the components that are part of the PDDR-II programs.
11. Verify whether the activity profile is compatible with the organisational capacity of Area IV and of the community.
12. Verify the level of acceptance among beneficiaries of the strategies and work policy in Area IV.
13. Verify the degree of commitment of the different social and institutional stakeholders in execution of the projects.
14. Analysis of the community's self-management and sustainability capacity.
15. Analysis of the constraints and potential of the organisations and the community in the PDDR-II implementing process.
16. Analysis of the phase-out plan and sustainability of the PDDR-II actions.

III. RATIONAL AND METHODOLOGICAL FRAMEWORK OF THE EVALUATION

In order to comply with the objectives of the evaluation, a multidimensional and multifocus evaluation covering the different areas to be analysed - efficacy, pertinence and sustainability of the program – will be carried out. Moreover, an evaluation will be made of the different programs, the different program components and the medium-term effects of the programs in the target population, in terms of practices, attitudes, perceptions, ownership of the program and the different elements etc. In this sense, different activities and methodological instruments will be developed to be used with the different groups of key informants for the evaluation.

3.1. Parameters and thematic axes of the assessment

Effectiveness:

An analysis will be made of the coherence, articulation and degree of attainment of the objectives, goals, activities and results of the Plan and the corresponding programs, as well as a general assessment of the effects of the Plan in terms of ownership of the concepts and practices promoted in both programs. The evaluation will

²² Notes of NMA-B further to questions from the consultancy coordination: "Clarification on Aspects of the PDDR". 28 August 2006.

underline an assessment of the community-based organisational consolidation, the level of commitment and sustainability.

The activities in this area respond to specific objectives 1, 2, 5 and 6 of the evaluation and the analysis will focus on the following thematic areas:

- Correlation between the Institutional Mission and Vision and the activities, outcomes and purposes of the PDDR-II.
- The degree of attainment of the goals and achievements planned for the different components of each of the programs to be evaluated: Economic Development and Natural Resources, and Human Development and Organisational Strengthening.
- The degree of commitment of the different social and institutional stakeholders to execution of the programs.
- Analysis of the constraints and potential of the organisation and the community in execution of the PDDR-II.

To do this, evaluation guides have been prepared, which will be applied in the different groups to be interviewed: personnel of the PDDR, local authorities, NGOs and target groups. In the different groups, the same topics will be considered but from the perspective of each specific group.

Some key variables in this sense are: High, medium or low compliance of the results expected in every program and component; the degree of progress in relation to the evaluation of 2003; the contribution of the results to achievement of the Vision, Mission and Objectives of NMA-B; the acquired skills and knowledge, the new productive practices; the improvement of the levels of production and commercialisation; improvement or not of the household and communal economy; and the contribution to environmental improvement.

As regards communal organisation, an evaluation will be made of the following aspects: The degree of consolidation of the organisations; the strategic links to other organisations; positioning of the organisations in the local setting; self-management capacities; the degree and quality of female participation in the organisation and components of the programs; progress of the organisation in commercialisation; the participation of young persons in the Plan; the level of leadership development; and the progress made in operation and maintenance of the infrastructure and equipment provided by the Plan. Besides, an assessment will be made also based on the perspectives of the target and other groups, regarding the following elements: Improvement of the standard of living, gender relations, the (non) existence of conflicts and the corresponding prevention and solution mechanisms.

In a parallel, way, a crosscutting analysis will be made of factors limiting and favouring attainment of the goals and outputs in each program.

Pertinence and Relevance:

In this field, the evaluation will centre on coherence of the PDDR with the institutional reality of NMA-B, the municipal and departmental / regional planning scheme, and the national juridical framework (Laws on Municipalities, Transfers of Public Revenues, Citizen Participation and other relevant matters).

The activities in this area respond to specific objectives 3 and 4, so basically the activities will be with the institutional team, BIDECA, local authorities and entities and representatives of the target groups. The central topics will be:

- Compatibility of the organisational capacity of NMA-B (Area IV) with the activity profile of the PDDR, emphasising the actions and territorial outreach of the PDDR and the organisational, functional and programmatic alignment.
- The articulation and synergies of the Plan with the principal territorial plans and legal instruments for local development.
- Compatibility of the strategies and work policy of Area IV with the social culture of the communities and acceptance thereof by the beneficiaries.

- Importance and value added of the PDDR for the target population in the short and medium terms.

A large part of the work here will be an institutional and programmatic analysis, from a strategic and organisational perspective. Therefore, the fundamental variables for the analysis will be: Adequacy and functioning of NMA-B in relation to the Plan; the administrative processes; the decision-making flow; the relations with the target groups; the roles and functions of NMA-B and BIDECA and the way in which they complement or overlap one another; the relations and alliances with local entities; the complementarity of the PDDR with municipal competences; coherence of the PDDR-II with national and local plans; articulation between the programs; the pertinence of the program indicators; the monitoring and evaluation system; the systematisation and application of lessons learned in previous phases and the factors limiting and favouring attainment of the outputs expected in this field.

The following variables will be considered to evaluate the relevance: compatibility and harmonisation of the strategies and activities of the Plan with the traditional practices and culture; the existence of similar programs; the value added of the PDDR-II and the synergies of the PDDR-II with other initiatives.

Sustainability:

Here, a general assessment will be made of the current and potential factors contributing to the (financial, political and social) sustainability of the actions promoted by the Plan within the framework of the programs. This corresponds to evaluation objectives 7 and 8, with the following central topics:

- The existing conditions to ensure sustainability of the processes and actions of the PDDR and the financial and technical phase-out of NMA-B.
- The self-management capacity and sustainability of the communal organisation to continue with the activities of both programs.

In this sense, an analysis will be made of the existing factors, conditions and potential to ensure continuation of the processes promoted by the Plan: The available financial mechanisms and resources, the level of communal self-management and ownership of the promoted development model, the capacity of the communities to manage new resources, current relations with possible sources of funding, fund-raising negotiations, provisions for continued technical assistance, the existence of local initiatives and organisations that can support continuation of the actions and other elements considered relevant.

As regards the NMA-B phase-out plan and the transition phase, it is essential to at least analyse the following aspects: The actions aimed at consolidating the organisational basis, the available financial resources, ownership of the development model by the municipal government, NGOs and local leaders, the measures taken to ensure continuity of the activities such as technical assistance, alliances with other organisations that might support the target groups and the deadlines for the gradual withdrawal of NMA-B.

3.2 Work modalities and evaluation instruments

The following work modalities will be adopted, with specific methodological instruments for each case:

- A) **Revision of the documents:** This will be the theoretical starting point to: a) verify physical progress of the programs and other elements related to effectiveness of the program; and b) alignment of the PDDR with national and territorial plans and policies. In this sense, an in-depth revision will be made of the documents produced by the PDDR-II and some relevant national documents:
- Project document of the PDDR-II,
 - AOP 2004 and 2005,
 - Periodic reports on physical and financial progress 2004 and 2005,

- Monitoring and evaluation reports,
- Mid-term evaluation 2003,
- Institutional organic chart and functions manuals,
- Reports and studies on administrative processes and topics that are important for the Plan,
- Administrative, programmatic and monitoring information of BIDECA,
- Laws: People's Participation, Physical Transfers, Municipalities (or equivalent norms),
- Municipal Development, Regional / Departmental Development and pertinent sectoral Plans.

Instruments:

- *Document cards; and*
- *Guide No. 1; Physical progress of the two programs to be evaluated.*

B) Direct interviews: The central purposes of this second level are: validate the findings of the documents; identify the favourable and unfavourable factors of execution; preliminary discussion of the adjustments to be made for future execution; assess the pertinence of the Plan and analyse the (organisational, financial and political) sustainability of the PDDR.

There will be Direct Interviews with the executive and technical personnel of the PDDR (NMA-B and BIDECA), local authorities (municipalities and sectoral delegates), local NGO staff and local leaders.

Instruments:

- *Guide No. 2; Interview for Institutional Assessments, with the coordinators and managers of NMA-B and BIDECA*
- *Guide No. 3; Interviews on coherence of the program and validation of the results, with the coordinators of NMA-B and BIDECA and program coordinators.*

C) Focus groups: This activity will be with men and women representatives of the target groups of both programs, of local leaders and communal government delegates, with the purpose of confirming the findings of previous evaluation activities. The idea is to gather information on people's perceptions on: the achievements in terms of productive and commercial improvements, organisational consolidation, commitments and ownership of the Plan, improvements in the standard of living (equity, income, health and nutrition, housing etc.). An analysis will be made also of the possibilities to attain sustainability of the Plan, from the perspective of the beneficiaries – men and women – of the PDDR; and especially on the favourable and unfavourable factors of the Plan.

Instrument:

- *Guide No 4; Assessment of grassroots organisations (producers, women, youth), sectoral representatives (teachers, communal healthcare personnel and municipal delegates) and communal leaders.*

D) Visits to the infrastructure works and productive units: Here, the idea is to perform an onsite verification of whether the reports correctly reflect the actual progress and achievements in the PDDR, considering both quantity and quality. Besides, it is a good opportunity to obtain information from the beneficiaries on their satisfaction or dissatisfaction with the developed activities and strategies. The idea is to collect information from the producers, their spouses and adolescents / youth.

Expectations are that the visits will also provide information on sustainability of the processes and the beneficiaries' expectations in the short, medium and long terms.

Instrument:

- *Guide No. 5; Perceptions of the producers and beneficiaries on the productive programs and the built productive and social infrastructure.*

IV. EVALUATION TEAM

Considering the scope and complexity of the evaluation and in accordance with the TOR, the evaluation team will be composed of an external evaluator, who will be the coordinator of the team, as well as a national team composed of at least three national professionals, all of whom with experience in development project evaluation and whose profiles are in accordance with the needs.

Evaluation Team

| Professional Profile | Responsibilities |
|---|--|
| Planning and Public Policies | General coordination of the evaluation, with an emphasis on institutional aspects and aspects related to policies, social organisation and natural resources: Methodology and instruments to make analyses and collect data. Discussions, support and the revision of partial reports. The coordination of workshops (2) on preliminary findings, with NMA-B and the communities Final report. |
| Agricultural and Environmental Science | Co-coordination of the evaluation of the Production and NR Program: Data gathering, Analysis and systematisation of the documents and field data, Elaboration of the partial activity report according to the index of the final document, incorporating the conclusions and recommendations of the program, Organisation of the corresponding annexes (guides, matrices, others). |
| Sociology and Community-based Development | Co-coordination with: The human and organisational development component, the gender, ethnics and generational perspectives of the Human Development and Institutional Strengthening Program: Data gathering, Analysis and systematisation of the documents and field data, Elaboration of the partial activity report according to the index of the final document, incorporating the conclusions and recommendations of the program, Organisation of the corresponding annexes (guides, matrices, others). |
| Finance and Institutional Development | Co-coordination of: a) The financial sustainability of NMA-B / PDDR-II, BIDECA and of the two |

| | |
|--|---|
| | <p>programs to be evaluated; and b) the institutional analysis of NMA-B and BIDECA: Data gathering, Analysis and systematisation of the documents and field data, Elaboration of the partial activity report according to the index of the final document, incorporating the conclusions and recommendations of the program, Organisation of the corresponding annex (organic charts, flow charts, general and program financial tables, guides, matrices, others).</p> |
| <p>Engineering. With experience in sanitary engineering. (Work modality to be determined) *</p> | <p>In charge of the technical evaluation of the different social and productive infrastructure works: A revision of the documents in infrastructure. Onsite verification of the works covered in the sample and data gathering. Analysis and systematisation of the information contained in the document and gathered during the fieldwork. Elaboration of the partial activity report according to the index of the final document, incorporating the conclusions and recommendations of the program, Organisation of the corresponding annex (organic charts, flow charts, general and program financial tables, guides, matrices, others).</p> |

*The participation of experts in engineering and social infrastructure – in education, health, water systems and rural sanitation - is very important. They could participate only for specific aspects, limited to fieldwork and elaboration of the report on the pertinence and adequacy of architectonic designs, the quality of the works, useful life of the works, requirements regarding operation and maintenance, and sustainability of the works (prognostic and measures to ensure sustainability).

NMA-B will directly hire the national team, in accordance with the technical terms and responsibilities contained in this document. Likewise, NMA-B will be responsible for all logistics of the fieldwork: Facilitate interviews with representatives of different groups in La Paz and in the provinces, summon and organise focus groups, transportation and accommodation, the materials and equipment to be used, logistical coordination and coaching of the evaluation team by two institutional technicians and one community representative.

V. OVERALL PLAN OF THE CONSULTANCY AND TIMEFRAME FOR THE FIELDWORK IN BOLIVIA

As agreed and in conformity with the offer made by NMA-B, the external consultancy for execution and coordination of the evaluation will cover 40 working days, between 07 August and 23 September 2006, which will be distributed as follows:

- 5 days for general planning of the evaluation and the elaboration of methodological tools.....07.08 - 12 .08.06
- 20 days of fieldwork in Bolivia..... 14.08 - 20.09.06
- 15 days for preparing the Final Report11.09 - 23.09.06

The workplan in Bolivia is shown in the table below:

Fieldwork plan in Bolivia

| Activities | Dates | Participants and Persons in Charge |
|---|--|--|
| 1. Arrival to La Paz / Adaptation to the altitude and initial visit to NMA-B | Monday 14 August | External evaluator NMA-B Coordination |
| 2. Planning and organisation meeting: Work modalities, Guides, Selection of the sample, Activity timeframe and the Distribution of responsibilities and activities. | Tuesday 15 August | P: Evaluation team NMA-B Team |
| 3. Revision, systematisation and gathering of data using the corresponding guides. | Wednesday 16 and Thursday 17 August | P: Evaluation team |
| 4. Interviews with institutional representatives: NMA-B, BIDECA, NGOs and others. | Friday 18 August | P: Evaluation team. R: Coordinator and financial - institutional responsible |
| 5. Systematisation of the collected information | Saturday 19 August | IDEM |
| 6. Break | Sunday 20 August | ----- |
| 7. Field trip. In every place, the following activities will take place: Interviews, focus groups and onsite assessment of the works and productive units. | Monday 21 > Sunday 27 August (only in the morning) | P/R: Evaluation team <u>Morning</u> : Interviews with the team divided into two groups. Focus group. the whole team <u>Afternoon</u> : Visits to the works and farms. The whole team. |
| 8. Systematisation of the field information. | Monday 28 August | P: Evaluation team R: Coordinator and persons responsible for the programs / components. |
| 9. Preparation of the workshop for NMA-B and BIDECA. | Tuesday 29 August | P: The whole team R: Coordinator |
| 10. Workshop in La Paz. | Wednesday 30 August | IDEM |
| 11. Preparation of the communal workshop. | Thursday 31 August | |
| 12. Communal workshop and norms for preparing the final report. | Friday 01 September | IDEM |
| 13. End of the external consultancy. | Saturday 02 September | Team coordinator |

VII. ANNEXES

The five methodological guides that will orient the different work modalities of the evaluation are being prepared. These documents will be sent to the national evaluation team for consideration on Wednesday 09 August.

**Prepared by: Myrna Moncada Fonseca.
External Consultant and Coordinator of the Evaluation.
Managua Nicaragua, 07 August 2006**

ANNEX 3

I. GUIDE NO 1
Evaluation of Physical Progress
(Revision of Documents and Fieldwork)

1. Economic Development and Natural Resources Program

| Expected Outcomes | Compliance | Indicators | Compliance |
|--------------------------|-------------------|-------------------|-------------------|
| | | | |
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For gathering data on compliance of the activities, registers, minutes and reports will be revised.

2. Human Development and Organisational Strengthening Program

| Expected Outcomes | Compliance | Indicators | Compliance |
|--------------------------|-------------------|-------------------|-------------------|
| | | | |

GUIDE NO. 2

INSTITUTIONAL EVALUATION

Subjects: Teams of NMA-B and BIDECA (some questions are also relevant for local authorities and NGOs)

Organisation and Method

18. What personnel is available for the Plan and what is the level of professional and technical competence of these employees?

| Position and professional profile | Functions | Years with the PDDR | Observations |
|-----------------------------------|-----------|---------------------|--------------|
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19. Are there any Manuals on Organisation and Methods?

Yes_____ No_____

20. How are the positions and functions in the Management, Administrative and Technical areas performed? What is the level of attainment?

| Positions | Performance level of the function | | | | Observations |
|-----------|-----------------------------------|---|---|---|--------------|
| | 1 | 2 | 3 | 4 | |
| | | | | | |
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21. What knowledge does the Project personnel have and what is their level of commitment to the Project?

| Knowledge | Commitment | Observations |
|-----------|------------|--------------|
| | | |
| | | |
| | | |

22. Is there a clear decision-making flow? Do all management, administrative and technical instances understand and apply it?

23. What methodological mechanisms does the Plan use to establish a fluent communication between the management – administrative structures, the territorial offices, BIDECA and management of the grassroots organisations?

| Mechanisms | Frequency | Participants | Observations |
|---------------|-----------|--------------|--------------|
| Assemblies | | | |
| Meetings | | | |
| Consultations | | | |
| Aide-memoirs | | | |
| Letters | | | |
| Memorandums | | | |
| Others | | | |

24. What type of reports are prepared: Technical Reports, Financial Reports, Others?

| Reports | Frequency | From: | To: | Observations |
|-----------|-----------|-------|-----|--------------|
| Technical | | | | |
| Financial | | | | |
| Progress | | | | |
| Others | | | | |

25. Is there a Monitoring and Evaluation System? Who manages it? How is the information shared and how is feedback given throughout the chain: management, administration, technicians, grassroots organisations, Information and Dissemination System?

Yes _____ No _____

| Person in Charge of the System | Instances that contribute information | Information resulting from the System | Target person(s): | Frequency: | Responsible of compliance |
|--------------------------------|---------------------------------------|---------------------------------------|-------------------|------------|---------------------------|
| | | | | | |
| | | | | | |
| | | | | | |

Relevant observations:

- a.
- b.
- c....

26. Is there a Methodological Instrument for Systematisation? Who manages it? How is it fed, processed and how does it give feedback to the board, management and technical instances, the Target Groups, the System?

| Person Responsible for the System | Instances that contribute Information | Information resulting from the System | Target person(s): | Frequency: | Application or use |
|-----------------------------------|---------------------------------------|---------------------------------------|-------------------|------------|--------------------|
| | | | | | |
| | | | | | |
| | | | | | |

Observations.

- a.
- b.

Finance and Accounting

27. What is the budget of the Plan? How and how much is allocated to the Programs? What efficiency indicators are used to measure the correlation between what was invested and what was achieved?

a. Overall Budget in USD:

| Budget per Program: | Efficiency Indicators | Observations |
|----------------------------|------------------------------|---------------------|
| | | |
| | | |
| | | |

28. What financial reports are prepared and for whom as regards budget execution?
29. How are the profitability of the Plan and Programs assessed?
30. How is management of the purchase / procurement processes, the registers on warehouses, bank accounts, accredited firms, petty cash and cash counts?
31. How does the Accounting System work? Are the records updated?
32. Is there a system on salaries, bonuses and incentives for employees?

Strengths and Weaknesses of the Management and Administrative System of the Plan

33. What are the strengths and weaknesses of the Management – Administrative system?

| Strengths | Weaknesses |
|------------------|-------------------|
| | |

34. What are the Strengths and Weaknesses of the Technical Team and its Advice, Training and Dissemination methodology?

| Strengths | Weaknesses |
|------------------|-------------------|
| | |

35. What recommendations can be helpful to improve the Management, Administrative and Technical system of the Plan?

| Management | Administration | Technical | Observations |
|-------------------|-----------------------|------------------|---------------------|
| | | | |

GUIDE NO. 3

PROGRAMMATIC COHERENCE OF THE PDDR-II AND ALIGNMENT WITH NATIONAL AND LOCAL PLANS

Subjects: Teams of NMA-B La Paz and Caranavi, Municipal Gov. and local stakeholders

Internal Coherence

1. How are the actions of the three programs articulated? What feedback mechanisms have been developed? Specify the three most important ones.
 - a.
 - b.
 - c.

2. What are the principal weaknesses and strengths of the program indicator systems?

| Programs / Indicators | Strengths | Weaknesses |
|--------------------------------------|------------------|-------------------|
| Productive and NR | | |
| Human and Organisational Dev. | | |

Coherence with national and municipal plans

3. What are the (strategic and thematic) points of convergence of the Plan with municipal, sectoral and national plans?

| Elements of convergence | PDDR-II | MDP | Sectoral / national plan |
|--------------------------------|----------------|------------|---------------------------------|
| | | | |

4. What divergences are there?

| Divergent elements | PDDR-II | MDP | Sectoral / national plan |
|---------------------------|----------------|------------|---------------------------------|
| | | | |

| | | | |
|--|--|--|--|
| | | | |
|--|--|--|--|

5. What formal mechanisms does NMA-B have to speak with national and municipal authorities and with other development entities, which favour synergies between the PDDR and the official or institutional plans? Specify:

| Entity | Mechanism |
|--------|-----------|
| | |
| | |
| | |
| | |

6. What is the relationship between the budget of the PDDR-II and the municipal budget?

7. Do you think that the actions of the PDDR-II might give rise to distortions in terms of the role, competence and responsibilities of the Municipal Government? What is being done to avoid this?

8. What actions are being developed to ensure sustainability of the Plan?

| Financial | Technical | Organisational | Others |
|-----------|-----------|----------------|--------|
| | | | |

9. At present, what elements have been or are being developed to foment sustainability? Specify:

- a.
- b.
- c.
- d....

On the Local Development Model

10. In what way is the promoted Development Model contributing to personal development of the target group and the population in general?

| Development of the Target Group | Household Development | Personal Development | Observations |
|---------------------------------|-----------------------|----------------------|--------------|
| | | | |

11. In what way is the Local Development Model contributing to persons taking charge of their own fulfilment and hence, the sustainable development of their community?

| Self-fulfilment | Community Development | Observations |
|------------------------|------------------------------|---------------------|
| | | |

12. In what way does the Local Development Model take advantage of or overlook the anthropological wealth of the influence area and the Target Group?

| Takes advantage of: | Overlooks: |
|----------------------------|-------------------|
| | |

13. What is the difference or value added of the PDDR-II compared to other development projects?

GUIDE NO. 4 -A
PERCEPTIONS ON PROGRAM ACHIEVEMENTS

Subjects: Beneficiaries, in Focus Groups.

I. Program: Agricultural and Livestock Production and Natural Resources

1. What new techniques / practices have been adopted in agriculture / livestock? What are the principal results?

| Adopted techniques / practices | Results | Observations |
|--------------------------------|---------|--------------|
| | | |
| | | |
| | | |

2. What crop yields are obtained?

| Crops | Yields in QQ (1 QQ = 46 Kg) / Ha | | Observations |
|---------------|----------------------------------|-----|--------------|
| | Before | Now | |
| Coffee | | | |
| Citrus fruits | | | |
| Rice | | | |
| Others | | | |

3. What infrastructure has been improved or built as from 2004?

| Infrastructure | Number of Upgraded Facilities | Number of Built Facilities | Observations |
|---|-------------------------------|----------------------------|--------------|
| Pre-processing of coffee on the household and communal levels | | | |
| Rice | | | |
| Others | | | |

4. How many modules on domestic animal-breeding have been established? Achievements and difficulties:
No. and type of modules per Canton
- -
 -
 -

| Module | Achievements | Difficulties |
|--------|--------------|--------------|
| | | |
| | | |
| | | |

5. How many communal greenhouses for citrus fruits and forest species have been established?

| Citrus fruits | Forest species | Observations |
|---------------|----------------|--------------|
| | | |
| | | |
| | | |

6. What are the principal actions related to protection and sustainable management of the Natural Resources that have been implemented?

| NR | Protection and Management | Observations |
|---------|---------------------------|--------------|
| Water | | |
| Soils | | |
| Fauna | | |
| Forests | | |

**II. Human Development and Organisational Strengthening Program
Education, Nutrition and Health**

7. In education, what are the most important changes? (access, quality and services)

| Changes | Observations |
|---------|--------------|
| | |
| | |
| | |

8. In health, what changes have taken place? (access, quality and services)

| Changes | Observations |
|---------|--------------|
| | |
| | |
| | |
| | |

9. In food, what changes have occurred? (Type of food, quality, frequency etc)

| Changes | Observations |
|---------|--------------|
| | |
| | |
| | |
| | |

10. What changes can be seen in the drinking water and sanitation services in the communities? (supply and quality)

| Changes | Observations |
|---------|--------------|
| | |
| | |
| | |

11. How many houses have been built for teachers and medical personnel with support of the PDDR?

| Teachers | Medical personnel | Achievements and Weaknesses |
|----------|-------------------|-----------------------------|
| | | |
| | | |
| | | |

12. What school and health infrastructure has been built or upgraded?

| Schools | Health | Achievements and Weaknesses |
|---------|--------|-----------------------------|
| | | |
| | | |
| | | |

13. How many safe water systems and latrines have been implemented?

| Safe water systems | Latrines | Achievements and Weaknesses |
|--------------------|----------|-----------------------------|
| | | |

On the standard of living

14. Up to what point have the achievements of the Plan been helpful for the participants (Target Group) to attain a better standard of living?

| Categories | High | Medium | Low | Very Low | Why? |
|--------------------------------|------|--------|-----|----------|------|
| Decent conditions | | | | | |
| Solidarity | | | | | |
| Equity | | | | | |
| Communion with the environment | | | | | |

15. Are there any other aspects that have improved? Which ones?

- a.
- b.
- c.....

GUIDE NO. 4-B

ASSESSMENT OF GRASSROOTS ORGANISATIONS

Subjects: Beneficiaries in focus groups / surveys

The organisations

1. How many and which organisations have been set up through the Plan? What is their structure like? What is their degree of cohesion?

| Type of Organisations | Members | Degree of Cohesion |
|-----------------------|---------|--------------------|
| | | |
| | | |
| | | |
| | | |

2. How do they function? What type of meetings do they hold?

| Mechanisms | Frequency | Participants | Observations |
|---------------------------------|-----------|--------------|--------------|
| General Assemblies | | | |
| Regional Assemblies | | | |
| Board Meeting | | | |
| Meeting of the work commissions | | | |
| Others | | | |

3. What are the most frequent conflicts and how are they dealt with?

| Conflicts | Causes | Alternatives for solving them | Observations |
|-----------|--------|-------------------------------|--------------|
| | | | |
| | | | |
| | | | |
| | | | |

4. What is the degree of participation – high, medium or low – of young persons and women in the organisations? Ask for registers.

| Women | Youth | Observations |
|-------|-------|--------------|
| | | |
| | | |
| | | |

5. What skills have been acquired and how are the participants applying this knowledge? Specify: Laws, State Reform, Planning, leadership, accounting and administration, others.

| Types of skills | Application | Achievements and Weaknesses |
|-----------------|-------------|-----------------------------|
| | | |

| | | |
|--|--|--|
| | | |
| | | |
| | | |
| | | |
| | | |

6. Have the organisations been strengthened for commercialisation and for maintenance of the infrastructure?

| Improvements in Commercialisation | Improvements in Maintenance |
|-----------------------------------|-----------------------------|
| | |
| | |
| | |

7. With what organisations are the local organisations related?

| Organisation | Purposes and Achievements of the relation |
|--------------|---|
| | |
| | |
| | |
| | |

8. What proposals – different from or complementary to the work under the PDDR – have the organisations made to NMA-B and other organisations? How successful have they been?

| Formulated proposals | Organisations | Level of success |
|----------------------|---------------|------------------|
| | | |
| | | |
| | | |
| | | |

9. What are the principal Strengths and Weaknesses of the organisations? Specify the 4 most important ones.

| Strengths | Weaknesses |
|-----------|------------|
| | |
| | |
| | |
| | |

On the promoted Development Model

10. What are the positive and negative components of the development model promoted by NMA-B? Should it improve? In what aspects?

| Positive aspects | Negative aspects | Improvements |
|------------------|------------------|--------------|
| | | |
| | | |
| | | |

11. Do municipal authorities, NGOs, unions, other local organisations and local leaders have a sense of ownership of the Local Development Model? In what way?

| | Yes | No | Observations |
|------------------|-----|----|--------------|
| Municipal | | | |

| | | | |
|--------------------|--|--|--|
| authorities | | | |
| NGOs | | | |
| Unions | | | |
| Leaders | | | |
| Others | | | |

GUIDE NO. 5

ONSITE OBSERVATION

Subjects: Target groups; social facilities and productive units.

The elements on which the evaluation is based are:

1. Tangible improvements in the fields of: Production, commercialisation, environment, health, education, water and sanitation.
2. The degree of ownership of sustainable productive practices, operation and maintenance of the social and productive infrastructure.
3. Quality of and satisfaction with the technical assistance provided by the PDDR.
4. Harmony with nature and with the environment; the works executed in this sense.
5. The standard of living: Housing, food, hygiene, relationship within couples and families, child labour, conflicts etc.
6. Expectations of the beneficiaries in the short, medium and long term.
7. Real possibilities of sustainability of the actions.

It is fundamental to carefully consider all subjects in the context: Children, women, producers, environmental conditions, state of the constructed works, household and community dynamics etc.

A N N E X 4

LIST OF PARTICIPANTS

I. Focus Groups, Project Visits and Workshop in Caranavi

| NAME | CANTON | COLONY |
|----------------------------|--------------------|---------------|
| 1. Wenceslao Nena | 2 de agosto | 2 de agosto |
| 2. Wenceslao Quipe | Calama | Calama |
| 3. Braulio Madani | San Lorenzo | San Lorenzo |
| 4. Enrique Condori | San Lorenzo | San Lorenzo |
| 5. Justino Huanca | 2 de agosto | 2 de agosto |
| 6. Hugo Casilla | 2 de agosto | 2 de agosto |
| 7. Carmelo Osco | Santo Domingo | Sto Domingo |
| 8. Fermín Chinchero | Calama | Calama |
| 9. Teodoro Madani | Calama | Calama |
| 10. Agapito Kuno | Santo Domingo | Sto Domingo |
| 11. Felix Garita | San Pablo | San Pablo |
| 12. Víctor Tito Pacoricona | Santo Domingo | Sto Domingo |
| 13. Nicolas Jaime | Sto Domingo | Santiago Prim |
| 14. Manuel Velasco | Santo Domingo | Santiago Prim |
| 15. Irma Quequesane | Santo Domingo | Sto Domingo |
| 16. Victor Osnayo | San Lorenzo | Alto Lima |
| 17. Roberto Huíza | San Lorenzo | San Lorenzo |
| 18. Feliz Franco | Santo Domingo | Sto Domingo |
| 19. Victoria Pari | Santo Domingo | Sto Domingo |
| 20. Gladis Pinto | Santo Domingo | Sto Domingo |
| 21. Pio Arce | Santo Domingo | Sto Domingo |
| 22. Fernando Quisberth | Santo Domingo | Sto Domingo |
| 23. Lucio Parado | Santo Domingo | Santa Elena |
| 24. Benito Quispe | Santo Domingo | Sto Domingo |
| 25. Cesar Quisberth | Santo Domingo | Sto Domingo |
| 26. Felix Madani | Santo Domingo | Snto Domingo |
| 27. Nely Alvarez | Canton 2 de agosto | Villa Aroma |
| 28. Agustin Quipe | Santa Fe | Santa Fe |
| 29. Justo Arteaga | Santa Fe | Santa Fe |
| 30. Ilda Morales | Santa Fe | Santa Fe |
| 31. Roberta Caqui | Santa Fe | Santa Fe |
| 32. Fredy Dionisio Madani | Santa Fe | Santa Fe |
| 33. Adolfo Cortez | Santa Fe | Porvenir A |
| 34. Guido Agnota | Santa Fe | Porvenir |
| 35. Felix Chuquimia | Santa Fe | Santa Fe |
| 36. Agustin Condori | Santa Fe | Santa Fe |
| 37. Efraín Oviedo | Santa Fe | Santa Fe |
| 38. Hernán Poma | San Lorenzo | Alto Lima |
| 39. Simeón Huriza | San Lorenzo | Alto Lima |
| 40. Ever Poma | San Lorenzo | Alto Lima |
| 41. Casimiro Condón | San Lorenzo | Alto Lima |
| 42. José Serrano Ayala | San Lorenzo | Alto Lima |
| 43. Eulogio Serrano C. | San Lorenzo | Alto Lima |

| | | |
|----------------------------|----------------|-------------------|
| 44. Apolinar Cruz | San Lorenzo | Alto Lima |
| 45. Abel Peña Huanca | San Lorenzo | Alto Lima |
| 46. Jerónimo Peña | San Lorenzo | Alto Lima |
| 47. Javier Mamani | San Lorenzo | Alto Lima |
| 48. Wilfredo Achillo | San Lorenzo | Alto Lima |
| 49. Eulogio Ari | San Lorenzo | Alto Lima |
| 50. Valentín Conde | San Lorenzo | Alto Lima |
| 51. Mario Urruchi | San Lorenzo | Alto Lima |
| 52. José Urruchi | San Lorenzo | Alto Lima |
| 53. Moisés Marea Poma | San Lorenzo | Alto Lima |
| 54. Mario Machaca | Alcoche | Colonia Mayo |
| 55. Isidro Quispe | San Lorenzo | Alianza Alto Lima |
| 56. Andres Quino | San Lorenzo | Los Andes |
| 57. Román Ayala | San Lorenzo | Alianza Alto Lima |
| 58. Nicolás Mamani Cordero | San Lorenzo | Alianza Alto Lima |
| 59. Mateo Mamani Ayala | San Lorenzo | Alianza Alto Lima |
| 60. Nieves Aduviri | San Lorenzo | Alianza Alto Lima |
| 61. Andrea Achillo | San Lorenzo | Alianza Alto Lima |
| 62. Benigna Tarki | San Lorenzo | Alianza Alto Lima |
| 63. Natalio Jaime Poma | San Lorenzo | Alianza Alto Lima |
| 64. Edgar Quispe Vásquez | San Lorenzo | Alianza Alto Lima |
| 65. Daniel Copa Quipe | San Lorenzo | Alianza Alto Lima |
| 66. Benancio Poma | San Lorenzo | Alianza Alto Lima |
| 67. Lucía D´Valle | San Lorenzo | Alianza Alto Lima |
| 68. Raúl Valle | San Lorenzo | Alianza Alto Lima |
| 69. Franklin Aduviri Poma | San Lorenzo | Alianza Alto Lima |
| 70. Marita Cusi | San Lorenzo | Alianza Alto Lima |
| 71. Guillermo Achilla Poma | San Lorenzo | Alianza Alto Lima |
| 72. Fernando Qustuc F. | Calama | Villa El Palmar |
| 73. Juan Cusani | Calama | Villa El Palmar |
| 74. Manuel Velazco | Calama | Villa El Palmar |
| 75. César Qustuc F. | Calama | Villa El Palmar |
| 76. Victoria Ponce | Calama | Villa El Palmar |
| 77. Berenice Zaire | Calama | Villa E Palmar |
| 78. Irma Kiquisani | Calama | Villa El Palmar |
| 79. Tomás Choque | Calama | Villa El Palmar |
| 80. Flavio Condori | Calama | Villa El Palmar |
| 81. Ernesto Genomino | Calama | Villa El Palmar |
| 82. Ernesto Chavi | Calama | Villa El Palmar |
| 83. Félix Franco | Calama | Villa El Palmar |
| 84. Claris Pinto | Calama | Villa El Palmar |
| 85. Lucio Parapo | Calama | Villa El Palmar |
| 86. Teófilo Chiquita | Calama | Villa El Palmar |
| 87. Agustín Amara | Calama | Villa El Palmar |
| 88. Vitalino Quispe | Calama | Villa El Palmar |
| 89. Nicolás Mani | Calama | Villa El Palma |
| 90. Ernesto Mani | Calama | Villa El Palmar |
| 91. Exal Talen | Calama | Villa El Palmar |
| 92. Mario Soria | Calama | Villa El Palmar |
| 93. Antonio Manco | Calama | Villa El Palmar |
| 94. Angel Mamami | Calama | Villa El Palmar |
| 95. Ricardo Quipe | Col. San Pablo | San Pablo 2do |
| 96. Ángel Choque | San Pablo | San Pablo 2do. |
| 97. Nicolás Quaquirá | San Pablo | San Pablo 2do. |
| 98. Sergio Camisaya | San Pablo | San Pablo 2do. |
| 99. Humberto Daza | San Pablo | San Pablo 2do. |

| | | |
|----------------------|-----------|----------------|
| 100. Demetrio Quispe | San Pablo | San Pablo 2do. |
| 101. Plácido Quipe | San Pablo | San Pablo 2do. |
| 102. Hernán Poma | San Pablo | San Pablo 2do. |

II. Local Authorities

A. Municipal Government and Municipal Council of Caranavi

| | |
|----------------------------|--------------------------------------|
| 1. David Quipe Balboa | Mayor |
| 2. Verónica Flores Ramírez | Councillor |
| 3. Hugo Luna Molina | Chairman of the Council |
| 4. Simona Chaparro | Councillor Constitutional Commission |
| 5. Joaquín Benito Maceio | Councillor – Secretary |
| 6. Valentín Saravia | Vice-chairman of the Council |
| 7. Demetrio Nuria | Councillor |

B. Municipal Government and Municipal Council of Teoponte

| | |
|---------------------------------|-------------------------|
| 1. Secundino Sanguino Silvestre | Mayor |
| 2. Bernardo Alarcón | Principal Advisor |
| 3. Severo Apaza | Chief Municipal Officer |

C. Health and Education Authorities

| | |
|----------------------------|--------------------------------------|
| 1. Dr. Víctor Hugo Carpio | Manager Health Network 7 |
| 2. Ponciano Tantani Alfaro | District Director Education Caranavi |

III. Team of NMA-B

A. NMA-B – La Paz

| | |
|--------------------------|---|
| 1. Reverend Tito Montero | General Director |
| 2. Alejandro LaFuente | Planning Director |
| 3. Lina M. Beisland | HIV/AIDS |
| 4. Ben Tore Beisland | Diaconal Development Area I. Casa Alianza |
| 5. Nelson Cabrera | Responsible Diaconal Office |

B. NMA-B – Caranavi

| | |
|---------------------------|--|
| 1. Hugo Daza Calderón | Coordinator Area IV |
| 2. Rolando Gutiérrez V. | Responsible Economic Development |
| 3. Adán Machicado | Responsible Human Development |
| 4. Germán Loayza A. | Responsible Diaconal Development |
| 5. Grover Guisberth G. | Facilitator Economic Development |
| 6. Jesús Cruz | Facilitator Economic Development |
| 7. Pastor Ramón Chipana | Facilitator Human Development |
| 8. Juan Adalid Villalobos | Facilitator Human Development |
| 9. Abel Pérez Obando | Technical Support Agriculture / Animal Husbandry |
| 10. José Luis Pérez L. | Technical Assistance Civil Works |

11. Jorge Cuba Ticona
12. Moisés Pinto

Responsible Accounting
Office Assistant

ANNEX 5

INSTITUTIONAL EVALUATION
Caranavi

Subjects: The teams of NMA-B and BIDECA (some questions are relevant for local authorities and NGOs)

Organisation and Method

1. What personnel is available for the Plan and what is the level of professional and technical competence of these employees?

| Position and professional profile | Functions | Years with the PDDR | Observations |
|--|---|----------------------------|--|
| Coordinator: Graduate Student Sociology | - Elaborate the five-year plan together with the team. – Supervise and control development of the programs. – Elaborate and submit reports of the Plan – Interinstitutional coordination with the Municipality, local authorities and others. – Be the link between Management and area personnel. – Control budget execution of the projects. – Control of accounting management. | 6 | Started working in the urban area |
| Responsible Economic Development Program: Agronomist Engineer | - Prepare projects and revise the projects prepared by the facilitators. – Elaborate AOPs together with the community and the facilitators. – Elaboration of project reports. – Coordination with technical instances of the Municipality and other institutions. – Control project budget execution. | 7 | |
| Responsible Human Development Program: Teacher | - Prepare projects and revise the projects prepared by the facilitators. – Elaborate AOPs together with the community and the facilitators. – Elaboration of project reports. – Supervise and control development of the projects - Coordination with technical instances of the Municipality, local health and education authorities and others. | 6 | Started working in the urban area |
| Diaconal Responsible: Development Program Reverend | - Elaborate AOPs together with the community and the facilitators. – Elaboration of project reports. – Supervise and control development of the projects with the community – Coordination with instances related to the program. | 2 | |
| 2 facilitators in Economic Development: Agronomist | - Prepare specific projects. – Prepare AOPs together with the community. – Reports on the activities and budget execution. – | 6 | Started working as a university scholarship holder |

| | | | |
|---|--|--------|---------------------------------------|
| Engineers (1 with a master's degree) | Provide training, information and technical guidance in development of the activities and projects. – Supervision and monitoring of project activities. – Facilitate processes for developing the activities in coordination with the program responsible and the coordinator. | 5 | Started working as a support employee |
| 2 facilitators in Human Development Technicians: Basic Sanitation | IDEM above | 6 5 | Started working in Area III |
| Financial Responsible: Assistant accountant | - Control orders and the rendering of accounts. – Orient the community in financial management. – Enter data into the accounting system. – Submit reports in budget execution. – Daily cash counts. | 6 | Started working in BIDECA – local |
| Office Assistant | - Maintain and clean the houses and offices. – Registration and filing of documents. – Messenger functions. | 5 | Local |

2. Are there any Manuals on Organisation and Methods?

Yes No

3. How are the positions and functions at the Management, Administrative and Technical areas performed? What is the level of attainment?

| Positions | Level of performance of the function | | | | Observations |
|---------------------|--------------------------------------|---|---|---|--|
| | 1 | 2 | 3 | 4 | |
| Coordinator | | | X | | Evaluation based on attainment of the expected outcomes to date. |
| Program Responsible | | | X | | |
| Facilitators | | | X | | |
| Resp. Accounting | | | X | | |
| Office Assistant | | | X | | |

4. What knowledge does the Project personnel have and what is their level of commitment to the Project?

| Knowledge | Commitment | Observations |
|--|---|--------------|
| The Vision, Mission, aim, objectives, results and activities considered in the Plan. | We consider that the commitment to the community is in accordance with our principles and values. | |
| Institutional policies | | |
| Work strategies | | |
| The context of the work. | | |

5. Is there a clear decision-making flow? Do all management, administrative and technical instances understand and apply it?

- Based on the functions and hierarchical decision-making levels, the decisions are taken.

6. What mechanisms does the territorial office use to establish a fluent communication with the office of NMA-B in La Paz, the Municipal Government, sectoral Entities, the Council of Authorities and the Operational Committees?

- For matters related to area activities, the coordinator is the intermediary between management or offices of the central office with the team.
- The economic responsible works in direct coordination with the accounting division in La Paz.
- The Coordinator represents the areas with the Municipality, local authorities and other institutions. This is no constraint for the rest of the team to be in touch with these instances.
- The persons responsible for the program are in touch with the instances that correspond to the corresponding program.
- The facilitators generally coordinate their work with the operational committees.

7. What type of technical, financial and other reports are prepared?

| Reports | Frequency | From: | To: | Observations |
|---------------------------------|--------------------------------------|--------------------------|--------------------------|-----------------------|
| Financial and Technical reports | 1 per month | Area team | Community | In monthly assemblies |
| Financial and Technical reports | 1 per month | Econ. Resp. Technicians | Area Team Area Team | In monthly meetings |
| Financial and Technical reports | Quarterly Bi-annually Annually | Resp. Prog. Coordination | Coordination Planning | |
| Financial and Technical reports | Annually Five-yearly | Coordinat. | Municipal Governments | |

8. Is there a Monitoring and Evaluation System? Who manages it? How is the information shared and how is feedback given throughout the chain: management, administration, technicians, grassroots organisations, Information and Dissemination System?

Yes_____ No_____

| Person in Charge of the System | Instances that contribute information | Information resulting from the System | Target person(s): | Frequency: | Responsible of compliance |
|--------------------------------|---------------------------------------|---------------------------------------|-------------------------|----------------------------------|---------------------------|
| Planning | The whole area team | Technical and financial data | Planning and Management | Quarterly, Bi-annually, Annually | Coordination |

Relevant Observations:

- a. We consider that the presentation of reports to the planning office and management, and which are analysed in technical councils and the annual conference, are part of the evaluation system.
- b. As regards the monitoring system, there is the logical framework and the AOPs for follow-up of the projects. There is also a monthly work plan which the Program Responsibles submit to Coordination and the activities are also followed up through the reports on visits paid to the colonies.
- c. For evaluating progress of the infrastructure works, there is not yet an order book.

9. Is there a Methodological Instrument for Systematisation? Who manages it? How is it fed, processed and how does it give feedback to the Area Coordinator, the Program Responsible, the Project Responsible, technicians and grassroots organisations?

The activity reports are important elements for systematising experiences; however, we do not have a methodological instrument for systematisation.

| Person Responsible for the System | Instances that contribute Information | Information resulting from the System | Target person(s): | Frequency: | Application or use |
|-----------------------------------|---------------------------------------|---------------------------------------|-------------------|------------|--------------------|
| | | | | | |
| | | | | | |
| | | | | | |

Observations.

- a.
- b.

Finance and Accounting

10. What is the budget of the Plan? How and how much is allocated to the Programs? What efficiency indicators are used to measure the correlation between what was invested and what was achieved?

| | | | |
|---------------------------|---------------------------|---|------------------|
| Years 2004 – 2008: | NMA-B budget | = | 1,120,000 |
| | Local contribution | = | 750,000 |
| | TOTAL | = | 1,870,000 |

11. What is the budget of the Plan? How and how much is allocated to the Programs? What efficiency indicators are used to measure the correlation between what was invested and what was achieved?

a. Overall Budget in USD:

| Budget per Program: | Contribution NMA-B | Local contribution | Efficiency Indicators | Observations |
|---------------------------------|--------------------|--------------------|---------------------------------------|--------------|
| Agricultural / Animal husbandry | 510,000 | 344,000 | Included in the Plan for all programs | |
| Human Development | 540,000 | 360,000 | | |
| Diaconal Development | 70,000 | 46,000 | | |

11. What financial reports are prepared and for whom as regards budget execution?

- Balance sheets, income statement, budget execution per Canton, for the accounting and planning division, through the coordination division. This report is prepared on a quarterly, bi-annual and annual basis.

12. How are the profitability of the Plan and Programs assessed?

Operational cost over investment ratio.

13. How is management of the purchase / procurement processes, the registers on warehouses, bank accounts, accredited firms, petty cash and cash counts?

- In procurement processes, the responsibility is assigned to the operational committee, which submits fund requests with 3 price quotes.
- Until 2005 every Canton had a current account in the Banco Unión, where the signature of the cantonal agents authorised to sign checks was registered as well as an institutional signature. As the bank has closed its doors, now there is a current account in the city of La Paz, where institutional signatures are the authorised signatures. A savings account is currently being opened in the private financial fund Fondo Financiero Privado PRODEM, in Caranavi, for investment expenses made in Caranavi.
- Petty cash management is assigned to the economic responsible of the institution, with supervision by the Area coordinator who carries out periodic cash counts.

14. How does the Accounting System work? Are the records updated?

- In 2005, a new accounting system was implemented, in which to date adjustments are still being made according to requirements of the work process in the institution.
- The accounting journals are up-to-date.

15. Is there a system on salaries, bonuses and incentives for employees?

- Together with the administrative office, management has a system for salaries, bonuses and incentives for personnel.

Strengths and Weaknesses of the Management and Administrative System of the Plan

16. What are the Strengths and Weaknesses of the Management – Administrative System?

| Strengths | Weaknesses |
|--|---|
| <ul style="list-style-type: none"> - Knowledge of the work of the PDDR. - Vision and Mission shared with personnel. - Good relationship with personnel and the community. - Work experience in the rural area. - Flexibility in case of changes. - Credibility among most beneficiaries. | <ul style="list-style-type: none"> - Some work strategies are not adequately set in the context. - A lack of ongoing follow-up of project execution. - The accounting system is not yet adequate for the area work. - A lack of follow-up of handling of the accounting documents by the community. - Insufficient Human Resources - Incomplete quantification of the local contribution. - Lack of a general training system. |

17. What are the Strengths and Weaknesses of the Technical Team and of its methodology regarding Advice, Training and Dissemination?

| Strengths | Weaknesses |
|---|--|
| <ul style="list-style-type: none"> - Work experience in the rural area. - Shared Vision and Mission. - Credibility among most beneficiaries and institutions. - Good relationship with the team and the community - General knowledge of the PDDR-II. - Advisory services through shared work with the community. | <ul style="list-style-type: none"> - A lack of ongoing follow-up of some projects. - Some team members are not yet able to adequately use the planning and evaluation instruments and the computer packages. - A lack of punctuality. - No strategy to disseminate the topics and reach out to more beneficiaries. |

| | |
|---------------------------------------|--|
| - Theoretical and practical training. | |
|---------------------------------------|--|

18. What recommendations can be helpful to improve the Management, Administrative and Technical system of the Plan?

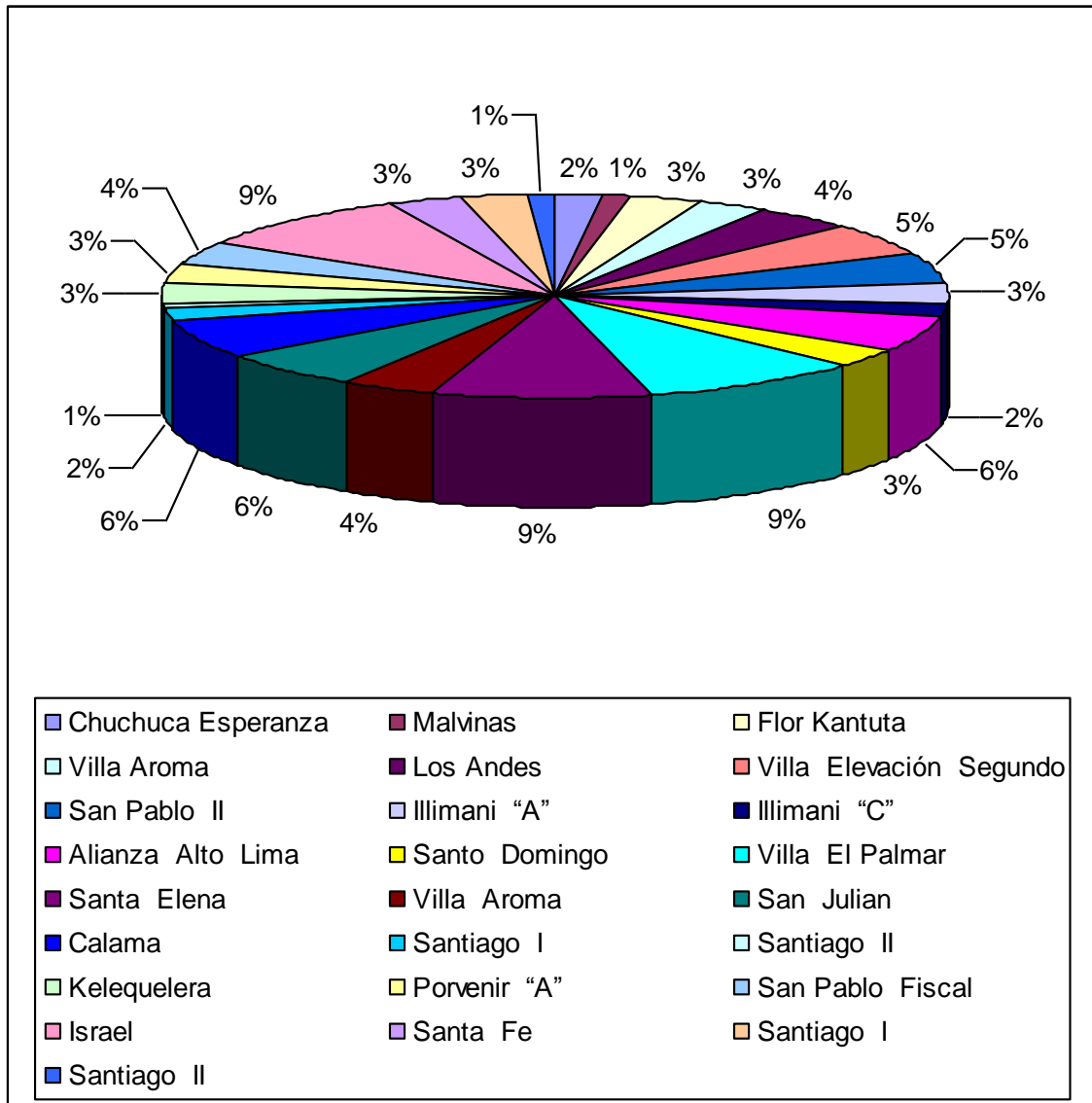
| Management | Administration | Technical | Observations |
|---|---|---|---------------------|
| <ul style="list-style-type: none"> - A better coordination with the team is needed for a more constant follow-up of execution of the projects. - The revision and renewal of strategies in coordination with the team must be enhanced. | <ul style="list-style-type: none"> - Put an emphasis on follow-up of management of the accounting documents by the community – Adjust the system on the basis of the needs in the areas. | <ul style="list-style-type: none"> - Some projects must be followed up constantly based on support for the promoters. - Train personnel in the use of computer packages. - Establish commitments between NMA-B and the community on punctual presence in the works. - Disseminate information through brochures, triptychs and newsletters. | |

ANNEX 6

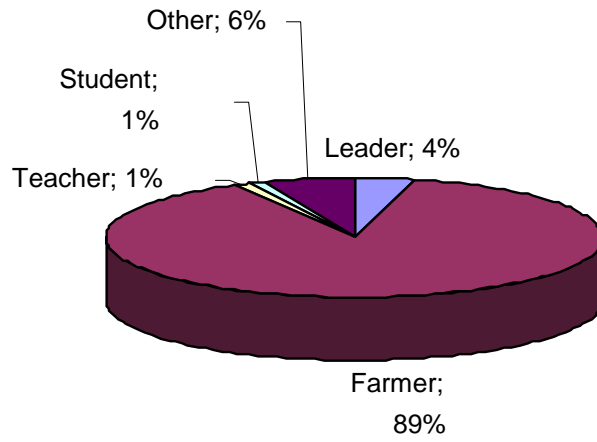
**Survey for the External Evaluation of the Diaconal Plan for Regional Development II (PDDR-II) of the area of Caranavi
Norwegian Mission Alliance in Bolivia**

1. GENERAL DATA OF THE INTERVIEWEE

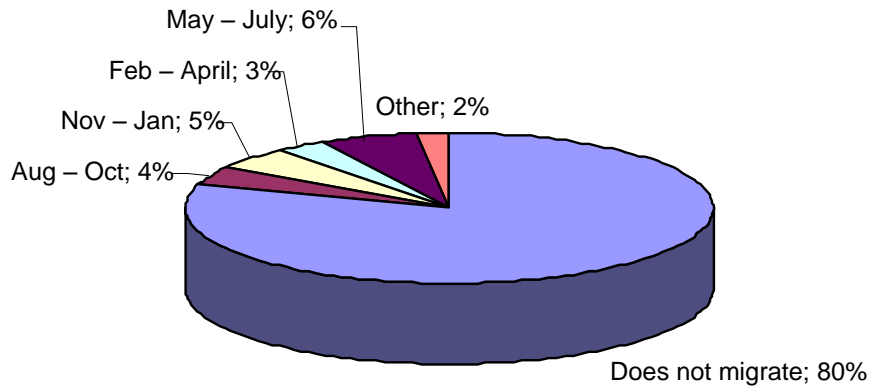
Colony:



Principal activity:

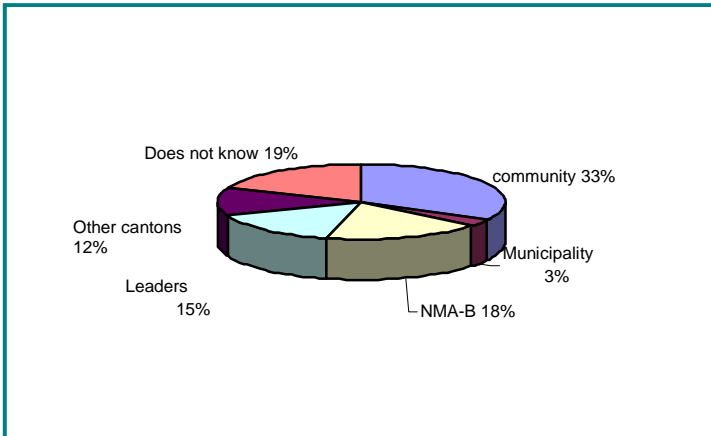


Does any member of the family migrate to work in the course of the year?



VOLUME I

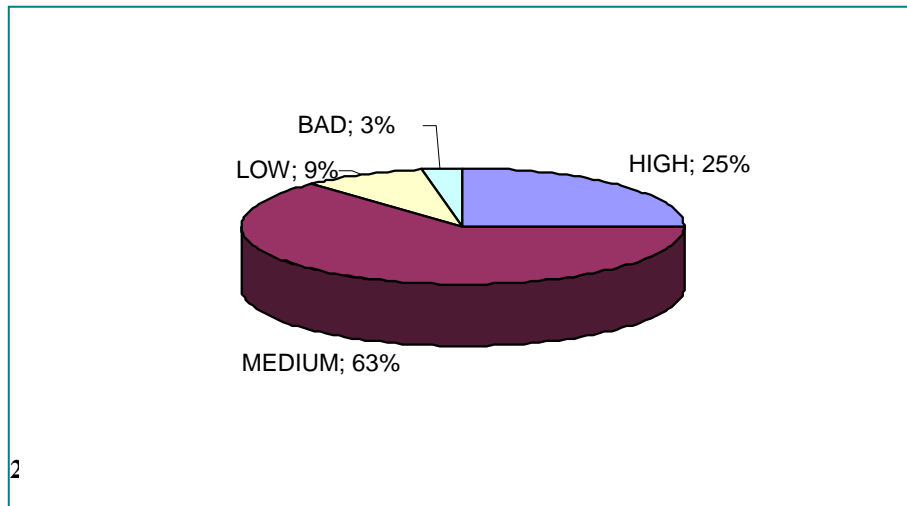
2.1 Do you know where the project idea with NMA-B came from?



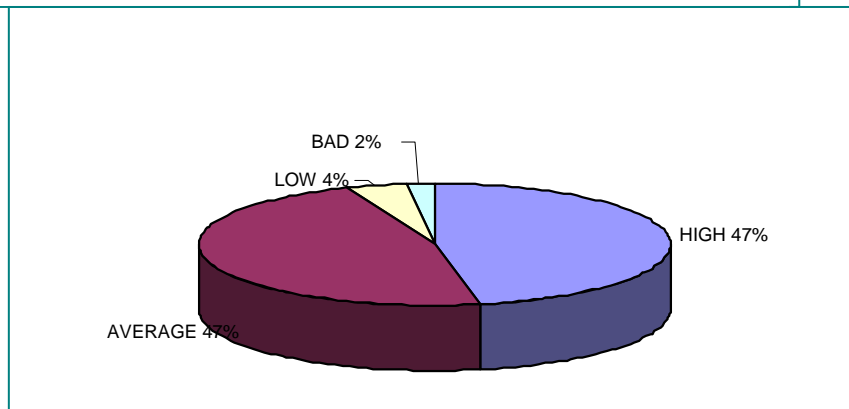
2.2 Do you consider that the projects executed with NMA—B are priorities for the community?

YES = 100%

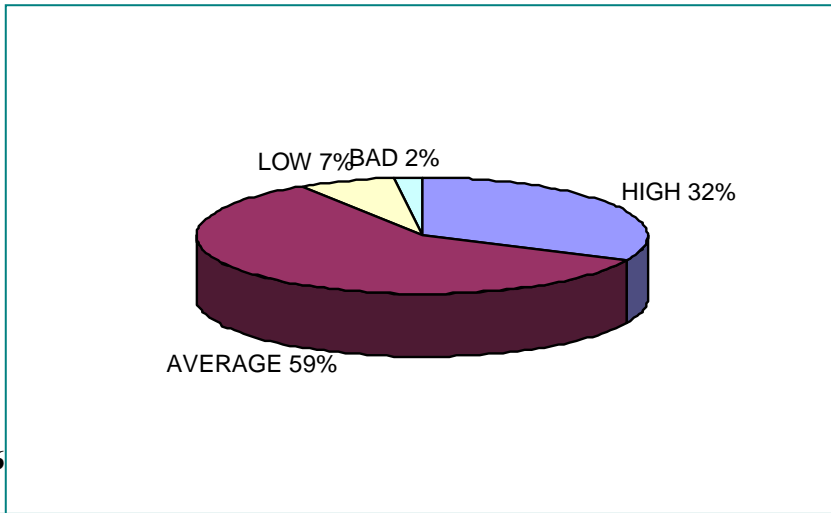
2.3 For the community, the easiness in approval of the projects was:



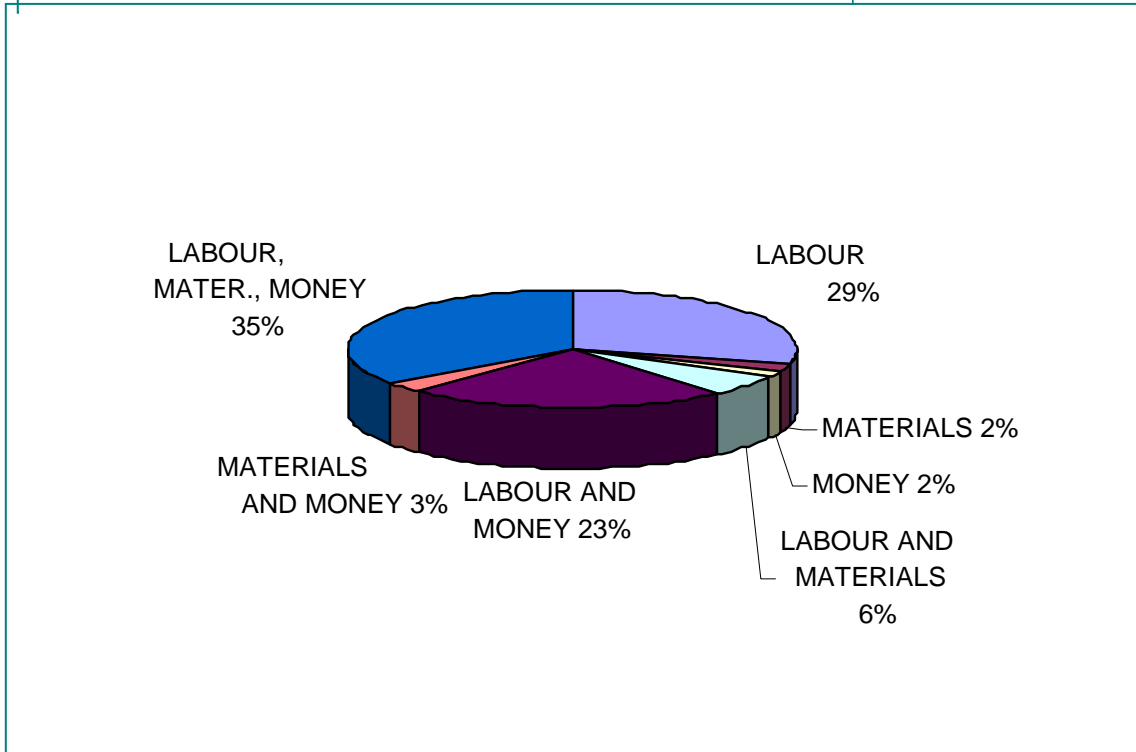
2



2.5 Community participation in operation and maintenance of the project was:

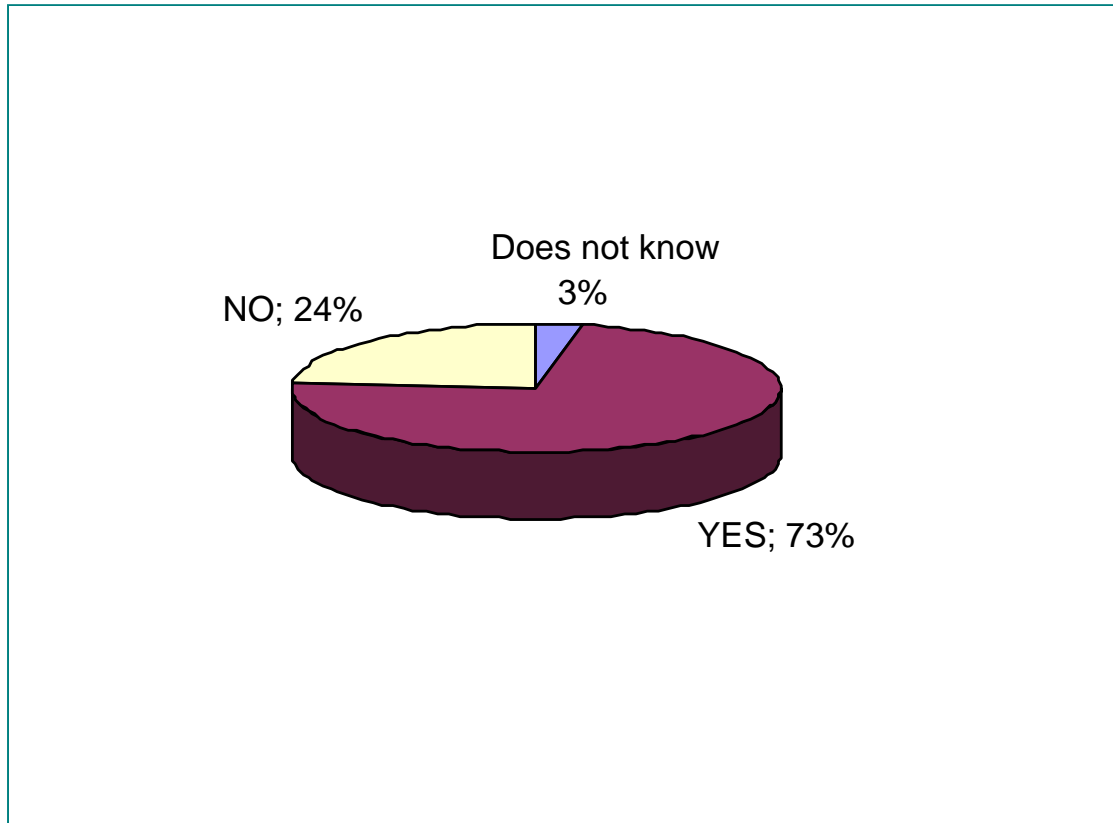


2.6

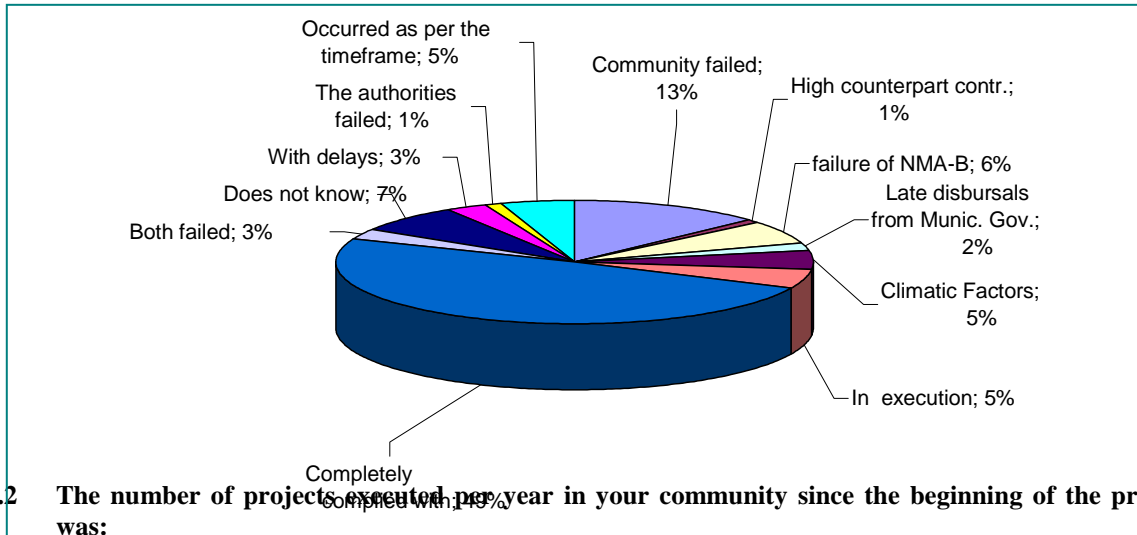


VOLUME II

3.1 The timeframes for project execution were complied with as planned?

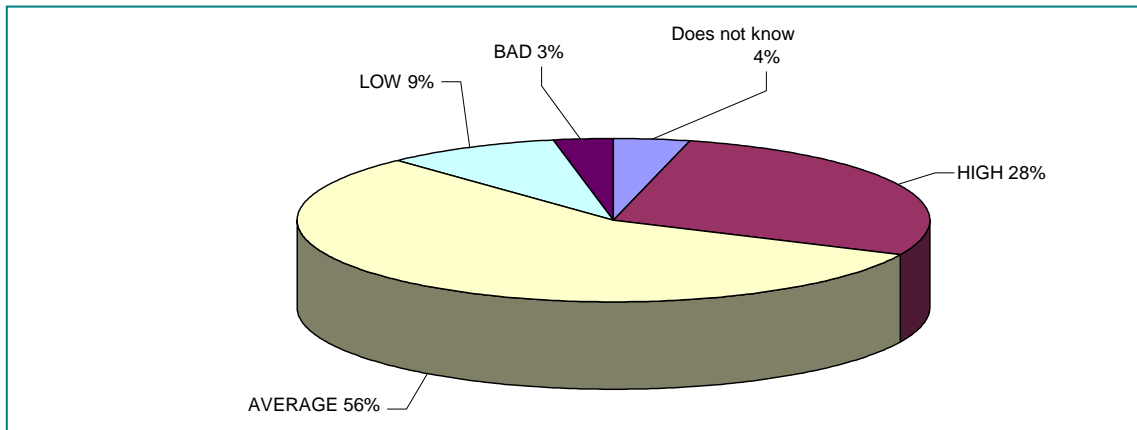


Reason:

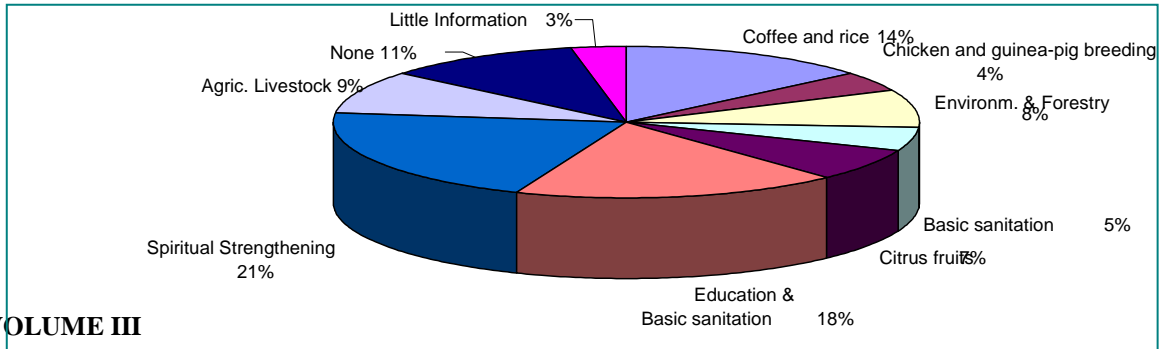


No concrete answers

3.3 Your participation in the training workshops on the projects and other topics has been:



Type of training:

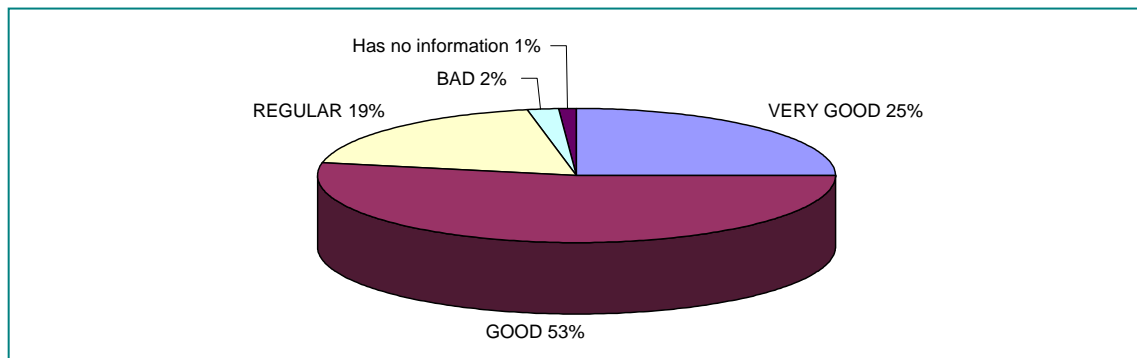


VOLUME III

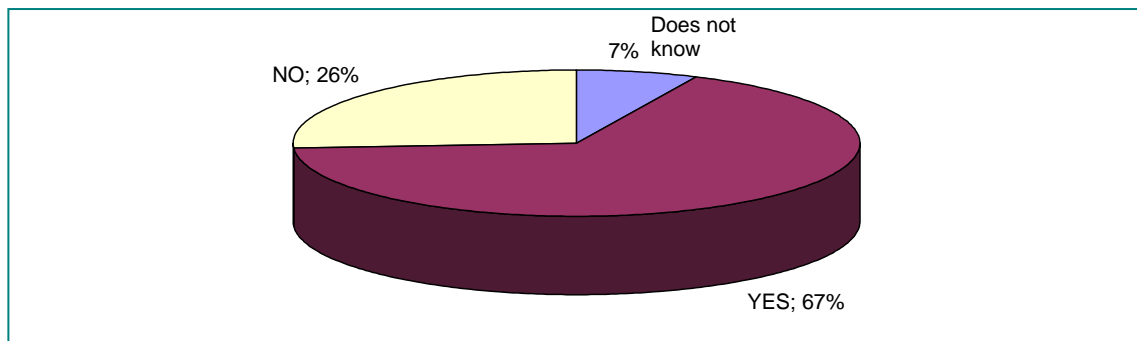
4.1 Does the project meet community expectations?

YES = 100%

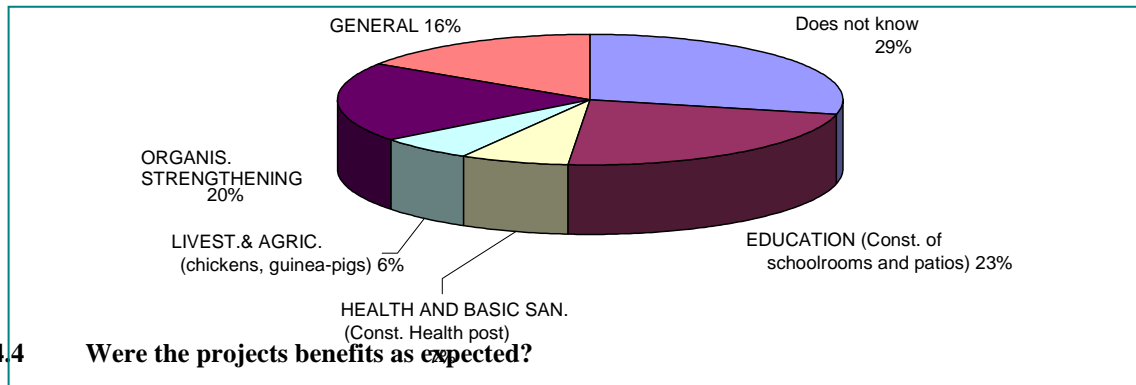
4.2 The economic and technical information the community had on project management and execution was:



4.3 Did the community give any suggestions and were these suggestions taken into account to improve or change project execution?



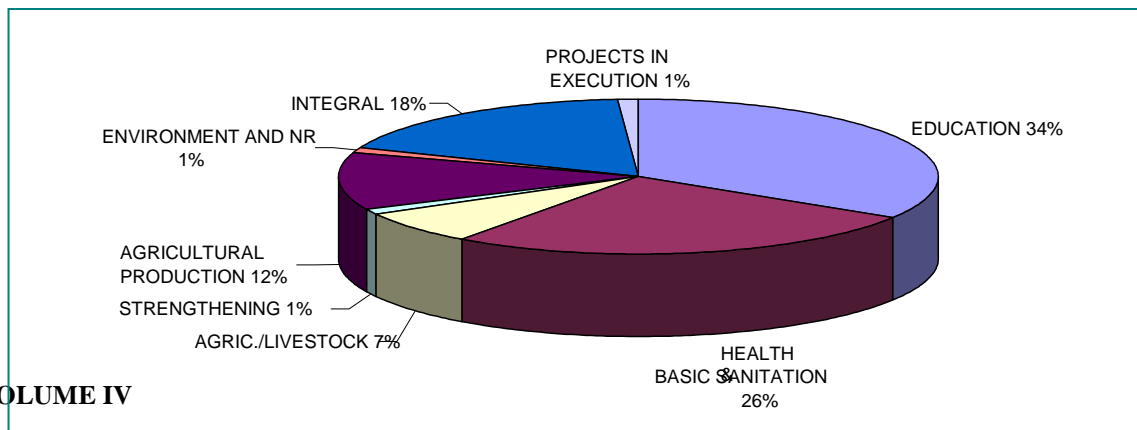
In what project(s) were the suggestions accepted?



4.4 Were the projects benefits as expected?

YES = 100%

4.5 Specify the principal project benefits for your community:



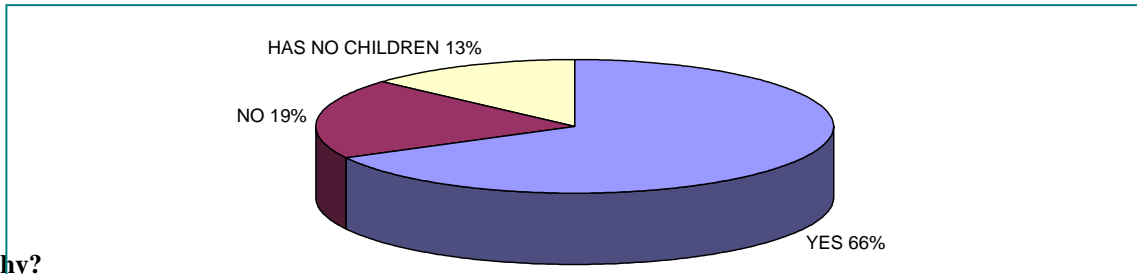
VOLUME IV

5.1 Do you have a higher income from selling your products?

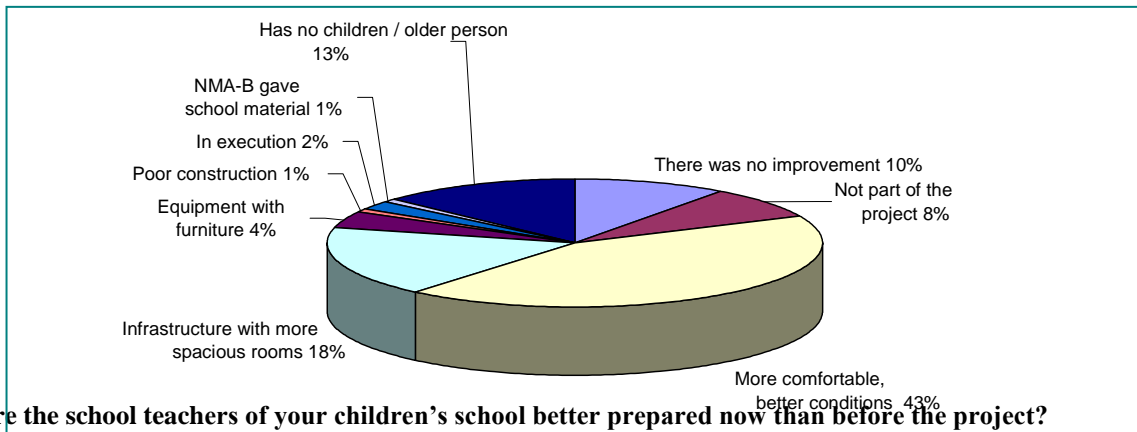
The project has only recently started to work with the citrus fruits.

In animal husbandry, commercialisation is limited as the animals are bred for household consumption (food security).

5.2 Is the school to which your children go better now than before the project?



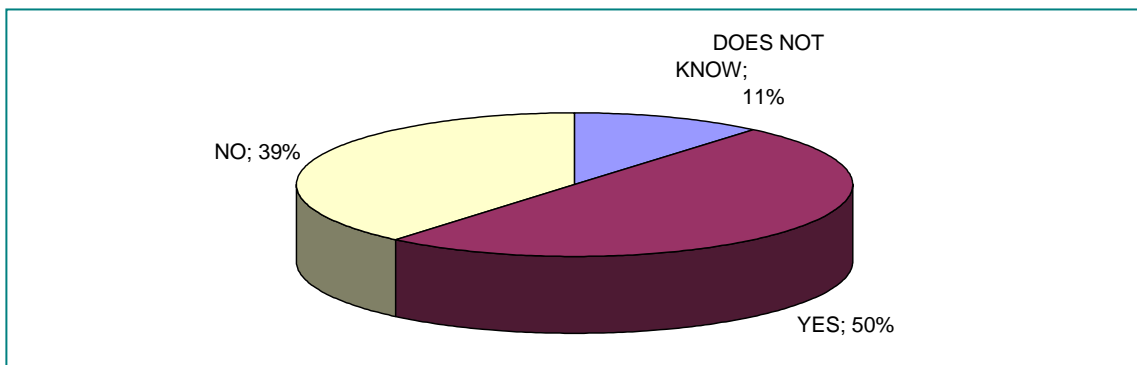
Why?



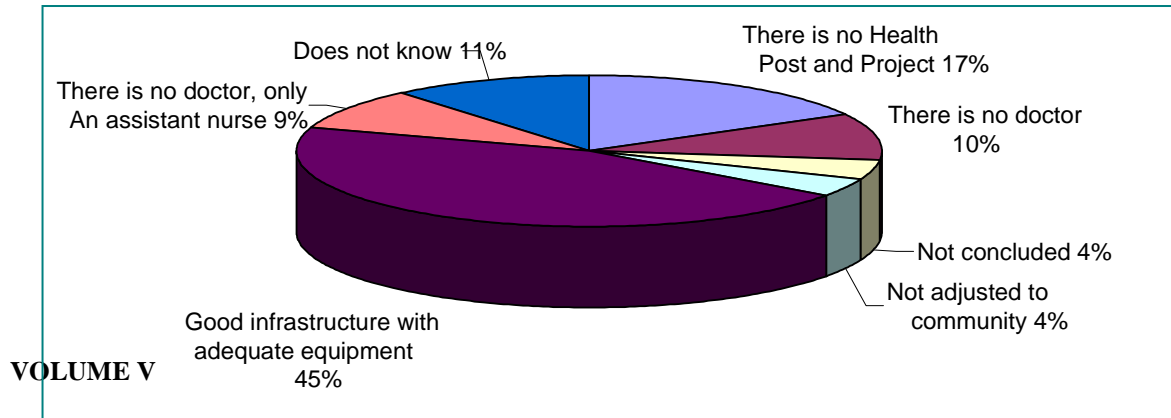
Are the school teachers of your children's school better prepared now than before the project?

No concrete answers

5.4 Are the services in the hospital or health services better now than before the project came?



Why?

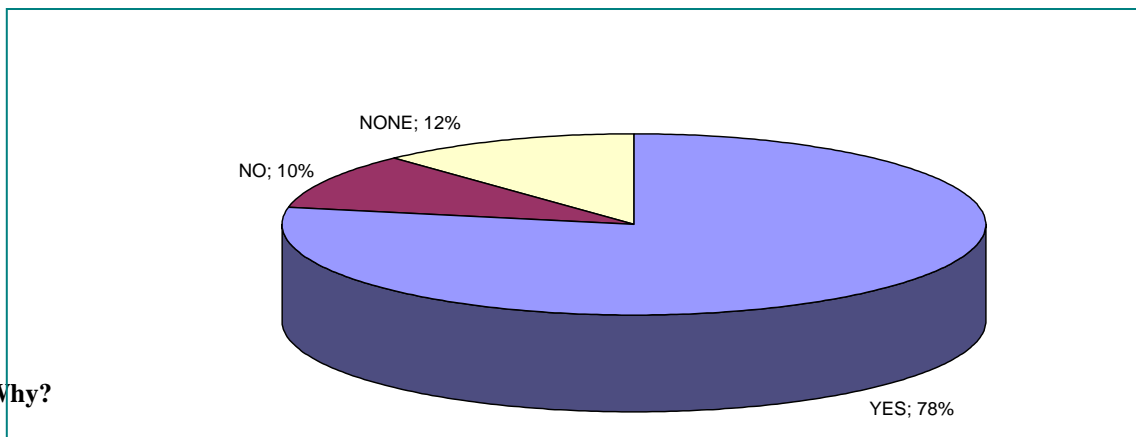


VOLUME V

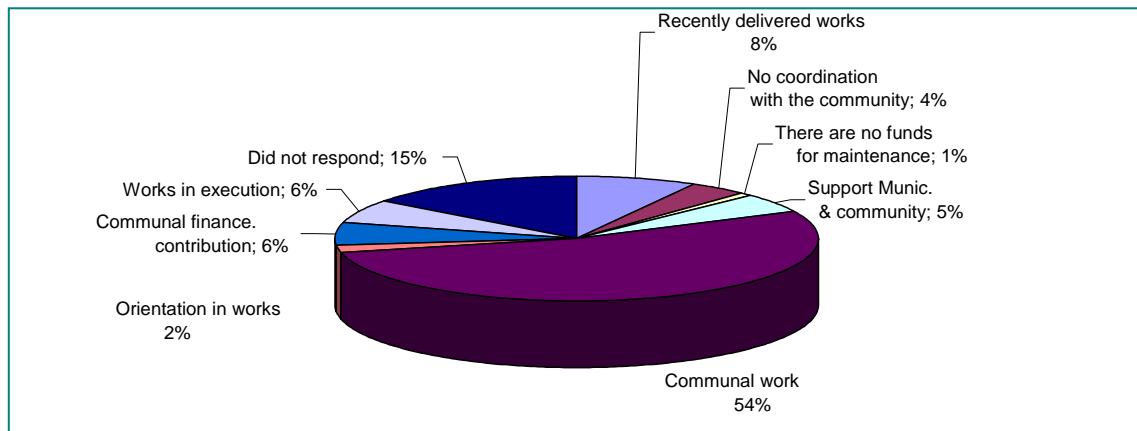
6.1 Do you expect that the project benefits will be maintained in the future?

YES = 100%

6.2 Are the works executed under the project being maintained?

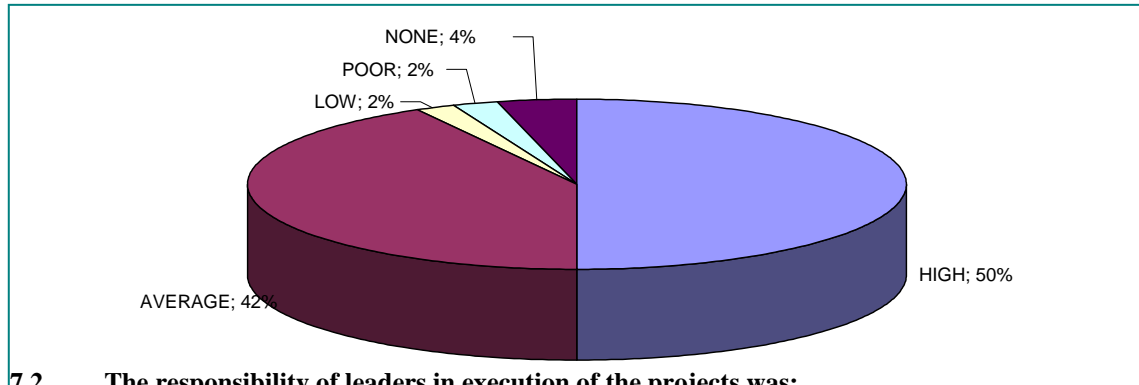


Why?

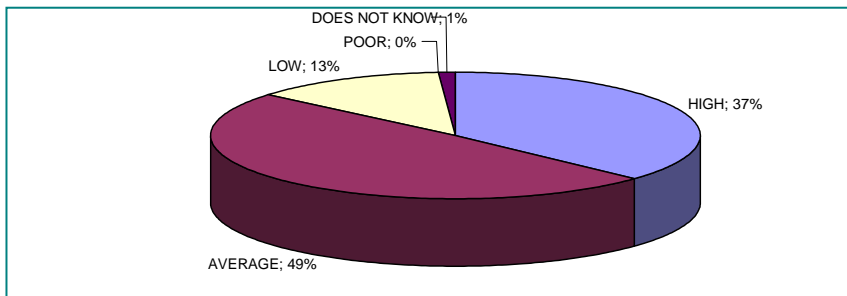


VOLUME VI

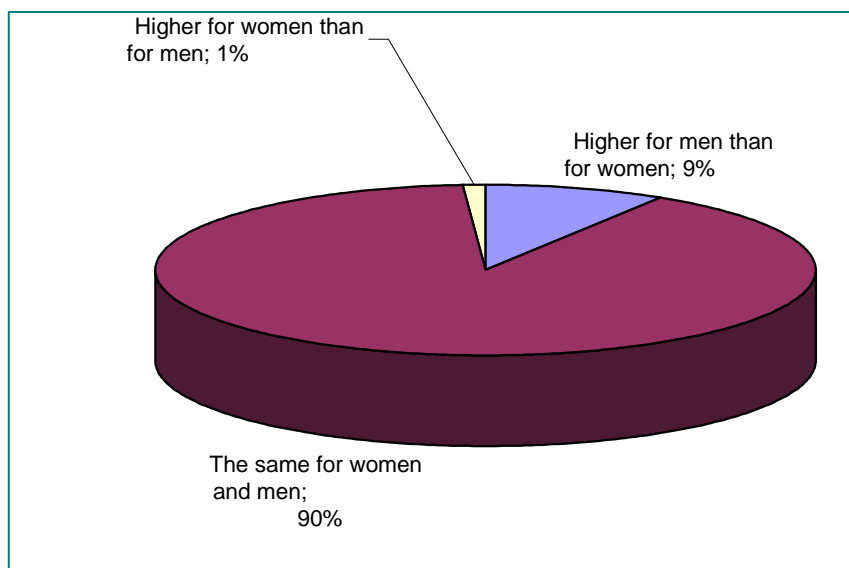
7.1 The participation of the community, of men and women in the different phases for elaboration and execution of the project was:



7.2 The responsibility of leaders in execution of the projects was:

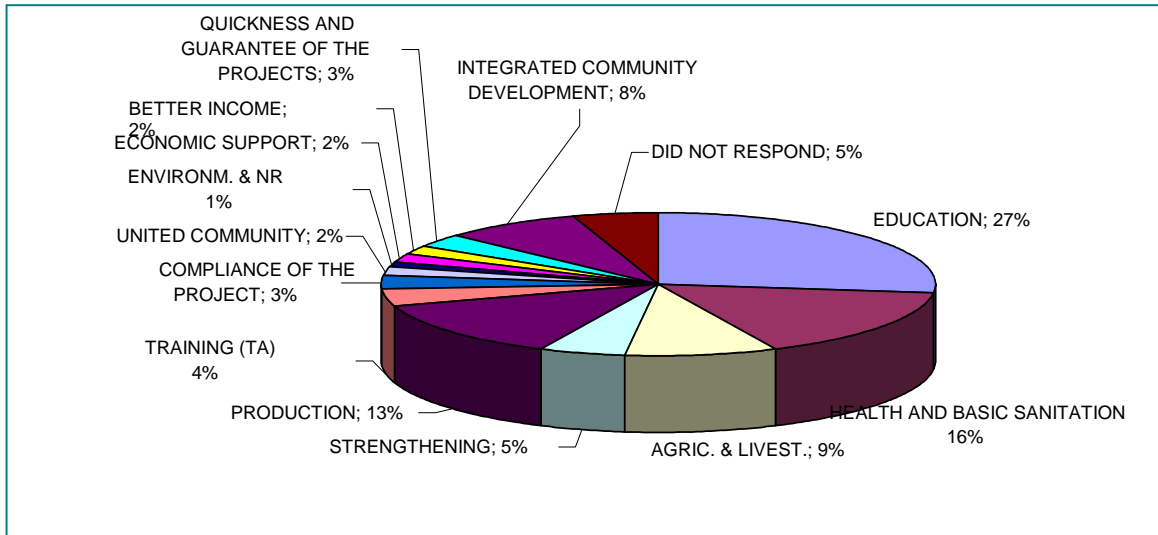


7.3 The project benefits were:

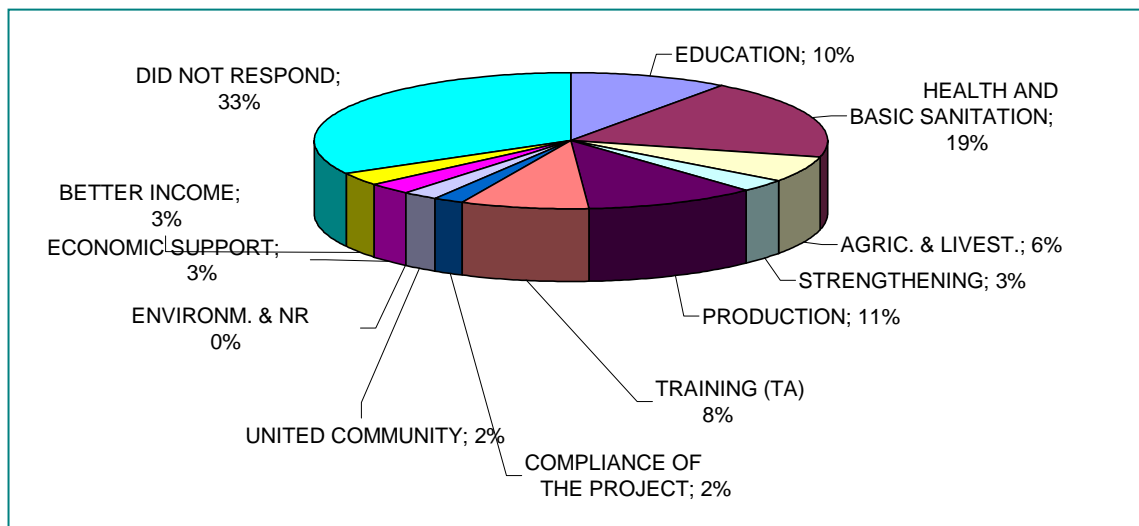


7.4 Mention the three most positive aspects of the project:

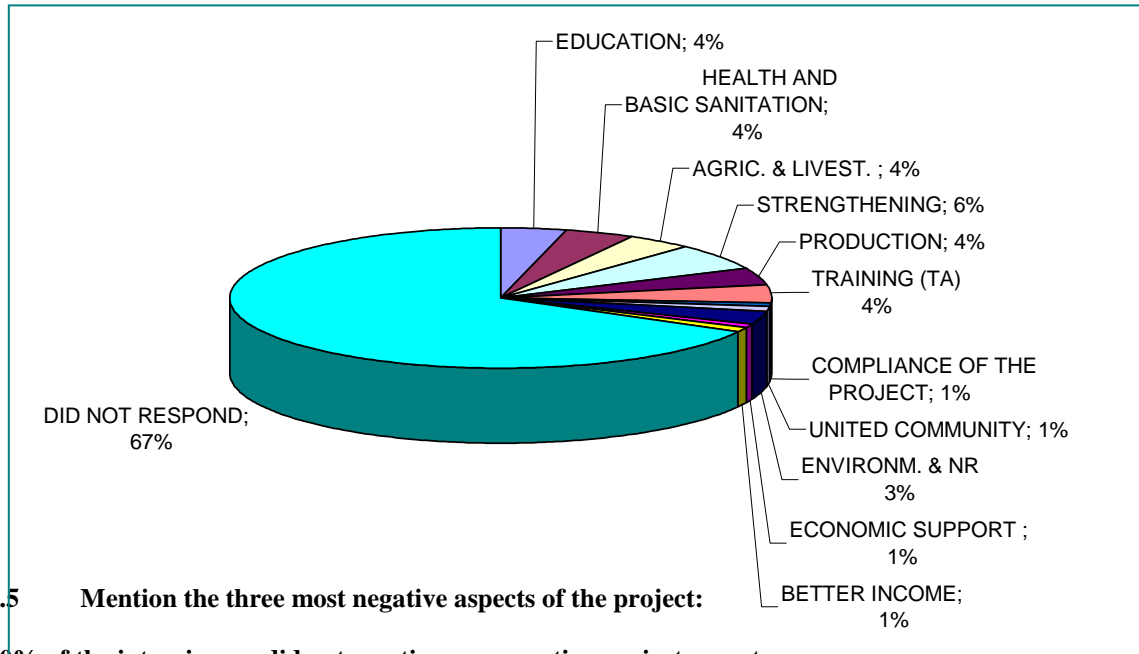
ASPECT 1



ASPECT 2



ASPECT 3



7.5 Mention the three most negative aspects of the project:

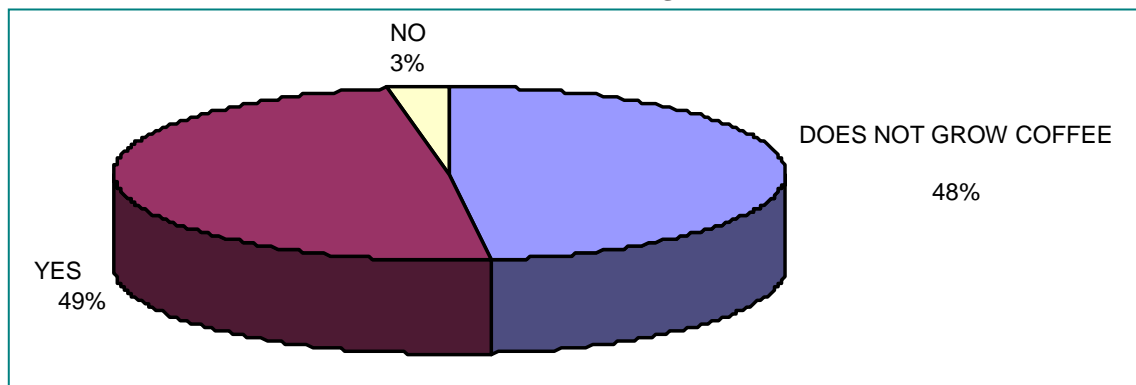
90% of the interviewees did not mention any negative project aspects.

The remaining 10% agreed in pointing out that a negative aspect was the high counterpart contribution requested by the project.

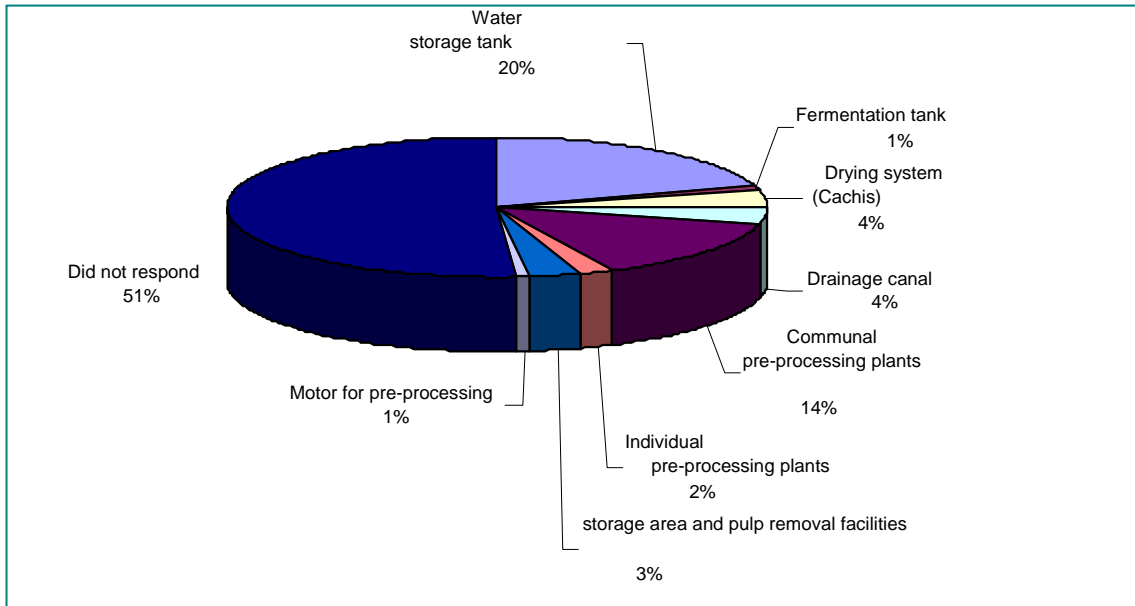
VOLUME VII

➤ **COFFEE GROWERS**

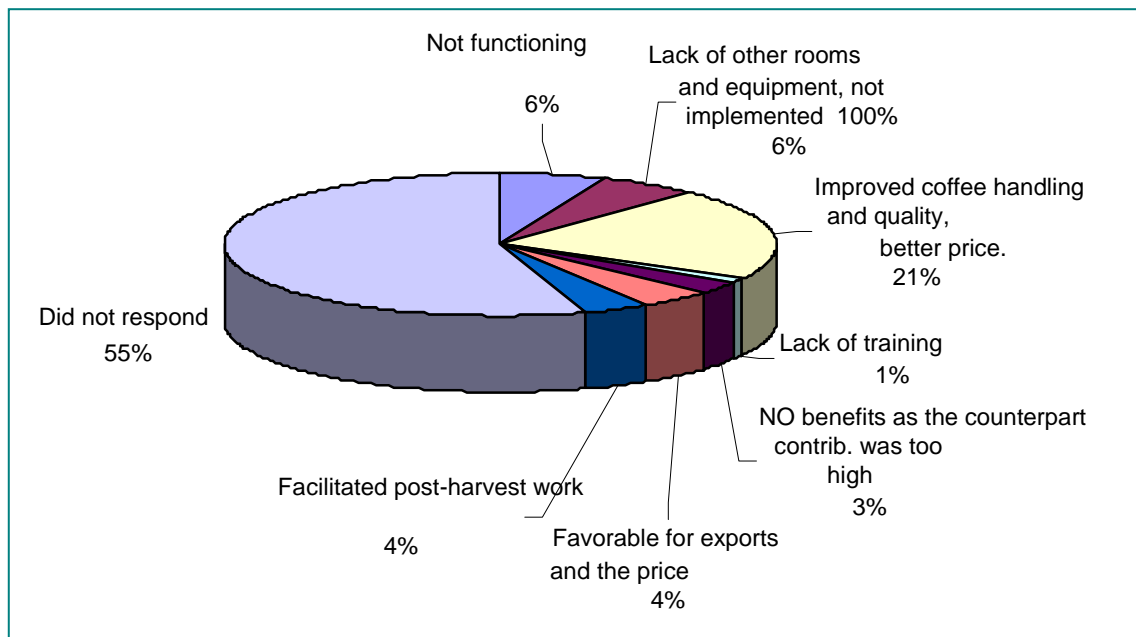
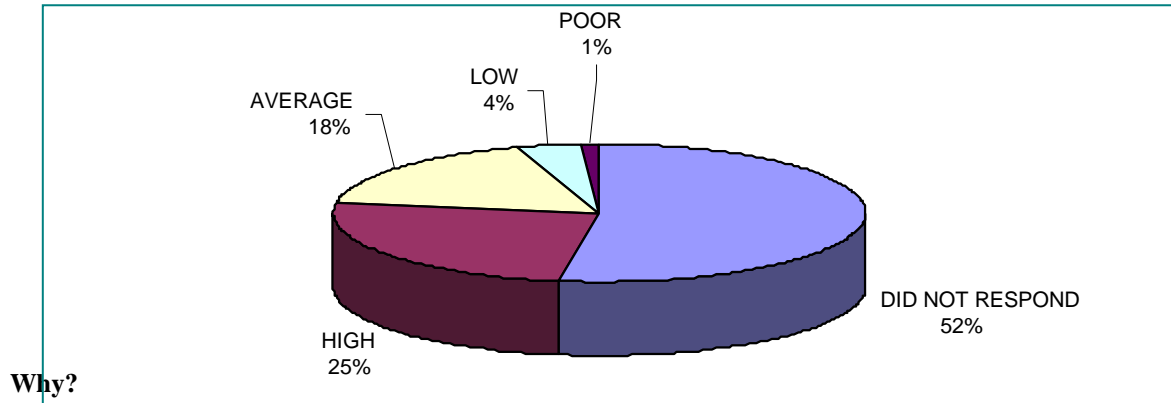
8.1 Has the project of NMA-B built any facilities or improved any coffee pre-processing systems (water storage tank, fermentation tank, drying systems, drainage canal) in 2004-2006?



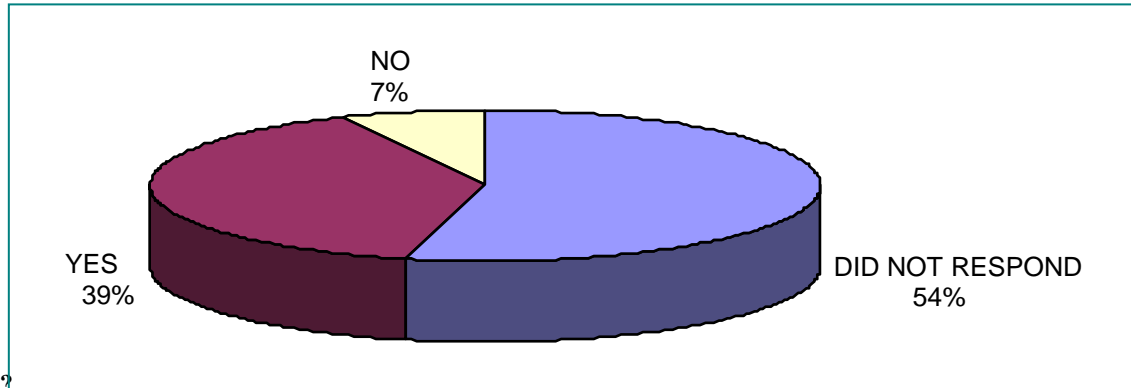
Specify the type of construction or improvement:



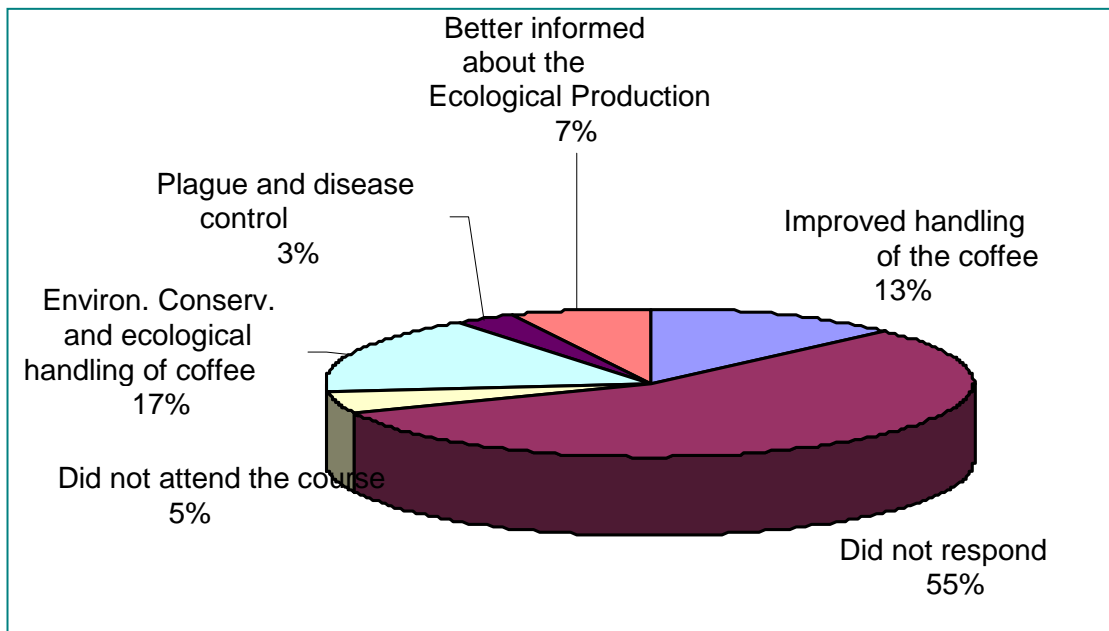
a. The construction or upgrade of the coffee pre-processing system (water storage tank, fermentation tank, drying systems, drainage canal) has improved the production and quality as follows:



8.3 Has the training provided by the project in ecological management of coffee crops been advantageous?



Why?



RICE

8.4 Has the project of NMA-B given any assistance in the rice production?

Type of help:

a) Rice drying input supplied by NMA-B

60% of the interviewees do not produce any rice

The remaining 40% are rice producers, who all pointed out that they were benefited with drying tents of 5mx6m

b) Construction of the silo (specify whether the silo is a communal or household facility)

60% of the interviewees do not produce any rice

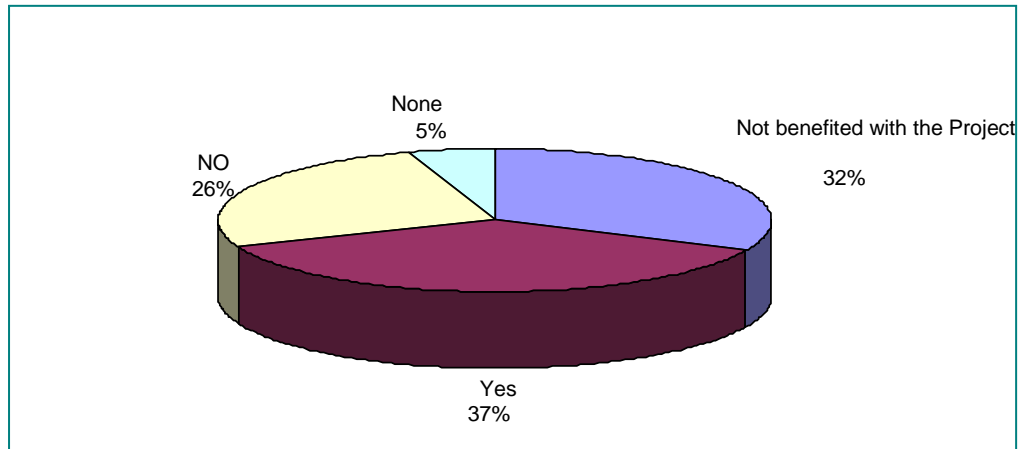
The remaining 40% are rice producers, who all pointed out that NMA-B supplied family silos with a counterpart contribution.

8.5 Have these materials or silos benefited you in your rice production?

100% of the rice producers pointed out that the materials provided by NMA-B benefit them in rice drying and that the silos have been helpful for storage.

CITRUS FRUITS

8.11 Has the NMA-B Project provided you with grafted citrus fruit seedlings?



8.12 Has the community requested help for any type of phyto-sanitary campaign (against the broca plague, for pruning etc.) in coffee and citrus fruit crops?

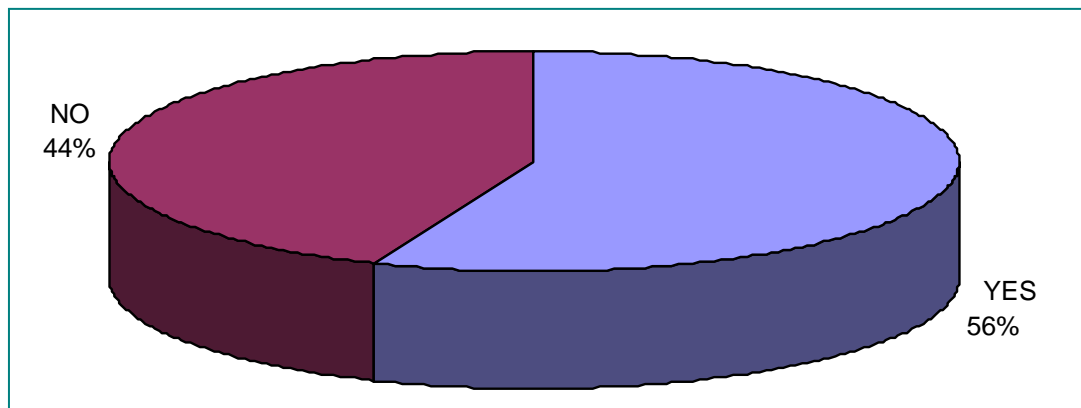
54% of the interviewees answered that they have not requested any phyto-sanitary interventions.

The remaining 46% did.

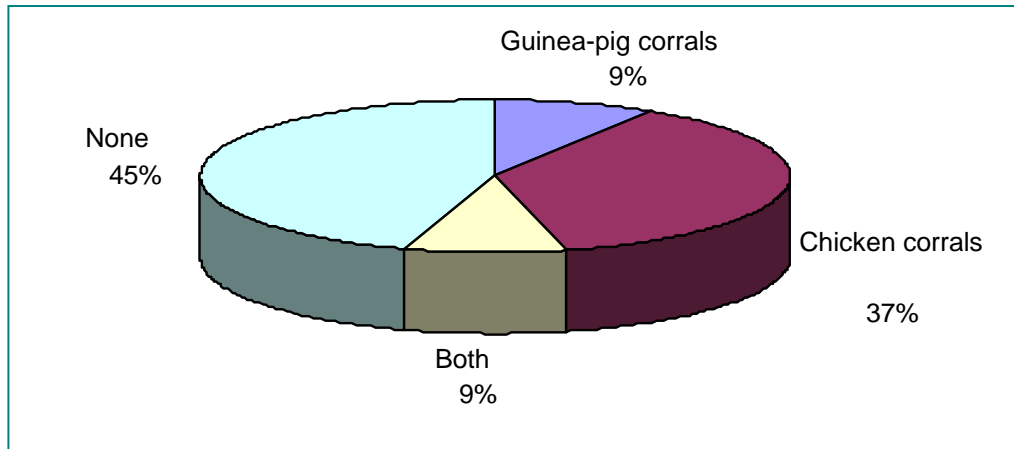
Specify the type of phyto-sanitary campaign:

46% of the persons who request phyto-sanitary assistance pointed out that this was for controlling *tujo*, and that NMA-B provided the assistance.

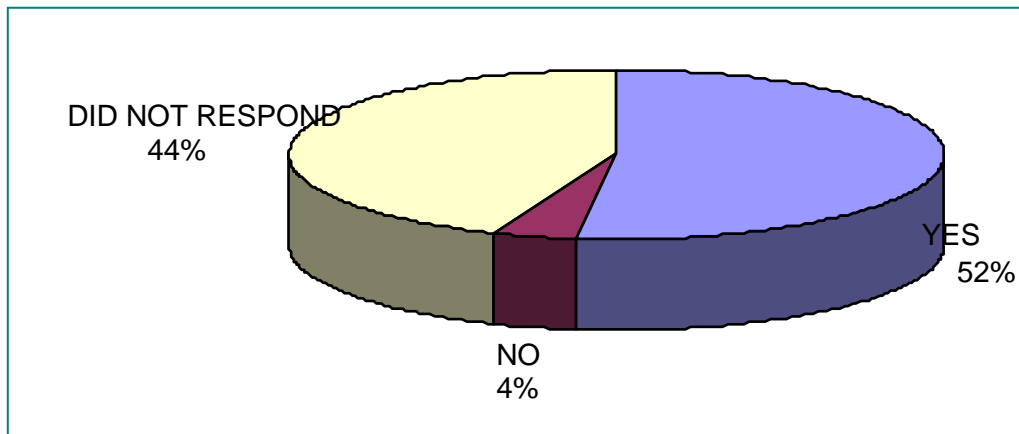
8.13 Has the Project of NMA-B implemented any type of Livestock Module – guinea-pigs, chicken pens or others - for the women?



Specify the type of built modules:



8.14 Has construction of the livestock module somehow benefited your family?



How?

