



Independent
Evaluation
Office

United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION **BOLIVIA**

ANNEXES

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ANNEX 1. TERMS OF REFERENCE

Introduction

Within the overall provisions of the UNDP Evaluation Policy,¹ the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts independent country programme evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results. The purpose of an ICPE is twofold: strengthening accountability of UNDP to national stakeholders and the Executive Board, while promoting learning.

The global Coronavirus 2019 (COVID-19) pandemic has presented UNDP with considerable challenges in implementing its programme of work. Even more so than usual, UNDP has been required to be adaptable, refocusing and restructuring its development work to meet the challenges posed by the pandemic. Enlarging its focus from the Country Programme Document (CPD), ICPEs will consider and assess UNDP's support to countries to effectively prepare, respond, and recover from the wider COVID-19 crisis, including its socio-economic consequences.

This is the first evaluation conducted by the IEO in the Plurinational State of Bolivia (hereafter referred to in its short form: Bolivia). It will cover the work of UNDP during the current programme cycle (2018-2022), with a view to contributing to the preparation of the CPD starting in 2023. While maintaining its full independence, the IEO will conduct the evaluation in close collaboration with the UNDP Country Office and the UNDP Regional Bureau for Latin America and the Caribbean (RBLAC).

Country context

Following the Constitutional reform of 2009, Bolivia adopted a vision for a more inclusive and participatory development model (*el vivir bien*) based on a plural economy and an intercultural democratic system that recognizes the rights of indigenous people to govern themselves.² Progress in the implementation of the process for the autonomy of indigenous communities has yet been slow. As of 2021, more than 30 native indigenous communities have opted for accessing the *Autonomia Indigena Originario Campesina*, but only three municipalities and one territory have completed the process.³

The *Agenda Patriotica 2025*⁴ and the Plan of Economic and Social Development (PDES, 2016-20)⁵ describe Bolivia's development reform path around 13 goals, including the eradication of extreme poverty, the universalization of basic services, economic diversification, integrated development and sovereignty over natural resources, as well as transparency in public administration management. The PDES highlighted

¹ <http://web.undp.org/evaluation/policy.shtml>.

² Forty-eight percent of the population in Bolivia is considered indigenous. Source: National Institute of Statistics, 2017.

³ Charagua Iyambae, Uru Chipaya, Salinas de Garci Mendoza and Raqaypampa

⁴ *Agenda patriotica 25: 13 pilares de la Bolivia digna y soberana*, Ministry of Communication of Bolivia, 2013

⁵ *Plan de desarrollo económico y social en el marco des desarrollo integral para vivir bien 2016-20*, Ministry of Development Planning of Bolivia, 2015

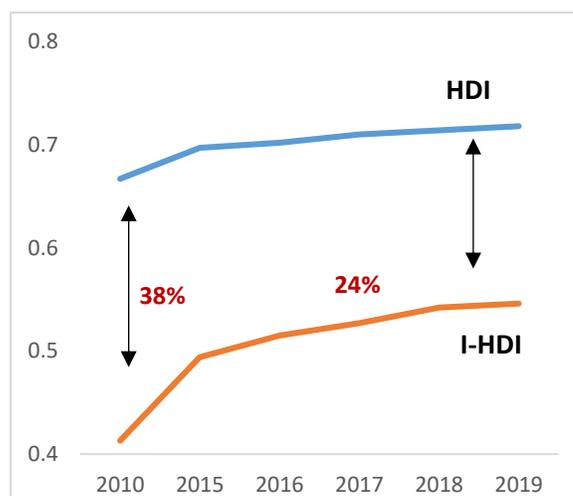
the importance of all sectors for the country’s economic development, including agriculture, energy, and tourism as driving forces. The development of a sustainable production system to ensure the “complementary rights of individuals, societies, and Mother Earth” and to reduce environmental pollution in the context of a changing climate was also set as priority.

Bolivia is a landlocked country with no ocean coast, which poses natural constraints to trade. However, in the last decade, the country has seen an important economic growth, propelled by a favorable external environment with high commodity prices, prudent macroeconomic management, and public investments in support of gas exports to Brazil and Argentina. Bolivia’s Gross Domestic Product (GDP) has doubled since 2010, reaching US\$ 40.9 billion in 2019 (constant US\$ 2010). As of 2019, services constituted 51 percent of the GDP, followed by industry (25 percent), agriculture and manufacturing (10-12 percent each).⁶ While the contribution of agriculture to the GDP is not highly significant, the sector provides around 30 percent of jobs, particularly in rural areas and to the benefit of vulnerable communities. Most of Bolivian economy (70 percent of jobs) remains informal.⁷ As an overall improvement in the quality of jobs has been noted, it has mostly benefitted formal workers in urban areas and aged 30 to 59 years, leaving others behind.⁸

The gains of economic growth in Bolivia have overall benefitted poor people. The poverty headcount ratio (at national poverty line) diminished from 45.1 in 2011 to 34.6 in 2018.⁹ Poverty reduction registered some of the highest trends in Latin America up to 2014, with a period of stagnation in 2014-16 and more modest progress after. Bolivia’s sustained positive performance in poverty reduction was reflected in a larger improvement of human development, leading to the inclusion of Bolivia among High Human Development countries in 2019. In 2020, the Human Development Index ranked Bolivia 107th, with a value of 0.718.

When adjusted for inequality, however, the Human Development Index decreases to 0.546 (-24 percent). Despite some notable progress since 2010 (see figure 1), the country still suffers from significant inequalities, mostly as a reflection of income disparities, with differences by geographic area, ethnic group, and gender. According to official data from the National Statistics Institute, the Gini index remains higher in rural areas where more than 50 percent of rural population lives in poverty. Rural areas still have limited availability of communication infrastructure and access to electricity. At the same time, while poverty incidence is lower in cities (31 percent), the actual number of people living in poverty in urban centers is higher given the concentration of population.¹⁰ With 70 percent of

Figure 1: Human Development and inequality



(Source: IEO analysis of UNDP data)

⁶ World Bank, 2020

⁷ UNDP, 2020

⁸ Maldonado et al., Analysis of employment in Bolivia, promoted by the President of the Bolivian Parliament, the Center of Social Analysis, Oxfam and UNDP, 2020

⁹ World Bank data, 2020

¹⁰ National Institute of Statistics, Poverty Indicators, 2020.

Bolivians living in cities, rapid urbanization is straining mobility systems and worsening air pollution, quality of life and access to public services – affecting vulnerable populations the most.¹¹

Gender differences also play an important role in explaining inequality: while women live longer, they benefit of less education (1.5 years on average) and earn 39 percent less than men.¹² Maternity paid leave is limited to 90 days. The intersection of gender, ethnicity, and poverty deepens women’s vulnerability to gender-based violence in the country: in 2005-19, almost 60 percent of women experienced violence by an intimate partner.¹³ In light of this situation, and based on the 2009 Constitution, numerous normative measures and laws were developed to protect women’s rights. Bolivia has also proudly achieved gender parity in political representation within the legislative branch of the Government since 2015.¹⁴

The Bolivian territory is characterized by a complex landscape with marked contrasts among the Andean region, the valleys in the sub-Andean region, and the plains covered by the Amazon rainforest in the north. Its diverse ecosystems have been variously affected by the effects of climate change - including temperature increases, excess rainfall, and droughts as well as earthquakes and landslides – with important effects on agro-biodiversity, which enables food security. In 2015, following a particularly intense El Niño, the second largest lake in the country almost dried, threatening the livelihoods of fishing communities and other hundreds of species. Wildfires have also intensified in 2018-19, due to natural conditions as well as land clearing practices, creating significant losses to the Amazon forest area. As of 2020, 18 percent of Bolivia’s land was degraded.¹⁵ The government acknowledges the importance of conservation of natural resources and protection against climate change. Its commitments are reflected in a number of laws, policies and programmes, as well as the ratification of the Paris Agreement in October 2016.

In 2019-20, Bolivia has been confronted by two major crises. Following the disputed 2019 general elections, a political crisis led to the resignation of the President, the creation of an ad-interim government, and several days of civil unrest. With the appointment of a new electoral Commission, general elections were held in October 2020, with support from UNDP and the international community. On 13 March 2020, Bolivia had its first confirmed case of Coronavirus 2019 (COVID-19) pandemic disease. As of February 2021, Bolivia has around 230,000 confirmed cases (2 percent of the population), with more than 10,000 deaths.¹⁶ La Paz and Santa Cruz, two of the country’s largest cities, have been especially hard hit. The COVID-19 pandemic poses a particular challenge for Bolivia, where respiratory infections have been among the top two causes of deaths (together with heart attacks) in the past ten years.¹⁷

¹¹ <https://sdgintegration.undp.org/countries/bolivia>

¹² UNDP, Human Development Index, Information Note, 2020

¹³ UNDP, Human Development Report, 2020

¹⁴ In the period 2014-20, 53 percent of seats in the National Assembly were held by women.

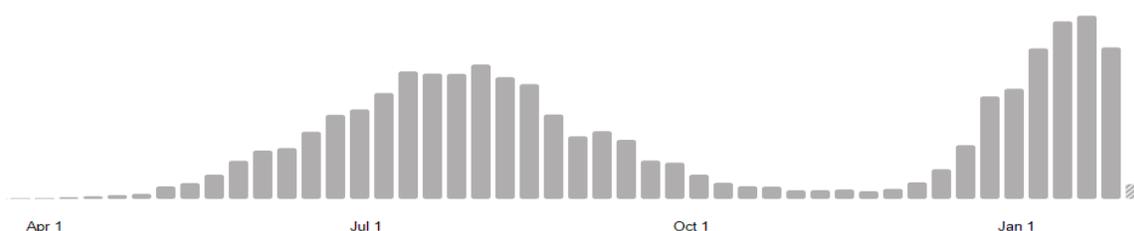
<https://data.worldbank.org/indicator/SG.GEN.PARL.ZS?locations=BO&view=chart>

¹⁵ UNDP, Human Development Report, 2020

¹⁶ World Health Organization, February 2021

¹⁷ Global burden of 369 diseases and injuries in 204 countries and territories, 1990–2019: a systematic analysis for the Global Burden of Disease Study 2019, The Lancet, 2020

Figure 2: COVID-19 cases, in Bolivia



(Source: WHO)

Bolivia has a precarious health system, lacking in infrastructure (with 13 beds available per 10,000 people)¹⁸ and with inadequate staff and financing to meet the needs of the population. In 2018, the health expenditure was 6.3 percent of the country's GDP, below the Latin American average of 8 percent.¹⁹ Tuberculosis and vector-borne diseases, such as malaria, dengue, chagas and yellow fever, are common in Bolivia and endemic in the Amazon region. With support from the international community, malaria incidence and mortality from tuberculosis have decreased significantly in the last decade, but still remain a threat to the health of the most vulnerable.²⁰

UNDP Programme in Bolivia

UNDP's cooperation with Bolivia started in 1974, with the signature of the Standard Basic Agreement that constitutes the legal basis for the relationship with the government.

In the previous CPD (2013-17), UNDP contributed to four UNDAF outcomes, with results reported in the areas of:²¹

- Institutional capacity development for enhanced governance, accountability, and equality – with a focus on elections, justice and citizen security, and data management
- Intercultural dialogue, support to the creation of indigenous governments, and capacity development for cultural and natural heritage management
- Support of dispute management in relation to regional, mining and other socio-environmental conflicts
- Improved access to quality health systems for the diagnosis, treatment, and reduction of malaria and tuberculosis
- Integrated planning and coordination among national, departmental, and municipal authorities around development goals, for the prioritization of investments
- Inclusive economic development, with a focus on youth entrepreneurship, tourism and agricultural trade

¹⁸ UNDP, Human Development Report, 2020

¹⁹ World Bank, 2018

²⁰ According to the World Health Organization, Bolivia achieved a decline of malaria cases incidence by less than 25 per cent in 2020 compared to 2015. The estimated mortality from tuberculosis decreased from 8 to 4 cases per 100,000 inhabitants between 1990 and 2013.

²¹ Final evaluation of UNDAF 2013-17

- Sustainable management of natural resources and biodiversity, particularly in forests protected areas and with a focus on women and other vulnerable groups
- Systems and capacity development for the monitoring and reduction of disaster risks, including climate change-related ones.

The UNDP programme 2018-22 included 12 outputs (see table 1 overleaf) aligned with four outcomes listed in the United Nations Development Assistance Framework (UNDAF).²² Planned resources for the achievement of the CPD goals amounted to US\$ 62.7 million, 8 percent of which comes from the UNDP core budget.²³

- In the area of *public management and inclusive services*, UNDP planned to support national policies that promote equitable access to justice, citizen security, and effective public services, working in three sectors: integrated development planning for poverty reduction and social progress; justice and crime reduction, and; health (information systems and non-communicable diseases). UNDP intended to mobilize and allocate US\$ 35 million (56 percent of CPD resources) to this end.
- In the area of *integral development and plural economy*, UNDP aimed to promote risk reduction and climate adaptation actions that would contribute strengthening resilient and inclusive productive systems for food security, while respecting biodiversity and ecosystem conservation. UNDP was also committed to supporting the operationalization of the first national disaster response system and implement sustainable livelihoods projects for communities living in fragile settings. UNDP intended to mobilize and allocate US\$ 21 million (34 percent of CPD resources) to this end.
- In the area of *interculturality*, UNDP planned to enhance the institutional and public management capacity of indigenous autonomous governments, in coordination with national institutions, to contribute to the effective exercise of the rights of native farmers and Afro-descendent people. UNDP aimed to mobilize and allocate US\$ 6 million (10 percent of CPD resources) to this end.

In 2018-21, UNDP mobilized (through core and non-core resources) a total of US\$ 66 million, more than originally envisaged for the entire CPD cycle. The majority of resources promoted interventions in the area of governance, notably in support of elections and health capacity development funded by the Global Fund to Fight AIDS, Tuberculosis, and Malaria. In addition, as of February 2021, UNDP financial commitment to the COVID-19 response amounted to US\$ 13.4 million, to cover both procurement of diagnostic tools and protective equipment as well as analyses of the pandemic's socio-economic impact, particularly on women.²⁴

²² The CPD recognizes the contribution to three UNDAF outcomes on: equitable access to justice, security and public services (outcome 3); sustainable, resilient, and inclusive productive systems (outcome 2) and collective rights of indigenous peasant farmers and Afro-descendent peoples (outcome 4.1). UNDP work in the area of health, however, also responds to UNDAF outcome 1 on increased access to quality, sustainable, affordable and equal services.

²³ DP/DCP/BOL/3

²⁴ Funds came from core resources, World Bank, Global Fund and private sector

Table 1: CPD outputs and resources (2018-22)²⁵

CPD OUTPUTS	Resources (US\$ million)		
	Planned 2018-22	Budget 2018-21	Expenditure 2018-21 (February)
Output 1.1. Selected public institutions have shown innovation and have designed evidence-based policies to further poverty reduction and protect recent social achievements. Output: 1.2. State entities have identified strategies to strengthen their planning processes on the basis of more integral development approaches	35.3	16.1 ²⁶	6.8
Output 1.3 New management models are implemented in the justice system to improve the quality and efficiency of its services Output 1.4. Competent institutions have reduced the impact of criminal phenomena		0.02	0.02
Output 1.5 Increased capacity of the national (health) programmes and their stakeholders to take effective prevention, diagnosis and treatment actions for malaria and tuberculosis Output 1.6 National programme stakeholders implement a comprehensive and timely information system in conformity with national policies and in the framework of the National Health Information System		34.0 ²⁷	27.3
Output 2.1. Risk reduction and climate adaptation actions are part of the planning and investment decisions of national and subnational governments Output 2.2. Sustainable livelihoods implemented by selected local communities (within the office portfolio) living in fragile ecosystems Output 2.3. The national comprehensive first-response system (to emergencies and disasters) is fully operational Output 2.4. Bolivia complies with its climate change convention reporting obligations.	21.4	13.7	9.2
Output 3.1. Indigenous autonomous governments have built institutional and public management capacity, and increased their coordination with national institutions to exercise their right to self-determination	6.0	1.6	1.6
TOTAL	62.7	66.0	45.2

²⁵ Source: CPD 2018-22 and IEO analysis of UNDP financial data (Atlas)

²⁶ This includes support to election, projects for gender equality and empowerment of women and other analyses conducted in the context of the COVID-19 pandemic

²⁷ This includes support to health sector in the context of the COVID-19 pandemic

Goal and scope of the evaluation

ICPEs are conceived as both accountability and learning tools, in that they aim to provide an account of results achieved and look at factors – both positive and negative - that have driven performance. ICPEs are conducted in the penultimate year of the ongoing UNDP country programme in order to inform the development of the CPD for the next programme cycle.

The ICPE will focus on the formal UNDP country programme approved by the Executive Board for the period 2018-22, covering the period up to September 2021. Yet, the ICPE will flexibly take into account interventions that may have started in the previous programme cycle but continued in the current one, as well as any adaptation to the CPD driven by contextual factors (e.g. elections or COVID-19 outbreak) or strategic decision-making to ensure relevance of UNDP programming to the country needs.

The scope of the ICPE includes the entirety of UNDP development programmes in the country, whether funded by UNDP regular resources, donors, and the government. The support provided by RBLAC and Headquarters will also be considered.

Evaluation questions and approach

The ICPE will address five main questions:²⁸

- I. What did the UNDP programme intend to achieve during the period under review?
- II. To what extent has UNDP programme coherently responded to the country's sustainable development needs?
- III. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
- IV. To what extent has UNDP been able to adapt to the COVID-19 pandemic and support the country's preparedness, response and recovery process?
- V. What (internal and external) factors have contributed to, or hindered, UNDP's performance and eventually, to the sustainability of results?

The ICPE will adopt a realist approach, using Theories of Change (ToC) to better understand how, and under what conditions, UNDP interventions are expected to contribute to outcome and impact-level results as defined in the UNDAF and the CPD. Discussions of the ToC will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended outcomes. To the extent possible and relevant, the ICPE will seek to use available indicators to measure or assess progress towards the outcomes. The TOC will then be tested against evidence, including Most Significant Changes brought through UNDP support to different groups of beneficiaries at community level.²⁹ In cases where projects/initiatives are still in their initial stages, the evaluation will document observable progress and seek to ascertain the possibility of achieving the outcome, given the programme design and measures already put in place.

²⁸ More detailed sub-questions will be developed during the desk review phase of the evaluation and included in an evaluation matrix.

²⁹ The Most Significant Change approach involves generating and analyzing personal accounts of change and deciding which of these accounts is the most significant – and why. It allows to learn from similarities and differences in what groups and individuals value.

The IEO will engage with multiple stakeholders at all stages of the evaluation process. During the initial phase, a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could strengthen the contribution of UNDP to the sustainable development of Bolivia.

IEO will conduct the evaluation in compliance with United Nations Evaluation Group (UNEG) norms and standards.³⁰ To promote inter-agency learning and understand to what extent partnerships with other United Nations agencies, funds and programmes can be further strengthened to support the development objectives of Bolivia, the ICPE will engage in regular consultation with United Nations colleagues and teams tasked with the evaluations of country programmes and the UNDAF.³¹

The ICPE team will also closely collaborate with IEO teams working on the ICPEs for Ecuador and Peru, countries with which UNDP Bolivia also shares the management of one cross-country project.

Methodology and data collection

The IEO will employ a rating system to assess the achievement of outputs, and their contribution to programmatic outcomes. While the evaluation will cover the entirety of UNDP interventions in Bolivia, specific attention will be paid to areas of larger investment and/or relevance, including:

- a. Health governance and capacity building
- b. Electoral support
- c. Local governance
- d. Ecosystem management, water management, and biodiversity protection
- e. Leave no one behind (gender, interculturality, and vulnerable communities)
- f. Sustainable Finances (Working with private and financial actors)

Given the extraordinary impact of the COVID-19 pandemic, the ICPE will pay specific attention to the capacity of UNDP to adapt its programming to respond to the emerging challenge and protect the development gains already achieved. The ICPE will also analyze the relevance and effectiveness of UNDP contribution to the mitigation of life losses and socio-economic protection of vulnerable communities, in the context of the United Nations Socio-Economic Response Plan to COVID-19.³²

Using the UNEG guidance on integrating human rights and gender equality in evaluations,³³ the ICPE will pay particular attention to the inclusion of indigenous communities in programming, and the extent to which gender equality and women's empowerment considerations have been mainstreamed across all UNDP projects and operations. The evaluation will analyze the extent to which UNDP support contributed to gender equality through an analysis of gender marker-related data and the IEO gender results effectiveness scale (GRES).

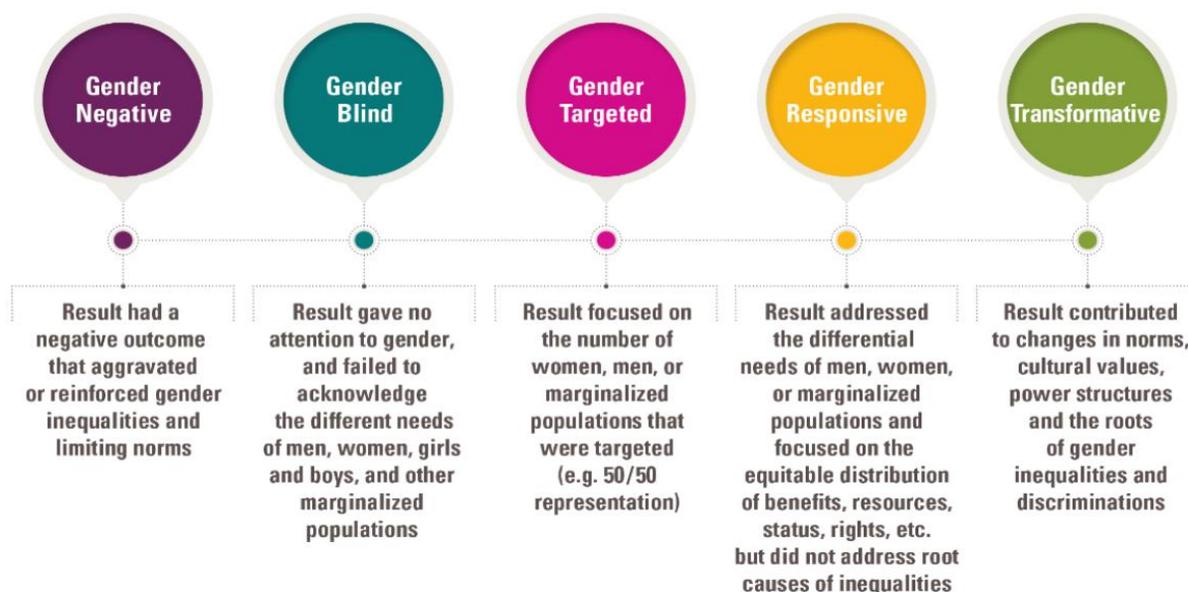
³⁰ <http://www.uneval.org/document/detail/1914>

³¹ Food and Agriculture Organization, the World Food Programme, the United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women

³² United Nations Bolivia, *Plan de respuesta socioeconómica frente al COVID-19 en Bolivia: recuperación para un mejor futuro*, 2020

³³ UNEG, *integrating human rights and gender equality in evaluations 2014*

Figure 3: IEO Gender Results Effectiveness Scale



In light of the continued threat posed by the COVID-19 pandemic, the ICPE will largely be conducted remotely with virtual communications replacing in-person interviews. Should the COVID-19 situation in the country improve with no significant risk posed to the life of the team and its stakeholders, the team will consider conducting field visits particularly to engage with local population, who may be more difficult to reach out to otherwise.

The ICPE will rely on a triangulation of data collected through various sources, including:

- **Desk review** of strategic, programmatic and project-level documentation, including planning documents, strategies, reports (Results Oriented Annual Reports and progress reports), and decentralized evaluations conducted by the country office³⁴ and partners.
- **Interviews/focus groups/surveys** with key informants, including UNDP staff at Headquarters, regional, and country level; members of the United Nations Country Team, government representatives, donors, civil society organizations, and beneficiaries of project interventions.
- Should the COVID-19 outbreak allow it, **field visits** to project sites, selected based on a number of criteria including budget, duration of intervention, and proximity to other project sites. All outcome areas will be covered, as appropriate.

Management arrangements

The Independent Evaluation Office of UNDP: The ICPE will be conducted under the overall guidance of the UNDP IEO Director and the Chief of Section, Country Programme Evaluation.

The ICPE Bolivia evaluation team will be composed of:

³⁴ In the current cycle, the Country Office completed four evaluations: three in the area of integral development and plural economy and a mid-term evaluation in the area of interculturality.

- The Lead Evaluator (LE) will have overall responsibility for managing the ICPE, including preparing for, and designing the evaluation, as well as selecting the evaluation team. The LE will provide methodological guidance and oversee the synthesis process, ensuring quality of the evaluation reports. The LE will also support the ALE in the assessment of UNDP response to COVID-19.
- The Associate Lead Evaluator (ALE) will support the preparation and design of the evaluation and coordinate the work of the consultants. The ALE will be responsible for the analysis of UNDP support to health capacity development and UNDP response to COVID-19, as well as cross-cutting and systemic issues. The ALE will take a lead role in drafting the final evaluation report.
- The Research Associate (RA) will provide background research, support the portfolio analysis and other aspects of the ICPE process as may be required.
- A team of three consultants (possibly members of a national think tank/research institute) will cover the public management and inclusive services portfolio (excluding the health component), the integral development and plural economy portfolio, as well as UNDP support to interculturality. Under the guidance of IEO staff, they will conduct preliminary research and data collection activities, prepare outcome analysis, and contribute to the preparation of the final ICPE report.

IEO will meet all costs directly related to the conduct of the ICPE.

Table 2: Data collection responsibility by outcome area

UNDAF outcome	Area	Sub-sectors	Data collection
3	Governance	Elections Dialogue and conflict resolution Integrated planning and public management Local governance and SDGs Justice	Consultant A+C
1	Health	Malaria Tuberculosis COVID-19 response	ALE, with the support of LE
2	Integrated development and sustainable natural resource management	Biodiversity Ecosystem management Water management Disaster risk reduction and climate change adaptation Sustainable livelihoods (resilience and tourism development)	Consultant B+C, with the support of RA
4.1	Interculturality	Institutional and public management capacities of indigenous governments	Consultant C
NA	Leave no one behind	Gender equality and women's empowerment	Consultant C
Cross-cutting, strategic and management issues		Positioning Coherence Partnerships Coordination Resources	ALE, with the support of LE

The **UNDP Country Office in Bolivia** will support the evaluation team to liaise with key partners and other stakeholders, ensure that all necessary information regarding UNDP programmes, projects and activities in the country is available to the team, and provide factual verifications of the draft report on a timely basis. Should field visits occur, the country office will provide the evaluation team in-kind organizational support. To ensure the independence of the views expressed, country office staff will not participate in interviews and meetings with stakeholders held for data collection purposes.

The country office will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will support the use and dissemination of the final outputs of the ICPE process.

The **UNDP Regional Bureau for Latin America and the Caribbean** will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations. The Bureau will also oversee the preparation of the management response, and the implementation of agreed actions.

Evaluation Process

The evaluation will be conducted according to the approved IEO process, which includes five phases:

- **Phase 1: Preparatory work.** The IEO prepares the ToR and the evaluation design, including an overall evaluation matrix. The IEO starts collecting data and documentation with the help from the UNDP country office.
- **Phase 2: Desk analysis.** Evaluation team members will conduct desk review of reference material and identify specific evaluation questions and issue to be covered in the data collection phase.
- **Phase 3: Data collection.** Depending on the severity of the COVID-19 outbreak in the country, data collection will be conducted virtually in its entirety or, safety conditions permitting, will include in-persons interviews, focus groups, and field visits to La Paz and project locations.
- **Phase 4: Analysis, report writing, quality review and debrief.** Based on the analysis of data collected and triangulated, the ICPE draft report will first be subject to an internal and external peer review by two external advisors. Once the draft is quality cleared, it will be circulated to the country office and UNDP RBLAC for factual corrections. The second draft will be shared with national stakeholders for further comments. Any necessary additional corrections will be made, and the UNDP country office will prepare the management response to the ICPE. The report will then be shared at a final debriefing where the results of the evaluation are presented to key national stakeholders. The way forward will be discussed with a view to creating greater ownership by national stakeholders with respect to the recommendations as well as to strengthening accountability of UNDP to national stakeholders. Taking into account the discussion at the stakeholder event, the evaluation report will be finalized and published.
- **Phase 5: Publication and dissemination.** The ICPE report will be written in Spanish and English. It will follow the standard IEO publication guidelines. The report and the management response will be published on the UNDP website as well as in the Evaluation Resource Centre, and made available to UNDP Executive Board by the time of approving a new CPD. RBLAC will be responsible

for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.³⁵

Timeframe for the ICPE Process

The timeframe and responsibilities for the evaluation process are tentatively³⁶ as follows:

Table 3: Tentative timeframe for the ICPE process going to the Board in 2022		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
TOR completed and approved by IEO Deputy Director	Evaluation team	March 2021
Selection of consultant	Evaluation team	March-April 2021
Phase 2: Desk analysis		
Preliminary desk review of reference material	Evaluation team, with inputs from Country Office	May-June 2021
Phase 3: Data collection		
Interviews, focus groups, field visits (if possible)	Evaluation team, with inputs from Country Office	July-September 2021
Phase 5: Analysis, report writing, quality review and debrief		
Zero draft for internal IEO peer review	Evaluation team	October 2021
First draft to CO/RBLAC for comments	Evaluation team, Country Office, and RBLAC	November 2021
Second draft shared with the government and national stakeholders	Evaluation team, Country Office, and RBLAC	December 2021
Draft management response	Country office	December 2021
Stakeholder debriefing via videoconference	IEO/CO/RBLAC	January 2022
Phase 6: Publication and dissemination		
Editing and formatting	IEO	February-March 2022
Final report and evaluation brief	IEO	March 2022

³⁵ erc.undp.org

³⁶ The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.

ANNEX 2. EVALUATION FRAMEWORK

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
Q.1. What did the UNDP country programme intend to achieve during the period under review?	1.1 To what extent was the UNDP programme (as defined in the CPD and other strategic documents) aligned with the main development challenges in Bolivia?	Relevance: Degree of programme alignment to national development challenges and priorities	National strategies and policies that exist and who are the main actors operating in the country. Description of the UNDP programme, including specific areas of work and approaches for contribution to the framework of the CPD/UNDAF outcomes.	X	X		X		- National Development Plans - Public Policies - National Statistics - DAO data - CPD
	1.2 What did the UNDP CO intend to achieve during the current Country Programme cycle?	Relevance: Degree of alignment of the programme to the priorities of UNDP, the 2030 Agenda and the SDGs.	UNDP intervention strategy (reach and focus), including its Theory of Change, mapping the expected exchange paths, exchange logic, risks, and hypotheses. Evidence of new themes, interventions to respond to emerging needs (programme evolution)	X	X				- Assessment of the CPD and the UNSDCF - PMQ - ROAR - ODA data
	1.3 How has the CPD been changed in response to emerging priorities and changes in the operating environment?	Relevance: Programme logic and adaptability. The degree of flexibility of the programme and its capacity to respond to the changing priorities, demands, and institutional changes of UNDP	Interested parties' perception of UNDP's response capacity	X		X	X		- PMQ - ROAR - Theory of Change (or TOC reconstructed) - UNDP documents and risk analysis

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
		<p>Punctuality of the response</p> <p>Relevance of changes of the programme during its implementation</p>							
<p>PE.2.</p> <p>To what extent has the UNDP programme consistently responded to the sustainable development needs of the country?</p>	<p>2.1 To what extent are the various UNDP thematic programmes, projects and initiatives executed in a coherent manner, producing synergies between them?</p>	<p>Internal Coherence: Analysis of the results obtained in each CPD result</p> <p>Adequacy of institutional strengthening or support for capacity development</p> <p>Level of coherence of the theory of change (clarity of vision and direction of the interventions as a whole in the short, medium and long term)</p>	<p>Evidence of results / changes achieved thanks to the contribution of the programme.</p> <p>Existing mechanisms to facilitate synergies, coherence, the resolution of challenges and the generation of results.</p>	X	X	X	X	X	<ul style="list-style-type: none"> - Indicators Matrix (of the CPD with updated data of the CPS) - Previous Evaluations - ROAR - PMQ - Interviews with the UNDP Country Team
	<p>2.2 To what extent has UNDP worked with the United Nations and other partners to jointly or collaboratively promote the results?</p>	<p>External Coherence: Degree to which the “New Way of Working” has been proactively promoted, actively promoting collaboration with other UN agencies in order to contribute to the results and objectives set for the purposes of the UNSDCF.</p>	<p>Links between specific UNDP interventions and changes in the level of effects defined by the UNSDCF.</p> <p>Alliance mapping</p> <p>Joint project monitoring data.</p>	X			X	X	<ul style="list-style-type: none"> - Indicators Matrix of Results (CPD) - Interviews with the UNDP Country Team
<p>PE.3.</p> <p>To what extent has the programme achieved</p>	<p>3.1 What progress has been made in achieving the expected results at</p>	<p>Effectiveness: - Degree of progress / achievement made at the</p>	<p>Data for monitoring the progress of the programme indicators.</p>	X		X	X	X	<ul style="list-style-type: none"> - Indicators Matrix of Results (CPD) - ROAR

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
(or it is likely to achieve) its intended objectives?	the output and outcome level in the CPD?	level of specific UNDP products (short-term and intermediate) (broken down by output). - Scope of the UNDP contribution (or probable contribution) at the outcome level.	Documentary and graphic evidence of the achieved results.						- PMQ - Interviews with counterparts - Previous evaluations
	3.2 To what extent have the results of the program been inclusive?	Effectiveness: - Degree to which the evaluated results have been beneficial to those who are at risk of being left behind <i>Human rights / equity: Degree of integration of a human rights approach in the programme (attention to marginalized or more vulnerable groups - youth, the elderly - and promotion of social inclusion)</i>	The extent to which marginalized or traditionally excluded groups in the Bolivian context have benefited from the results. Promotion of the principles of "Leaving no one behind" Type of initiatives and results achieved in promoting equal rights and access to basic services for the different target groups.	X			X	X	- ROAR - PMQ - Interviews with counterparts - Previous evaluations
	3.3 To what extent has the programme contributed to gender equality, women's empowerment and social equity?	Relevance and Effectiveness in terms of Gender: Institutional environment for the incorporation of the gender perspective: - Level of care and resources allocated (human and financial) for gender integration and the empowerment of women	Results and classification related to gender based on the GRES scale. Number of project results and expenditures based on the gender marker and gender work plan.	X		X	X	X	- IEO analysis of gender markers of projects - PMQ - ROAR - Project documents and reports

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
		<ul style="list-style-type: none"> - Degree of integration of the gender dimension in the design and implementation of projects - Trend in the use of gender markers 							- Gender publications by the Office
	3.4 To what extent do the processes and results adhere to the principles of sustainable development?	<p>Relevance and Effectiveness in terms of Sustainable Development:</p> <ul style="list-style-type: none"> - Steps are taken to reduce the likelihood of negative consequences for social justice / economic performance / political stability / gender equality / over time - Measures are taken to reduce the likelihood of negative environmental consequences over time 	<p>Review of documentation regarding the social and environmental consequences of UNDP interventions.</p> <p>Monitoring data on indicators linked to products and effects with a social and environmental dimension</p>	X		X	X	X	<ul style="list-style-type: none"> - PMQ - ROAR - Project documents and reports - Interviews with counterparts
	3.5 What unforeseen / planned results (positive or negative) did the programme produce?	<p>Efficacy: Analysis of the unplanned outcomes under each CPD outcome</p> <p>Type of changes / effects on beneficiaries</p>	Unexpected results in the CPD, both positive and negative	X			X	X	<ul style="list-style-type: none"> - ROAR - PMQ

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
PE.4. To what extent has UNDP been able to adapt to the COVID-19 pandemic and support country's preparedness, response, and recovery process?	4.1 To what extent has the support of UNDP to address the pandemic been relevant to the needs of Bolivia?	Criteria of Relevance of the interventions aimed to address COVID-19	Evidence of policy alignment and needs of national authorities	X	X	X	X		- ROAR - Mini-ROAR - PMQ
	4.2 How has the support and response of UNDP aligned with the national government plans, as well as with the support of other agencies of the United Nations, donors and NGO/CSO?	Coherence criteria of interventions to address COVID-19	Evidence of alignment and coordination with other actors involved in the response to COVID-19	X	X		X		- ROAR - Mini-ROAR - PMQ
	4.3 How well has UNDP supported Bolivia so it develops answers that reduce the loss of lives and protect social and economic development in the long term?	Criteria for the Effectiveness of Interventions to address COVID-19	Results achieved in response to the needs identified in terms of health and socioeconomic response.	X		X	X	X	- ROAR - Mini-ROAR - PMQ

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
	4.4 To what extent were UNDP funding decisions informed by policies, needs analysis, risk analysis and dialogue with members, and did they support an efficient use of resources?	Efficiency criterion for interventions against COVID-19	Operational data and execution reports	X		X	X		- ROAR - Mini-ROAR - PMQ
	4.5 Has the support contributed to the development of social, economic and health systems in Bolivia that are equitable, resilient and sustainable?	Criteria of Sustainability of Interventions to address COVID-19	Evidence of contributions with a long-term perspective. Exit strategies	X		X	X		- ROAR - Mini-ROAR - PMQ
PE.5. What factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results?	5.1 What factors have contributed or hindered the achievement of results (both positively and negatively)?	Relevance / Consistency / Efficiency / Effectiveness / Sustainability: Inclusion of the programme design and implementation process Level of focus and degree of awareness by the counterparts of the UNDP portfolio Challenges faced during implementation	Key factors that affect the results. Program design (including alignment with national priorities, type of interventions, TOC/work plans). Programme design (including alignment with national priorities, type of interventions, TOC/work plans)	X		X	X		- ROAR - Reports of MCT - M&E documents - PMQ - Resource Mobilization Strategy - Human Resources data - Project Table graphs

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
		<p>Quality of tools and resources for M&E</p> <p>Resources: existence and results of the resource mobilization strategy, efficiency ratio</p> <p>CO capabilities: Evidence of training plans, technical gaps, guidance / support provided by RB and HQ</p>							
	5.2 To what extent has UNDP adequately used associations and knowledge management to successfully achieve the expected results?	<p>Consistency / Efficiency / Effectiveness:</p> <p>Level, type, and quality of engagement with the government, United Nations agencies; IFI; OSC; donors; private sector; think tanks</p> <p>Stakeholders' perception of UNDP's added value and comparative advantage</p> <p>Stakeholder Perception of UNDP Advocacy and Power of Influence</p> <p>Degree to which UNDP promoted synergies and minimized duplication between partners and</p>	<p>List of members and satisfaction with the association</p> <p>Examples of innovative projects and solutions</p> <p>Evidence of the systematization and use of lessons and other practices, including South-South and Triangular Cooperation</p>	X		X	X		<p>- PMQ</p> <p>- ROAR</p>

Evaluation	Sub-questions	Evaluative criteria or indicators	Data to be collected	Data collection methods and tools*					Desk Review Sources
				DR	TOC	PMQ	EJ	DO	
		<p>national counterparts (convening power, coordination)</p> <p>Extent to which the CO promoted and used South-South and Triangular cooperation</p>							
	5.3 What mechanisms were put in place at the design and implementation stage to ensure the sustainability of results, given the identifiable risks?	<p>Sustainability: Number of interventions that had sustainability or exit strategies/ plans: i) at design and ii) during implementation</p> <p>Evidence on the use of exit strategies / up-scaling of pilot projects</p> <p>Degree of: - Ownership by national actors - Capacities to sustain results - Resources availability Enabling environment (institutional and policy framework)</p>	<p>Output strategies for projects and the programme (in project documents and reports)</p> <p>Initiatives that expand the potential to be</p>	X		X	X	X	<p>- Project documents</p> <p>- Project valuations</p> <p>- PMQ</p>

ANNEX 3. PROJECT LIST

Project ID	Project Title	Output ID	Output Title	Start Year	End Year	Total Budget	Total Expenditure	Implementation Modality	Gender Marker
OUTCOME 1: State institutions have designed and implemented efficient and effective policies that promote non-violent coexistence with equitable access to quality justice, citizen security, and sectoral public services, with permanent dialogue and the effective participation of a more empowered civil society.									
00093296	Fortalecimiento de capacidades para gestión de conflicto	00097610	Fortalecim. Gestión Conflicto	2016	2019	\$73,637	\$49,544	DIM	GEN1
00077325	Transformación de Justicia	00088177	Transformación de Justicia	2013	2019	\$18,032	\$18,032	DIM	GEN2
00097824	Apoyo en el Análisis de Políticas Públicas Integrales	00101402	Apoyo en el Análisis de Políti	2016	2019	\$153,699	\$153,699	DIM	GEN1
00048982	Conflict Team Workplan	00070003	Conflict Prevention	2009	2021	\$73,606	\$72,973	DIM	GEN1
00081451	Innovation Facility	00090714	Country & Regional Initiatives	2014	2021	\$426,568	\$219,751	DIM	GEN1
00121984	LabHubs Economía Cuidado	00117759	LabHubs Economía Cuidado	2020	2022	\$729,440	\$319,314	DIM	GEN3
00100166	Territorialización de los Objetivos de Desarrollo Sostenible	00103249	Territorialización de los Obje	2017	2021	\$871,790	\$812,401	DIM	GEN2
00114195	Apoyo al proceso de evaluación medio término y ajuste del Plan de Desarrollo Economico y Social (PDES)	00112320	Evaluación y ajuste PDES	2019	2021	\$256,686	\$212,114	DIM	GEN1
00097826	Apoyo a la Política Nacional de Desarrollo Integral de Ciudades 3 (PNDIC 3)	00101404	Apoyo a la PNDIC 3	2019	2021	\$420,145	\$353,302	DIM	GEN1
00115790	Plan de Inicio para la formulacion de la Política de Desarrollo Integral de Ciudades	00113225	IP FORMULACION POLITICA URBANA	2018	2021	\$276,771	\$50,241	DIM	GEN1
00093937	Fortalecimiento Organo Legislativo	00098216	Fortalecimiento Organo Legisla	2016	2020	\$158,103	\$30,232	DIM	GEN1
00112206	Apoyo a la igualdad y la justicia	00110829	Apoyo a la igualdad y la justicia	2019	2021	\$147,013	\$127,611	DIM	GEN3
00044296	FONDO MUNDIAL	00092778	Lucha Praeliminación Malaria	2015	2019	\$70,533	\$47,237	DIM	GEN1
00044296	FONDO MUNDIAL	00098468	Bolivia Libre de Malaria	2016	2021	\$3,796,651	\$3,247,322	DIM	GEN3
00044296	FONDO MUNDIAL	00101403	Lucha contra la Tuberculosis	2017	2021	\$8,551,950	\$7,521,949	DIM	GEN2
00075682	Monitoreo Estratégico de Proyectos en Salud	00087454	Monitoreo Estratégico Salud	2013	2023	\$643,165	\$576,004	DIM	GEN1
00122726	Fortalecimiento de las acciones de control de la Tuberculosis en Bolivia	00118214	Fort. acciones de control TB	2020	2022	\$3,724,477	\$3,328,533	NIM	GEN2

00122726	Fortalecimiento de las acciones de control de TB en Bolivia	00127875	COVID 19 - TB	2021	2022	\$3,500,213	\$3,143,135	NIM	GEN2
00122742	Fort. Institucionalidad Democrática LNB	00118220	Institucionalidad democrática	2020	2023	\$161,892	\$158,927	DIM	GEN1
00112207	Bolivia Libre de Malaria Transición	00110830	Bolivia Libre de Malaria Trans	2019	2021	\$4,673,233	\$4,617,178	DIM	GEN2
00097823	Respuesta COVID19	00101401	Diagnostico COVID19	2020	2037	\$9,628,572	\$9,548,279	DIM	GEN1
00126344	Contribución del Sector Privado para Respuesta al COVID	00120437	Compras a laboratorio COVID 19	2020	2021	\$1,717,097	\$1,717,095	DIM	GEN1
00126344	Contribución del Sector Privado para Respuesta al COVID	00122382	Bioseguridad para trabajadores	2020	2021	\$313,920	\$300,080	DIM	GEN1
00126344	Contribución del Sector Privado para Respuesta al COVID	00122524	Respuesta Beni COVID 19	2020	2021	\$49,767	\$49,767	DIM	GEN1
00127335	Recuperacion socioeconomica COVID 19	00121228	RRF	2020	2021	\$267,500	\$267,381	DIM	GEN2
00127335	Recuperacion socioeconomica COVID 19	00121229	Recupera Mypes COSUDE	2020	2022	\$1,098,725	\$716,025	DIM	GEN2
00133323	Impacto en empleo mujeres_COVID 19	00125371	Mujeres acceden a recursos (MPTF)	2020	2021	\$75,889	\$74,147	DIM	GEN3
00133323	Impacto en empleo mujeres_COVID 19	00125572	RFF2	2020	2022	\$0	\$0	DIM	GEN3
00112209	Desarrollando capacidades locales para la implementación del turismo patrimonial comunitario: integrando el Qhapaq Ñan en Bolivia, Perú y Ecuador, Etapa 2	00110832	Ruta Qhapaq ñan Proyecto II	2018	2021	\$1,415,399	\$980,589	DIM	GEN2
00114194	Apoyo a Política Nacional de Desarrollo Integral de Ciudades	00112319	Política Integral de Ciudades	2019	2021	\$1,246,448	\$733,611	DIM	GEN2
00130004	Apoyando el diálogo y los derechos humanos para la construcción de paz en Bolivia	00123501	Interagencial paz Bolivia	2020	2021	\$1,250,000	\$203,868	NIM	GEN1
00124004	Cultura de la paz y fortalecimiento del Órgano Electoral Plurinacional (OEP) de Bolivia	00119073	Asistencia Técnica OEP	2019	2021	\$4,317,956	\$4,249,199	DIM	GEN2
00124004	Cultura de la paz y fortalecimiento del Órgano Electoral Plurinacional (OEP) de Bolivia	00119578	Diálogos Electorales	2019	2021	\$1,428,656	\$942,994	DIM	GEN3
00124004	Cultura de la paz y fortalecimiento del Órgano Electoral Plurinacional (OEP) de Bolivia	00119579	Adquisición equipamiento OEP	2019	2021	\$1,973,632	\$1,722,312	DIM	GEN0
00124004	Cultura de la paz y fortalecimiento del Órgano Electoral Plurinacional (OEP) de Bolivia	00120715	Igualdad y género	2019	2021	\$267,100	\$137,485	DIM	GEN3
Sub Total Outcome 1						\$53,778,265	\$46,702,330		

OUTCOME 2: Strengthened productive systems that are sustainable, resilient, inclusive and equitable, that guarantee food and nutritional security and sovereignty, based on decent work, technological development, and strengthening of a plural economy, conserving and improving the functions of Mother Earth: water, soil, forests, and biodiversity, in the context of the living systems.

00106014	Sixth National Reports on Biodiversity in LAC	00106960	6th National Reports in LAC	2017	2020	\$119,151	\$98,157	DIM	GEN2
00062429	Protección de la Biodiversidad (PIMS 4197)	00079912	Protección de la biodiversidad	2011	2021	\$1,825,600	\$1,819,698	NIM	GEN1
00095725	Gestión sostenible de los ecosistemas - Amazonia	00099776	Gestión sostenible de los ecos	2016	2023	\$3,287,990	\$2,904,426	NIM	GEN2
00069765	Gestión del Conocimiento en Cambio Climático	00084142	Conocimiento Cambio Climático	2012	2019	\$50,139	\$47,232	DIM	GEN0
00109765	Acceso al agua en el departamento del Beni	00109003	Acceso al agua en el departame	2018	2021	\$694,269	\$483,469	DIM	GEN1
00075509	Fortalecimiento de la Primera Respuesta y Atención a Emergencias en Bolivia para un mejor servicio a la población	00087369	Primera Respuesta	2013	2019	\$501,606	\$495,783	DIM	GEN1
00059962	Self-assessment for the preparation III National Communication	00075242	Bolivia Self-assessment	2010	2019	\$21,321	\$21,321	NIM	GEN0
00086259	Environmental Governance for Sustainable Mining governance	00093554	Environmental Governance for S	2014	2023	\$15,008	\$14,993	DIM	GEN1
00125598	Promesa del Clima - Bolivia	00119917	Revision NDC	2020	2021	\$429,990	\$222,292	DIM	GEN1
00087233	Gestión Integrada de los Recursos Hídricos en el Sistema Titicaca-Desaguadero-PoopoSalar de Coipasa (Cuencas Perú-Bolivia)	00094336	Rec Hidricos Lago Titicaca	2016	2022	\$1,392,667	\$1,267,041	NIM	GEN1
00102811	Apoyo a la recuperación sequía El Niño 2015-2016	00104727	Apoyo a la Sequía para la recu	2017	2021	\$18,600	\$18,122	DIM	GEN0
00113823	Reporte Nacional Degradación Neutral de Suelos	00112057	Reporte Nacional de Degradació	2019	2019	\$63,000	\$0	NIM	GEN2
00122501	Recuperación Post Incendios Chiquitania	00118052	Plan Recuperación	2019	2021	\$100,000	\$82,158	DIM	GEN1
00122501	Recuperación Post Incendios Chiquitania	00118208	Laboratorios de recuperacion p	2019	2021	\$120,894	\$99,506	DIM	GEN1
00101032	Programa de Pequeñas Donaciones - Bolivia OP6	00103738	Programa de Pequeñas Donacione	2017	2021	\$4,050,383	\$2,912,294	OTHERS	GEN2
00115405	Fortalecimiento de la resiliencia de la población del Altiplano Sur del Departamento de Oruro	00113029	Resiliencia Oruro Sur	2019	2021	\$356,155	\$284,504	DIM	GEN2
Sub Total Outcome 2						\$13,046,772	\$10,770,981		
OUTCOME 3: Contributions to the effective exercise of the individual and collective rights of indigenous native peasant farmers and Afro-descendent peoples and nations, consistent with their own institutions, knowledge, norms and procedures, in the framework of the intercultural democracy for living well.									

00087236	Fortalecimiento Estado Plurinacional Autonomico	00094339	Apoyo GAIOC	2016	2021	\$1,638,637	\$1,571,950	DIM	GEN2
00097829	Fortalecimiento del Tribunal Supremo Electoral	00101407	Fortalecimiento del Tribunal S	2016	2019	\$71,625	\$71,625	DIM	GEN2
Sub Total Outcome 3						\$1,710,261	\$1,643,575		
Grand Total						\$68,535,302	\$59,116,899		

Source: Data of 2018, 2019, 2020 and 2021 from UNDP Power BI as of 2 March 2022

ANNEX 4. DOCUMENTS CONSULTED

In addition to the documents named below, the evaluation team reviewed project documents, annual project reports, midterm review reports, final evaluation reports and other project documents. The websites of many related organizations were also searched, including those of UN organizations, Bolivia governmental departments, project management offices and others.

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ANNEX 5. PEOPLE CONSULTED

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ANNEX 6. STATUS OF COUNTRY PROGRAMME DOCUMENT (CPD) OUTCOME & OUTPUT INDICATORS MATRIX

Outcome Indicator	Outcome Baseline	Outcome Target: 2022	Outcome Indicator Status/Progress		
			2018	2019	2020
Outcome 1: State institutions have designed and implemented efficient and effective policies that promote non-violent coexistence with equitable access to quality justice, citizen security, and sectoral public services, with permanent dialogue and the effective participation of a more empowered civil society.					
<p>OC1 i1.1</p> <p>Extreme poverty rate</p>	<p>Baseline extreme poverty rate: 16.8% (2015) 16%</p> <p>Baseline female-headed households: 22.8% (2015)</p> <p>Baseline urban households: 9.3% (2015)</p> <p>Baseline rural households: 33.3% (2015)</p> <p>Baseline indigenous: 26.8% (2015)</p>	<p>Target extreme poverty rate: 9.5% 9%</p> <p>Target female-headed households: 9.5%</p> <p>Target urban households: 9%</p> <p>Target rural households: 10%</p> <p>Target indigenous: 10%</p>	<p>Extreme poverty rate: 16%</p>	<p>Extreme poverty rate: 15.2%</p>	<p>Extreme poverty rate: 16.8%</p>
<p>OC1 i1.2</p> <p>Moderate poverty rate</p>	<p>Baseline moderate poverty rate: 38.68% (2015) 38%</p> <p>Baseline female-headed households: 42.1% (2015)</p> <p>Baseline urban households: 31% (2015)</p> <p>Baseline rural households: 55% (2015)</p> <p>Baseline indigenous: 49.9% (2015)</p>	<p>Target moderate poverty rate: 15%</p> <p>Target female-headed households: 15%</p> <p>Target urban households: 20%</p> <p>Target rural households: 25%</p> <p>Target indigenous: 25%</p>	<p>Moderate poverty rate: 36%</p>	<p>Moderate poverty rate: 34.6%</p>	<p>Moderate poverty rate: 36.1%</p>

OC1 i1.3 Percentage of judgments made in relation to criminal trials initiated	Baseline percentage of judgments made in relation to criminal trials initiated (2014): 18% 12%	Target percentage of judgments made in relation to criminal trials initiated: 36% 25%	Percentage of judgments made in relation to criminal trials initiated: 13%	Percentage of judgments made in relation to criminal trials initiated: 15%	16% (Not included in the Corporate Planning System)
OC1 i1.4 Percentage of people in prison with pre-trial detentions over total number of imprisoned people	Baseline percentage of people in prison with pre-trial detentions over total number of imprisoned people: 68% (2016)	Target percentage of people in prison with pre-trial detentions over total number of imprisoned people: 49%	Percentage of people in prison with pre-trial detentions over total number of imprisoned people: 67%	Percentage of people in prison with pre-trial detentions over total number of imprisoned people: 60%	65% (Not included in the Corporate Planning System)
OC1 i1.5 Malaria Annual Parasitological Index (API), number of cases per 1,000 inhabitants	Baseline women: 0.62 (2014) Baseline men: 1.01 (2015) 1.5	Target women: 0.29 (2019) Target men: 0.48 (2019)	Malaria Annual Parasitological Index (API), number of cases per 1,000 inhabitants: 1.36	Malaria Annual Parasitological Index (API), number of cases per 1,000 inhabitants: 1.53	Malaria Annual Parasitological Index (API), number of cases per 1,000 inhabitants: 2.75
OC1 i1.6 Tuberculosis incidence rate (per 100,000 inhabitants)	Baseline women: 27.6 (2014) Baseline men: 43.2 (2014) 69.3	Target women: 21.2 (2019) Target men: 33.1 (2019) 65.9	Tuberculosis incidence rate (per 100,000 inhabitants): 65.14	Tuberculosis incidence rate (per 100,000 inhabitants): 65.7	Tuberculosis incidence rate (per 100,000 inhabitants): 70.33
Output Indicator	Output Baseline	Output Target: 2022	Output Status/Progress		
			2018	2019	2020
Output 1.1. Selected public institutions have shown innovation and have designed evidence-based policies to further poverty reduction and protect recent social achievements.					
OP1.1 - i1 Number of policy analysis products used by the Government for the formulation of employment, fiscal or social protection interventions	Baseline 2017-2018: 0	Target: 10	3	6	8 (Not included in the Corporate Planning System)

OP1.1 - i2 Percentage of progress in the implementation of the monitoring and evaluation subsystem to the Economic and Social Development Plan	Baseline 2017-2018: 0%	Target: 100%	10%	40%	60 (Not included in the Corporate Planning System)
Output 1.2. State entities have identified strategies to strengthen their planning processes on the basis of more integral development approaches.					
OP1.2 - i1 Number of territorial development plans that address poverty reduction from an integral perspective and a multidimensional manner	Baseline 2017-2018: 0	Target: 10	1	5	11 (The Corporate Planning System shows 10)
Output 1.3. New management models are implemented in the justice system to improve the quality and efficiency of its services.					
OP1.3 - i1 Number of offices of court administration established in the departmental justice courts	Baseline: 0	Target: 4	0	1	1 (Not included in the Corporate Planning System)
Output 1.4. Competent institutions have reduced the impact of criminal phenomena.					
OP1.4 - i1 Number of criminal policies and preventive and integral citizen security plans, designed and approved by public entities	Baseline: 0 (2016)	Target: 4 (2022)	0	1	1 (Not included in the Corporate Planning System)
Output 1.5. Increased capacity of the national (health) programmes and their stakeholders to take effective prevention, diagnosis and treatment actions for malaria and tuberculosis.					
OP1.5 - i1 Number of municipalities that carry out health surveillance under Ministry of Health	Baseline: 0 (2016)	Target: 19	19	19	19
OP1.5 - i2 Number of departmental laboratories that have been accredited to biosecurity level II	Baseline: 1 (2016)	Target: 10 (2022)	1	0	7 (The Corporate Planning System shows 4)

OP1.5 – i3 Number of GFATM grants administered by UNDP that meet or exceed expectations	Baseline: 1 (2017)	Target: 2 (2019)	1	2	2
Output 1.6. National programme stakeholders implement a comprehensive and timely information system in conformity with national policies and in the framework of the National Health Information System (SUIS).					
OP1.6 - i1 Health facilities report regularly and complete information to SUIS.	Baseline 2017-2018: 0%	Target 2011: 90%	90%	90%	100% (Not included in the Corporate Planning System)
Outcome Indicator	Outcome Baseline	Outcome Target: 2022	Outcome Indicator Status/Progress		
			2018	2019	2020
OUTCOME 2: Strengthened productive systems that are sustainable, resilient, inclusive and equitable, that guarantee food and nutritional security and sovereignty, based on decent work, technological development, and strengthening of a plural economy, conserving and improving the functions of Mother Earth: water, soil, forests, and biodiversity, in the context of the living systems.					
OC2 i2.1 Percentage of autonomous territorial entities (ETAs) that implement management models for sustainable living systems that incorporate climate change adaptation and risk management measures	Baseline 2017-2018: 0%	Target: 10%	1%	4%	10%
OC2 i2.2 Number of productive organizations that implement comprehensive and equitable management models for sustainable, technologically innovative, and eco-efficient, scalable productive and industrial ventures that incorporate climate change adaptation measures	Baseline 2017-2018: 9	Target: 127	23	47	88 (Not included in the Corporate Planning System)

OC2 i2.3 Number of disaster response actions that increase the resilience of the affected communities	Baseline 2017-2018: 0	Target: 5	0	1	5
Output Indicator	Output Baseline	Output Target: 2022	Output Indicator Status/Progress		
			2018	2019	2020
Output 2.1. Risk reduction and climate adaptation actions are part of the planning and investment decisions of national and subnational governments.					
OP2.1 - i1 Number of risk reduction and climate change-related indicators included in the national integral planning system	Baseline 2017-2018: 3	Target: 8	3	4	4
OP2.1 - i2 Number of subnational governments that have included risk reduction and climate change action in their annual budgets	Baseline 2017-2018: 0	Target: 20	0	1	11
Output 2.2. Sustainable livelihoods implemented by selected local communities (within the office portfolio) living in fragile ecosystems.					
OP2.2 - i1 Number of community-based productive organizations, living in the buffer zones of natural parks or in original indigenous land, that implement productive projects that support conservation and biodiversity	Baseline 2017-2018: 27	Target: 50	48	10	41
Output 2.3. The national comprehensive first-response system (to emergencies and disasters) is fully operational.					
Number of first response teams that apply protocols and procedures from the Bolivian incident command system	Baseline 2017-2018: 5	Target: 30	0	2	2

Output 2.4. Bolivia complies with its climate change convention reporting obligations.					
Number of national communications to the United Nations Framework Convention on Climate Change	Baseline 2017-2018: 2	Target: 4	2	0	1
Outcome Indicator	Outcome Baseline	Outcome Target: 2022			
			2018	2019	2020
Outcome 3: Contributions to the effective exercise of the individual and collective rights of indigenous native peasant farmers and Afro-descendent peoples and nations, consistent with their own institutions, knowledge, norms and procedures, in the framework of the intercultural democracy for living well.					
OC3 i3.1 Number of norms and regulations regarding the structure and organization of indigenous autonomous governments approved	Baseline 2017-2018: 0	Target: 3	3	4	4 (Not included in the Corporate Planning System)
OC3 i3.2 Number of public policy proposals discussed in participatory spaces of intercultural dialogue	Baseline 2017-2018: 0	Target: 4	1	4	4 (Not included in the Corporate Planning System)
Output Indicator	Output Baseline	Output Target: 2022	Output Indicator Status/Progress		
			2018	2019	2020
Output 3.1. Indigenous autonomous governments have built institutional and public management capacity and increased their coordination with national institutions to exercise their right to self-determination.					
OP3.1 - i1 Number of territorial development plans (Planes de Gestión Territorial Comunitaria) prepared in a participatory manner for indigenous autonomies	Baseline 2017-2018: 0	Target: 3	3	3	4

OP3.1 – i2 Number of public administration and control tools (budget, asset management, treasury) prepared in autonomous indigenous governments	Baseline 2017-2018: 0	Target: 6 tools in 3 indigenous governments	3	4	6
OP3.2 – i3 Number of public policy proposals designed by women in indigenous autonomies to strengthen their political, economic, social and cultural rights	Baseline 2017-2018: 0	Target: 3	1	3	3
OP3.2 – i4 Percentage of women exercising leadership roles in the different branches of indigenous governments	Baseline 2017-2018: 0%	Target: 50%	20%	30%	30%

Data Source: IRRF_CPD_SP_Indicators

Date: November 29th, 2021

*Baseline and Target, **in bold light blue** are data adapted from IRRF Website (different from the one in the original CPD)*

ANNEX 7. THEORIES OF CHANGE OF THE PROGRAMME

This annex presents the different theories of change developed by the country office (in Spanish) and the consistency analysis developed by the evaluation team as part of the ICPE.

The theories of change developed by the Country Office were as follows:

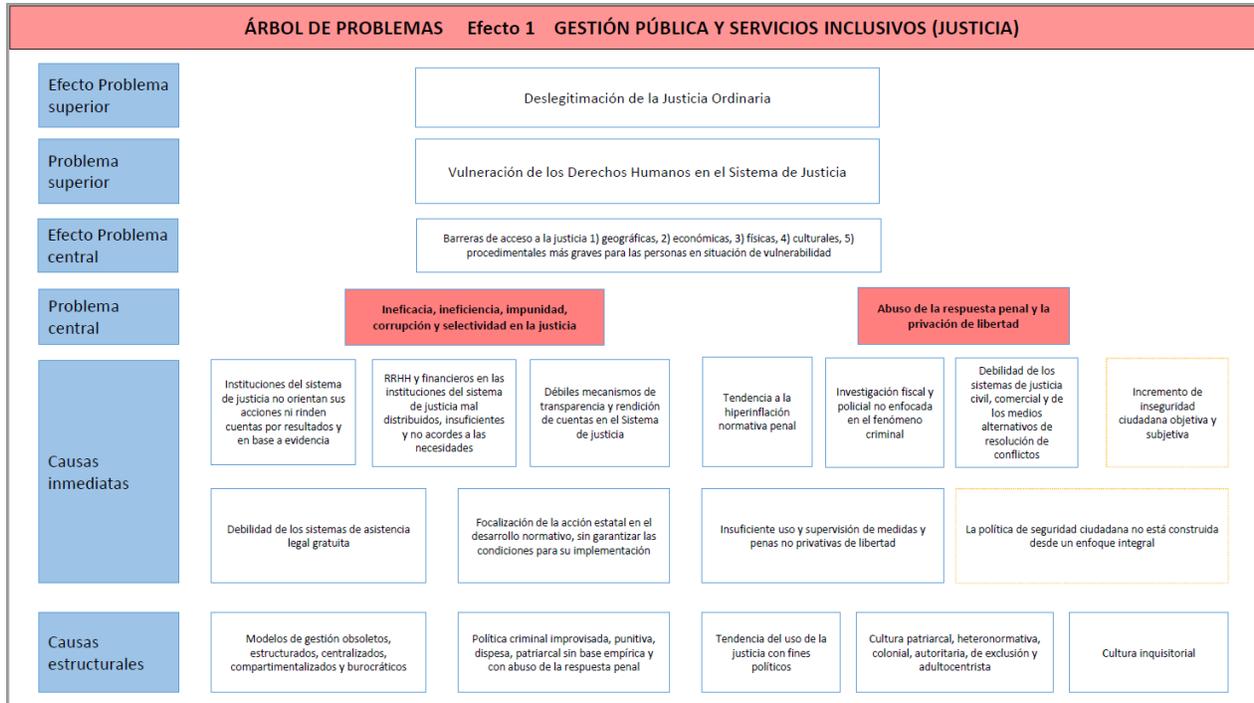
Outcome 1 - Problem tree - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (PUBLIC POLICY)



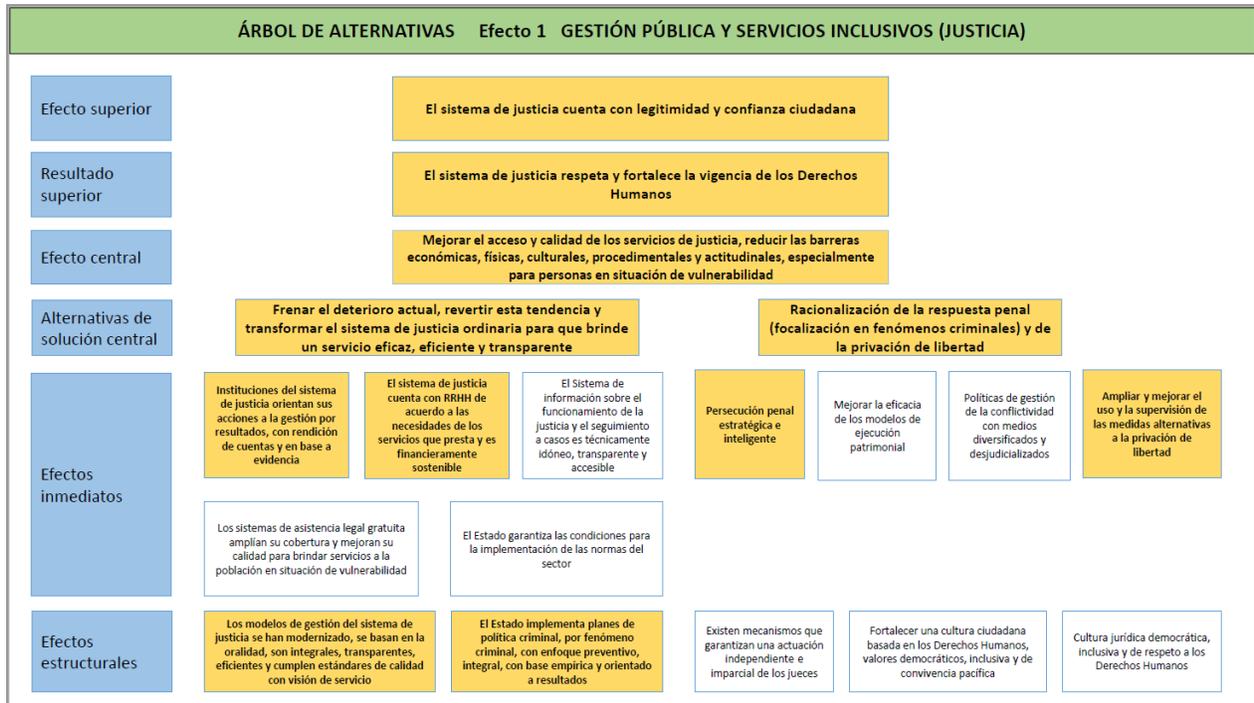
Outcome 1 – Tree of alternatives - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (PUBLIC POLICY)



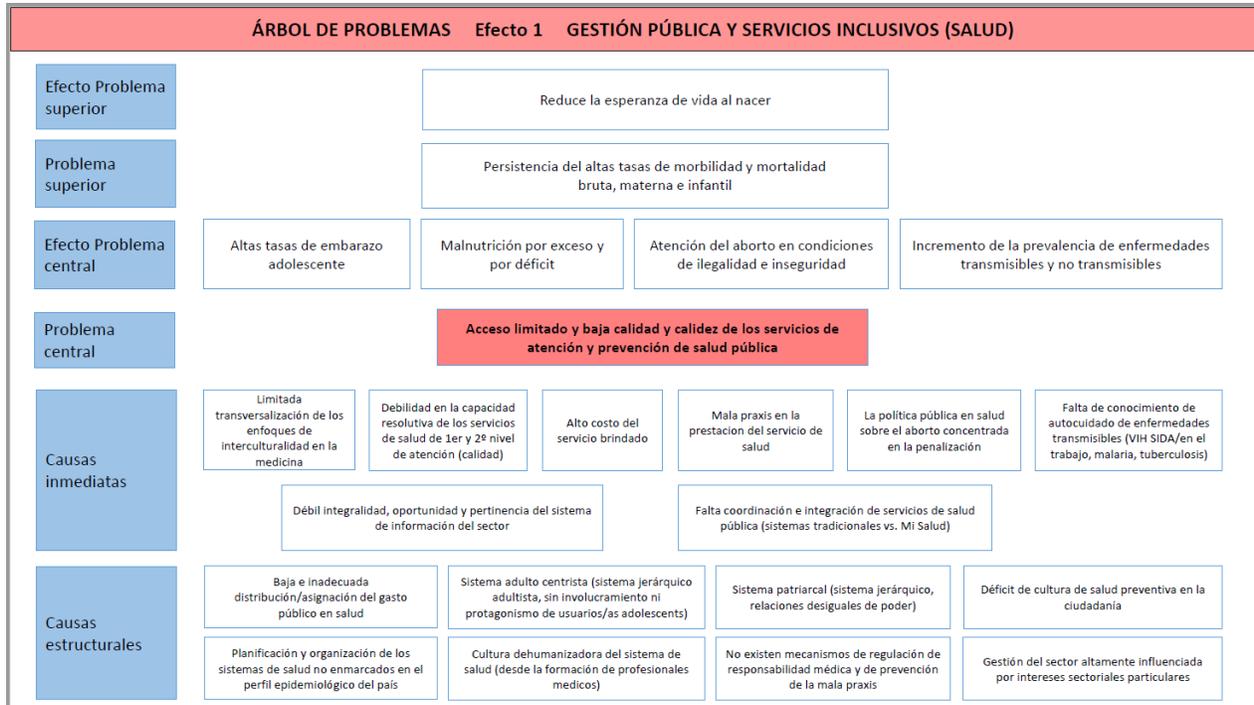
Outcome 1 - Problem tree - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (JUSTICE)



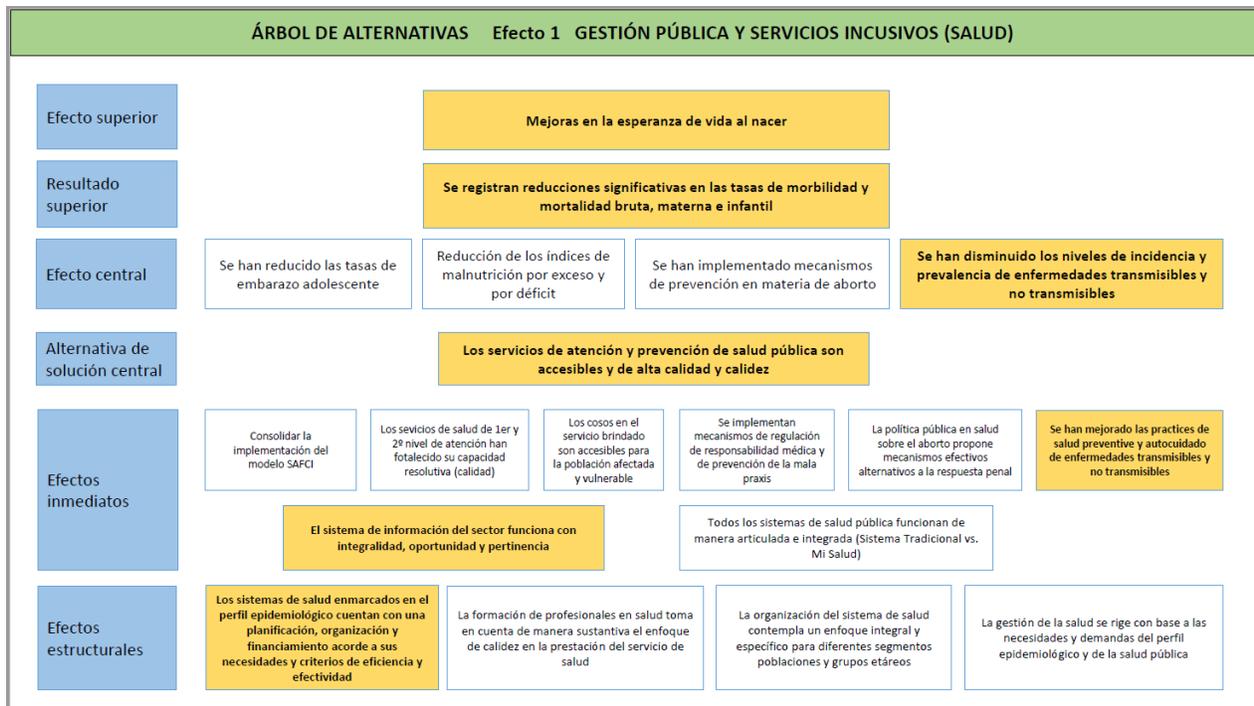
Outcome 1 – Tree of alternatives - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (JUSTICE)



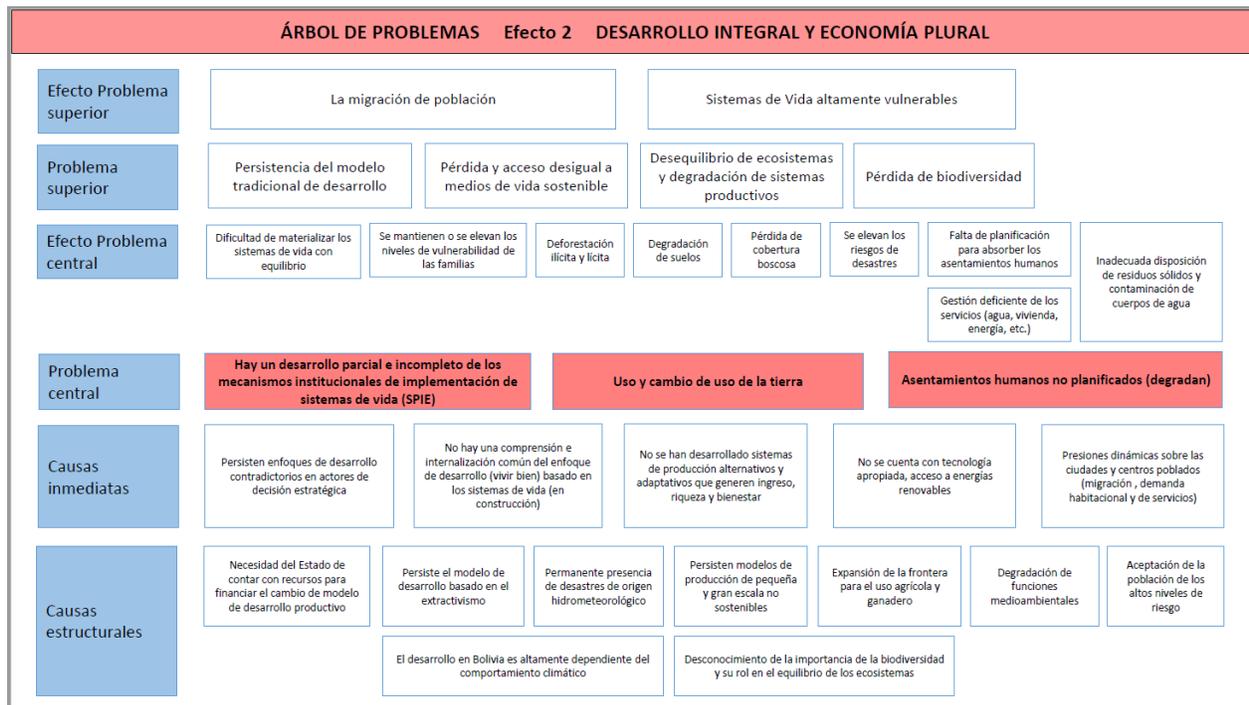
Outcome 1 - Problem tree - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (HEALTH)



Outcome 1 – Tree of alternatives - INCLUSIVE PUBLIC MANAGEMENT AND SERVICES (HEALTH)



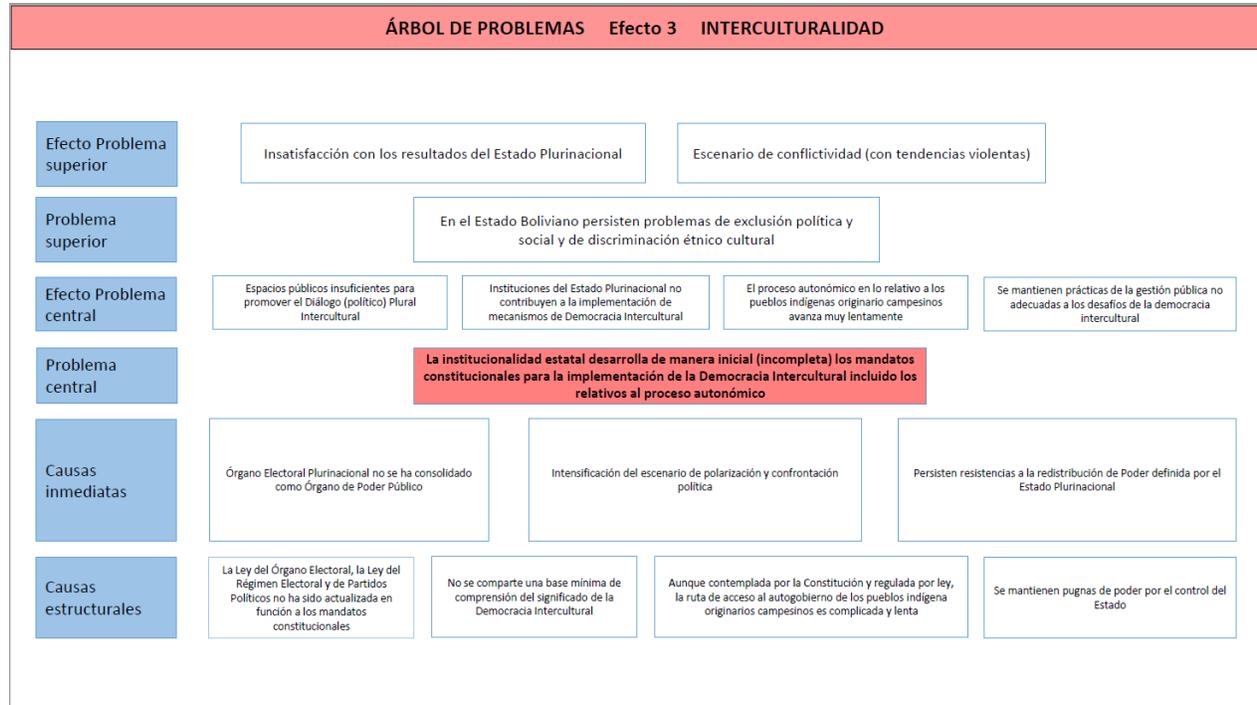
Outcome 2 - Problem tree - INTEGRAL DEVELOPMENT AND PLURAL ECONOMY



Outcome 2 – Tree of alternatives - INTEGRAL DEVELOPMENT AND PLURAL ECONOMY



Outcome 3 - Problem tree - INTERCULTURALITY



Outcome 3 – Tree of alternatives - INTERCULTURALITY



Analysis of the Programme's theories of change (ToC):

ToC Consistency Methodology

The consistency of the ToC has been analysed taking into account the following methodological steps:

- **Step 1:** Analyse the problem tree from a logical causal approach. This means that, according to the literature, it is important to take into account:
 - The lexical analysis of the arguments, i.e. they should be clear, understandable and well-defined, avoiding any circularity or repetition.
 - The scheme of argumentation, i.e.: i) at each level, the arguments (roots, trunk and branches) must be sufficient, whether independent or not, to defend a conclusion or another argument; and ii) between levels, from roots to branches, the arguments must be transitive.
 - Causal validity of the arguments, i.e. causalities must be valid between roots and stem, stem and branches, and roots and branches.
 - Structural robustness in the trunk, i.e. if one or more roots were changed simultaneously or sequentially, the trunk would be maintained (acceptability and sufficiency).

- **Step 2:** Analyse the tree of alternatives as the exact counterpart of the problem tree.

- **Step 3:** Analyse alternative route and assumptions. The alternative route involves the delineation of outcomes/outcomes and outputs under the criteria of:
 - Deductibility and clarity; i.e. the results/outcomes and outputs should be extracted from the problem tree and clearly stated according to their qualities (results/outcomes or outputs).
 - Consistency, i.e. outcomes/outcomes and outputs should take into account the CDP's basic planning framework.
 - Sequential order; outputs should be contained in outcomes/results.
 - Feasibility, i.e. the results/outcomes and outputs must be achievable, taking into account the time, human and financial resources available.
 - The assumptions must take into account the criteria of reasonableness, clarity and sufficiency.

- **Step 4:** Analyse the risks taking into account criteria of reasonableness, clarity and sufficiency. In addition, it is important to know whether there are strategies to mitigate them.

Table A presents the analysis of the ToC according to the above steps, delimited by each problem tree constructed. In general terms, the following can be observed:

- **Step 1.** There are shortcomings in the problem trees: (i) in some cases there is an inadequate derivation, delimitation and definition of the problems, with circular arguments; (ii) the central problems established in the ToC are not sufficient to explain the branches of this; (iii) the argumentation scheme seems to relate more to a brainstorming methodology than to a problem tree per se, given that it is difficult to find causalities between several arguments and to validate the transitivity between these; iv) related to the above, the immediate and structural causes are, in some cases, disorganised in relation to these attributions; and iv) the roots are not sufficient and in some cases a limited understanding of the country context is perceived.

- **Step 2:** The alternative trees are similar to the counterpart of the respective problem trees, although in some cases there are important differences. In general, the arguments representing strategies for solving the problems identified in the problem trees inherit the shortcomings of the problem trees. In spite of this, the alternative trees contain mostly viable strategies for advocacy, in order to help overcome problems.

- **Step 3:** The alternative routes generate the outputs and outcomes set out in Table 1. They are generally consistent in their scope, although in some cases they inherit the problems of the alternative trees and in others they are insufficient. The assumptions, while important, are incomplete and, in some cases, quite possibly highly improbable because of the economic, socio-political and environmental context itself.

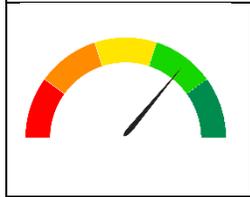
- **Step 4:** The risks set out are reasonable and clear in many cases; but insufficient and overly optimistic in others. In general, the risks are difficult to foresee; however, again, more rigorous analysis of the country context can help in complementing them. In addition, it is important that, in the face of risks, mitigation strategies are in place.

Table A: Theory of Change Consistency Analysis

Thematic focus: Inclusive public management and services: public policy	
Step 1: Analysis of the problem tree under a logical causal approach	
	<ul style="list-style-type: none"> • The most important lexical problem is in the first central problem (of a total of three), which points to the "institutional vulnerability of the state in the sustainability of socio-economic achievements"; but the immediate and structural causes correspond more to factors intrinsic to institutional quality, and not necessarily to risks or threats that can explain the vulnerability of the system in terms of the sustainability of achievements. For example, one of the most important, and historical, factors of the Bolivian state is its dependence on fiscal revenues derived from the exploitation of raw materials. The state benefits when commodity prices are high, and thus exports and fiscal revenues increase, but struggles when commodity prices fall. In fact, since 2014, the deficit position has affected the state's performance (as a cause that makes it vulnerable) and for this reason it may indeed not be able to sustain socio-economic achievements. Another example of a lexical problem is the immediate cause "Low capacity in the efficient execution of public spending and investment" which is part of the second core problem "Inequity, inefficiency, and low quality in the implementation of public policies" in a circular lexicon. • The argumentation scheme is insufficient. For example, the upper problem "Persistence of gaps in human development" depends not only on the management of public policies, but also on the socio-economic, socio-political and other characteristics of the country itself. In general, the trunk is not robust in relation to the higher-level problems. • The causal validity has several shortcomings. First, the context analysis corresponds very partially to a proper problem tree; it is rather associated with a brainstorming methodology. Second, for the above reason, the structural causes only partially explain the immediate causes. For example, the supposed structural cause "The state does not have public management models in line with the new constitutional paradigm of the Plurinational State" is not the full cause of "Information systems with limited use and application in policy design and evaluation". In fact, the new paradigm does not in itself guarantee that public management models will be better than the current ones. Another example lies in the structural cause "Political over technical approach persists in the prioritisation of public investment" does not fully cause a "Political and social power asymmetry conditions the processes of dialogue and negotiation". Finally, there is a disarray between immediate and structural causes. For example, the immediate cause "The management tools (SPIE, SAFCO, and their subsystems) are not yet fully implemented at any of the three levels of state" is a structural cause. In fact, SAFCO is the law that sets the guidelines for all public management in terms of results-based management. The partial implementation of the law explains, for example, a "culture of public management that is not oriented towards results and quality of state interventions".
Step 2: Analysis of the alternatives tree	
	<ul style="list-style-type: none"> • The tree of alternatives is not fully the counter-face of the problem tree. For example, the first central solution alternative "Changes in the quality of state interventions aimed at sustainability and improvement of socio-economic achievements" should be the counterpart of "Institutional vulnerability of the state in the sustainability of socio-economic achievements". In fact, the word "quality" is not the antonym of "vulnerability". This observation is important insofar as there is a degree of dissociation between problems and solutions.
Step 3: Alternative Route Analysis and Assumptions	
	<ul style="list-style-type: none"> • The alternative route corresponds to PDC Outcome 1. It can be largely deduced from the tree of alternatives, and is in any case consistent in its scope. However, issues such as "public safety" or "access to quality sectoral services" are marginally mentioned in the tree of problems and alternatives. • The assumptions set out in the ToC are important but insufficient. A first problem lies precisely in the fact that the problem tree presents problems in the argumentative scheme and causal validity. For

example, the assumption "Existence of political will and openness of different levels of the executive branch to allow advice on public policy design and management" may be applicable in some concrete cases; but in fact the structural problems of public management may limit interventions. A second problem is associated with the lack of inclusion in the assumptions of the interrelationships of social actors and the state, which are part of the last proposed output: "Public institutions and social groups incorporate in the management of social demands".

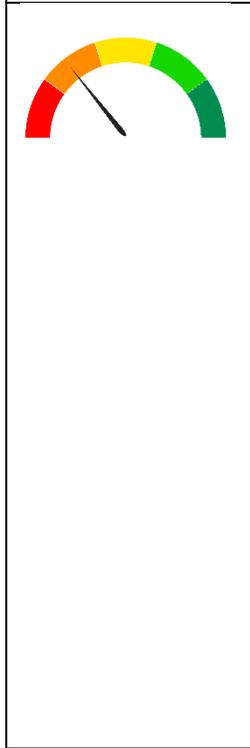
Step 4: Risk analysis



- Risks are undoubtedly more difficult to foresee, but it is important to conduct forward-looking analyses with all the limitations one may have. In this context, a major risk also lies in the lack of governmental human resource commitments to scale up the assistance provided by UNDP, which is associated with effectiveness and sustainability.

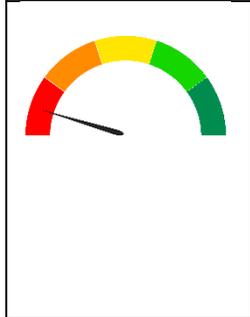
Thematic focus: Inclusive governance and services: Justice

Step 1: Analysis of the problem tree under a logical causal approach



- The trunk presents two central problems, whose definitions are clear and specific; but they have a list of causes and effects with overlaps and circular arguments. Ineffectiveness, inefficiency, impunity, corruption and selectivity in justice" are elements that may or may not be closely related to the higher problem "Violation of Human Rights".
- Both the superordinate problem and its superordinate effect suffer from problems of ambiguity or lack of clear specification of what kind of human rights are violated and what the delegitimation of the justice system consists of.
- Definitely, the immediate and structural causes have the greatest deficiencies as many of those classified as immediate are clearly structural and vice versa. An example is the immediate cause "Justice system institutions are not results-oriented and evidence-based" is synonymous with "Weak transparency and accountability mechanisms in the justice system". Either way, both statements are robustly demonstrated as structural causes of the Bolivian justice system.
- In the case of the second problem tree, "Abuse of penal response and deprivation of liberty", there is consistency with the higher problem of Human Rights Violation. However, the same type of problems as the already cited immediate and structural causes were identified. The example is the immediate cause "Weakness of civil and commercial justice systems and alternative means of conflict resolution". This is a structural problem as the current Codes are outdated and were conceived in a totally different context 50 years ago.
- In the case of the five structural causes underpinning the two trunk problems, it is easy to identify that at least three are very similar to each other: a) improvised, punitive, dispersed, patriarchal criminal policy without empirical basis and with abuse of the penal response, b) patriarchal, heteronormative, colonial, authoritarian, exclusionary and adult centrist culture, c) inquisitorial culture.

Step 2: Analysis of the alternatives tree



- The tree of alternatives is a positive mirror of the problem tree; however, in the case of the justice system the two central alternatives introduce elements that were not in the trunk problems. First, a "slowing down the deterioration" is made explicit, indicating a trend that was not present in the central problem. Secondly, the second alternative mentions an explicit element "focus on criminal phenomena", which gives a clear and concrete sense that focuses the solution but was not seen in the core problem.
- The most acute deficiency is that it was not possible to identify a correspondence between immediate causes and effects in the tree of alternatives. The problem is also present between structural causes and effects.

Step 3: Alternative Route Analysis and Assumptions	
	<ul style="list-style-type: none"> • The alternative route corresponds to Outcome 3 of the UNDAF. This route is shown to be very specific and very limited in scope compared to the problem tree and the tree of alternatives. Indeed, "implement modern evidence-based management systems" and "elaborate and operationalise crime policy plans, by criminal phenomenon and with a preventive approach" are very important elements, but insufficient in the light of all the problems identified. • There is no information on the assumptions
Step 4: Risk analysis	
	<ul style="list-style-type: none"> • There is no information or input to conduct this analysis.
Thematic focus: Inclusive public management and services: Health	
Step 1: Analysis of the problem tree under a logical causal approach	
	<ul style="list-style-type: none"> • The most important lexical problem is unique "Limited access to and low quality and warmth of public health care and prevention services. • It refers to two different types of services (Care and Prevention) which may require different analyses of their immediate causes, although they may share similar structural causes. • It points out three key aspects on which to articulate the problem: limited access, quality and quality. It would be good to know the causes that generate the problem in each of these and the corresponding effects that each aspect has for the system. • There are two immediate causes with direct connection to the whole core problem, and 6 with partial thematic connection. • Similarly, the structural causes, there are 2 of a global character, and 4 with a more specific component, and 2 without a clear relationship, or simply too generic. • There are no references to key elements for care such as: <ul style="list-style-type: none"> - Availability and allocation of HR (Medical / Nursing / Auxiliary) / Quality of their training (role of Universities) / National geographical constraints. - Physical infrastructure, equipment and supplies available. National procurement and logistics.
Step 2: Analysis of the alternatives tree	
	<ul style="list-style-type: none"> • The tree of alternatives is coherent at the outcome level. • Ambitious assumptions are made that the planning, organisation and financing will have an impact on an information system that functions in a comprehensive and timely manner, and that this alone will lead to better preventive and self-care practices in the population. • All of this only contributes to the solution of the central problem, via prevention, not to the sub-component of care. • In relation to prevention, it does not have the effect of addressing the structural problem of the lack of a preventive culture in the population, which is key to understanding self-care and the demand for health services in the system and their quality.
Step 3: Alternative Route Analysis and Assumptions	

	<ul style="list-style-type: none"> • The alternative route is framed within Outcome 1 of the CDP, which highlights the importance of Improving and increasing access to quality, sustainable and affordable (health) services. The emphasis is on access to services, which can be both care and prevention. • Interventions (outputs 3 and 4) at the structural cause level impact the health system in a fragmented way, either from the hospital level (P1.4) or from the level of specific programmes (P1.3). There is no integral contribution to the system from the point of view of the central problem - promoting a universal health system.³⁷ • The contribution of the comprehensive information system (P1.2) is relevant for its impact in terms of facilitating evidence-based decision-making, and contributing to solving the identified structural cause of health systems not in line with the epidemiological profile.
Paso 4: Análisis de los riesgos	
	<ul style="list-style-type: none"> • Logistical risks are identified as a result of national geography, which was not identified as a cause of the problems. Because of their exposure to both disasters and insecurity risks due to the diseases themselves and the scarce resources for care on the ground. • Other risks such as those mentioned in the structural causes (sectoral management highly influenced by particular interests) are not identified, nor how these can materialise via political or administrative channels.
Thematic focus: Integral development and plural economy	
Step 1: Analysis of the problem tree under a logical causal approach	
	<ul style="list-style-type: none"> • The effect of the top problem in the Theory of Change (ToC) is: (a) that there are highly vulnerable Life Systems, and (b) population migration. On the one hand, the concept of Life System³⁸ in relation to the Zones of Life (ZV) is difficult to operationalise in terms of public policies and could be circular³⁹, i.e. planning should be done at the level of one of the categories, but not both. On the other hand, the Migration cannot be conceived as a problem per se, as this phenomenon occurs naturally in virtually all countries of the world. • At the level of ToC development, there is a problem in the derivation and delimitation of problems. For example, within the structural causes (lower level of analysis) it is stated that extractivist development models and unsustainable small- and large-scale production models persist; however, the higher problem (priority level of analysis) is that traditional development models persist. Methodologically, the lower level and the higher level of analysis cannot be the same, because this implies that no effects of the problem have been derived. • At the level of structural causes, there are some problems of interpretation of the country context. For example, it is argued that development in Bolivia is highly dependent on climate behaviour; this assumption implies that economic growth is highly dependent on climate. However, the Gross Domestic Product (GDP) of the agricultural sector (directly affected by climate) is on average 14%.

³⁷ PAHO: Universal access to health and universal health coverage imply that all individuals and communities have access, without discrimination, to adequate, timely, quality, nationally determined, comprehensive health services according to need, as well as to quality, safe, effective and affordable medicines, while ensuring that the use of such services does not expose users to financial hardship, in particular vulnerable groups. <https://www.paho.org/es/temas/salud-universal>

³⁸ Life Systems (LS) are organised and dynamic communities of plants, animals, microorganisms and other beings and their environment, where human communities and the rest of nature interact as a functional unit, under the influence of climatic, physiographic and geological factors, as well as productive practices, the cultural diversity of Bolivians, including the cosmovisions of the indigenous native peasant nations and peoples, intercultural and Afro-Bolivian communities. The VS are established on the basis of the interaction between life zones and the predominant socio-cultural units and identify the optimal management systems that have developed or can develop as a result of this interrelation (see Law 300, Framework Law of Mother Earth and Integral Development for Living Well, October 2012).

³⁹ A circular definition assumes a prior understanding of the term being defined. In this case the VS are established from the interaction between Life Zones and the predominant socio-cultural units, i.e. the Life Zones are defined on the basis of the VS and in turn the Life Zones define the VS.

	and there are approximately 1.7 million people working, while the rest of the sectors are affected to a lesser extent, although there is no information and/or studies on this.
Step 2: Analysis of the alternatives tree	
	<ul style="list-style-type: none"> • The tree of alternatives shows the identification of one or more means that represent strategies to solve the problem identified in the problem tree, which as already shown has identification limitations. In this sense, these symptoms are inherited to the objective tree. • However, in the objective tree, means (tree roots) were selected that represent viable strategies to influence, but not change the problematic situation: (a) increasing degradation of ecosystems (as a result of the expansion of the agricultural frontier, exploitation of non-renewable resources, deforestation, increased erosion and desertification, loss of biodiversity and contamination of water bodies and soils; as well as by the prevalence of vulnerable productive systems that register high levels of economic losses due to the use of poor agricultural practices, insufficient and/or inadequate access to technology, inconsistency between vocation and land use and exposure to extreme and catastrophic climatic factors. • The problem identified in the problem tree is relevant to derive a portfolio of projects, although it does not establish a framework for intervention in relation to ToC.
Step 3: Alternative Route Analysis and Assumptions	
	<ul style="list-style-type: none"> • To achieve the implementation of Living Systems with restoration of degraded ecosystems, climate change adaptation measures and risk management, UNDP proposes to advance simultaneously by supporting three interdependent outcomes: a) state institutions implement Living Systems management mechanisms; b) plural economy organisations implement sustainable productive management models; and c) cities and towns increase their resilience capacity. • The pathway for change recommended by UNDP is based primarily on the implementation of systems in productive landscapes. This is a fundamental concept, which should guide the implementation of the project portfolio, and which will be used to assess the degree of alignment, both of the portfolio as a whole and of individual projects. • This path will only be possible if the country develops climate change adaptation and mitigation policies, mechanisms and techniques. Despite the fact that the country has developed a comprehensive policy framework⁴⁰, in recent years, it is necessary to evaluate from the perspective of the actors involved, including UNDP, the degree to which these instruments are operational and effective. • The route will be possible if there is adequate public investment support. To date, there is no clear record of public investment oriented towards the most important needs of Livelihoods Systems, nor the degree of informed and mobilised social participation, considering the non-occurrence of a catastrophic event.
Step 4: Risk analysis	

⁴⁰ The Political Constitution of the State (CPE). It establishes the constitutional right to a "healthy environment" and includes safeguards for its care and protection, highlighting the will and spirit of respect and protection of the environment and natural resources. Law No. 71, Law on the Rights of Mother Earth, 21 December 2010: Recognizes the rights of Mother Earth, as well as the obligations and duties of the Plurinational State and society to guarantee respect for these rights. Law No. 300, Framework Law on Mother Earth and Integral Development for Living Well: This is the most important legal framework on which Bolivia's climate change policy is based. This law introduces fundamental principles for the climate change policy, obligations and duties, climate justice, dialogue of knowledge, as well as complementarity and balance between living beings of Mother Earth. The following mechanisms have also been developed: a) Mitigation Mechanism for Living Well; b) Adaptation Mechanism for Living Well; c) Joint Mitigation and Adaptation Mechanism for the Integral Management of Forests and Mother Earth; d) Mother Earth Monitoring System; e) Plurinational Fund for Mother Earth; and f) Platform of Local Communities and Indigenous Peoples.

	<ul style="list-style-type: none"> • The main risks that could hinder the expected change, including the achievement of results are: a) a change in the priority for the implementation of the policy with a Life Systems approach; b) a decrease in Bolivia's relevance and momentum in the Climate Change Conventions and fulfilment of its commitments; c) a decrease in Bolivia's participation in the Climate Change Conventions and fulfilment of its commitments; d) a decrease in Bolivia's participation in the Climate Change Conventions and fulfilment of its commitments; e) a decrease in Bolivia's participation in the Climate Change Conventions. • Risks have been reasonably identified and alternative routes are in place at the Theory of Change level, as well as layers in the different projects that make up the portfolio. • On the one hand, although there has been no change in priority in relation to the implementation of policy with a life systems approach, the design of public policies that fully incorporate this approach is very limited. On the other hand, it is necessary to assess with key actors to what extent Bolivia's climate change commitments have been fulfilled.
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Thematic focus: Interculturality

Step 1: Analysis of the problem tree under a logical causal approach

	<ul style="list-style-type: none"> • This thematic axis has only one central problem in the trunk of the problem tree: "The state institutionality develops in an initial (incomplete) way the constitutional mandates for the implementation of Intercultural Democracy, including those related to the autonomy process". Two problems can be perceived in the statement: the terms initial and incomplete are different and imply two different phases of the institutional evolution of Intercultural Democracy. The second problem of the statement that generates clear ambiguity is the reference to the autonomy process which includes a wide variety of issues including those of the electoral system, participation in the design of public policies and taxation and budgeting, just to mention a few examples. • At the top of the problem tree, the statements of the two upper effects clearly go beyond the scope of the central problem and also of the upper problem. Unsatisfactory results of the Plurinational State and a scenario of conflict with violent tendencies are if effects of political exclusion and ethno-cultural discrimination; but in reality both the upper problem and its effects are very generalised. • It is possible if it is recognised that the central problem is reasonably but not sufficiently consistent with the top of the tree. • The most acute problems of inconsistency are in the immediate and structural causes. The three immediate causes, although independent (weakness of the OEP, scenario of conflict and violence, and resistance to the redistribution of power established by the Plurinational State) do not point to specific problems causally related to the central problem. On the other hand, problems in defining the context have led to this very severe ambiguity, not only when it comes to stating the causes, but also in the construction of the ToC. • Another quite plausible reason (mentioned tangentially by the responsible person) is the ex post construction of the ToC to the implemented projects and actions. • Finally, in the case of structural causes, we again identify three shortcomings. First, it is highly controversial that the three relevant laws (electoral, the one governing the OEP and the one governing parties) need to be updated. The first two are from 2010 and the Electoral Regime Law is constantly revised before each electoral process to make elections viable. The Law on Political Organisations is from 2018. Secondly, there is a circularity between two structural causes, the central problem and the superior effects (the access route to self-government for the original indigenous peasant peoples is complicated and slow; power struggles for control of the state continue). Finally, there is a very similar wording between immediate and structural causes: intensification of the scenario of polarisation and confrontation (immediate cause) and ongoing power struggles for control of the state.
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Step 2: Analysis of the alternatives tree

	<ul style="list-style-type: none"> ● In contrast to the other thematic axes, the tree of alternatives is shown to be different from the problem tree. The splitting of the central problem into two central solution alternatives can be a good strategy if the statements are different and not, as in this case, practically the same. ● In the case of immediate effects a much higher weight is identified for the Electoral Body when compared to the problem tree. ● Finally, the deficiencies in the conceptualisation of the structural causes already mentioned in the problem tree are carried over to the tree of alternatives: what is presented as structural causes are definitely conjunctural aspects.
<p>Step 3: Alternative Route Analysis and Assumptions</p>	
	<ul style="list-style-type: none"> ● Although the outputs of the alternative route are very robustly defined, due to the aforementioned shortcomings in the problem and alternative tree, the effectiveness of these can be compromised. Indeed, problems of circularity, context and confusion in the structural and immediate causes can negatively impact or be innocuous in the pursuit of results. ● Nevertheless, the products reveal elements of innovation and consolidation of the effective participation of different social groups through the dialogue roundtables, particularly in the consolidation of indigenous and aboriginal farming communities. ● As far as the assumptions are concerned, they show exaggerated optimism and are difficult to verify. Economic, political and social stability is not verifiable during 2014-2017. As seen in previous pages, the fiscal situation, the reduction of gas exports, the high level of social conflict and the splitting of the Plebiscite to approve the presidential re-election do not allow the assumptions to be defined. ● The irreversible process of autonomies also needs to be questioned for two reasons: the first is that the problem tree itself identifies this process as incipient and incomplete; the second is that there is a very delicate problem with the original communities of the lowlands in their autonomy processes, a problem that is aggravated by the massive migratory flows of settlers from the west to the east of the country.
<p>Step 4: Risk analysis</p>	
	<ul style="list-style-type: none"> ● The ToC has given an assessment of "moderate risk" based on the "consolidation of the community-based social productive economic model". However, the risks have been predictably realised as the return to polarisation, the weakening of economic growth and conflicts between indigenous communities and the public sector are developments that are the fruits of a process and not of exogenous chance events.



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