



EVALUATION OF THE

# DEMOCRATIC GOVERNANCE Thematic Trust Fund

**COUNTRY  
STUDY:  
BOLIVIA**

United Nations Development Programme





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## COUNTRY STUDY: BOLIVIA

*By Bob Boase and Gregorio Lanza Menese*

Country case studies were a key part of the evaluation of UNDP's Democratic Governance Thematic Trust Fund (DGTTF). The evaluation team reviewed and analysed DGTTF projects in eight countries: Bhutan, Bolivia, Kyrgyzstan, Mauritania, Mozambique, the Philippines, Sierra Leone and Yemen. This country case study is meant to complement the main text of the evaluation report.

DGTTF has been very active in Bolivia with its five completed projects and one new project underway. **The Consensus building for the Constituent Assembly Process (2005)** and the **Local Governments toward the MDGs (2006)** DGTTF projects have been judged successful by the evaluators. **Consensus-building for the Constituent Assembly Process** was particularly effective in building CSO participation in the democratic process and in preventing conflict. It led to support from bilateral donors to carry on the process. The **Local Governments**

**toward the MDGs** project developed an MDG picture at the prefecture level for the first time and advanced the agenda of the MDGs, and awareness of them, in Bolivia

Three projects—**Strengthening Political Participation of Women (2002)**, **Citizens Against Corruption (2003)** and **Constituent Assembly Preparation UCAC (2004)**—did not meet DGTTF expectations. But two successes out of five is a solid performance given Bolivia's turbulent political setting where the environment can change suddenly for a donor initiative, dashing it on the rocks. The sixth project, **Public Administration Observatory**, will strengthen national capacity for the evaluation of public policies and the implementation of administrative reform. The project is based in the recently created Institutional Reform Unit in the Ministry of the Presidency. It is too early to evaluate this new project.

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# ABBREVIATIONS

|                  |   |                 |  |
|------------------|---|-----------------|--|
| <b>ACOBOL</b>    | Asociación de Consejalas de Bolivia/<br>Association of Women Councilors of Bolivia  | <b>NDI</b>      | National Democratic Institute  |
| <b>APR</b>       | Annual Project Report   | <b>NGO</b>      | non-governmental organization  |
| <b>BCPR</b>      | Bureau for Crisis Prevention and Recovery   | <b>OECD/DAC</b> | Organization for Economic Cooperation<br>and Development/Development<br>Assistance Committee   |
| <b>BDP</b>       | Bureau for Development Policy   | <b>OGC</b>      | Oslo Governance Centre   |
| <b>CEDAW</b>     | Convention on the Elimination of all Forms<br>of Discrimination against Women   | <b>ProDoc</b>   | Project Document   |
| <b>CO</b>        | Country Office  | <b>RB(x)</b>    | Regional Bureau(x)   |
| <b>CPAP</b>      | Country Programme Action Plan   | <b>REPAC</b>    | Representación Presidencial para la<br>Asamblea Constituyente/Presidential<br>Representation for the Constituent Assembly  |
| <b>CSO</b>       | civil society organization  | <b>SIDA</b>     | Swedish International Development Agency   |
| <b>Danida</b>    | Danish Development Assistance   | <b>SL</b>       | Service Line   |
| <b>DFID</b>      | UK Department for<br>International Development  | <b>SURF</b>     | Sub-Regional Resource Facility   |
| <b>DGG</b>       | Democratic Governance Group   | <b>SWAp</b>     | sector-wide approach   |
| <b>DGP</b>       | Democratic Governance Practice  | <b>TOR</b>      | terms of reference   |
| <b>DGTTF</b>     | Democratic Governance Thematic<br>Trust Fund  | <b>TRAC</b>     | target for resource assignment from the core   |
| <b>ECIS</b>      | Eastern Europe and the Commonwealth<br>of Independent States  | <b>UCAC</b>     | Unidad de Coordinación de la Asamblea<br>Constituyente/Coordination Unit (a govern-<br>ment unit under the Ministry of Presidency)<br>for the Constituent Assembly |
| <b>EOI</b>       | expression of interest  | <b>UDAPE</b>    | Social and Economic Policy Analysis Unit   |
| <b>FDMB</b>      | Fundación Boliviana para la Democracia<br>Multipartidaria/Bolivian Foundation for<br>Multi-Party Democracy                                  | <b>UN</b>       | United Nations   |
| <b>FUNDAPAC</b>  | Fundación de Apoyo al Parlamento<br>y a la Participación Ciudadana/Foundation<br>for support to Parliament and for<br>Citizen Participation | <b>UNAIDS</b>   | Joint United Nations Programme<br>on HIV/AIDS  |
| <b>GTZ</b>       | German Agency for Technical Cooperation   | <b>UNDAF</b>    | United Nations Development<br>Assistance Framework   |
| <b>HQ</b>        | headquarters  | <b>UNDP</b>     | United Nations Development Programme   |
| <b>HURLITALK</b> | Human Rights Policy Network   | <b>UNDP NY</b>  | United Nations Development Programme<br>New York   |
| <b>ICT</b>       | information and communications<br>technology  | <b>UNESCAP</b>  | United Nations Economic and Social<br>Commission for Asia and the Pacific  |
| <b>INE</b>       | National Statistics Institute   | <b>UNICEF</b>   | United Nations Children's Fund   |
| <b>JICA</b>      | Japan International Cooperation Agency  | <b>UNIFEM</b>   | United Nations Development Fund<br>for Women   |
| <b>LPAC</b>      | Local Project Appraisal Committee   | <b>UNFPA</b>    | United Nations Population Fund   |
| <b>MDG</b>       | Millennium Development Goals  |                 |  |
| <b>MYFF</b>      | multi-year funding framework  |                 |  |

# 1. BACKGROUND

Bolivia is a country in almost permanent political ferment. The deep-seated political conflict is between residents of the relatively well-off eastern lowlands, which has substantial natural gas reserves, and the Altiplano, whose inhabitants are largely poor and indigenous. Recent political history has been particularly turbulent, with six presidents between 2000 and 2006, two of whom were ousted. The current president, Evo Morales is the first indigenous leader. At the time of the writing of this evaluation he was seeking to amend the Constitution because as it was considered a necessary step to address the factors that make Bolivia one of the most inequitable countries in Latin America. Recent Human Development Reports show progress in health and education but not in income and jobs.

Bolivia is perhaps ideally suited to the small-scale nature of DGTTF because it has a relatively small population and is served by a small UNDP budget which averages about \$1 million, with a governance programme budget of only \$250,000 to \$300,000. Equally important, Bolivia is going through a fundamental transition toward democratic governance. The Bolivia UNDP CO therefore welcomes DGTTF, wants it to continue and, ideally, to grow, and has suggestions for strengthening and developing it.

DGTTF has supported the CO in efforts to formulate and develop a governance unit. Says Christian Jette, Democratic

Governance Coordinator, UNDP Bolivia, "We have also applied to UNDEF and BCPR. These sources of funds provide more substantial amounts of money but they are more difficult to access. UNDEF has been recently created and we do not have a clue if the CO will have a chance for new projects with regularity. BCPR funds are not easily renewable and their distribution is much more restricted to some countries and some topics closely related with the prevention of violent conflicts and early recovery from major crises."

DGTTF has been very active in Bolivia, with a total of six approved proposals out of eight made between 2002 and 2007. All but one (Public Administration Observatory) had been completed at the time this evaluation took place. Bolivia has mounted a DGTTF project every year since 2002. The two DGTTF projects that did not meet DGTTF expectations are Strengthening Political Participation of Women (2002) and Citizens against Corruption (2003). This is a remarkable performance given Bolivia's turbulent political setting, where the environment can change suddenly for a donor initiative and potentially imperil it.

All projects are in sync with the UN Development Assistance Framework (UNDAF), the Country Programme Action Plan (CPAP), and the seven UNDP Democratic Governance Service Lines, demonstrating that DGTTF is advancing the overall UN/UNDP agreed plan for Bolivia. Table 1 summarizes DGTTF projects in Bolivia since 2002.

TABLE 1. PROJECT SUMMARIES

| PROJECT   | OUTCOME  | ACTIVITIES  | REQUESTED | RECEIVED  | OTHER RESOURCES   | COMMENTS  |
|---|--|---|-----------|-----------|---|---|
| <b>Strengthening Political Participation of Women (2002)</b>          | Women councillors capacitated to play their role       | Trained women councillors   | \$125,000 | \$125,000 | No TRAC   | Project failed due to problems in executing agency        |
| <b>Citizens against Corruption (2003)</b>                             | Enhanced citizen networks to fight corruption          | Equipped participants to identify and lodge complaints about corruption | \$200,000 | \$138,000 | Part of larger government initiative. TRAC came in Year 2 to ensure continuity.   | Project failed when anti-corruption agency was abolished  |
| <b>Constituent Assembly preparation UCAC (2004)</b>                   | Law drafted for operation of Constituent Assembly      | Supported activities for launch of Constituent Assembly                 | \$200,000 | \$100,000 | Part of a larger government initiative. TRAC came in Year 2 to ensure continuity. | Law drafted two years after DGTTF project                 |
| <b>Consensus-building for the Constituent Assembly Process (2005)</b> | Political dialogue begun on constitutional amendment   | Brought academics and citizen groups into the dialogue                  | \$200,000 | \$100,000 | No TRAC   | Project established important dialogue with civil society |
| <b>Local Governments toward MDGs (2006)</b>                           | Improving MDG impact in the decentralization framework | Established MDG baseline at local level for first time                  | \$250,000 | \$90,000  | TRAC came in Year 2 to ensure continuity  | Project brought MDGs down to provincial level             |
| <b>Public Administration Observatory (2007)</b>                       | Strengthen national policy evaluation                  | Citizen surveys on public services                                      |           |           | Part of a larger government initiative. No TRAC.                                  | Currently under way                                       |

## 2. SUMMARY OF FINDINGS

- Bolivia has an impressive 60 percent success rate (three out five completed projects, as judged by the evaluation team). The 40 percent failure rate can largely be explained by Bolivia's turbulent political environment.
- Three of the five DGTTF projects in Bolivia were followed by a TRAC project to continue unfinished work. Says Mr. Jette, "DGTTF funds have allowed the implementation of interesting initiatives that have generated lessons learned. In at least two projects, DGTTF has been critical in catalyzing resources mobilization from TRAC funds, bilateral donors and other UN sources of funding (UNDEF, BCPR)."
- DGTTF's one-year implementation restriction is counter-productive. It compromises DGTTF projects that do not get under way until well into the calendar year by forcing a focus on disbursement rather than impact. Moreover, some DGTTF initiatives realistically are multi-year undertakings and are bound to fail if shoehorned into a single year. In the case of Bolivia, four out of five projects went beyond one year.
- Bolivia's turbulent political environment argues for a careful 'political risk' assessment of DGTTF projects as part of the decision of whether or not to proceed with the initiative.
- There is no DGTTF strategy for sharing experience or replicating successful initiatives among UNDP COs.
- The DGTTF Annual Project Report is not a valid evaluation instrument. There must be something more objective for a proper evaluation.
- Designing and positioning DGTTF projects are crucial to their success. The first two projects are judged not to have met DGTTF expectations while the last three projects are judged successful. CO management stated that DGTTF had allowed them to formulate and develop their governance unit, which demonstrates the importance of institution-building for the UNDP.
- The one-year time limit for implementing DGTTF projects is unrealistic. It forces project managers to focus on disbursement at the expense of results. Other options need to be explored. Says Mr. Jette, "DGTTF should provide a more stable horizon for initiatives that need more than one year to reach maturity."
- Some of the issues that need to be incorporated into the screening of future projects are a 'political risk' assessment of the proposal; whether there is a 'champion' to lead the project; and whether the scale and scope of the proposal can be implemented in a single year.
- There is no clear or effective policy or process for sharing DGTTF experience among UNDP COs. This issue needs to be addressed since this is one of the important objectives of the programme. It cannot be done by COs alone. RB and UNDP NY must take charge of this.
- Project approval could be delegated to proven COs. Countries like Bolivia that demonstrate learning and maturity over time with their DGTTF projects might be delegated authority to approve their own projects. This would cut down on the current high transaction costs.

Programmes of this nature are never meant to and never do have a high success rate because of their high risk. Also, the less successful and even failed DGTTF projects are not wasted provided they are examined for lessons learned and those lessons are then knitted back into the country programme and shared with other COs. Table 2 summarizes the projects according to a number of criteria.

TABLE 2: PROJECT PERFORMANCE SUMMARY

| PROJECT   | INNOVATIVE  | MOBILIZED FUNDS | CATALYTIC | UNDP COMPARATIVE ADVANTAGE  | PARTNERSHIPS WITH DONORS            | PARTNERSHIPS WITH GOVERNANCE INSTITUTIONS   | INCORPORATED GENDER ISSUES        | INVOLVED CIVIL SOCIETY        | INCORPORATED HUMAN RIGHTS ISSUES |
|---|---|-----------------|-----------|---|-------------------------------------|---|-----------------------------------|-------------------------------|----------------------------------|
| <b>Strengthening Political Participation of Women (2002)</b>          | Somewhat, working with elected women                                  | No              | No        | No  | No                                  | Partnered with Association of Women Councillors of Bolivia                                      | Yes, focused on women politicians | Yes                           | No                               |
| <b>Citizens against Corruption (2003)</b>                             | First donor assistance to fight corruption                            | No              | No        | UNDP was first donor to assist in fighting corruption                               | No                                  | Partnered with new anti-corruption secretary in the Ministry of the President                   | No                                | Yes, focused on civil society | Yes                              |
| <b>Constituent Assembly Preparation UCAC (2004)</b>                   | Helped pave way for the Constituent Assembly law                      | Yes             | Yes       | UNDP seen as neutral body to assist with the new law                                | Led to assistance from other donors | Partnered with Coordination Unit for the Constituent Assembly in the Ministry of the Presidency | Yes                               | Yes                           | Yes                              |
| <b>Consensus-building for the Constituent Assembly Process (2005)</b> | Brought in academics and civil society to the constitutional dialogue | Yes             | Yes       | UNDP seen as reliable body to introduce new participants to constitutional dialogue | Led to assistance from other donors | Partnered with Coordination Unit for the Constituent Assembly in the Ministry of the Presidency | Yes                               | Yes                           | Yes                              |
| <b>Local Governments toward MDGs (2006)</b>                           | Localized MDGs for first time   | Yes             | Yes       | UNDP seen as MDG authority  | Yes                                 | Partnered with the nine departments in developing MDG baseline                                  | Yes                               | Yes                           | Yes                              |
| <b>Public Administration Observatory (2007)</b>                       | Involving civil society in policy evaluation                          | Yes             | Yes       | No  | Other donors already involved       | Partnered with the Ministry of the Presidency   | Yes                               | Yes                           | Yes                              |



# 3. PROJECTS OVERVIEW

This section details the evaluations of the five completed projects in Bolivia.

## 3.1 Strengthening Political Participation of Women

**Results:** Did not meet DGTTF expectations

**UNDP Core Democratic Service Line:** Decentralization, Local Governance and Urban/Rural Development

**Start/end date:** May–December 2002

**Amount requested:** \$125,000

**Amount approved:** \$125,000

**Amount spent:** \$125,000

### UNDP project context:

After the election there was a need for women to play a more effective role in local governance. The project was intended to help women understand their role and how to function more effectively as municipal councillors. The project was intended to cover women councillors and mayors from the Association of Women Councillors (ACOBOL) in 325 municipalities.

### Project purpose:

- address the low level of political participation of women in governance
- undertake gender and women's rights sensitization and advocacy of key stakeholders, specifically in the central government and parliament
- build capacity of the women in the Bolivian Association of Women Councillors (ACOBOL)
- improve women councillors' capacities to develop local policy

### Planned project outputs:

- training modules for women councillors to be designed, tested and printed
- women councillors and mayors to be trained
- ACOBOL trained in broad-based advocacy in order to include the gender agenda in public policies

### Planned project outcomes:

The main outcome, the strengthening women counsellors' capacity through training, did not succeed. The training did not take place due to internal conflicts in ACOBOL.

### Innovative nature of the project:

The project was to consist of training and capacity-building, which in itself is not innovative. The actual training modules were generic and equally applicable to men and women councillors and were therefore also not innovative in a gender context.

### Catalytic nature of the project:

The project was not implemented and therefore did not lead to other developments.

### Strategic nature of the project:

The project was timed to coincide with the establishment of the new act of parliament that enforced a quota of 30 percent for women in all elected posts. However, the project was not implemented.

### Sustainability of the project:

The project was not sustainable. The training did not take place and the training manuals have never been used. There was no follow-up on this project to determine what might be done. The training manuals are sitting on the shelf of ACOBOL. They could be distributed to the current contingent of men and women councillors at minimal cost.

### Adequacy of one-year time-frame:

The project could have been completed in the one-year time-frame if there had been no internal problems in ACOBOL.

## 3.2 Citizens against Corruption

**Results:** Did not meet DGTTF expectations

**UNDP Core Democratic Service Line:**

Public Administration Reform and Anti-Corruption

**Start/end date:** July–December 2003

**Amount requested:** \$200,000

**Amount approved:** \$138,000

**Amount spent:** \$138,000

### UNDP project context:

UNDP was the first donor to support anti-corruption in an effort to build a citizens' network to fight corruption. The project was implemented by the Secretariat on Anticorruption based in the vice-presidency of the republic.

**Project purpose:**

- to help establish citizens' networks in several sectors and regions to oversee the use of public expenditures
- to gather information about corruption and report it to the attorney general
- to train citizens under the law to carry out a performance audit in public sector agencies

**Planned project outputs:**

- social actors identified and organized through creation of a database and strategic alliances
- participants equipped with the knowledge and skills to identify and lodge complaints about corruption
- civil society networks trained
- corruption cases presented and investigated by the anti-corruption secretary (Result: Some 600 cases were presented and 60 were being investigated. Although the investigations were well received by the public, prosecution was stopped by the attorney general.)
- strengthening of anti-corruption technical unit. However, this could not be carried out because the new government closed the office in 2005.

**Planned project outcomes and degree achieved:**

The major planned outcome was to establish a citizens' network to promote accountability and integrity in the public service. However, the centre was located inside government rather than being anchored in a consortium in civil society. In 2005, the new government closed the office, thus preventing outcomes. The project should have associated itself directly with a consortium of relevant NGOs, making it independent of the government.

**Innovative nature of the project:**

The project was innovative in terms of strengthening civil society to combat corruption.

**Catalytic nature of the project:**

The closing of the anti-corruption unit prevented any catalytic effect.

**Strategic nature of the project:**

Despite the failure of the project, it launched a discussion about corruption and raised visibility to the issue.

**Sustainability of the project:**

Sustainability was compromised when the anti-corruption secretariat was closed.

**Adequacy of one-year time-frame:**

The project required additional time beyond DGTTF's one-year limit.

**Value of the project:**

Without the project, general public awareness about the role and responsibility of CSOs in fighting corruption would not be what it is now.

## 3.2 Constituent Assembly Preparation

**Results:** Strategically a success but did not meet DGTTF expectations

**UNDP Core Democratic Service Line:**

Parliamentary Development

**Start/end date:** May–December 2004

**Amount requested:** \$200,000

**Amount approved:** \$100,000

**Amount spent:** \$100,000

**UNDP project context:**

The project was meant to draft a law for the launch of the Constituent Assembly. The 2003 economic, social and political crisis forced the resignation of the president, and the vice-president assumed the presidency with a mandate to implement the Constituent Assembly. The assembly has the authority to put forward proposals for amending the Constitution, which had been judged to be out of date and hindering development of the country. DGTTF was used to mobilize funding of \$400,000 to support the initial efforts to form the Constituent Assembly and launch its work. However, a lesson learnt was that projects implemented in a political crisis are almost certain to experience delay and therefore may extend beyond the one-year DGTTF time-frame. In retrospect, UCAC as an instrument of the government and therefore the party in power was mistrusted by other political parties. This seriously restricted its effectiveness.

**Project purpose:**

- create the law for the Constituent Assembly;
- strengthen capacity of the government's Coordination Unit to the Constituent Assembly (UCAC);
- strengthen discussion and debate about central issues of the new Constitution among civil society, political parties, social movements and the indigenous population;
- gather views of the population on constitutional issues in order that these views could be incorporated into the new Constitution.

### Planned project outputs:

The following were the outputs planned for these projects:

- draft and approve a law to create and operationalize the Constituent Assembly, and have the law signed by the president. (Result: This required negotiating agreement with the different political forces. However, polarization between the two main political blocks—the indigenous and popular movement and traditional elites—delayed agreement.);
- enhance awareness of the social, political, institutional actors about the design and process of implementing the Constituent Assembly. (Once again, conflicts between the political groups delayed the process.);
- have UCAC develop issues papers on key political issues. (Result: This was done, but tensions between the party in power and other political parties prevented meaningful dialogue.)

### Project outcomes and degree achieved:

This project achieved its purpose in terms of drafting a law for the Constituent Assembly, but it took two years to do so. In retrospect, drafting a law in the brief time-frame of the project was unrealistic in any case. The Constituent Assembly Law was promulgated two years after the DGTTF project and the project began a political process that has evolved and continued to the present. The Constituent Assembly was installed in 2006, but it had yet to produce a draft Constitution at the time this evaluation was conducted.

### Strategic and innovative nature of the project:

The project was visionary in that it focused on strengthening democracy at a time of political crisis. The project was the first to support the design and implementation of the Constituent Assembly.

### Catalytic nature of the project:

In 2004–2005, other donors joined in to assist with the installation of the Constituent Assembly and carried forward some activities initiated by DGTTF.

### Sustainability of the project:

The thematic surveys produced under DGTTF have been reviewed. There were differences between the project's approach—through UCAC (Coordination Unit of the Constituent Assembly)—and that of political parties in how to address the constitutional issues. In 2006, the Presidential Representation for the Constituent Assembly (REPAC) was created to replace UCAC.

### Adequacy of one-year time-frame:

It was too short a time-frame, but other donors supported the second phase and finally the implementation of the Constituent Assembly.

### Value of the project

The draft rules and procedures for the Constituent Assembly would not have been launched without this project, and the thematic analysis and discussions for the new Constitution would not have started.

## 3.4 Consensus-building for the Constituent Assembly Process

**Results:** Project deemed a success

### UNDP Core Democratic Service Line:

Parliamentary Development

**Start/end date:** September 2005–December 2005

**Amount requested:** \$200,000

**Amount approved:** \$100,000

**Amount spent:** \$100,000

### UNDP project context:

In 2004, UCAC had a project funded by DGTTF to draft a law for the installation of the Constituent Assembly. As a next step, it was necessary to strengthen the citizen networks and NGOs involved in the democratic process so that they take part in the constitutional dialogue. The major challenge in this period was the high level of political instability in the country. This required UNDP to demonstrate a high degree of flexibility in project implementation. In such a context, a second challenge was to maintain close relationships with governmental authorities in charge of political affairs while building open relationships with key political and social actors. Rebuilding confidence among the political actors was a key objective, which requires time, patience and a clear methodology.

### Project purpose:

- address the concern about socio-political polarization and to complement government efforts towards the installation of the Constituent Assembly;
- reach agreements between academics and political think tanks to contribute to the constitutional debate;
- strengthen capacity of citizens in constitutional dialogue through more and better information.

### Planned project outputs and degree achieved:

- One major output was to organize forums and informal meetings—gathering influential, intellectual, civil society and political personalities from different regions of the country—in cooperation with two civil society foundations, the Bolivian Foundation for Multi-Party Democracy (FBDM) and the Foundation for Support to Parliament and to Citizen Participation (FUNDAPAC). Two major conferences were ultimately held, one by FBDM and one by FUNDAPAC, on governance and political issues. Over 1,000 persons participated, and there were workshops with media directors and journalists. The proceedings of the conferences were published.
- A second planned output was the formulation and submission of a proposal for agreements between social and political actors. In June 2005, UNDP provided top level advisory services to the presidential delegate for political affairs. Agreement was reached with the Association of Municipal Governments of the Santa Cruz Department to support a process of analysis among local actors in order to reach a consensus about state reforms in the field of decentralization and regional autonomy.
- A third planned output was to complete an evaluation of the process, including lessons learned and recommendations about tools and methodologies. Several booklets about the debate helped advance the constitutional debate.

### Planned project outcomes and degree achieved:

A key planned outcome was the establishment of a dialogue on the Constitution in a situation of political crisis. The project provided new information and perspectives on the need to enhance transparency in the debate over the new Constitution.

**Innovative nature of the project:** The project had a strong conflict prevention component by strengthening capacities of key actors for the consolidation of democratic governance in the country, such as political parties and influential members of the press. It was the first project of its kind to be implemented before the installation of the Constituent Assembly.

**Catalytic nature of the project:** The project led to support from bilateral donors to finance two larger projects to consolidate its work in the political field. NGOs worked to improve transparency and information in order to strengthen democracy.

**Sustainability of the project:** Currently, a UNDP project funded by SIDA is underway, to strengthen the capacities of the political parties. The following donors have supported projects executed directly by UNDP: Canada (2006–2007): \$500,000; Spain (2006–2007): \$350,000; SIDA (2005–2008): \$1,900,000; UNDEF (2007–2008): \$333,000; BCPR: (2007–2008): \$500,000.

### Adequacy of one-year time-frame:

This was too short a time-frame, particularly given the political crisis and its complications.

### Value of the project

Without this project, dialogue among the intellectual elite on the Constitution would not have started.

## 3.5 Local Governments toward MDGs

**Results:** Project deemed a success

**UNDP Core Democratic Service Line:** Decentralization, Local Governance and Urban/Rural Development

**Start/end date:** February–December 2006

**Amount requested:** \$250,000

**Amount approved:** \$90,000

**Amount spent:** \$90,000

### UNDP project context:

The project was core-funded with TRAC funds. DGTTF funded local consultants and the implementation teams in the centre and each prefecture. The total funding rose to \$625,000. However, the project has not been gaining maximum benefit from its valuable work. It should either start its own project website or build on the existing UNDP website to showcase the valuable MDG data it has collected and put onto a CD. The project highlighted the lack of coordination between prefectures and central government, as well as lack of definition of roles in terms of interventions and public policy implementation at each level of government (national, departmental and municipal). There is need for government, with donor assistance, to clarify roles and relationships among the different levels of government. In terms of methodology, the project faced problems related to updated information and desegregation of indexes (particularly at municipal level). This required the development of alternative methods of statistical gathering and calculation that need to be validated, particularly with technical officers from UDAPE and INE.



**Project purpose:**

- improve MDG impact in the decentralization framework;
- strengthen prefecture organization for implementing the MDGs;
- provide central government and prefectures with information about the MDGs and databases;
- determine appropriate policies for local governments toward the MDGs.

**Planned project outputs:**

The project outputs were as follows:

- nine MDG prefecture baseline reports. Eight final reports had been presented by the time this evaluation was conducted.
- nine prefecture institutional diagnosis and structural proposals for enhanced MDG achievement. Eight prefecture reports had been presented at the time of this evaluation.
- improve availability of relevant public information from La Paz and Chuquisaca prefectures. Agreements about joint work had been completed for 2007, including in advocacy and institutional strengthening. All reports have been put on CDs for distribution. Several presentations have been made to the central government, donors and local authorities.

**Planned project outcomes and degree achieved:**

The main planned outcome was to implement prefecture development plans incorporating the MDGs with a monitoring and evaluation system to strengthen institutional capacity. The project outcomes were achieved; however, there were some delays in Beni and Oruro due to a slow recruitment process.

**Innovative and strategic nature of project:**

The project was innovative and strategic in that:

- it was the first project of its kind in Bolivia focused on MDG achievement at the prefecture level;
- it linked the Social and Economic Policy Analysis Unit (UDAPE) and the National Statistical Institute (INE);
- it promoted access to information, thereby contributing to transparency and accountability and also advancing the MDG agenda.

**Catalytic nature of the project:**

The project had a catalytic effect indicated by the following:

- Spain to contribute \$50,000 in 2008;
- councillors, mayors and social leaders were educated about the current situation in health, education or basic infrastructure. Rural communities helped by better service delivery and improved livelihoods;
- links and coordination among municipalities, prefectures and the central government were strengthened;
- training of officials and technicians from the prefectures are likely to have a huge impact in the future.

**Sustainability of the project:**

The prefectures are interested in continuing the project. The La Paz prefecture wants to develop a productivity baseline so as to be better able to raise productivity and eliminate poverty in the process. But the project is not sustainable at this time. This project is one step in the march toward the MDGs. For such initial steps to take hold, UNDP needs to elaborate a programme up to 2015.

**Adequacy of one-year time-frame:**

Additional time was required to complete this project beyond DGTTF's one-year limit due to its ambitious nature. TRAC funds were required to support the continuation in 2007.

**Value of the project:**

In the absence of this project, no baseline data or plans for reaching the MDGs at the prefecture level. The local population would not have received information as to the benefits and advantages of MDGs.

## 3.6 DGTTF project in Bolivia: Public Administration Observatory

The creation of the Observatory by the government was meant to reinforce the national capacity to evaluate public policies and implement public administration reforms. The project, currently under way, is based in the newly created Institutional Reform Unit in the Ministry of the Presidency. The project was core-funded with DGTTF as part of a basket fund. A total of 100,000 euros (\$160,000) has been secured for a second phase of the project (2008) from the trust fund. The DGTTF project will help examine the current state of decentralization policy and practice. It will conduct a survey of citizens' impressions of local service delivery.

# 4. PEOPLE INTERVIEWED FOR THE BOLIVIA COUNTRY STUDY

## **Civil society**

Maritza Jimenez, Past Vice President, ACOBOL Women Councillors Association

Guido Riveros, President, Bolivian Foundation for Multi-Party Democracy

## **Government**

Fernando Aramayo, Manager, Coordination Unit of the Constituent Assembly

Lupe Cajias, Former Anti-Corruption Secretary, Vice-Presidency of the Republic

Diego Cuadros, Advisor, Vice Ministry of Decentralization

Raul Espana Cuellar, Director General, Decentralization Policy, Vice Ministry of Decentralization

Mateo Laura Francisco, Director, La Paz Prefecture

Francisco Quina, Director, La Paz Prefecture

## **International donors**

Renan Arce Munoz, Advisor, Canadian International Development Agency

Winnie Petersen, Councillor, Embassy of Denmark

Fredrick Ugglä, Second Secretary, Programme Officer, Swedish International Development Agency

## **United Nations Development Programme (UNDP)**

Victor Bacarreza, Manager, MDG Project

Christian Jetté, Democratic Governance Team Coordinator

Alfredo Marty, Resident Representative ad interim

Patricia Vasquez, Governance Unit





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