



8 Joint evaluation

Mid-term review **Bolivia - Spain** **Country Partnership Framework** 2011-2015

Executive summary



GOBIERNO
DE ESPAÑA

MINISTERIO
DE ASUNTOS EXTERIORES
Y DE COOPERACIÓN

SECRETARÍA DE ESTADO
DE COOPERACIÓN INTERNACIONAL
Y PARA IBEROAMÉRICA

SECRETARÍA GENERAL DE COOPERACIÓN
INTERNACIONAL PARA EL DESARROLLO



ESTADO PLURINACIONAL
DE BOLIVIA



Edition: December 2014

© Ministry of Foreign Affairs and Cooperation

Secretary of State for International Cooperation and for Ibero-America

General Secretariat of International Cooperación for Development

Evaluation by: GCI Salud y Desarrollo

The opinions and views expressed in this evaluation report are not necessarily those of the Ministry of Foreign Affairs and Cooperation.

NIPO: 502-14-092-1

It is authorized to reproduce total or partial portions of this document as long as the source and authors of the copyright are adequately named.

If you have any questions about this document, please contact:

Evaluation and Knowledge Management Division

General Secretariat of International Cooperation for Development

Ministry of Foreign Affairs and Cooperation Serrano Galvache, 26. Torres Ágora. Torre Norte 28071 Madrid

Ph:+34913948808

evaluacion-sgcid@maec.es



Acronyms

AECID	Spanish Agency for International Development Cooperation
AOD	Official Development Assistance
BID	Inter-American Development Bank
COEB	Spanish NGDO's Coordinator in Bolivia
CIDOB	Confederation of Indigenous Peoples of Bolivia
CONAMAQ	National Council of Ayllus and Markas of Qullasuyu
DEP	Country Strategy Papers
GECT	Stable Group of Coordination in the Field
GRUS	Partners Group for the Development of Bolivia
LMAD	Autonomy and Decentralization Framework Law
MAP	Country Partnership Framework
MED	Performance Assessment Framework
ONGD	Non-Governmental Development Organizations
OTC	Technical Cooperation Office
PAGeD	Gender Action Plan in the Spanish Development Cooperation for Bolivia (2012-2015)



Executive summary

Purposes and objectives of the evaluation

The mid-term review of the Country Partnership Framework (MAP) between the Spanish Cooperation and Bolivia is one of the first intermediate MAP reviews that have been carried out.

The objectives of this evaluation were:

- Reviewing the MAP forecasts and theory of change initially proposed in light of the current context of Bolivia and the Spanish Cooperation.
- Assessing the effects of the MAP on the strategic partnership relationship between the Spanish Cooperation and Bolivia, as well as on the implementation of the international aid effectiveness agenda.
- Analyzing the trends in the contribution of the Spanish Cooperation to the achievement of the development results of Bolivia as seen in the MAP.

The time scope of this review covers the period from the beginning of the elaboration of the MAP until August 2013.

MAP Bolivia. Origins and precedents

The 2005-2008 period of the Spanish Cooperation in Bolivia was guided by the Country Strategy Paper (DEP). The DEP Bolivia identified 10 strategic lines of action with priority 2, supporting projects and programs for food sovereignty, strengthening of public health systems, access

to clean water, environment and vulnerability, as well as policies related to development goals.

During this period, the volume of the Spanish Official Development Assistance (AOD) in Bolivia experienced an upward trend, reaching in 2009, 73,684,655 Euros. The conditions fostered during the DEP planning period established a favorable foundation for the strategic dialogue in which the MAP Bolivia would be subsequently based. On one hand, there was a long-term history of Spanish Cooperation in Bolivia as well as important AOD resources with an upward trend. On the other hand, the political context was favorable for laying the ground of the strategic partnership between the Government and the Spanish Cooperation, whose dialogue record were already in the DEP period.

Context elements

Bolivia has experienced macroeconomic changes and progresses since the arrival of Evo Morales to the Government (2006). According to the World Bank moderate poverty in Bolivia in 2002 was 63% and for 2011 it decreased to 45%. Significant surpluses in the current account have been reached and the fiscal balance has become positive since 2006. Furthermore, public debt also declined from 94% of GDP in 2003 to less than 40% in 2013 and Bolivia has gotten into the middle income countries category.

According to the 2013 Human Development Report, Bolivia currently has a Human Development Index of 0.67 ranking at position 108 of 187 countries.

Among the changes that happened since 2006 the Constituent Assembly of that year stands out, as the immediate precedent of the new Constitution of the Plurinational State. In addition, the development and implementation of the National Development Plan “Bolivia Digna, Soberana, Productiva y Democrática para Vivir Bien, 2006-2011.” At the same time, the Constitution lays the foundation of a new organization of the state and the establishment of a process of decentralization and departmental, regional, municipal and indigenous autonomies.

In 2009 the Ministry of Culture (now Culture and Tourism), Ministry of Autonomy and Water Ministry (now Ministry of Water and Environment) were created. At the same time it started the development of the legal and regulatory frameworks of the processes set by the Constitution. In 2010, the following laws were enacted: the Framework Law of Autonomy and Decentralization, the Education Act Avelino Siñani - Elizardo Perez, the Separate Jurisdictions Law, the Law of Mother Earth and the Draft Law on Cultural Heritage.

In this context, the main challenge for the MAP was to respond to the process of building the new state.

Most relevant findings

Set up of MAP Bolivia 2011-2015 (Design stage, 2010).

The MAP Bolivia took as the basis for their design and implementation the MAP 2010 Methodology. While this methodology is a reference guide for establishing partnership frameworks, in the case of the Bolivians, it did not cover all necessary specific guidance on how to define and develop the strategic framework, especially with regards to the mainstreaming of horizontal priorities, policy coherence, concreteness of the territorial approach and definition of the comparative advantages of the Spanish Cooperation members.

The process of establishment of the MAP Bolivia demanded a broad effort by the Technical

Cooperation Office (OTC) in order to involve all stakeholders from both the Spanish Cooperation and the country: Bolivian Government, Coordinator of Spanish NGOs in Bolivia (COEB), Bolivian civil society organizations, Commercial Office, and Embassy of Spain in La Paz.

In this process the Spanish NGOs, grouped together in the COEB, had an active participation in the negotiations over the design stage; while at the same time, the Bolivian organizations were one of the last members to be incorporated into the consultation process.

This was due, among other things, to the reduced time available for the various consultations¹. Linked to this, the time available and the conditions were not enough to delve into issues such as a consensual and comprehensive approach to the comparative advantages among the Spanish Cooperation members.

The definition of the comparative advantages of the Spanish Cooperation as a member had crossroads with regards to the Government and other members of the international cooperation present in Bolivia. But the consensus within the Spanish Cooperation members achieved fewer agreements, especially with regards to comparative advantages and its use as a criterion for sectoral concentration to which the MAP should aspire to.

Nonetheless, the dynamization and active participation of the NGOs during the process of establishing the MAP was instrumental in coining the territorial approach, representing the latter a form of intermediate step or alternative way to the linear approach of reduction or sectoral concentration.

This option is assessed as adequate since a linear approach of increasing concentration towards 3 sectors, as pointed out in the MAP Methodology 2010, was unrealistic due to the high number of members and sectors included in the work carried out in the DEP cycle.

The final decisions on sectoral prioritization reflect the definition of the following approaches and areas of action for the period 2011-2015:

- Sectors of comprehensive action: Water, Education and Governance.
- Sectors of exclusively territorial action: Health and Food Sovereignty.
- Sector of specific action: Culture and Development.

Plus the definition of three horizontal priorities: gender, interculturalism and indigenous rights and environmental sustainability, which in the DEP period acted sectorally. Also, the geographic concentration prioritizes Beni, Chuquisaca, Cochabamba, La Paz and Potosi.

MAP Bolivia implementation

During the implementation of MAP Bolivia in the years 2011-2013, various items appeared related to the country context and the Spanish Cooperation, influencing its current situation. The Plurinational State is still under a gradual maturation of progresses in the legislative and regulatory frameworks and specifying, in this sense, operational frameworks on which to base the development of the MAP.

The exception is made up by the cases of the sectors of food sovereignty and culture, whose public policy operating frameworks are not yet defined.

Also, in the context there have been inflection points in the relations between the government and some indigenous movements. It's worth highlighting the breaking of the Pact of Unity, the internal divisions of the two main indigenous organizations: the National Council of Ayllus and Qullasuyu (Markas CONAMAQ) and the Confederation of Indigenous Peoples of Bolivia (CIDOB), partners of the Spanish Agency for International Cooperation for Development (AECID) in several projects.

Another key element of the Spanish Cooperation in Bolivia which has affected the implementation of the MAP has been the reduction of the AOD.

Overall, it can be seen that the contribution of Spanish AOD in the period of implementation of the MAP in Bolivia, is significantly lower than in previous years, while maintaining the tendency to decrease in 2013.

Strategic partnership at country level

The commitment to a qualitative change with emphasis on a strategic partnership that is shared with the Plurinational State of Bolivia stands out as an achievement that is being favored by the MAP. This partnership goes beyond the framework of the Effectiveness Agenda, by taking into account the improvement in relations with the country, while opening opportunities for participation to different members.

Still, perceptions about the changes that this new partnership approach has implied are different amongst those members interviewed. The assessment of a strategic partnership with the Government is particularly favorable for the Ministries of Education, Environment and Water, Autonomies and Development Planning. From the Ministries related to the sectors with a purely territorial approach (Health and Food Sovereignty) and Culture, the strategic partnership is perceived to a lesser extent.

MAP Bolivia regarding the Aid Effectiveness Agenda

The Ministry of Development Planning recognizes the Spanish Cooperation as one of the partners that had been making more efforts to support the processes of ownership and alignment with regards to the National Development Plan and long-term goals leaving in second place a greater alignment with national sub levels.

Some contextual political factors have an influence on these developments, for example in the implementation of the LMAD (Law of Autonomies and Decentralization), which in turn hinders the momentum of a planning at territorial level, which would be favorable for an articulation at the local level.

The articulation of the territorial approach involves the creation of shared visions among the stakeholders of the Spanish Cooperation. The sectoral committees are the appropriate space for this and, in general, for promoting coordination of the members in the Spanish Cooperation and bringing closer the areas of agreement

between the strategic vision and the MAP operation and move towards a harmonization within the members of this cooperation.

The MAP Bolivia promotes mutual accountability; to do this it creates and uses specific mechanisms. At the same time it is ascribed to frameworks directed to results linked to public policies, with particular relevance in the integral and health sectors.

Amongst these frameworks of results, the Performance Assessment Framework (MED) in the water sector as a tool for performance measurement of the Sector Development Plan and Basic Sanitation (PSD-SB) stands out. The MED reflects the government leadership in the sector and a particular operating framework thereby promoting ownership; while at the same time it promotes mutual accountability and alignment, by using annually verifiable indicators to measure progress, and it promotes harmonization, because it is shared with other donors in the sector. The MED also includes indicators for measuring the progress made, towards the accomplishment of the compromises of the Effectiveness Agenda, by international cooperation members in the sector.

Finally, the contributions by the Spanish Cooperation towards harmonization with other donors are also valued due to the thrust that this member brings to joint programming among the European Union Member States. This programming is proposed to start from 2017.

MAP Bolivia and sectoral concentration.

The MAP has led to the exit of the Spanish Cooperation in 4 areas: Economic Development, Tourism; Forestry, Protected Areas and Risk Management. Rural Development is only kept within Food Sovereignty, through the territorial approach. So, this has led to the concentration of the actions of the Spanish Cooperation in comprehensive sectors with special emphasis through the bilateral program.

With regard to the impact of this sectoral concentration established by the MAP, for the years 2011 and 2012 from the total AOD funds, the

sector of comprehensive action move from absorbing 87% to 73% and the territorial actions move from 3% to 18%. The sector of specific performance for culture and development increases from 2011 to 2012, moving from 4% to 6%. Therefore all the sectors prioritized by the MAP Bolivia move from 94% in 2011 to 97% in 2012, as a percentage of the total budgets of AOD executed for these years².

MAP Bolivia and trends in development results

On the other hand, with regards to the conditions necessary to observe trends in the development results associated to the MAP Bolivia, at its implementation midpoint, it has still not been possible to consolidate a system that performs a continuous monitoring of the implementation of this planning instrument as a whole.

Finally, different advances in the institutionalization of horizontal priorities have been noticed. There are several underlying elements to this, which together relate to political and institutional inertia, capacity gaps of the members involved (specific personnel, systematized information, operationalization plans), as well as the lack of a common methodology to address a joint work of horizontal priorities.

Main conclusions

Setting up of the MAP Bolivia.

The establishment of the MAP and its implementation has provided it with sufficient structures to operate from the beginning, such as the Coordination in the field Stable Group (GECT) and sectoral tables. In the MAP's design, the territorial approach is presented as the space where the Spanish Cooperation members could convey the added value of their experience, an aspect linked to the comparative advantages of the member. Despite the constant dialogue between the members of the Spanish Cooperation throughout the establishment phase, it was not possible to realize a definition of comparative advantage, with enough depth and consensus among the

members of the Spanish Cooperation, for it to be reflected in the articulation and operationalization of territorial approach of the MAP in the sectors prioritized by it.

In addition to time constraints at this stage, the insufficient information on the activities of the regional AOD in Bolivia and the absence of the Bolivian public policy operational frameworks also had an impact

The MAP has the potential to act as a benchmark to regulate the relations between headquarters and field in the wide range of members in the Spanish Cooperation, on both sides of the Atlantic. To achieve that, it is essential to have a progressive adherence, knowledge, sharing of expectations and ownership of the instrument from all public and private, central and decentralized Spanish members. The current point represents a transition to a Spanish Cooperation of significant changes in its partnership approach, but also of major challenges influenced by the reduction on the AOD funds.

However, there is a shared vision among other foreign donors and the Bolivian Government as to the comparative advantages of the Spanish Cooperation. Such advantages are favorable elements for the joint programming of the European Union.

Context

As of the construction of the new Plurinational State, the strategic and operational frameworks of public policy as well as the institutional changes have influenced the planning of the Spanish Cooperation and the implementation of the MAP. The mechanisms arranged by the MAP offer the capacities to adapt to these changes with the evolution of the country context.

In the current context, there are limitations to the taking of decisions that affect the MAP. For example, in relation to indigenous component, there are significant challenges to achieving greater alignment in the areas of Food Sovereignty, Cultures and the transversal priority of the Rights of Indigenous Peoples and Interculturality.

Implementation of the MAP Bolivia

The MAP favors the elements necessary to establish a strategic partnership based on the Agenda for Aid Effectiveness. Therefore the MAP at its midpoint, has achieved to delve further in the relations with the Bolivian government and, at the same time, to set the stage for a direct relationship with Bolivian organizations and an institutionalized dialogue with Spanish NGOs in the field, in the latter two cases through sectoral tables.

It's worth remarking, in the implementation of the MAP Bolivia, the efforts of the Spanish Cooperation in accompanying the building of new visions that the State has, in particular issues such as water as a human right and not just as access to infrastructure, as well as the vision of the new educational model of the Plurinational State of Bolivia by, for example, supporting the implementation of the Institutional Strategic Plan of the Ministry of Education.

At the midpoint of the implementation of the MAP, it has been observed that harmonization and complementarity among the members in the Spanish Cooperation can be enhanced through sectoral tables and the MAP as a tool that structures the joint work of the members with other donors. An example of this lies in the functioning of the Health sector table, which participates in a specific committee of the Health Group of Development Partners (GRUS) and has its own planning, according to the principles of efficiency and guiding the performance of the table around the MAP.

The capacities of the Spanish Cooperation members, are highly valued by the ensemble of the donors even for sectors where they do not act, financially, as lead donor. This is due to the experience that its different members possess and their accumulated experience in the cooperation field. Joint programming is therefore an opportunity for the Spanish Cooperation to not lose presence in sectors and subsectors where it has comparative advantages over their European counterparts, which is especially relevant in light of the complex scenario of reduction of Spanish AOD funds.

On the other hand, the territorial approach was posed by the MAP Bolivia as a strategy to promote complementarity among members in the Spanish Cooperation, central and decentralized. At the midpoint of the implementation of the MAP, the initial approach would be outdated due to changes in aspects initially considered for its functioning, such as decrease of the AOD to Bolivia by autonomies, or the lack of progress in the consensus on the comparative advantages, in addition to little progress in the LMAD and other external elements.

However, a major challenge of the managing for development results would be to bet on having consolidated information to follow up on the results and how these have been achieved over time. This would be not only from a sectoral approach, but from the overview of the MAP, as a process and as a country scale partnership strategy.

Poor clarification of guidelines for mainstreaming horizontal priorities in the design stage, was remedied by developing specific plans for mainstreaming of each of the horizontal priorities. For the Environment, the plan has been designed with a high delay, making a consistent and comprehensive implementation of the three horizontal priorities defined by MAP even more difficult.

It is observed that gender is the horizontal priority with more and better tools to give way to its final institutionalization. Although it has the potential to lead the way forward in strategic terms, at the same time it also requires a will and priority on the political agenda of the country and from the AECID in the field. It should be noted with regard to cross-sectoral priorities that resources allocated during this period (about 3%), are very far from the indicative 15% estimated in the MAP document .

Lessons learned

Lesson Learned 1: The development from the macro level (strategic) of the MAP, to specific levels (operational) of work on specific sectors through specific strategic planning. This is sup-

ported by the experiences of the MAP Strategy in the Health sector and the practice of design of the Plan of Action on Gender in Development (PAGeD) of the Spanish Cooperation in Bolivia 2012-2015) and its implementation.

Lesson learned 2: The creation of sectoral tables using a sectoral specialization approach to the members. This experience is likely to be replicated by the MAP processes in other countries, assessing the incorporation of local civil society as a member in development, together with the Government and other national member directly linked to the sectors or goals of development around which the table is circumscribed.

Lesson learned 3: The approach of the MAP can serve as a reference tool for the actual construction of joint programming with donors in the European Union. That is, to consider the contributions of the MAP experience, as it boosts a planning framework and an structured process around the principles of Effectiveness Agenda and the Code of Conduct on a shared strategic partnership.

Recomendations

Strategic recommendations

Strategic recommendations for AECID

Recommendation 1: A greater involvement from the HQ on the coordination processes among members of the Spanish Cooperation in Bolivia.

Whereas decentralized Spanish Cooperation members, who still maintain AOD investments in Bolivia do not have staff on field to coordinate action, it is necessary that this be driven from Spain. This should be done in conjunction with the OTC Bolivia, as well as the overall administration of the State, NGOs and other Spanish members that act in Bolivia.

Recommendation 2: Revising and updating the strategic lines of the MAP Bolivia, with regards to the possibilities of democratic ownership and alignment. Special reference to the areas

of governance and culture and development is done.

Adjusting the lines of intervention in those sectors where external elements, such as those presented for governance, or new approaches, as in the case of the Culture sector, have a significant impact. The adjustment in the Culture industry should also consider the articulation with the Cultural Center Institutional Project.

The review of strategic lines of MAP also involves upgrading the results and tracking matrix initially defined for the water sector, where the Ministry of Environment and Water has advanced in the development of diagnostics, baselines and consolidation of the MED during the years of execution of the MAP, and therefore it would be advisable to review the baseline indicators.

Recommendation 3: Advancing in the conditions necessary for a joint programming of 2017 and extending the life of the MAP Bolivia until the beginning of it.

The Government of Spain is advised to make the express commitment of promoting the joint planning of the European Union in Bolivia. This commitment should consider a forecast of AOD contributions to the joint program.

In line with the transition to joint programming, it would be desirable to extend the life of MAP Bolivia, from 2015 until date established for the beginning of such programming. This will allow making an effective transition which covers that time gap, and maintaining the strategic partnership approach of the MAP.

Recommendation 4: Management of information and knowledge

It is advisable to build a system of management of information and knowledge that allows the identification, collection, systematization and dissemination of all information relating to the performance of the MAP Bolivia and the contribution that it does for the Effectiveness Agenda, as well as for development results.

Recommendation 5: Promoting the mainstreaming of horizontal priorities.

It is necessary to have a greater articulation of the specific Action Plans made for horizontal priorities, with the sectoral strategic guidelines established by the MAP. Regarding gender, it will be necessary to recover the accumulated experience of the work in Bolivia, in order to make the most of the lessons learned and best practices.

Strategic recommendations to all members in the Spanish Cooperation in Bolivia.

Recommendation 6: Strategic decision making on the territorial approach implementation

Reviewing and updating the proposals on which it is based.

Strategic recommendations to the Government of the Plurinational State of Bolivia.

Recommendation 7: Advancing on the strategic and operational frameworks for Food Sovereignty and Cultures.

In order to drive the work on Food Sovereignty and Cultures, is necessary that the Government ensures the availability of appropriate strategic and operational frameworks subject to State budget frameworks, and generally in the terms posed by the Paris Declaration and thereby guide the implementation of the principles of efficiency in working with donors.

Recommendation 8: Identifying and disseminating best practices in alignment and ownership as a means of feedback and joint learning with government and other local partners.

For the Vice Ministry of Public Investment and External Financing it may be an opportunity to recover results management successful experiences of the Cooperation Fund for Water and Sanitation, through bilateral modality or Funds Basket (diagnoses, plans, objectives, strategies and indicators monitoring), which are developed in the Ministry of Environment and Water and the Ministry of Education. Best practices should be



shared with other ministries, in order to facilitate performance management task and thereby enhance the alignment of donors.

For the various ministries involved in the MAP sectors, identifying good practices occurs in the spaces favored by the sectoral tables of education, health, water and food sovereignty and through the participation of individual operating units of the ministries. Each ministry should observe the internal channels that they have, so that the identification of good practices will translate into learning and concrete to the institutional work.

Operational recommendations

Operational recommendations to the Spanish Cooperation members in Bolivia.

Recommendation 9: Organization of the MAP mechanisms.

Although the MAP is sufficient to promote the coordination of all the members of the Spanish Cooperation in the field, organizing the existing mechanisms (sectoral tables and GECT), is necessary for achieving coordination, in addition to the involvement of HQ (recommendation 1).



Full report and related documents can be found at:

<http://www.cooperacionespanola.es/es/publicaciones>



GOBIERNO DE ESPAÑA

MINISTERIO DE ASUNTOS EXTERIORES Y DE COOPERACIÓN

SECRETARÍA DE ESTADO DE COOPERACIÓN INTERNACIONAL Y PARA IBEROAMÉRICA

SECRETARÍA GENERAL DE COOPERACIÓN INTERNACIONAL PARA EL DESARROLLO



cooperación española



ESTADO PLURINACIONAL DE BOLIVIA