

NORWEGIAN MISSION ALLIANCE IN BOLIVIA

External Evaluation of the Pilot Project Combaya of Norwegian Mission Alliance in Bolivia

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Glossary

NMA-B	Norwegian Mission Alliance in Bolivia
PDIVI	Comprehensive Development Plan Inter-Andean Valleys (<i>Plan de Desarrollo Integral de los Valles Interandinos</i>)
TOR	Terms of Reference
MG	Municipal Government
CODEMCO	Development Council of the Municipality of Combaya (<i>Consejo de Desarrollo del Municipio de Combaya</i>)
CDICI	Comprehensive Development Committee of the Canton of Ilabaya (<i>Comité de Desarrollo Integral del Cantón Ilabaya</i>)
CODICLA	Comprehensive Development Council of the Canton of Laripata (<i>Comité de Desarrollo Integral del Cantón Laripata</i>)
LDO	Local Development Organisation
MDP	Municipal Development Program
AOP	Annual Operational Plan

EXECUTIVE SUMMARY

This external evaluation of Norwegian Mission Alliance in Bolivia (NMA-B) started on October 16 and ended on December 10, 2004. The evaluating team adopted the following methodological sequence: gathering and analysis of secondary information, design and application of the survey, evaluation interviews, fieldwork and evaluation workshops. One of the important aspects for the survey consisted in training local surveyors, aimed at obtaining more reliable information from beneficiaries.

The whole evaluation process covered two programs and their respective components: the Human development and institutional strengthening program (Education, Health, Basic Sanitation, Organisational Strengthening) and the Economic development and natural resources program (Micro Irrigation, Agricultural Production, Livestock Production, Natural Resources and Small Industry). A third program focusing Evangelical Work did not form part of this evaluation, as it is not funded by NORAD.

The following aspects were assessed in the programs and their projects: Efficiency, efficacy and effectiveness of the project, Relevance of the project (including functionality), Coherence with the Municipal Development Plan (MDP) and sectoral programs being implemented in the area, and Sustainability. In relation to the project methodology, the following aspects were evaluated: Planning, Execution, Participation and Organisation of the PDIVI.

Upon conclusion of the evaluation applied to Norwegian Mission Alliance in Bolivia (NMA-B) in area V, the following conclusions and recommendations were reached:

Having received financial support, training and technical assistance from the Pilot Plan Combaya and the Development Plan Inter-Andean Valleys – called the Plan – communities in the covered area have attained very important concrete results between 2000 and today.

Regarding education, 3 combined primary-secondary schools and 10 primary schools were built, thus benefiting 746 students. Seven schools have been equipped with school furniture and 3 centres with pedagogic and community resources, benefiting 581 students. The teaching staff from 17 educational units has been trained; on average, 100 teachers participated on a yearly basis. A yearly average number of 90 parents participated in orientation events.

A Health Centre and Health Post were built for the benefit of the whole population in the Municipality of Combaya (approx. 3,000 inhabitants). One health centre was benefited with medical equipment and basic dental equipment. One thousand two hundred (1,200) students from 17 schools received periodic medical-dental services.

In 14 communities, drinking water systems and latrines have been installed, benefiting 783 families. Households from 14 communities have been trained with information on the use of water systems; besides, 24 system operators were trained.

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Seven micro irrigation systems have been built, benefiting 282 households with 84 hectares of farmland under irrigation. Households from these 7 communities have been trained in irrigation.

Households from 23 communities have introduced 844 qq (1 qq (quintal) = 46 kg) of certified seed for crops on 60 has.

One hundred and twenty-four (124) qq of certified seed was introduced in the crops produced in 8 communities; 150 families participated in this activity. Households from 14 communities have received equipment for plague and disease control in agricultural crops; 357 farmers participated in this activity.

Thirty-six (36) households have 22 pairs of oxen for agricultural purposes. Households from 21 communities are oriented in agricultural crops, natural manure and plague control.

Twenty-four (24) households from 3 communities participate in activities for improvement of the pig production. A repopulation effort with 246 lamas has benefited 31 families. Women from 8 communities execute activities for improvements in the production of guinea pigs and hens. Households from 8 communities are trained in and implement animal sanitation campaigns.

Households from 7 communities have planted 41,000 small trees, 70% of which took root. With the objective of conserving soils, phalaris grass has also been introduced.

Two cereal toasters are being implemented to provide maize with a value added.

One of the reasons explaining these achievements is that the communities have passed through a process for organisational strengthening with intense training. Twenty-seven communal organisations have participated in participatory planning processes and have executed a total number of 90 different local projects. Besides, a local development organisation was set up that represents 12 communities from the Municipality of Combaya called the Development Council of the Municipality of Combaya – CODEMCO, in Spanish. In Sorata, there are two organisations like CODEMCO, but they are not currently active.

The plan is adequately organised at the different levels, thus contributing to attaining the plan's objectives; nonetheless, the Plan still faces some challenges. Firstly, a solution must be found urgently for the intermediate level (LDOs) in Sorata, as the communities have problems finding a solution independently and expect assistance from NMA-B. Secondly, CODEMCO must be vitalised to avoid that the council's success exclusively depends on one person. Therefore, we propose to revitalise the organisation, making sure that all elected members of CODEMCO comply with their roles and functions and to give the CODEMCO treasurer powers as a signatory.

The Plan's approach is highly participatory, both in the planning stage and during execution of the projects. The communities themselves plan and execute works and activities. The role of NMA-B's team is mainly a facilitating role, which does not only cover funding, but also training and technical assistance.

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Together, the Plan and NMA-B have strengthened the link between the MG and the communities; besides, they helped to raise funds from the MG for the communities. In spite of these achievements, one of the big problems for the projects is that the MG does not provide its contribution as per the agreed timeframe, implying serious delays. Hence, there is a need to improve coordination between the two entities aimed at ensuring timely disbursements.

The Plan has a **planning** mechanism at the overall level and at the community level, which has many strengths as regards the generation and formulation of projects in a highly participatory manner, thus achieving a high level of compatibility between goals and outcomes. However, this system lacks an initial socio-economic and technical analysis to enrich the methodology for prioritising projects. Moreover, it is necessary to include socio-economic and technical reporting on the scope, achievements and impacts of every project or activity starting from the planning phase. The information is insufficient due to a lack of outcome indicators in the planning, follow-up and evaluation phases.

Before starting an intervention in any area, it is important for NMA-B to first establish a baseline to measure success or failure of the intervention in the future. NMA-B must strengthen its team's capacity in this sense and include this element in its planning system.

As regards **efficiency** of the Plan, management of the human and financial resources of the Plan was satisfactory and it has therefore been possible to achieve the specific objectives of the Plan. The costs for the infrastructure in education, health and water is about half the “normal” cost for this type of infrastructure.

Nevertheless, regarding the timeframe for execution, many activities have suffered delays because works are implemented in accordance with agricultural timeframes and subject to irregular tax co-participation disbursements. Mechanisms must be identified to ensure more regular disbursements from municipal governments.

The administration of economic and human resources on behalf of the administrative committees and the materialisation of contributions from beneficiary communities and NMA-B were highly satisfactory.

But it is still important to implement mechanisms to ensure uniformity in the financial information of the whole Plan, as it is extremely difficult to evaluate the plan when there are more than 40 groups of expenses.

Efficacy of the plan is measured on the basis of the degree of empowerment of the beneficiary communities both as regards knowledge on project administration, skills to manage instruments and ownership of the plan, which we have qualified as highly satisfactory.

Creation of the administrative committees and CODEMCO has ensured the existence of fundamental instances to achieve communal ownership and sustainability. However,

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it will be necessary to enhance ownership of these LDOs by the MG to guarantee sustainability.

With reference to **effectiveness**, we can conclude that the overall objectives have not been achieved in many components. However, in the human development components the objective was immediate, but in the economic development program, the expected impact can be measured only after at least five years.

Relevance of the plan has been considerable, as the plan has contributed to solve the principal problems of the beneficiary communities. Besides, the project objectives have covered expectations of the benefited communities.

Coherence between the objectives of the plan and the MDP objectives can be qualified as positive, as in most cases there is a close relationship between both plans.

At the moment of the evaluation, **sustainability** of the plan was considered satisfactory; however, we have noted that there is not yet a plan considering tariffs for operation and maintenance of the systems, which implies a risk for sustainability of these investments.

Besides, we should underline that sustainability of the administrative committees and of CODEMCO is doubtful if they cannot start parallel fund-raising processes to promote independence and self-sufficiency of these entities. Likewise, the plan must reinforce operation and maintenance of the projects to ensure sustainability.

RECOMMENDATIONS

It is important to implement mechanisms to ensure uniformity in the financial information of the whole Plan as it is extremely difficult to evaluate the Plan using the more than 40 identified groups of expenses.

Creation of the administrative committees and CODEMCO have ensured the existence of fundamental instances to achieve communal ownership and sustainability. However, it will be necessary to enhance ownership of these LDOs by the MG to guarantee sustainability.

Besides, we should underline that sustainability of the administrative committees and of CODEMCO is doubtful if they cannot start parallel fund-raising processes to promote independence and self-sufficiency of these entities. Likewise, the plan must reinforce operation and maintenance of the projects to ensure sustainability.

A plan for operation and maintenance of the drinking water and irrigation systems must be prepared, charging a minimum tariff for using these services.

The content of the projects must be adapted to a project profile that contemplates evaluation parameters.

The Plan has a **planning** mechanism at the overall level and at the community level, which has many strengths as regards the generation and formulation of projects in a

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highly participatory manner. However, this system lacks an initial socio-economic and technical analysis to enrich the methodology for prioritising projects. Moreover, it is necessary to include socio-economic and technical reporting on the scope, achievements and impacts of every project or activity as from the planning phase. The information is insufficient due to a lack of outcome indicators in the planning, follow-up and evaluation phases. Before starting an intervention in any area, it is important for NMA-B to first establish a baseline to measure success or failure of the intervention in the future. NMA-B must strengthen its team’s capacity in this sense and include this element in its planning system.

CHAPTER 1

INTRODUCTION

1.1 Background of the evaluation

Norwegian Mission Alliance in Bolivia (NMA-B) is a non-governmental, Christian, Evangelical and Diaconal organisation, the legal capacity of which is acknowledged by the Bolivian State. At present, NMA-B is implementing development projects in urban and rural communities in the Department of La Paz, mainly with low-income population groups.

Between 2000 and 2002, NMA-B implemented a Pilot Project in the Municipality of Combaya, with the purpose of supporting a sustainable development process that is comprehensible in the communities, based on a participatory planning process. In 2003, based on the experience acquired in the pilot project, the Development Plan Inter-Andean Valleys (PDIVI) was prepared, execution of which started in 2004 in two cantons of the municipality of Sorata.

The popular participation mechanism had a considerable impact in the municipalities through the allocation of fiscal resources and the establishment of project formulation mechanisms, with participation and control of the population.

Within this framework, the Pilot Project of Combaya and the Development Plan Inter-Andean Valleys gave priority to projects to strengthen and materialise participation of the community and communal organisations in basic project administration whereby the community assumes responsibility and the Municipal Government and NMA-B are cooperating entities. Both plans structure regional demands in programs and projects that are compatible with the AOP and MDP of the Municipality, mainly with programs emphasising economic, human and spiritual development.

In this context, NMA-B has decided to carry out an external evaluation of the Pilot Plan Combaya and the Development Plan Inter-Andean Valleys, with the objective of having a clear idea of the scope, strengths and weaknesses of the plan, pursuant to the Terms of References included in Annex 1.

1.2 Norwegian Mission Alliance in Bolivia (NMA-B)

Norwegian Mission Alliance in Bolivia (NMA-B) is a non-governmental, Christian, Evangelical and Diaconal organisation, the legal capacity of which is acknowledged by the Bolivian State. NMA-B was set up in June 1979 and was acknowledged by the Bolivian State in 1980. In January 1997, the organisation was nationalised with management autonomy. As an Evangelical institution, it promotes the comprehensive development of marginalised social groups, through diaconal work with service, productive and organisational strengthening projects. The organisation works with contributions from NMA-Oslo and NORAD, besides own funds and local contributions.

In its local development work, NMA-B has three plans: Alto Norte, Caranavi and Inter-Andean Valleys. Every plan covers three programs: the Human Development and Institutional Strengthening Program, the Economic Development, Natural Resources and Environmental Program and finally, the Spiritual Development Program. Under every program, there is a series of projects at community level.

1.3 Characteristics of the zone covered by the Development Plan Inter-Andean Valleys

Geographical characteristics of the PDIVI are those of the intervention area, i.e. the Municipality of Combaya, with a population of 2,500 inhabitants, and three cantons of the Municipality of Sorata, with a population of 4,000 inhabitants, both of which are located in the province of Larecaja in the department of La Paz.

The topography of the zone is rather mountainous, with slopes up to 75%, and with altitudes ranging from 2,200 to 4,200 masl. Average annual rainfall is 830 mm / year, and the annual average temperature is 18°C.

Because of the problems related to parcelling, traditional production conditions, the loss of soil fertility, the high incidence of plagues and diseases, the limited diversification of crops, limited soil rotation and the mountainous topography, the productivity of crops is low. Livestock production is also subject to limitations, as there is little pastureland available.

Illiteracy rates in the municipalities of Combaya and Sorata amount to 45% and 37% respectively, life expectancy is 54 to 57 years old, the average per capita income is 559 USD and 716 USD and the human development index 0.31 and 0.36, respectively, i.e. within the very low human development range.

1.4 Project Summary

The PDIVI has the following goal and purpose:

GOAL: Living conditions of the population in the area have improved through the strengthening of their organisations, improvement of their social, economic and productive conditions, integrating men and women within a framework of equity in social and economic development processes.

PURPOSE: Men and women from the Municipality of Combaya prepare proposals and participate in the formulation and execution of economic and social development processes.

In order to achieve the purpose and goal of the PDIVI, three programs are implemented that are composed of concrete projects: the **Human development and institutional strengthening program** covering Education, Health, Basic Sanitation and Organisational Strengthening.

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The **Economic development and natural resources program** covering Micro Irrigation, Agricultural Production, Livestock Production, Natural Resources and Small Industry.

The **Evangelical Work Program**: this program does not form part of this evaluation, as it is not funded by NORAD.

The PDIVI's internal organisation is managed by a Coordinator, who at the same time is the representative of NMA-B in the area. Besides the Coordinator, the area team is composed of three program officers and three project facilitators.

The most important dates in implementation of the plan are:

- 1999 Diagnostic of the Municipality of Combaya.
- 2000 Document on the Pilot Plan of Combaya.
- 2000 (May 29) Signing of the first agreement between the MG of Combaya and NMA-B.
- 2002 (June 21) Signing of the second agreement between the MG of Combaya and NMA-B.
- 2002 Comprehensive Development Plan Inter-Andean Valleys (PDIVI), covering the Municipality of Combaya and three cantons in the Municipality of Sorata.
- 2003 (April 14) Signing of the agreement between the MG of Sorata and NMA-B.

1.5 Evaluation methodology

The objectives of the evaluation and the elements to be evaluated are included in the TOR. The PDIVI will be evaluated in relation to the overall development objectives and the Logical Framework shown in the TOR.

The following aspects will be evaluated for the PDIVI and its programs and projects:

- ❖ Efficiency, efficacy and effectiveness of the project.
- ❖ Relevance of the project (including functionality).
- ❖ Coherence with the Municipal Development Plan (MDP) and sectoral programs in the area.
- ❖ Sustainability.

In relation to the project methodology, the following aspects will be evaluated:

- ❖ Planning.
- ❖ Execution.
- ❖ Participation.
- ❖ Organisation of the PDIVI.

In order to respond to the TOR questions, the evaluating team used the following methodological activities: gathering and analysis of secondary information, design and application of the survey, interviews for evaluation purposes, fieldwork and evaluation workshops.

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1.5.1 Gathering of secondary information

All necessary documentation provided by NMA-B and its area team for revision of the evaluators was analysed. Annex 2 includes a list of the principal documents.

1.5.2 Design and application of the survey

Design of the survey

The survey is structured in five parts: general project data, questions regarding relevance of the plan, efficiency and the corresponding questions, efficacy and the corresponding questions, effectiveness, sustainability and crosscutting questions. The used survey is included in Annex 2.

The evaluation was carried out based on the total number of existing households in the municipality of Combaya, interviewing 15% of the total population. A detailed overview of distribution of the surveys over the communities is provided in Table 1.1.

**Table 1.1.
Distribution of surveys and surveyors in every community**

Community	Nº of households	Nº of surveys	Name of surveyors
Pusa Pusa	38	3	Fidel Lipa
		7	Máximo Lipa
Combaya	80	10	René Loayza
Sorejaya	130	14	Elías Quispe
Aquilambaya	30	3	Alfredo Mamani
		3	Heriberto Mendoza
Tambo Cusi	25	4	Eliseo Huanca
Collpani	35	5	Elías Quispe
Ticamblaya	70	5	Apolinar Huarachi
		5	Marcelino Mamani
Colani	7	1	Marcelino Mamani
Cochipata	39	3	Apolinar Huarachi
		2	Marcelino Mamani
Milliraya	45	8	Martín Aruqipa
Huaycho	45	4	Marcelino Loayza
		4	Juan Callizaya
Cosimani	35	3	Roberto Calan
		3	Adriano Pérez
Tikata	18	3	Adriano Pérez
TOTAL	597	89	

Source: Own elaboration

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Training

The application of surveys consisted of four main activities: design of the surveys as described in the methodology, training of surveyors, application and systematisation.

Training was started by gathering facilitators, NMA-B technicians and CORCONSUL SRL technicians in the school of Combaya. Eng. René Vega inaugurated the session, informing on the work carried out by Norwegian Mission Alliance and explaining the most outstanding characteristics of the PDIVI to date, as well as the importance and objectives of the evaluation covering NMA-B's intervention of four years.

Subsequently, after having introduced the technicians of CORCONSUL SRL, the training course started. First, a detailed explanation was provided on the first two blocks related to general data on the benefited households and volume I. Then there was a space for questions and answers.

In the afternoon, training on the next three volumes continued with in-depth explanations on the content and solving all doubts before continuing with the next question.

Once training on the survey was finished, groups of two persons were set up to hold a practical session on the filling out of surveys and to solve all remaining doubts.

At the end of the workshop, the communities were visited, designating people responsible and providing the material required for the survey.

Execution of the survey

Once the surveyors were working, they applied the surveys in different communities according to the distribution specified in Table 1.1. A total number of 89 surveys were carried out by 17 local surveyors, which was very helpful to obtain real answers.

1.5.3 Evaluation interviews

The evaluating team has interviewed persons who participated in the project, the list of whom is included in Annex 4.

1.5.4 Fieldwork

Between November 9 and 13, the team visited the PDIVI area. In Combaya, the team visited 12 communities, interviewing the administrative committees and other beneficiaries. Besides, they visited project sites and examined the state and quality of the executed activities. In Sorata, they visited two communities and their respective projects.

1.5.5 Evaluation workshops

Three participatory evaluation workshops were held with administrative committees from the communities and others. Participation was as follows:

**Table 1.2.
Workshops carried out in the project area**

Place and date of the workshop	Number of participating communities	Number of participants
Combaya, November 11	8	18
Chejje, November 12	4	29
Laripata, November 12	10	21

Every workshop consisted of three sessions:

In the first session, participants identified positive achievements and difficulties of the PDIVI in general.

In the second session, participants evaluated achievements and difficulties of every component, specifically focusing on:

- ❖ Planning of the projects.
- ❖ Execution of the projects.
- ❖ Operation and maintenance of the projects.
- ❖ Training processes of NMA-B.

In the third session, participants evaluated achievements and difficulties regarding organisation and management, focusing on:

- ❖ The role and functioning of the CODEMCO, CDICI, CODICLA.
- ❖ The role and functioning of the administrative committees.
- ❖ Cooperation between NMA-B and the municipal government.
- ❖ Functioning of NMA-B.

The evaluating team carried out in-depth interviews and conversations with the area team. Preliminary conclusions were presented to NMA-B.

The Plan was started in Combaya in 2000 and in Sorata in 2003. Table 2.5 of Chapter 2 shows the different situation in the two municipalities; in Sorata, there are virtually no concluded projects; hence, it was agreed with NMA-B to concentrate the evaluation on the Municipality of Combaya.

CHAPTER 2

PRESENTATION OF THE PDIVI

2.1 Structure of the Plan – Objectives, components, activities and achievements

The Terms of Reference for this evaluation include the logical framework of the Plan and its goal and purpose, as well as two programs and their components. In October 2004, the Coordinator of the Plan presented the structure of the Plan with outcomes. Based on these two documents, Table 2.1 provides a summary of the Plan and its achievements between 2000 and October 2004.

**Table 2.1.
Structure and achievements of the PDIVI**

GOAL: <i>Living conditions of the population in the area have improved through the strengthening of their organisations, improvement of their social, economic and productive conditions, integrating men and women within a framework of equity in social and economic development processes.</i>			
PURPOSE: <i>Men and women from the Municipality of Combaya prepare proposals and participate in the formulation and execution of economic and social development processes.</i>			
Components and types of activities		Explanation of the activities	Achievements 2000 – October 2004 (Combaya and Sorata)
Human Development and Institutional Strengthening Program			
1.	Education		
1.1.	Infrastructure	Construction of schools	Construction of 3 primary-secondary schools and 10 primary schools, benefiting 746 students
1.2.	Equipment	Furniture and pedagogic resources	7 schools are equipped with school furniture and 3 centres with pedagogic and community resources, benefiting 581 students.

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1.3.	Training	Pedagogic training, Educational orientation	The teaching staff from 17 educational units has been trained; on average, 100 teachers participated on a yearly basis. A yearly average number of 90 parents participated in orientation events.
2. Health			
2.1.	Infrastructure	Construction Health Centre and Health Post	Construction of a Health Centre and a Health Post, benefiting the whole population in the Municipality of Combaya (approx. 3,000 inhabitants).
2.2.	Equipment	Medical and dental equipment	A health centre with medical and basic dental equipment.
2.3.	Health at School	Medical and dental care	Students (1,200) from 17 schools receive periodic medical – dental care.
3. Basic Sanitation			
3.1.	Infrastructure	Drinking water and latrines	14 communities have a drinking water system and latrines, benefiting 783 households.
3.2.	Training	Training in use and operation of the water system	Households from 14 communities have information on use of the water system and there are 24 trained operators.
4.	Organisational Strengthening	Training of communal organisations LDO Management	<ul style="list-style-type: none"> - 27 communal organisations participate in participatory planning processes and have executed a total number of 90 different local projects. - Management of a local development organisation representing 12 communities from the Municipality of Combaya.

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Economic Development and Natural Resources Program			
5.	Micro Irrigation		
5.1.	Infrastructure	Construction micro irrigation systems	Construction of 7 micro irrigation systems, benefiting 282 households with 84 has of farmland under irrigation.
5.2.	Training	Training in irrigation	Households from 7 communities are trained in using irrigation.
6.	Agricultural Production		
6.1.	Potatoes	Certified seed	Households from 23 communities introduce 844 qq of certified seed on 60 has.
6.2.	Beans and peas	Certified seed	Introduction of 124 qq of certified seed in crops in 8 communities, with participation of 150 households.
6.3.	Equipment	Equipment for plague and disease control	Households from 14 communities are equipped for plague and disease control in crops, with participation of 357 farmers. Thirty-six (36) families have 22 pairs of oxen for their agricultural activities.
6.4.	Training	Training in agriculture and natural manure and plague control	Families from 21 communities are oriented in agricultural crops, natural manure and plague control.
7.	Livestock Production		
7.1.	Pigs	Construction of pigsties	Participation of 24 households from 3 communities.
7.2.	Camelids	Lama repopulation	Repopulation with 246 lamas, benefiting 31 households.

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7.3.	Small animals	Improved breeding of guinea pigs and hens	Women from 8 communities implement activities to improve their guinea pig and hen production.
7.4.	Training	Animal sanitation	Households from 8 communities are trained in and carry out campaigns in animal sanitation.
8.	Natural Resources	Forestation	Forestation: Households from 7 communities plant 41,000 small trees, 70% of which took root, aimed at conserving soils. Besides, phalaris grass is introduced.
9.	Small Industry	Cereal toasters	Two cereal toasters are being implemented for providing maize with a value added.

Table 2.2 shows funding for the different components in 2003. The numbers include contributions from NMA/NORAD and local contributions. The overall budget for 2004 is shown in table 2.3.

**Table 2.2.
Funding 2003**

Components	Budget (in USD)	%
Educational Infrastructure	77,121	35.2
Teacher training	1,164	0.5
Equipment – Furniture	4,029	1.8
Didactic material and Library	3,195	1.5
Subtotal Education	85,509	39.0
Infrastructure in healthcare services	23,195	10.6
School Healthcare	1,204	0.5
Subtotal health	24,399	11.1
Basic sanitation	34,080	15.6
Training of communities	4,447	2.0
Micro irrigation	35,053	16.0
Agricultural and Livestock improvement	26,845	12.3
Studies and experiments in agriculture and livestock	1,545	0.7
Small industry	1,742	0.8
Natural resources	5,429	2.5
Total	219,049	100.0

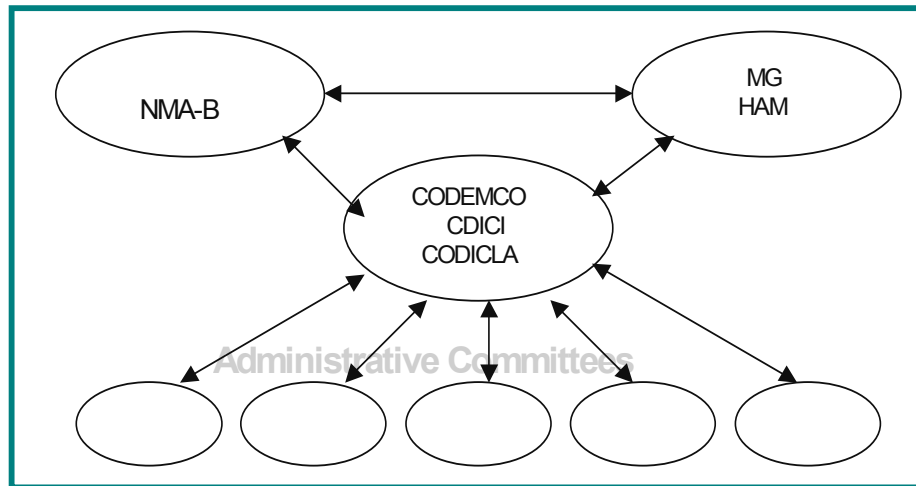
**Table 2.3.
Overall Budget 2004**

Investments	Budget (In USD)
Furniture / equipment	13,000
Small industry	6,250
Agriculture	44,000
Water / latrines	54,000
Buildings / school equipment / health	100,500
Total investment	217,750
Operation	
Foreign staff	15,895
Local staff	106,382
Consultants / audit	3,088
Transportation	1,693
Operation and maintenance of vehicles	16,721
Office expenses (water, electricity, telephone)	12,755
Training of local staff	2,385
Organisational strengthening	66,090
Current expenses	12,361
Miscellaneous expenses	18,644
Total operation	256,014
TOTAL	473,764

2.2 Organisation of the Plan

The principal entities participating in the project are summarised in Figure 2.1, which also shows the relationship among them.

**Figure 2.1.
Model on organisation of the Plan**



The document “Manual on Norms and Procedures for Activities with Communities” (NMA-B, January 2002) is the basis for organisation and functioning of the PDIVI.

NMA-B has signed agreements with two municipalities: with Combaya on May 29, 2000 and with Sorata on April 14, 2003. The agreements constitute the reference framework for the PDIVI. The objectives of the agreements are to:

1. Strengthen communal and production organisations in order to promote self-diagnostics of needs and participatory planning processes.
2. Carry out training events, aimed at strengthening the full and direct participation of communities and their organisations in project planning, execution and evaluation processes, in the context of self-management and sustainability.
3. Develop and implement execution of the infrastructure in projects considered in the Human Development, and Economic Development and Natural Resources programs.

The agreements classify expenses as follows:

- Item “A”:
 - Unskilled labour
 - Local material
- Item “B”:
 - Skilled labour
 - Non-local labour
 - Operating expenses
- Item “C”:
 - Equipment and tools

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The agreements include contributions from the Municipal Government, NMA-B and the community related to the mentioned items, depending on the different types of projects (Table 2.4.)

Table 2.4.
Financial obligations of the parties involved in the projects (according to the type of project)

Type of project	Municipal Government	Community	NMA-B
Communal Production			< 75 %
❖ Item A		100 %	
❖ Item B	< 25 %	5 – 25 %	
❖ Item C		< 50 %	
Family or group production	< 50 %	< 50 %	
Municipal equipment	< 50 %		< 50 %
Human Development			< 50 %
❖ Item A		100 %	
❖ Item B		5 – 25 %	
❖ Item C	< 25 %	<50%	

Part of the basis for the relationship between NMA-B and the MG are the MDPs and AOPs of the municipalities. NMA-B does not approve any project without it being in concordance with the AOP.

The “Manual on Norms and Procedures for Activities with Communities” considers the Local Development Organisation – LDO – as the local representative entity of the Community, which is in charge of economic and financial management. In Combaya, the Development Council of the Municipality of Combaya (CODEMCO) was set up in May 2001 as the municipal LDO. In Sorata, two LDOs were created: the Comprehensive Development Council of the Canton of Ilabaya - CDICI and the Comprehensive Development Council of the Canton of Laripata – CODICLA. These LDOs are not currently active. Hence, below, we only describe the principal characteristics of CODEMCO.

The most important articles of CODEMCO's internal regulation are:

1. CODEMCO is an organisation of the Communities in the Municipality of Combaya, which plays an articulating role regarding development projects in the Municipality of Combaya.
4. The purpose is to enforce the agreements signed between the Municipal Government of Combaya and NMA-B.

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7. The objectives of CODEMCO are: to develop projects in coordination with the Administrative Committees of the communities and NMA-B.
9. CODEMCO is an autonomous management entity of the parties involved in its functioning.
10. The general assembly of the Administrative Committees and communities is the maximum authority of CODEMCO.
11. CODEMCO has a horizontal relationship and shared responsibility with NMA-B for development of the programs described in the General Agreement.
15. CODEMCO approves projects and budgets for the next year.
32. CODEMCO is composed of a president, a vice-president, a treasurer, a secretary and one voting member.
37. The President signs funding requests for the corresponding disbursements.

In November of every year, CODEMCO prepares an Annual Operational Plan that describes the activities to be carried out in the next year, including:

- a) Principal activities
- b) Expected situation
- c) Sources of verification
- d) People in charge
- e) Timeframe
- f) Resources
 - Human
 - Material
 - Financial: Municipality, NMA-B, Community
 - Assumptions

The operation of CODEMCO is financed by NMA-B and the communities with 2% of the total budget of every project.

The communities elect Administrative Committees, which must adopt the following procedure:

1. The community must define and prioritise its needs.
2. The administrative committee must be contacted to request and assume responsibility for the projects of the community.
3. With adequate advice, the administrative committee must prepare a project with its budget, plan and activity timeframe for subsequent execution.

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4. Upon conclusion of the project, it must be approved by the committee and the whole community, and then it must be forwarded to the Municipal Government.
5. Once the project is approved, the communal committee must comply with all procedures required for disbursement of the funds and the corresponding settlements.

The administrative committee is responsible for all aspects related to project execution, with advice from NMA-B. There is a file for every project, including:

- ❖ The project with its design, budget and activity timeframe
- ❖ Minutes on start-up of the project
- ❖ Minutes on delivery, with an economic report and a technical report

NMA-B has the following staff for the Plan:

- ❖ A Coordinator, as the area responsible
- ❖ Three program officers
- ❖ Three project facilitators

The agreement between the MG of Combaya and NMA-B states that for execution of the projects, all parties (the MG and NMA-B) deposit their contribution to every project in an account. Hence, there will be two accounts for every project: one with the contribution from the MG and another one with the contribution from NMA-B. For disbursement of the funds, the administrative committees submit their requests to CODEMCO. Checks of the two accounts require two signatures, one from the representative of NMA-B and one from the president of CODEMCO, respectively.

In principle, from identification until execution, the project passes through the following phases:

- ❖ **Situational analysis or self-diagnostic of the community:** phase in which the community identifies its problems and needs (in some cases, the NMA-B facilitator participates).
- ❖ **Idea:** in this phase, the community identifies the problem and prioritises the need to be satisfied and proposes basic alternatives for solving problems.
- ❖ **Formulation of a profile:** in this phase, the community sets up a committee for approving its Profile in AOPs of the Municipality and/or NMA-B through the LDO.
- ❖ **Feasibility:** the LDO asks NMA-B and the MG to analyse feasibility, with technical advice from the NMA-B facilitator.
- ❖ **Design:** once feasibility is determined and execution is decided on, the project design and budget structure are prepared, and contributions according to the Agreement are defined. In this phase, contributions from NMA-B and the MG are defined.

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- ❖ **Execution:** execution is organised, defining commitments and funding requests with the LDO or the works or project administration committee.
- ❖ **Funding:** once conditions of the agreement have been verified, both NMA-B and the MG disburse funds into an account of the LDO for execution and economic management, under the responsibility of the Administrative Committee of the community.
- ❖ **Operation:** upon conclusion of the implementing phase, operation or start-up of the project is the responsibility of the community or local entity.

In Combaya, in general this process is followed adequately. On the other hand, in Sorata, the two LDOs (CDICI and CODICLA) are not active at this moment. Meanwhile, the administrative committees assume the responsibilities of these two LDOs.

2.3 State of the projects in communities

Table 2.5 shows the state of the projects in the communities of Combaya and Sorata.

Table 2.5.
State of the projects in communities

	Education			Healthcare				Sanit.		IS	M. Irrig.		Agric. Prod				Livest. Prod.				NR	S. In d.
	Inf	Eq	Tr	Inf	Eq	ScH	Tr	Inf	Tr		Inf	Tr	Po	Be	Eq	Tr	Pi	Ca	Sa	Tr		
Combaya																						
Sorejaya	O	I	E	-	-	E	-	E	E	E	-	-	E	P	E	E	-	-	F	E	E	-
Pusa Pusa	O	O	E	-	-	E	-	E	E	E	-	-	E	E	E	E	-	-	F	E	E	E
Combaya	-	-	E	O	O	E	-	O	O	E	-	-	E	P	E	E	-	-	F	E	E	-
Tambo Cusi	-	-	E	-	-	E	-	E	E	E	-	-	E	-	-	E	-	-	E	E	-	-
Aquilambaya	-	-	E	-	-	E	-	E	E	E	-	-	E	-	E	E	-	F	-	E	P	-
Ticamblaya	O	O	E	-	-	E	-	E	E	E	-	-	E	E	E	E	F	-	F	E	E	-
Collpani	E	-	E	-	-	E	-	O	O	E	-	-	E	P	E	E	-	-	-	-	-	P
Cochipata	P	-	E	-	-	E	-	O	O	E	O	E	E	E	E	E	-	-	F	E	E	-
Milliraya	P	-	E	-	-	E	-	O	O	E	O	E	E	P	E	E	F	-	-	E	E	-
Huaycho	O	O	E	E	P	E	-	-	-	E	-	-	E	E	E	E	P	-	-	E	E	E
Ticata	O	O	E	-	-	E	-	O	O	E	P	-	P	-	-	-	-	-	-	-	-	-
Kosimani	-	-	E	-	-	E	-	P	-	E	O	E	E	E	E	E	E	-	F	E	E	-
Colani	-	-	-	-	-	-	-	E	E	E	-	-	P	E	P	E	-	-	-	-	-	-
Catuhaya	E	-	E	-	-	-	-	-	-	E	-	-	-	-	-	-	-	-	-	-	-	-
Sorata																						
Tani	E	P	P	-	-	E	-	-	-	P	-	-	-	-	-	-	-	-	-	-	-	-
Karani	E	P	P	-	-	E	-	-	-	P	P	-	-	-	-	-	-	-	-	-	-	-
Chinchaya	-	-	P	-	-	E	-	-	-	P	E	E	-	-	-	-	-	-	-	-	P	-
Comani-Atan	-	-	P	-	-	E	-	E	E	P	-	-	-	E	-	E	-	-	-	-	-	-
Tispipaya-Kar	-	-	P	-	-	E	-	E	E	P	-	-	-	-	-	-	-	-	-	-	-	-
Millipaya	-	-	P	-	-	E	-	-	-	P	E	E	-	-	-	-	-	-	-	-	-	-
Humanata	-	-	P	-	-	P	-	-	-	P	O	E	E	-	P	E	-	-	-	-	-	-

Table 2.5. (continued)
State of the projects in communities

	Education			Healthcare				Sanit.		IS	M. Irrig.		Agric. Prod				Livest. Prod.				NR Tr	S. Ind.
	Inf	Eq	Tr	Inf	Eq	ScH	Tr	Inf	Tr		Eq	Tr	Inf	Eq	Sc H	Tr	Inf	Tr	Inf	Eq		
Chojchoni	-	-	P	-	-	P	-	-	-	P	-	-	E	-	P	E	-	-	-	-	-	-
Achispaya	-	-	P	-	-	P	-	-	-	P	-	-	E	-	P	E	-	-	-	-	-	-
Curupampa	-	-	P	-	-	P	-	-	-	P	E	E	E	-	P	E	-	-	-	-	-	-
Saira Churuni	-	-	P	-	-	P	-	-	-	P	-	-	E	-	P	E	-	-	-	-	-	-
Chejje	E	-	P	-	-	E	-	-	-	E	-	-	-	E	E	E	-	-	-	E	P	-
Tahana	-	-	P	-	-	E	-	-	-	P	-	-	-	E	P	E	-	-	-	E	P	-
Pocobaya	P	-	P	-	-	P	-	-	-	P	P	-	-	E	-	E	-	-	-	E	-	-
Supihuaya	P	-	P	-	-	P	-	-	-	P	-	-	-	E	-	E	-	-	-	E	-	-
Atahuallpani	P	-	E	-	-	P	-	-	-	P	-	-	E	P	E	E	-	-	-	-	-	-
Arapa	E	-	P	-	-	P	-	-	-	P	-	-	-	-	-	-	-	-	-	-	-	-
Sihuinco	-	-	-	-	-	-	-	O	O	P	-	-	-	P	-	-	-	-	-	-	-	-

Abbreviations:		Project phase:	
Sanit.	Basic sanitation (water and latrines)	I	Initial – Contacts and conversations that have not materialised
IS	Institutional Strengthening	P	Planning – Application submitted to NMA-B and the Municipal Government
NR	Natural Resources	E	Execution
SI	Small Industry	O	Operation, delivery, conclusion of NMA-B's activities
Inf	Infrastructure	F	Follow-up without investments from NMA-B
Eq	Equipment		
Tr	Training		
ScH	School Health		
Po	Potatoes		
Be	Beans and peas		
Pi	Pigs		
Ca	Camelids		
Sa	Small animals		

CHAPTER 3

OVERALL EVALUATION OF THE PDIVI

3.1. Relevance of the PDIVI

Relevance is defined as

The extent to which the objectives of a development intervention are congruent with the needs of beneficiaries, needs of the country, overall priorities and policies of the partners and donors.

The Plan has five mechanisms to ensure relevance.

In the first place, there are basic documents containing an analysis of the zone covered by the Plan, the Pilot Plan Combaya (2000) and the Comprehensive Development Plan Inter-Andean Valleys (2002). The PDIVI has three important chapters on the Diagnostic, Development Strategy and Implementing Strategy. The document contains an extensive analysis of the socio-economic situation of the target population and natural resources in the zone covered by the Plan.

In the second place, the programs and projects of the PDIVI are the same as those NMA-B carries out in El Alto Norte and Caranavi, which are therefore a reference for the PDIVI. Nonetheless, in this process there is a possibility to adapt the Plan to the needs of beneficiaries, as all projects come from the communities themselves, without too much proactivity on behalf of the NMA-B team in the area.

In the third place, the document “Norms and Procedures on Activities with Communities” (NMA-B, January 2002) defines a participatory methodology that contributes to relevance of the projects and activities of the Plan.

In the fourth place, as was already mentioned, all project ideas are originated in the communities themselves. In this sense, a methodology is described in the “Manual on Norms and Procedures for Activities with Communities”.

In the fifth place, only ideas that are coherent with programs and components of NMA-B and the agreement with the Municipality are considered. In order to ensure relevance, all projects approved by the Municipality and NMA-B must be compatible with MDPs and AOPs of both municipalities. Therefore, the LDOs must submit their AOPs of the Plan in November for the following year. This is working well in Combaya, but not in Sorata.

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In interviews, visits to communities and in workshops, relevance of the Plan was one of the points of discussion. No one questioned relevance, but on various occasions, people said that the Plan should give more attention to the productive sector and also support road building.

Likewise, 100% of the interviewees confirmed that the executed projects are priorities for them, and over 70% of the interviewees considers that the project idea came from the communities themselves.

3.2. Design and coherence of the Plan

3.2.1. Design of the Plan

The Diagnostic of the Municipality of Combaya and the Pilot Plan of Combaya had a Logical Framework. The PDIVI contains an Overall Logical Framework (page 6). Chapter II of the PDIVI on the Development Strategy (page 71 – 76 of the mentioned document) contains a logical framework for the three programs, describing:

- ❖ The Program Goal
- ❖ Purposes
- ❖ Components with outcomes
- ❖ Indicators for execution of the PDIVI between 2003 and 2007
- ❖ Activities

In the annual reports, requests and annual plans, these elements of the Logical Framework are used. The TOR for this evaluation also contain two Logical Framework tables as a basis for this evaluation.

Based on a revision of the Pilot Plan and the PDIVI, we have verified coherence in the Plan's design. In practice, all components cover one or all of the following elements:

- ❖ Infrastructure
- ❖ Equipment
- ❖ Training

3.2.2. Coherence with MDPs and AOPs of the municipalities

The agreements and regulations clearly state that all projects of the PDIVI are executed in conformity with the MDPs and AOPs of both municipalities.

Besides, in processes for the identification, preparation of the request and approval, there are instances to ensure this coordination; interviews with beneficiaries have confirmed this.

As regards coherence with sectoral plans in education and health, activities of the Plan are also compatible with these plans. As regards departmental plans, the policies and strategies basically focus on support for production, covering all these activities considered in the Plan.

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3.2.3. Conclusions and recommendations

In the evaluating team’s opinion, design of the Plan is adequate and is clearly coherent with the MDPs and AOPs of the municipality of Combaya and sectoral plans for this municipality. With regard to the municipality of Sorata, the Plan is going through an initial phase in which it has not yet been possible to establish mechanisms that are similar to those of Combaya to ensure this coherence.

3.3. Organisation and management of the Plan

The following entities intervene in the Plan: NMA-B, the MG and the LDOs (Figure 2.1). The document “Manual on Norms and Procedures for Activities with Communities” (NMA-B, January 2002) is the basis for organisation and functioning of the Plan.

3.3.1. The Local Development Organisation (LDO).

The LDO is the intermediate instance between the administrative committees of every community and the approval and funding level, i.e. NMA-B and the MG. The functions and attributions of the LDOs are specified in point 2.2.

In Combaya, there is only one LDO: the Development Council of the Municipality of Combaya (CODEMCO); in Sorata, there are two, one in every canton where the Plan is being executed: the Comprehensive Development Council of the Canton of Ilabaya (CDICI) and the Comprehensive Development Council of the Canton of Laripata (CODICLA).

The evaluating team revised the archives of CODEMCO, carried out several interviews, and identified the following functions:

- ❖ Consolidate the link between the administrative committees, the MG and NMA-B for the presentation and approval of project requests, funding authorisations and fund disbursements.
- ❖ Every year in November, the MG receives the Plan’s AOP.
- ❖ Together with the NMA-B facilitator, sign purchase orders issued by the administrative committees.
- ❖ Together with the NMA-B Coordinator, sign checks for fund disbursements.
- ❖ Visit project communities and write progress reports.

Although CODEMCO is composed of four persons, in practice, the only person fulfilling his functions is the president, who does not have any support staff. In the beginning, the idea was to have an accountant, but this did not materialise in the end. Today, all technical and financial contributions for CODEMCO to fulfil its responsibilities are prepared by NMA-B’s Area Team.

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CODEMCO was evaluated in the workshop in Combaya, the results of which are summarised in Table 3.1

**Table 3.1
Evaluation of CODEMCO**

Achievements and positive elements	Difficulties	Suggestions and improvements
<ul style="list-style-type: none">❖ Represents all communities with the MG and NMA-B.❖ Facilitates and provides orientation in all project phases.❖ Supports elaboration of project dossiers.❖ Accelerates and enhances dynamism of disbursements.	<ul style="list-style-type: none">❖ Sometimes, the president of CODEMCO is absent, causing delays in disbursements.❖ There is only one CODEMCO representative who is an authorised signatory.	<p>Have two CODEMCO representatives with authorised signatures.</p>

At present, CODEMCO has both a formal and informal role that is very much appreciated in the communities. However, it is also clear that its success depends far too much on only one person. We recommend two actions to ensure adequate operation of CODEMCO:

- ❖ Vitalise and ensure that all elected members of CODEMCO assume responsibility.
- ❖ The CODEMCO treasurer should be a signatory for disbursements.

As regards the LDOs in Sorata, both LDOs were evaluated in the workshops. The results are summarised in Table 3.2.

In both workshops, the *raison d'être* of these LDOs was emphasised, but there are different and even contrary opinions as regards the organisation at the intermediate level between the communities and the Municipality and NMA-B.

**Table 3.2
Evaluation of the CDICI and CODICLA**

Achievements and positive elements	Difficulties	Suggestions and improvements
CDICI		
There are no achievements, as it is not currently active.	<ul style="list-style-type: none"> ❖ Inactiveness of the LDO has caused problems for administrative committees. ❖ Members of the CDICI thought they would get paid. ❖ CDICI did not have any resources for operation. ❖ There was no coordination among CDICI members. 	<ul style="list-style-type: none"> ❖ Reorganise and formalise the CDICI. ❖ Training of CDICI members.
CODICLA		
Just like in the CDICI, there are no achievements, as it is not currently active.	<ul style="list-style-type: none"> ❖ Negative experiences reinforce the need for a new organisation. ❖ Authorities of the Sub-Union Central and others in the Canton neglect project management. ❖ CODICLA was not a representative organisation. ❖ Every community was acting alone. 	<ul style="list-style-type: none"> ❖ The communities want CODICLA to be composed of the communities that have and want projects. ❖ CODICLA must be composed of authorities of the Sub Union Central. ❖ Every Sub Union Central must set up its own CODICLA.

3.3.2. The Administrative Committees

Together with the area team of NMA-B, the capacity of every administrative committee was assessed based on the criteria contained in Table 3.3. For every committee, the strengths, achievements, problems and weaknesses were identified. Annex 5 shows the results for every administrative committee.

Table 3.3 shows the number of communities for which the capacity-related criteria are achievements or weaknesses.

This table shows that the committees have a strong drawing power, that they are also strong in the organisation of activities, the supervision of works, conflict management

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and consensus building. But they are weak in project management, economic management and the hiring of staff. However, in the evaluating team’s opinion, the committees have been strengthened in the same proportion as the number of implemented projects.

**Table 3.3.
Criteria on capacity of the administrative committees**

Criteria on capacity of the administrative committees	Strengths and achievements		Weaknesses and problems	
	Number of communities		Number of communities	
	Combaya	Sorata	Combaya	Sorata
Drawing power	14	18	0	0
Conflict management and consensus building	10	18	4	0
Experience in project management.	2	0	12	18
Organisation of works and human resources management	12	16	2	2
Economic management	3	2	11	16
Hiring of staff	8	9	6	9
Supervision of works	12	18	2	0

In the workshops, participants evaluated the achievements and difficulties of the administrative committees. In this sense, we must stress that many participants were members of the committees, which implies a certain level of self-evaluation.

Table 3.4 shows the comments made in the three workshops. It is worth mentioning that the comments made in the three workshops were very similar and have therefore been presented in one table.

The administrative committees are focal points for the Plan and they have been exhaustively trained so as to fulfil their responsibilities. The activities of the administrative committees ensure dynamism in communal management, thus empowering these communities.

**Table 3.4.
Comments on administrative committees**

Achievements and positive elements	Difficulties	Suggestions and improvements
<ul style="list-style-type: none"> ❖ Information for the community. ❖ Subject to local authorities. ❖ Coordination with unions, the Corregidor (local authority) and neighbourhood councils. ❖ They have learned how to manage projects, funds, forms and how to render accounts. ❖ Management power and representation. ❖ Drawing power. ❖ Good coordination. ❖ Capacity to negotiate with other institutions. ❖ Their capacity is helpful to ensure sustainability with other institutions. ❖ Transparent project administration. ❖ People trust and appreciate the committees. 	<ul style="list-style-type: none"> ❖ Distrust in the community. ❖ Turnover in authorities. ❖ Lack of authority, as they depend on the Secretary General. ❖ Grassroots levels do not acknowledge the works and achievements. ❖ No economic support from the community. ❖ Difficulties in renewal of the committees. ❖ Lack of means of transportation. ❖ There are still management problems in the administrative committees. 	<ul style="list-style-type: none"> ❖ More training. ❖ More information for the communities. ❖ The committees need to receive economic support from the community. ❖ Permanence of the committees until conclusion of the project.

3.3.3. Cooperation between NMA-B and the Municipal Government

The two agreements NMA-B signed with the two municipalities specify the responsibilities of the parties and the reference framework for interinstitutional cooperation.

Table 3.5. shows the comments mentioned in the three workshops on cooperation between NMA-B and the MG.

**Table 3.5.
Comments on cooperation between NMA-B and the Municipality**

Achievements and positive elements	Difficulties	Suggestions and improvements
<ul style="list-style-type: none"> ❖ Good and efficient relationship between both institutions. ❖ The agreement favours the community. ❖ The municipality has increased its budget to comply with the agreement and destine more resources to the communities. ❖ The projects are executed in less time. ❖ The agreement ensures that resources reach the communities. 	<ul style="list-style-type: none"> ❖ Delays in the municipality for depositing counterpart funds. ❖ Limited permanence of the municipal government in the municipality. ❖ Lack of planning to ensure inclusion of the projects in AOPs. 	<ul style="list-style-type: none"> ❖ Take measures for the Municipal Government to deposit its counterpart funds on the mentioned dates. ❖ The MG must give more information on budget execution. ❖ The MG and NMA-B must hold regular monthly meetings for coordination.

The Plan and NMA-B have been able to strengthen the link between the MG and communities, besides having contributed to the mobilisation of resources from the MG and the communities. In spite of these achievements, the projects have a serious problem as the MG does not provide its contributions as per the timeframe, causing serious delays. Hence, there is a need to improve coordination between the two institutions to accelerate disbursements.

3.3.4. NMA-B and its area team

NMA-B has an area team composed of a coordinator, three program officers, and three project facilitators, which is considered a small team for the tasks it carries out.

Team members work in close coordination with the communities, both to facilitate project planning and execution and to provide training.

In the workshops, participants evaluated the team of NMA-B and especially, its training activities. It was obvious that it was difficult for participants to express critical opinions on NMA-B and its team.

**Table 3.6.
Comments on NMA-B and its area team**

Achievements and positive elements	Difficulties	Suggestions and improvements
<ul style="list-style-type: none"> ❖ Compliance with agreements and commitments. ❖ They contribute to improvement of the communities with the projects they need. ❖ They support the communities that do not receive anything from the MG. ❖ They trust the committees and communities. ❖ Effective work of NMA-B staff. ❖ They treat beneficiaries well. ❖ They meet timeframes. 	<ul style="list-style-type: none"> ❖ Initially, people distrusted the institution. ❖ Delays in timeframes. 	<ul style="list-style-type: none"> ❖ Technicians in La Paz should be more tolerant and understand the administrative committees. ❖ More focused attention on beneficiaries.

We have seen that the team of NMA-B has been able to execute a significant number of projects in a short time, and that it has hired experts and technicians for training and support in the communities for project planning, design and execution, which has increased coverage. However, there are no procedures for hiring technicians.

In the future, the Plan will have more coverage. The efficacy noted so far will no longer be possible with the existing team; therefore, more administrative and technical efforts are required to cover future demands of the two municipalities and offer the technical quality required by municipal technicians.

3.3.5. Conclusions and recommendations

There is no instance for coordination and/or management with representation at the municipal level. At the same time, empowerment of the communities is considered positive for the Plan. Nonetheless, it will be necessary for NMA-B to evaluate the need for having an instance of this type in the future aimed at ensuring sustainability of the Plan.

In the evaluating team's opinion, organisation of the Plan at the different levels is adequate and contributes to attainment of the objectives of the Plan. But the plan also has to face a series of challenges:

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In the first place, a solution has to be found urgently for the intermediate level (LDOs) in Sorata as the communities have problems in finding a solution themselves and they expect advice from NMA-B. Secondly, CODEMCO must be vitalised to avoid that its success depends exclusively on one person. Therefore, the proposal is:

- ❖ To revitalise and achieve that all elected members of CODEMCO comply with their roles and functions.
- ❖ For the treasurer of CODEMCO to be an authorised signatory.

It is important for NMA-B to establish a procedure together with the communities to hire technicians in concordance with the regulation in force.

3.4. Planning in the PDIVI

3.4.1. Planning at Plan level

The Plan has a well-defined participatory planning methodology, which is helpful to gather ideas and plan the respective projects.

Nevertheless, there are deficiencies at two levels: first, it seems there is no initial socio-economic analysis of the needs and possibilities. Besides, there is no basic information of the specific projects to analyse project impacts; secondly, the planning system of the Plan does not have a reporting system to provide feedback and improve the Plan. There are detailed financial reporting mechanisms at project and community level, but there are no technical and socio-economic reports, although these are required for overall planning.

On the other hand, one of the strengths of the planning system is close coordination of the Plan with MDPs and AOPs.

3.4.2. Planning at project level in the communities

Aimed at knowing experiences in the communities as regards project planning, these experiences were discussed in the workshops, focusing different types of components and projects. Table 3.7 summarises these experiences without specifying the type of projects.

**Table 3.7.
Planning experiences at community level**

Achievements	Difficulties
<ul style="list-style-type: none">❖ Approval of the project and funding❖ The project idea is originated in the community and its needs.❖ The community is organised around the project.❖ Training in planning and elaboration of projects.❖ Participation in project elaboration.❖ Future vision of the community.❖ Unity in the community.❖ Initial training for the project cycle and management thereof.❖ The community participates in the project design.❖ The community itself hires technicians for designing the works.❖ Creation of the basis for project execution.	<ul style="list-style-type: none">❖ Not the whole community participates.❖ Initial opposition.❖ Lack of organisation of the community.❖ Lack of knowledge to prepare projects.❖ Distrust among and within certain groups.❖ Difficulties to obtain the initial counterpart contribution from the community.

The result of the planning system for the Plan is considerable participation of the communities in the design of individual projects; it is worth underlining that the area team of NMA-B facilitates training for planning processes, but without forcing processes and providing sufficient time.

3.4.3. Conclusions and recommendations

The Plan has a planning system at the overall and at community level with many strengths as regards the generation and formulation of projects in a very participatory manner. Nonetheless, this system lacks a socio-economic and technical analysis to enrich the project prioritisation methodology. Likewise, it is necessary to incorporate technical and socio-economic reporting in the planning processes, covering the scope, achievements and impact of every project or activity. NMA-B must strengthen its team's capacity in this sense and include this element in its planning system.

3.5. Project execution

The communities, through their administrative committees, are responsible for execution of the projects, including the hiring of technical and skilled labour, organisation of communal labour, fund management, procurement, reception and handling of the materials, etc.

Control of the execution is ensured using certain forms and through visits of the CODEMCO President and technicians of NMA-B. The execution phase ends with

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minutes on conclusion and presentation of the respective technical and economic report.

Aimed at knowing experiences in the communities as regards project execution, these experiences were discussed in the workshops, focusing different types of components and projects. Table 3.8 summarises these experiences without specifying the type of projects.

Table 3.8
Experiences in project execution at community level

Achievements	Difficulties
<ul style="list-style-type: none">❖ Project management capacity.❖ Transparency in fund management.❖ Social control.❖ Confidence in the administrative committee.❖ The community manages purchase orders and receives materials using forms.❖ Improved quality of purchased materials.❖ Hiring of technicians and skilled and unskilled labour.❖ Improved credibility and transparency in MG fund management.❖ Organisation of work teams.❖ The benefited families supervise activities.	<ul style="list-style-type: none">❖ Not everyone participates in the work teams.❖ It is difficult to obtain three price quotations for purchasing materials.❖ Lack of technical knowledge in beneficiaries.❖ Delays due to soil conditions, the climate and agricultural work.❖ The MG does not disburse its contributions on time.

During the evaluating team's project visits, it was clear that most projects have been executed in accordance with the defined norms and standards; most project costs are within the budget.

On the other hand, as regards timeframes, there have been many delays because the works have been executed in accordance with agricultural timeframes and also because municipal contributions have been disbursed irregularly.

It is important to underline that in many cases, success of the project execution is thanks to the administrative committees' capacity to mobilise communities for contributing labour and local materials.

3.6. Training in the PDIVI

The training courses developed in the Plan are considered satisfactory, as training is not only at component level, but also a crosscutting activity, thus improving technical

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knowledge of the beneficiaries and truly empowering the communities. Table 3.9 summarises comments on the Plan’s training activities.

**Table 3.9.
Comments on training activities**

Achievements and positive elements	Difficulties
<ul style="list-style-type: none">❖ The training provided by NMA-B is an ongoing process.❖ Training produces concrete results: the projects.❖ Training benefits both leaders and other people in the community.❖ Training at cantonal level.❖ Training in economic management and project administration.❖ Technical training in Plan components.❖ Practical training in project execution.❖ Training of semi-skilled labour.❖ Self-confidence in the community.❖ Strengthening of the community towards the MG.❖ Enhanced social control.❖ Capacity to maintain infrastructure.	<ul style="list-style-type: none">❖ Lack of dissemination of acquired knowledge in the community.❖ Deficient participation.❖ Lack of training in native languages.❖ Difficulties in practical training.❖ Lack of time.❖ Insufficient information for courses.

3.7. Efficiency of the plan

Efficiency is defined as:

**The extent to which resources / input (funds, time, etc.)
have become results from an economic point of view.**

In general, costs for executing activities in the Plan have been within the budget. Table 3.10 shows the characteristics of the yearly programmed and executed budget in the PDIVI.

**Table 3.10.
Programmed and executed budget in every year
(in Bolivianos)**

Year	Budget	Value
2002	Executed	56,364.21
	Approved	102,529.00
	% E	54.97
2001	Executed	207,105.54
	Approved	219,459.00
	% E	94.37
2002	Executed	324,940.37
	Approved	295,020.43
	% E	110.14
2003	Executed	448,930.04
	Approved	444,817.60
	% E	100.92

According to the table above, efficiency in expenditure has increased since the starting year, reaching a 100% execution in 2003.

As regards efficiency in the expenditure by account, Table 2.11 shows behaviour of every account in the period 2000 – 2003.

The table shows that there has not been a clear trend in the account-based execution because while some accounts show low rates of execution, e.g. holidays (2.27%), others have considerably exceeded the original budget, e.g. office materials and stationery (773%).

It is important to underline that the accounts on project costs (basic sanitation, education, agricultural - livestock projects) have exceeded the budget, showing that project execution has been very efficient.

**Table 3.11.
Accounts-based programmed and executed budget 2000 - 2003
(in Bolivianos)**

Account	Description	Budget	Exec.	% E
7005	Office material	500.00	348.67	69.73
7010	Material for consumption	350.00	170.23	48.64
7050	Fuel and lubricants	2,200.00	855.49	38.89
8010	Basic salary	160262.63	179631.21	112.09
8015	Professional fee	15348.72	12225.09	79.65
8017	Fee for transportation	3406.80	3202.60	94.01
8019	Fee for certificates	4905.84	4628.40	94.34
8021	Fee for professional title	5472.80	1139.00	20.81
8024	Training fee	2058.72	542.80	26.37
8025	Holidays	33131.92	753.00	2.27
8030	Fee for seniority	13983.23	6718.81	48.05
8035	Contribution National Health Fund	21240.33	21308.47	100.32
8045	Severance pay	17690.94	25708.39	145.32
8050	Christmas bonus	17690.94	18104.91	102.34
8071	Employer's Contribution AFP (Pension Fund) FUTURO BOLIVIA	3417.48	2644.33	77.38
8080	Employer's Contribution AFP (Pension Fund) FUTURO BOLIVIA (FONVIS)	3417.48	2207.49	64.59
8081	Employer's Contribution AFP (Pension Fund) PREVISIÓN BBV	829.71	959.55	115.65
8090	Employer's Contribution AFP (Pension Fund) PREVISIÓN BBV (FONVIS)	829.73	957.27	115.37
8095	Reserve	9953.53	704.95	7.08
8098	Field bonus	6960.00	3330.00	47.84
9005	Professional fees and others	9483.16	4071.42	42.93
9007	Annual conference	1282.60	1306.72	101.88
9008	Board	300.00	556.41	185.47
9010	Living assistance	7419.00	6414.33	86.46
9011	Technical council (Areas and Offices)	310.00	72.54	23.40
9012	Training of employees	10318.41	6906.93	66.94
9020	Medical expenses laboratory	495.35	83.77	16.91
9025	Freight expenses and transportation	4783.43	4620.74	96.60
9030	Rent	30551.60	27558.67	90.20
9031	Fixed asset insurance	3082.00	2538.58	82.37
9032	Electricity	3716.58	2846.02	76.58
9034	Water	1338.57	492.43	36.79
9035	Technical support	17104.30	18113.43	105.90
9036	Small office and kitchen supplies (Bef. 90)	1297.00	889.67	68.59
9037	Library (Bef. 9035)	1994.00	975.86	48.94

Table 3.11. (Continued)
Accounts-based programmed and executed budget
2000 - 2003
(in Bolivianos)

Account	Description	Budget	Exec.	% E
9040	Office material and stationery	3471.00	26838.43	773.22
9041	Evangelical material	992.00	2197.59	221.53
9050	Fuel and lubricants	31400.71	26192.23	83.41
9056	Social assistance and grants	2477.00	1603.10	64.72
9065	Telecommunications and post	9757.86	7325.42	75.07
9070	Expenses related to vehicle and tickets	3122.05	1769.80	56.69
9075	Trips abroad	13611.52	4516.63	33.18
9080	Reparations and maintenance of vehicles	17968.76	19978.02	111.18
9081	Reparations and maintenance in general	5591.10	2002.26	35.81
9085	Consumption material	5309.00	1842.70	34.71
9086	Photocopies, developing of photos	2237.00	1172.44	52.41
9087	Subscriptions and contributions	1314.00	395.19	30.08
9094	Shared expenses	45655.21	45857.77	100.44
9095	General and unforeseen expenses	4809.43	7369.23	153.22
9096	Other staff expenses	5060.04	4976.27	98.34
9097	Socialising	1362.00	936.17	68.73
9098	Computer expenses	2736.00	2728.84	99.74
9100	Expenses in seminars and other events	8011.00	5235.86	65.36
9105	Project infrastructure	143152.00	173827.65	121.43
9107	Basic sanitation	58280.00	70179.76	120.42
9108	Agricultural – livestock development	44575.00	50637.38	113.60
9109	Small industry projects	1700.00	1742.46	102.50
9110	Equipment of projects	11862.00	14898.36	125.60
9115	Institutional strengthening	48616.00	46180.94	94.99
9120	Materials and input for projects	34073.00	28433.82	83.45
9125	Stock	2800.00	3194.15	114.08
9145	Work with youth and households	9791.00	8934.60	91.25
9150	Support for churches	8825.00	10092.34	114.36
	Total	945686.48	934647.59	98.83

As regards efficiency in input related to project outcomes, this efficiency is evaluated for every component in the corresponding paragraphs of Chapter 4.

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3.8. Efficacy of the Plan

Efficacy is defined as:

The extent to which the objectives of the development intervention are achieved or are expected to be achieved, taking into account their relative importance.

The PDIVI Logical Framework mentions the following objectives:

GOAL: Living conditions of the population in the area have improved through the strengthening of their organisations, improvement of their social, economic and productive conditions, integrating men and women within a framework of equity in social and economic development processes.

PURPOSE: Men and women from the Municipality of Combaya prepare proposals and participate in the formulation and execution of economic and social development processes.

According to results of the survey among beneficiaries of the Plan, it is clear that 72% of the beneficiaries considers that the project benefits have been very positive. Likewise, in the workshops, participants underlined compliance in execution of the projects according to their expectations.

3.9. Effectiveness of the Plan

Effectiveness is defined as:

An intentional or non-intentional change directly or indirectly related to an intervention (impact).

In the evaluating team's opinion, effectiveness of the Plan is considered satisfactory as both in the participatory workshops and in the surveys, beneficiaries have mentioned important achievements that enable communities to improve their standard of living.

For example, 75% of the interviewees considers that they receive a higher income from selling their products, mainly potatoes, beans and peas; besides, more than half of the interviewees state that the schools their children go to and the teachers are better as compared to the time before the projects.

3.10. Sustainability of the Plan

Sustainability is defined as:

Continuation of the benefits of a development intervention upon conclusion of that intervention.

In the workshops, people discussed operation of the projects and maintenance of the infrastructure and equipment, as reflected in Table 3.12.

**Table 3.12.
Operation and maintenance**

Achievements	Difficulties
<ul style="list-style-type: none">❖ The community has been trained in operation and maintenance.❖ More maintenance thanks to increased attendance of students.❖ School council.❖ Production activities at school to generate an income for maintenance.❖ Drinking water and sanitation committee.❖ Irrigation committee for operation and maintenance.❖ Operators have been trained.❖ The community has trained leaders.❖ Benefited families take charge of operation.❖ Increased economic income from productive projects.	<ul style="list-style-type: none">❖ There is no regulation for the drinking water and sanitation committees.❖ No training for the school council.

Table 3.12. shows that the Plan has created mechanisms to contribute to sustainability of the project in the communities.

All schools have their own plots of land for commercial crops, thus obtaining economic resources for maintenance of the infrastructure.

Beneficiaries of the Plan consider that project benefits will be maintained in the future; besides, they say that the concluded projects are being maintained.

However, as regards irrigation and drinking water, there is not yet a tariff plan to ensure operation and maintenance of the systems, which implies a severe risk for sustainability of these projects.

CHAPTER 4

EVALUATION OF THE PROGRAMS, INCLUDING THE DIFFERENT COMPONENTS AND PROJECTS

4.1. Human Development and Institutional Strengthening Program

4.1.1. Health

a) Introduction and presentation of the component

At the moment of the final evaluation, in this component there was a concluded health centre located in the village of Combaya and another almost concluded one in the village of Huaycho. The following investments were made in infrastructure:

**Table 4.1
Investments in health infrastructure**

Health Centre	Programmed Budget (USD)	Executed Budget (USD)
Combaya	16,410.43	25,387.94
Total	16.410.43	25,387.94

b) Planning and design of the component

The component was planned in accordance with the objectives of NMA-B, i.e. coordinating activities with the benefited communities, organising the work, purchasing non-local materials and defining the project scope.

c) Efficiency

The average cost of the social constructions funded by different development funds is USD 120 / m². In the health centre financed by NMA-B, this cost amounted to USD 85 / m², which clearly shows economic efficiency of the program. The quality of the work is similar to that financed by social funds.

The community has assumed responsibilities as the executing entity, receiving and administering economic resources. Hence, the outcomes mentioned in the foregoing paragraph have been obtained.

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In relation to the time for execution, in some cases the original timeframe was doubled or even tripled as the timeframe did not take into account the sowing and harvest seasons and the rainy season.

Besides, disbursements from the MG were incoherent with the physical project timeframe. We should also mention that most beneficiaries are unaware of the programmed timeframe in the project file. Hence, more than 72% of the interviewees mention the timeframe has been complied with as planned.

Table 4.2
Percentage of Increase in the Budget for the Health Centre in Combaya

	Planned budget (USD)	Executed budget (USD)	Observations
Health Centre	16,410.43	25,387.94	Increase of 54.71%
Total	16,410.43	25,387.94	

The increase is due to a financial increase of NMA-B, from 63% to 76%, i.e. a difference of 13%. The MG decreased its contribution by 2% and the benefited community decreased its contribution by 11%. Moreover, the cost per square meter is low in relation to the cost of social works.

Without the project, 25 patients / month were attended. With the project, the centre treats 80 patients / month, not only people from Combaya, but from all neighbouring communities. NMA-B covers 75% of the attendance rate, the MG 25%.

d) Efficacy

According to the communal surveys, more than 72% of the interviewees says that the benefits are as expected and the onsite verification with personal interviews has shown that in this component, the health project has built two health centres, one already concluded in the village of Combaya and another one to be concluded in the community of Huaycho. At the same time, this component has helped to comply the interinstitutional agreement between the municipal government of Combaya and NMA-B, as the standard of living and health situation of men and women have improved.

e) Effectiveness

Considering the efficacy determined in the final evaluation, we could say that the overall objectives have been met. According to the intercommunal survey, more than 64% of the beneficiaries state that their households received better care as compared to the time before the project.

f) Relevance

According to the surveys, more than 79% of the interviewees says that the health centre is what the community expected and the onsite verification has shown that

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people received healthcare in adequate spaces with the necessary furniture, although not all spaces are fully equipped. The beneficiary communities are empowered as regards the installations for the healthcare centres.

g) Coherence with the MDP and sectoral programs

The component is coherent with objectives of the MDP and sectoral plans of the health administration.

h) Sustainability

For the health centres to be sustainable, a plan for operation and maintenance must be reinforced. The MG and own revenues must guarantee economic resources.

There is trained staff in the communities for operation and maintenance, which shows that the project is sustainable and has achieved the expected impact. Likewise, quality of the materials is adequate.

i) Conclusions and recommendations

- ❖ Use of the financial and non-financial resources has been efficient. Use of the financial and human resources has been optimised, thus obtaining a more economical infrastructure of the same quality as compared to that provided by other social funds.
- ❖ Timeframes have not been met, as original timeframes did not take into account the rainy season, sowing and harvest times, and financial disbursements from the municipal government that are incompatible with physical project timeframes.
- ❖ The objectives the beneficiary population expected have been satisfied, which has strengthened the project.

4.1.2. Education

a) Introduction and presentation of the component

At the moment of the final evaluation, five educational units have been concluded under this component: in the community of Huaycho, in the community of Ticablanya, in the community of Ticata, in the community of Pusapusa and in the community of Sorejaya. The investments in infrastructure are described below:

Table 4.3
Investments in infrastructure for educational units

Educational Unit	Programmed Budget (USD)	Executed Budget (USD)
Huaycho	13,227.90	28,883.64
Sports field and latrines in Huaycho	8,282.32	8,921.19
Ticamblaya	68,818.00	82,797.77
Ticata	8,658.11	11,671.38
Pusapusa	8,385.24	9,763.83
Sorejaya	28,563.51	43,463.81
Total	135,935.08	185,501.62

b) Planning and design of the component

Projection of the component is in accordance with objectives of NMA-B, as the coordination of activities, organisation of the activities, the purchase of non-local materials and the project scope are coordinated with the communities.

c) Efficiency

The average cost of the construction of educational units funded by different development funds is USD 120 / m². In the educational units financed by NMA-B, this cost amounted to USD 66 / m², which clearly shows economic efficiency of the program. The quality of the work is similar to that financed by social funds.

The community has assumed responsibilities as the executing entity, receiving and administering economic resources. Hence, the outcomes mentioned in the foregoing paragraph have been obtained.

In relation to the time for execution, in some cases the original timeframe was doubled or even tripled as the timeframe did not take into account the sowing and harvest seasons and the rainy season. Besides, disbursals from the MG were incoherent with the physical project timeframe.

Under this component, five educational units were concluded in the municipality of Combaya.

Table 4.4
Investments in Education

	Programmed Budget (USD)	Executed Budget (USD)	Comments
Educational units	135,935.08	185,501.62	Increase of 36.46%
Total	135,935.08	185,501.62	

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The increase is justified because in many cases, the communities doubled their financial and non-financial matching contributions. Furthermore, this shows the priority communities give to this type of projects, even to the detriment of productive projects.

d) Efficacy

According to the communal surveys, more than 72% of the interviewees says that the benefits are as expected and the onsite verification with personal interviews has shown that in this component, the project has built five schools in the municipality of Combaya. At the same time, this component has helped to comply the interinstitutional agreement between the municipal government of Combaya and NMA-B, as the standard of living and knowledge of men and women have improved.

e) Effectiveness

Considering the efficacy determined in the final evaluation, we could say that the overall objectives have been met. According to the intercommunal survey, more than 81% of the beneficiaries state that their children are better prepared as compared to the time before the project. Teachers have the same perception.

f) Relevance

According to the surveys, more than 79% of the interviewees says that the educational unit is what the community expected and the onsite verification has shown that children are educated in adequate spaces with the necessary furniture. The beneficiary communities are empowered as regards the installations for the educational units.

g) Coherence with the MDP and sectoral programs

This component is coherent with objectives of the MDP, as its objectives are compatible with objectives in municipal and sectoral plans for education.

h) Sustainability

For the education projects, the communities have provided the educational units with plots of farmland, so they can sell agricultural products and thus generate an income.

In general, the school council assumes its role for operation and maintenance on a yearly basis; however, knowledge of the school councils must be reinforced to ensure adequate maintenance.

There is trained staff in the communities for operation and maintenance, which shows that the project is sustainable and has achieved the expected impact. Likewise, quality of the materials is adequate.

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i) Conclusions and recommendations

- ❖ Thanks to training in project management, beneficiaries are adequately prepared for administrative and technical project management.
- ❖ Use of the financial and human resources has been optimised, thus obtaining a more economical infrastructure of the same quality as compared to that provided by other social funds.
- ❖ Timeframes have not been met, as original timeframes did not take into account the rainy season, sowing and harvest times, and financial disbursements from the municipal government that are incompatible with physical project timeframes.
- ❖ The objectives the beneficiary population expected have been satisfied, which has strengthened the project.
- ❖ Maintenance is partly guaranteed, as the schools have their own plots of farmland. However, operation must be reinforced, thereto writing a manual.
- ❖ In the educational unit of Huaycho located in the municipality of Combaya, there are horizontal or vertical cracks in the walls. The school is located in an area next to an area that has always suffered landslides. Restoration of these walls is required once the soils are firm.
- ❖ Continuity of the number of teachers and input must be ensured for normal development of activities in the school units.

4.1.3. Basic Sanitation

a) Introduction and presentation of the component

At the moment of the final evaluation, under this component five drinking water systems had been concluded: in the community of Milliraya, in the community of Ticata (latrines), in the community of Combaya, in the community of Collpani and in the community of Cochipata (latrines).

The investments in infrastructure are described in the table below:

**Table 4.5
Investments in basic sanitation**

Community	Programmed Budget (USD)	Executed Budget (USD)
Milliraya	9.717,21	10.018,79
Ticata (latrines)	7.833,60	8.659,12
Combaya	28.622,00	29.475,13
Collpani	6.860,06	10.014,76
Cochipata (latrines)	6.432,66	6.721,77
Total	59.465,53	64.889,57

b) Planning and design of the component

The objectives of NMA-B are positively reflected in planning of this component, as the activities are constantly coordinated with the beneficiary communities (organisation of the activities, the purchase of non-local materials and the project scope). However, the project must also include the disposal or treatment of wastewater, bacteriological – chemical analyses and measures to protect slopes.

c) Efficiency

The community has assumed responsibilities as the executing entity, receiving and administering economic resources. In relation to the time for execution, in some cases the original timeframe was doubled or even tripled as the timeframe did not take into account the sowing and harvest seasons and the rainy season. Besides, disbursements from the MG were incoherent with the physical project timeframe.

**Table 4.6
Investments in drinking water systems**

Description	Programmed Budget (USD)	Executed Budget (USD)	Comments
Drinking water systems	59,465.53	64,889.57	Increase of 9.12%
Total	59,465.53	64,889.57	

The increase is justified as it is within permissible ranges. According to the contribution provided in this component, the community has contributed less than planned.

In this component, five drinking water systems have been concluded in the municipality of Combaya.

d) Efficacy

According to the surveys and onsite verification, it is clear that under this component, in the drinking water projects five systems have been built or improved, with domiciliary facilities and latrines. As drinking water is now available at home, the quality and

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quantity of drinking water apt for human consumption have improved, as well as coverage levels. At the same time, human resources have been trained under this component in operation of the system, integrating both men and women in project management processes.

e) Effectiveness

Considering the efficacy determined in the final evaluation, we could say that the overall objectives have been met and have generated a change in the health and welfare of beneficiaries. According to the intercommunal survey, more than 57% of the beneficiaries state that the access to drinking water and latrines has improved as compared to before the project.

f) Relevance

According to the surveys and onsite verification, it is clear that the households receive drinking water at home, thus avoiding the risk of infectious diseases due to the consumption of water with animal excrements. Likewise, households save time as they no longer have to be carrying the water.

g) Coherence with the MDP and sectoral programs

The Basic Sanitation component is coherent with objectives of the MDP, as its objectives are compatible with objectives in municipal and sectoral plans in Combaya.

h) Sustainability

For the projects to be sustainable, more training is required in operation and maintenance. In this sense, there is trained staff in the communities for operation and maintenance, which shows that the project is sustainable and has achieved the expected impact. Likewise, quality of the materials is adequate for the drinking water systems.

Currently, there is no tariff system to ensure sustainability of the works.

i) Conclusions and recommendations

- ❖ The destination or treatment of wastewater must be included as part of the project.
- ❖ The project must incorporate a tariff plan that is compatible with the beneficiaries' payment capacity.
- ❖ Timeframes have not been met, as original timeframes did not take into account the rainy season, sowing and harvest times, and untimely financial disbursements from the municipal government.
- ❖ The drinking water and latrine projects must contain some mitigation measures to protect the slopes.

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- ❖ The project must consider physical, chemical and bacteriological analyses of the sources.
- ❖ Beneficiaries have been empowered through the project.

4.1.4. Institutional strengthening

a) Introduction and presentation of the component

This component covered the following central activities:

- ❖ Training of local organisations in project management in terms of the planning, elaboration, execution and administration of communal projects;
- ❖ Creation of a local development instance and management and supervision processes of the municipal government.

The training methodology emphasises the importance of practical actions after a brief introduction, in other words, learning or teaching by doing.

b) Planning and design of the component

Table 4.7 shows the planning process of the objectives and expected and obtained outcomes at PDIVI level.

Table 4.7
Expected / obtained results matrix (2000-2004)

Objective	Expected Outcomes	Obtained Outcomes
YEAR 2000. Strengthened communal organisations and municipal management.	12 communal organisations are trained in community development project management.	11 communal organisations are trained in project management. (8 execute projects for which the local instance in charge are the administrative committees).
	2 interinstitutional cooperation agreements have been signed.	2 agreements have been signed, one at the level of the MG and another one at the level of the organisations.
	4 municipal councillors participate in project management courses.	3 councillors participate in courses on project management, one LDO is set up in the municipality.
YEAR 2001 Strengthening of communal organisations in the municipality.	8 Municipal Committees are trained in communal project management and administration.	11 training courses for administrative committees in project management; 56 participants (2 seminars with authorities from 12 communities).
	Authorities from 12 communities are trained in state reforms.	2 workshops with communal authorities from the whole municipality. 56 participants.

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	15 training courses in productive project management and administration, representing 10 communities.	One seminar and 20 courses were organised in 8 communities of the municipality, with an average of 25 participants. Eight courses in 8 communities with an average of 30 participants.
	Training in maintenance of social projects for 8 administrative committees from the communities.	
YEAR 2002 Strengthening of communal organisations in the municipality.	<ul style="list-style-type: none"> - 8 Municipal Committees are trained in communal project administration and management. - Three seminars have been organised on project formulation and management with 30 community participants. - The municipal council and the Surveillance Committee organise 4 events on supervision. 	<ul style="list-style-type: none"> - 8 communal organisations are trained in project management, 8 events. - 9 Administrative Committees are trained in project administration and have participated in 3 seminars. - Intervention of communities in municipal AOPs.

**Table 4.7. (Continued)
Expected / obtained results matrix (2000-2004)**

Objective	Expected Outcomes	Obtained Outcomes
YEAR 2003 Strengthening of communal organisations in the municipality.	11 (6) administrative committees (warehouse officers and economic officers) are trained in the administration of materials and basic accounting.	22 communal organisations are trained in 5 courses on basic project administration and management.
	16 (8) Committees from the municipalities of Combaya and Sorata are trained in community project management and administration	2 workshops – seminars are organised, with participation from communal authorities from the whole municipality.
	(2) 3 seminars have been organised on project formulation and management.	

Planning of the component shows that the outcomes reflect the goals. However, when a detailed revision is made of the yearly AOP activities, the comparison becomes more difficult due to a lack of measurable and coherent outcome indicators.

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As regards the institutional planning methodology, we must underline the existing quarterly, six-monthly and annual self-evaluation reports. Nonetheless, there are still weaknesses regarding participation of the communities in participatory operating planning processes and a monitoring and evaluation methodology with supporting documents and outcome indicators.

As regards training courses, there are four types that amply contribute to achievement of the objectives. But there is no planned sequence over the different years.

c) Efficiency

In general, program activities have been executed, in some cases even beyond planned levels. In spite of this, most training activities are not subject to quantifiable indicators, which hampers an analysis.

Training courses are not clearly sequenced. Regarding creation of the LDO, there are no outcome indicators, and the supervision of executive activities never materialised.

With reference to the budget, there are two sources: the budget submitted in the report 2000-2003 and the balance sheet 2000-2003.

**Table 4.8
Yearly budget 2000-2003**

	2000		2001		2002		2003		TOTAL	
	Budg.	Exec.	Budg.	Exec.	Budg.	Exec.	Budg.	Exec.	Budg.	Exec.
Budget in Report	0.0	0.0	3673	786	450	1818			4123	2604
Budget in Balance	0.0	0.0	4873	786	5882	5228	28400	22524	39155	28538
No. of events	0.0	0.0		29		11		7		47
Time	1 year	1 year	1 year	1 year	1 year	1 year	1 year	1 year	1 year	1 year

Results show that the financial resources have made a positive contribution to attainment of the results. At the same time, it is clear that the budget is different in financial reports and balance sheets.

Comparing results with budgets, we see that in 2001, there have been 29 events with an average cost per course of USD 27; in 2002 there have been 11 events with an average cost of USD 165 (475) and in 2003, there have been 7 events with an average cost of USD 2,587.

Besides, the execution of activities over time is not visible due to a lack of outcome indicators.

For every event, there was a local contribution of 15%.

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Results are creation of CODEMCO in Combaya and of two LDOs in Sorata; two agreements have been signed with the MG of Combaya and one in Sorata; 47 training events have been organised to train leaders, provide training in communal project management and administration, train and provide orientation in state norms, provide training in the administration of materials, and in basic accounting. The supervision of executive activities was never materialised.

d) Efficacy

The following specific objectives and outcomes were defined for 2000-2002 and 2003-2007:

- ❖ Institutional strengthening of the municipality and communities.
- ❖ Local organisations are strengthened and human resources are trained.

In relation to the objectives, we have seen that based on the activities considered in the AOPs it has been possible to satisfactorily meet the objective related to strengthening of the communal organisations. We have also seen relevance in readjustment of the objectives to improve the plan, as the PDIVI objective shows in relation to the Pilot Project.

In relation to compliance of the purposes of every component, and considering that the attainments in training are essentially qualitative and intangible, the results were obtained in participatory workshops, surveys and field visits.

Results at the level of CODEMCO show that this instance represents all communities in the municipality, supports the elaboration of projects, approves and authorises the budget thereto signing checks for disbursements, besides being an important link between the MG and communities. Therefore, the project has been efficient in obtaining results with the resources available to this effect.

On the other hand, as regards difficulties caused by delays in development processes and the fact that only one CODEMCO member is a signatory, we recommend ensuring continuity of this instance and assigning a second signatory to avoid delays in disbursements.

With regard to results or achievements at the level of the administrative committees, we can mention that training is important because this way, the committees are able to manage projects. Committee members have learned to manage forms, quotes, etc. They also have a good relationship with the MG, neighbourhood councils, corregidor, etc. and they have considerable drawing power. Difficulties in the administrative committees are related to distrust at the beginning of their operation, their lack of authority if they are not supported by the secretary general of the community, their lack of resources for transportation and problems for renewal of the committee membership.

The suggestions made in workshops are mainly reflected in the need to obtain economic support for their operation and permanence until conclusion of the activities they started.

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As regards the agreements, we have seen that the results or achievements benefit the community. Besides, with the counterpart contribution from the MG and NMA-B, projects of the MDP have been implemented in two years' time. The economic resources are directly destined to the communities, which enhances the communities' confidence.

The mentioned difficulties are related to high rates of turnover in the MG and delays in municipal disbursements for execution of the projects. Likewise, there is a lack of planning of the projects in the AOP and the limited availability of resources somehow hampers fund-raising for some projects.

The workshops suggest things like demanding timely disbursements from the municipality and the provision of more information to the communities.

Training results show increasing knowledge of the administrative committees on planning, project management and elaboration, which are important aspects in the project design phase. The principal difficulties are: disagreements at the beginning of the project, opposition from a minority and the lack of participation of some people.

During execution, some of the important achievements are direct administration on behalf of beneficiaries, organisation in workgroups, training in use of the forms, the hiring of skilled labour and participation of the community in the provision of local materials, always with technical assistance from NMA-B.

As regards constraints, some beneficiaries do not participate in programmed activities, resources are limited, little support for the committees and difficulties in management of price quotations and in some cases, initial distrust in beneficiaries.

On the other hand, the community is trained in operation and maintenance with trained leaders and a committee in charge of the mentioned tasks. Likewise, in some workshops, the following problems were mentioned: human resources are lost due to migration and distrust in administration of the resources for sustainability.

NMA-B has provided ongoing training, both for the communities and for the committees, explaining these stakeholders' project management and resource administration capacity, which generates a higher degree of trust on behalf of the community.

The lack of interest in participating in courses, the organisation of trainings in non-native languages, difficulties for practical training and the lack of replication of the acquired knowledge are some of the difficulties related to the training provided by NMA-B.

Finally, results obtained in participatory workshops show a high level of ownership of the management methodology and of the acquired knowledge, showing efficacy of both the pilot project and PDIVI.

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e) Effectiveness

In this point, we must underline the achievement of qualitative results, mainly regarding project management, the management of instruments, financial resources and training.

The principal achievements are:

- ❖ Creation of the Development Council of the Municipality of Combaya (CODEMCO), as the linking instance between the communities and the Municipal Government through the execution of communal projects.
- ❖ Creation of communal administrative committees with management skills.
- ❖ Capacity-building for beneficiaries, focusing the use of instruments, management of agreements, the formulation, execution, operation and maintenance of projects, with the respective end reports and supporting documents in every community.
- ❖ Effective and transparent resource management.
- ❖ Empowerment of beneficiaries who acquire ample knowledge on project management and skills to use instruments, which have made it possible for them to improve their standard of living.
- ❖ Development of organisational skills in the communities in order to assume new responsibilities and new challenges.
- ❖ Contribution of counterpart resources, exceeding planned amounts. And even cash contributions in compliance with assumed responsibilities.
- ❖ Considerable ownership of the project through project management, resource administration and the provision of local labour.
- ❖ Widening of the beneficiaries' vision, thanks to empowerment and the new situation in their community.
- ❖ Improved self-esteem, influencing increased dynamism in the communities.
- ❖ Improved position for the communities and MG in the regional context because of the achieved objectives.

f) Relevance

The developed and applied management capacity and inclusion of the projects in AOPs, effective participation in MDPs and the mobilisation of MG resources show relevance of the component on communal strengthening. Likewise, the planning processes based on identified communal demands show that the projects are widely accepted in the communities.

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g) Coherence with the MDP and sectoral programs

The institutional development program of the MDP Sorata has the following central objectives:

- ❖ Training of OTB (Territorial Grassroots Organisations) leaders in the elaboration of project profiles.
- ❖ Training of social stakeholders in rights, social control instruments, functions, attributions and procedures.

The central strategies and objectives of the institutional development program of the MDP Combaya are to enhance participation of organisations to raise internal and external resources.

Both MDPs provide planning for capacity-building efforts of social organisations, which is coherent with the component and objectives mentioned in the institutional strengthening component.

h) Sustainability

Sustainability of communal strengthening is based on:

- ❖ The empowerment of beneficiaries, as their project management skills improve.
- ❖ The creation of administrative committees that have developed capacities and skills in the organisation and the use of instruments in project management.
- ❖ The creation of CODEMCO as a supra-communal instance that helps to achieve the fulfilment of communal demands.

However, we must mention that sustainability of both the administrative committees and CODEMCO, is doubtful if they do not start up parallel fund-raising processes aimed at promoting independence and self-sufficiency of the entities.

i) Conclusions and recommendations

- ❖ Both the strategic framework and budget execution of this component lack coherence as there are no coherent outcome indicators.
- ❖ In the institutional planning methodology, participation of the communities is still weak in participatory planning processes and monitoring and evaluation methodologies.
- ❖ The objectives regarding supervision of the Municipal Executive Instance have not been achieved, possibly due to readjustment of the Plan.

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- ❖ Training results show a high degree of ownership of the project management methodology, as people have also identified with the acquired knowledge.
- ❖ The administrative committees and CODEMCO are fundamental entities to achieve communal empowerment and sustainability.
- ❖ The achievements as regards qualitative impacts are: capacity building of beneficiaries in the management of instruments for project management and transparency in committed resources.
- ❖ The suggestion is to focus on project applications with other financial entities as part of management capacity-building in communities and CODEMCO, with the purpose of achieving sustainability of the Plan.

4.2. Economic Development and Natural Resources Program

4.2.1. Micro irrigation

- a) Introduction and presentation of the component

At the moment of the evaluation, three irrigation systems had been concluded in the component, in the communities of Milliraya, Kosimani and Cochipata. The following investment were made in infrastructure:

Table 4.9
Investments in concluded micro irrigation systems

Educational Unit	Programmed Budget (USD)	Executed Budget (USD)
Milliraya	17,727.52	17,716.62
Cochipata	11,927.00	11,926.38
Cosimani	8,637.00	10,057.26
Total	38,291.52	39,700.26

- b) Planning and design of the component

Planning of the component is in accordance with objectives of NMA-B, as the coordination of activities, organisation of the activities, the purchase of non-local materials and the project scope are coordinated with the communities. Likewise, the design is insufficient, as no hydric study was carried out to justify investments in the works.

- c) Efficiency

The average cost of the construction of channels funded by different development funds is USD 24 / m² in micro irrigation projects (less than 100 incremental has); when

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financed by NMA-B, this cost amounted to USD 10 / m², which clearly shows economic efficiency of the program.

In relation to the time for execution, in some cases the original timeframe was doubled or even tripled.

Indicators on the cost per incremental hectare are unclear as there are insufficient data on this aspect. The plan's logical framework mentions six irrigation systems; nonetheless, upon conclusion of the works, three systems have been concluded.

Table 4.10
Overview of investments in micro irrigation systems

Description	Planned budget (USD)	Executed budget (USD)	Comments
Irrigation System	38,291.52	39,700.26	Increase of 3.68%
Total	38.291,52	39.700,26	

The increase between the planned and executed budget is within permitted limits; at the same time, it shows that financial resources have been managed adequately and have complied with their role in the program.

d) Efficacy

According to the surveys and onsite verification, it is clear that under this component, through the irrigation projects there are now three harvests every year. Besides, with irrigation the production has increased and socio-economic conditions have improved. At the same time, human resources have been trained, integrating both men and women in development processes.

e) Effectiveness

Considering the efficacy determined in the final evaluation, we could say that the overall objectives have been met. However, as little time has passed since conclusion of the projects, it is impossible to assess impact and sustainability as yet.

f) Relevance

According to the surveys and onsite verification, it is clear that the farmland in the benefited communities is now irrigated in dry times, thus covering the beneficiaries' expectations. In this sense, they have been able to modify their production timeframes, obtaining products with a better price.

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g) Coherence with the MDP and sectoral programs

As the objectives that form part of municipal and sectoral plans of the MG of Combaya have been met, we can say that this component is coherent with objectives of the MDP.

h) Sustainability

For the projects to be sustainable, more training is required in operation and maintenance, e.g. in adequate handling of the fragile soils and improved efficiency in distribution and application. Efforts must be made to replace irrigation through flooding with other irrigation systems, thus avoiding over-saturation on slopes.

One way to guarantee sustainability of the works is to charge monthly tariffs; nonetheless, in most communities the economic factor is a constraint.

i) Conclusions and recommendations

- ❖ The project requires a project profile with a hydric study to ensure coherence between the provision of water and demands from the agricultural sector, aimed at avoiding exaggerations in production estimates.
- ❖ Timeframes have not been met, as original timeframes did not take into account the rainy season, sowing and harvest times, and untimely financial disbursements from the municipal government.
- ❖ As beneficiaries obtained harvests beyond their expectations, they have started to request training to protect their production in the post-harvest phase.
- ❖ Irrigation projects must consider some mitigation measures to protect the slopes, such as the restoration of platforms or other elements.
- ❖ As the municipality of Combaya is located in a valley in consolidation, the irrigation projects should not contribute to instability of the slopes.
- ❖ In the project planning and design phases, ways must be identified to ensure sustainability of the works.

4.2.2. Agricultural production

a) Introduction and presentation of the component

To a large extent, communities in the action area of NMA-B economically depend on agriculture, potatoes being the principal subsistence crop, followed by maize, beans and peas.

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b) Planning and design of the component

**Table 4.11
Matrix on results obtained in agriculture 2000/2004**

Objective	Expected indicators	Obtained indicators
Improvement of the agricultural – livestock production system in the municipality	2 communities are benefited with improvement of potato seed 6 projects in 4 communities on the introduction of seed 4 agricultural improvement projects	2 communities are benefited with the improvement of potato seed 6 projects on potatoes and maize in 4 communities 6 communities are equipped for plague and disease control
Experiments with agricultural species that are not typical for the zone	4 experiments in 3 communities with 3 non-typical species 4 experiments in 3 communities for 60 inhabitants 4 projects for agricultural improvement for 60 households Plague and disease control practices for 80 households 3 experiments with 3 non-typical species	Not implemented 4 experiments executed for 89 households 6 communities improve their seed, benefiting 87 households 80 households from 5 communities have been equipped 42 households in 3 communities have been benefited

The 12 planned communities were benefited with projects to implement improvements in the productive agricultural – livestock system. Experiments with non-typical species suffered some problems, and have not been carried out in three of the planned communities in 2000, where they only started in 2001.

In many cases, the projects do not have any quantifiable goals, and goals are often confused with objectives. Besides, the used methodology is inconsistent.

c) Efficiency

The input used for this component were fungicides, spraying equipment, certified seed, insecticides, fertilisers and training courses.

Before the actions undertaken by NMA-B, yields of potato crops (Huaycha variety) were as follows: 1:6 in good years and 1:4 in bad years. As a result of the technological innovation in potato producing areas, the harvest has increased considerably, reaching 1:16. In the case of the community of Collpani, after execution of the project, beneficiaries mentioned yield values of 1:23.

As regards bean and pea crops, experiments have been carried out in the farmers' parcels with three bean varieties (Certified Pairumani, Extra Copacabana, Copacabana B *versus* the local variety) and two pea varieties (Certified Charazani, Arvejón del Norte *vs.* local variety).

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Preliminary results mentioned in interviews with beneficiaries show that people prefer the Copacabana bean variety and the Charazani pea variety, because of their production characteristics and resistance to biotic factors (diseases, plagues) and a-biotic factors (frost).

d) Efficacy

The objectives of the component contained in the logical framework and institutional AOP of NMA-B have been complied with satisfactorily. Visits for verification in the communities and field surveys show that the standard of living of beneficiaries has obviously improved, as many beneficiaries have expressed their full conformity with and acceptance of the projects.

e) Effectiveness

The direct social impact in this component is significant, because of the following reasons:

- ❖ Increase of the potato production.
- ❖ Creation of the Seed Association of Collpani.
- ❖ Importance of the use of certified seed for agricultural campaigns.
- ❖ Decreased incidence of important diseases (e.g. the stain disease lowered from 80 to 40%).

f) Relevance

We have seen that the projects presented by the communities and their representatives result from the needs and deficiencies farmers suffer, which have been widely satisfied.

g) Coherence with the MDP and sectoral programs

Projects in the Agricultural Production component respond to a constant coordination with the MDP and institutional AOPs of both NMA-B and Municipal Governments. This situation has been verified in interviews with representatives from municipalities, CODEMCO and NMA-B.

h) Sustainability

Because of the nature of agricultural production projects – which differ from basic sanitation or micro irrigation projects where the physical infrastructure is visible – in agriculture, the projects basically depend on the crop cycle or on phases of this cycle.

This is why sustainability of the Agricultural Production component is reflected in the following factors:

- ❖ Creation of the Seed Association of Collpani, which already has its Board.
- ❖ Improvement of the economic income of inhabitants in the potato producing areas.

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- ❖ Most producers use certified seed.
- ❖ Increases in the potato production.
- i) Conclusions and recommendations
 - ❖ The Logical Framework of NMA-B contemplates an increase in the maize production in 2000-2003. However, the maize project has not been implemented.
 - ❖ The increased potato production (Huaycha variety) and creation of the Seed Association of Collpani are a result of the positive work of NMA-B technical facilitators and community efforts.
 - ❖ We should also underline the economic benefits perceived by farmers who participated in these projects.
 - ❖ Training plays a very important role because of its spin-off effect. However, interviews and workshops show that some natural community leaders (in various cases representatives of the Administrative Committees) do not share what they learned and often move to other places. In this sense, the objectives of NMA-B are not fully met as the trained farmers do not disseminate the technological innovations.
 - ❖ In many cases, the prepared projects lack quantifiable goals, confusing goals and objectives. Besides, there is no methodology available.
 - ❖ At the same time, it is worth underlining that production costs are handled very carefully, with transparency.

4.2.3. Livestock production

a) Introduction and presentation of the component

Livestock is an important activity in the municipality of Combaya as a source of protein for local consumption and to a lower extent for commercialisation.

b) Planning and design of the component

Beneficiaries actively and directly participated in the planning and design process for different livestock projects, taking into account that most projects were the result of initiatives born in the communities and their Administrative Committees, with advice and support from NMA-B technicians.

Table 4.12
Matrix on results obtained in livestock 2000/2004

Objectives	Expected Situation	Achieved Situation
Improvement of the productive livestock system in the municipality	5 projects on implementation and improvement of basic livestock infrastructure for 6 communities	5 projects in infrastructure for pig-breeding (Miliraya, Kosimani, Ticamblaya, Combaya) and guinea pigs in Sorejaya
	6 projects on implementation and improvement of basic livestock infrastructure for 6 communities	5 projects, 1 on the repopulation with camelids and 3 on guinea pigs
	3 projects on implementation and improvement of basic livestock infrastructure for 50 households	3 projects are executed in 3 communities

All communities involved in this component have benefited from projects for implementation and improvement of the productive livestock system.

One specific case are the experiments with pigs that were not carried out in any of the communities, although the infrastructure was ready.

c) Efficiency

In livestock, the projects with camelids benefit farmers as the animals purchased for and adapted to local conditions ensure the gradual but guaranteed repopulation. In this sense, we know that at the beginning of the project there were 150 lammas, today there are 450 animals.

Likewise, the camelids also contribute to conservation of pastureland because of the chewing technique of these animals. Camelids also contribute to ensuring food security of the beneficiaries.

With regard to the breeding of guinea pigs, this production is helpful to provide additional nutrients and vitamins. On the other hand, 150 hens produce eggs both for local consumption and for selling to other communities.

d) Efficacy

The objectives of the component contained in the logical framework and institutional AOP of NMA-B have been defined within the framework of needs and demands expressed by beneficiaries and have been achieved chronologically.

Visits for verification in the communities and field surveys show that the economic standard of living of beneficiaries has improved, increasing their purchasing power.

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Many participants have expressed their full conformity with and acceptance of the projects.

e) Effectiveness

Livestock projects have had a direct social impact in the short term. In some cases, medium-term results are expected. The significance of impacts in this component is reflected in the following factors:

- ❖ Increase of the camelid population in the community of the beneficiaries, providing farmers with a higher economic income.
- ❖ The money from selling eggs helps to maintain the farm and to increase the hen population from 150 to 2,000 over a certain span of time. Depending on management of the animals, this activity can become very profitable.

f) Relevance

We have seen that the projects presented by the communities and their Administrative Committees result from the needs and deficiencies farmers suffer, which have been mostly satisfied, as verified in the visual and technical inspection.

g) Coherence with the MDP and sectoral programs

Projects in the livestock component respond to a constant coordination with the MDP and institutional AOPs of both NMA-B and Municipal Governments.

This situation has been verified in interviews with representatives from municipalities, LDOs, Administrative Committees and NMA-B, even though there are problems in elaboration of the Municipal Development Plan (MDP).

h) Sustainability

Livestock projects basically depend on the life cycle of and constant care for the animals.

It is therefore too soon to qualify sustainability of the projects. Hence, the following particularities are worth mentioning:

- ❖ Livestock activities with camelids could be more sustainable as camelids are adapted to the local context and there are market perspectives for camelid meat. This will be subject to success of the repopulation efforts in the communities, which will be visible in evolution of the herds over a minimum period of 5 years from now.
- ❖ As regards guinea pigs, these animals greatly contribute to food security of the beneficiaries, both considering the nutritional quality of their meat and considering food habits of farmers.

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- ❖ Sustainability in the breeding of egg-laying hens is more difficult to predict as the climate itself is unfavourable for optimum development of this area. Still, information provided by project participants shows that to date, there have been neither gains nor losses with the existing hen population (145 hens).

All these aspects are directly related to future technical management, which is the decisive factor for these projects to be sustainable.

It is worth underlining that the pig production was not improved, even though this was part of the logical framework of NMA-B.

d) Conclusions and recommendations

After a revision, processing and analysis of all information obtained during field activities as well as from files of NMA-B, we have reached the following conclusions:

- ❖ As regards improvement in management and sanitation of three animal species, results are clear as no major diseases have been reported so far in guinea pigs or hens.
- ❖ Changes in habits of beneficiaries can turn out to be important, provided the guinea pig meat and eggs are used in support of food security, not only for the benefit of project participants but also for the benefit of inhabitants from Combaya in general.
- ❖ Training in animal sanitation and handling will have positive effects to avoid future death among the animals.
- ❖ There is no report available on planning of the sanitary calendar.
- ❖ The assistance from technicians is inadequate due to various factors: distance between the communities, accessibility of the communities and the limited number of technicians to cover all communities.
- ❖ Experiments with pigs still have to be programmed and carried out, because so far this aspect has not been considered in any community even though the infrastructure is ready.
- ❖ In this sense, training plays a very important role to change breeding habits of the population in Combaya. Technically adequate pig breeding is important considering the potential economic impact and the impact on the population's food security.

4.2.4. Productive transformation

a) Introduction and presentation of the component

The transformation of agricultural and livestock products is a topic that must be carefully considered as it gives farmers an opportunity to diversify their products and improve

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their economic income when obtaining additional revenues from the sale of these products.

b) Planning and design of the component

Beneficiaries have participated in planning of the agricultural transformation projects, expressing their demands to achieve an increase in their economic income.

Table 4.13
Matrix on results obtained in productive transformation 2000/2004

Objectives	Expected situation	Achieved situation
Productive transformation to provide a value added	The municipality has 1 study on the industrialisation of 3 local products. 1 project on productive transformation for 10 households.	Study on the transformation of 3 local products. 11 households from 2 communities are equipped with a cereal toaster

c) Efficiency

The agricultural transformation project has benefited 11 households, which have been equipped with cereal toasters. But as a high percentage of the production is destined to the production of maize beer (*chicha*), this project has not met the requirements for being considered efficient.

d) Efficacy

The objectives of NMA-B contained in the logical framework and AOPs for this component have not been met as programmed.

Interviewed beneficiaries say that they are satisfied because they now have another source of economic revenues. However, technicians and others mention that beneficiaries mostly transform their maize production into chicha beer.

e) Effectiveness

Development of this project has not had an important social impact in the zone as farmers prefer to destine their maize to the production of chicha.

f) Relevance

In principle, implementation of the projects in this component has been relevant, but later, the beneficiaries have not responded as expected as the maize production was deviated for other purposes.

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g) Coherence with the MDP and sectoral programs

Projects in the productive transformation component respond to a constant relationship between the MDPs and Institutional AOPs. Nonetheless, this component loses coherence as the projects could not be implemented.

h) Sustainability

Due to the tradition of some communities in the municipality of Combaya of producing chicha, the project is at great risk of not being sustainable, as no raw material is available for productive transformation.

i) Conclusions and recommendations

- ❖ Many communities in the municipality of Combaya prefer to produce maize beer instead of focusing on productive transformation.
- ❖ The project has not had the expected impact.
- ❖ The beneficiaries' economic income has not improved.
- ❖ Many interviewed inhabitants say that they are prepared to work with value added products, e.g. lama sausages. NMA-B should analyse feasibility of these products and recommend implementation or not.

4.2.5. Natural resources

a) Introduction and presentation of the component

One of the characteristics of Combaya is that it is a non-consolidated zone, with constant landslides causing problems, both because of the difficulties to transport products to other zones and to mobilise inhabitants. Hence, there is a need to forest or reforest with species that will contribute to strengthen important areas of this municipality in the long term.

Likewise, the planted species will be helpful in the future to provide timber for transformation or the rational exploitation of firewood.

b) Planning and design of the component

The environmental projects have been planned with the active participation of different communities based on their needs and demands.

Table 4.14
Matrix on results obtained in natural resources 2000/2004

Objectives	Expected situation	Achieved situation
Sustainable Natural Resources Management	The municipality has 2 studies on sustainable use of 2 natural resources	2 studies on soils and water for irrigation
	3 communal projects on use of the natural resources	2 reforestation projects in Combaya and Cochipata
	4 communal projects on use of forest resources	5 reforestation projects in 5 communities, with 18,700 plants, and a greenhouse where 12,000 trees are produced
	Communal projects on forestation, planting 3 tree species on 10 has at risk of being eroded.	5 communities reforest 19 has with 18,200 plants (3 species). 193 households are benefited. Two communities execute the greenhouse project for 18,000 plants.

Progress of the reforestation projects executed in the action area of NMA-B has been 100% as compared to the activity timeframe.

c) Efficiency

Although 70% of the trees took root, mortality is 30%, equivalent to 12,300 plants out of a total number of 41,000. This is due to climatic conditions, a lack of irrigation, etc.

An important aspect to be mentioned is the joint participation of 7 communities of the municipality of Combaya in planting of the mentioned plants and the sowing of phalaris grass.

d) Efficacy

The objectives of the component included in the logical framework and institutional AOP of NMA-B have been adequately met.

Inspection visits in the communities and field surveys show that the participants' perception on benefits of the reforestation activities is positive, besides the fact that this project was born in the community itself.

e) Effectiveness

The long-term social impact in this component is significant as the following elements have been achieved:

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- ❖ Expectation to reduce wind and water erosion.
- ❖ Importance of reforestation for the environment.
- ❖ Future sources of timber for transformation or firewood.

f) Relevance

The projects presented by the communities and their representatives are based on the needs and lacks farmers experience, mainly because trees are cut for firewood. Hence, most of these demands have been satisfied.

g) Coherence with the MDP and sectoral programs

Projects in the Natural Resources component mostly respond to a constant connection with MDPs and Institutional AOPs.

This situation has been verified in interviews with municipal authorities, LDOs and NMA-B.

h) Sustainability

Reforestation projects are naturally long-term projects and sustainability of these projects partly depends on adequate planting practices in the right season, to ensure survival and taking root.

Furthermore, reforestation ensures environmental sustainability. Awareness raising through talks or training courses greatly helps to ensure adequate care for the reforested areas.

i) Conclusions and recommendations

- ❖ The Municipality of Combaya has a study for the management of 5 renewable natural resources. This study has not yet been put into practice, even though it forms part of the Logical Framework of NMA-B.
- ❖ Reforestation ensures conservation and recovery of the soils, as well as of the local fauna and flora.
- ❖ This ensures adequate use of the forest resources and the future provision of timber.
- ❖ Training and awareness raising are important.
- ❖ Only one of the two planned greenhouses is operating (in Combaya).

4.2.6. General conclusions on the Economic Development and Natural Resources Program

- ❖ All projects in the fields of agriculture, livestock and natural resources are important insofar as all of these projects together, from a coordinated and

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multi-disciplinary perspective, contribute to improvement of the standard of living of beneficiaries who on the one hand, sell their surplus production, and on the other hand, ensure food security of the household as they can incorporate meat and eggs more regularly in the local diet.

- ❖ More assistance and cooperation are required in agriculture, livestock and natural resources, as these components ensure an enhanced standard of living for beneficiaries.
- ❖ We recommend that the projects that have not yet been implemented be given a chance (maize, pigs, productive transformation) to somehow diversify the farmers' production, sources of income and food to further improve the beneficiaries' standard of living.
- ❖ Technical follow-up is also important to ensure sustainability of the projects, especially medium and long-term projects.
- ❖ As regards project costs, planning is adequate as the final economic reports in most cases show that the actual cost does not exceed the programmed budget.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Having received financial support, training and technical assistance from the Pilot Plan Combaya and the Development Plan Inter-Andean Valleys – called the Plan – communities in the covered area have attained very important concrete results between 2000 and today.

Regarding education, 3 combined primary-secondary schools and 10 primary schools were built, thus benefiting 746 students. Seven schools have been equipped with school furniture and 3 centres with pedagogic and community resources, benefiting 581 students. The teaching staff from 17 educational units has been trained; on average, 100 teachers participated on a yearly basis. A yearly average number of 90 parents participated in orientation events.

A Health Centre and Health Post were built for the benefit of the whole population in the Municipality of Combaya (approx. 3,000 inhabitants). One health centre was benefited with medical equipment and basic dental equipment. One thousand two hundred (1,200) students from 17 schools received periodic medical-dental services.

In 14 communities, drinking water systems and latrines have been installed, benefiting 783 families. Households from 14 communities have been trained with information on the use of water systems; besides, 24 system operators were trained.

Seven micro irrigation systems have been built, benefiting 282 households with 84 hectares of farmland under irrigation. Households from these 7 communities have been trained in irrigation.

Households from 23 communities have introduced 844 qq (1 qq (quintal) = 46 kg) of certified seed for crops on 60 has.

One hundred and twenty-four (124) qq of certified seed was introduced in the crops produced in 8 communities; 150 families participated in this activity. Households from 14 communities have received equipment for plague and disease control in agricultural crops; 357 farmers participated in this activity.

Thirty-six (36) households have 22 pairs of oxen for agricultural purposes. Households from 21 communities are oriented in agricultural crops, natural manure and plague control.

Twenty-four (24) households from 3 communities participate in activities for improvement of the pig production. A repopulation effort with 246 lamas has benefited 31 families. Women from 8 communities execute activities for improvements in the production of guinea pigs and hens. Households from 8 communities are trained in and implement animal sanitation campaigns.

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Households from 7 communities have planted 41,000 small trees, 70% of which took root. With the objective of conserving soils, phalaris grass has also been introduced.

Two cereal toasters are being implemented to provide maize with a value added.

One of the reasons explaining these achievements is that the communities have passed through a process for organisational strengthening with intense training. Twenty-seven communal organisations have participated in participatory planning processes and have executed a total number of 90 different local projects. Besides, a local development organisation was set up that represents 12 communities from the Municipality of Combaya called the Development Council of the Municipality of Combaya – CODEMCO, in Spanish. In Sorata, there are two organisations like CODEMCO, but they are not currently active.

The plan is adequately organised at the different levels, thus contributing to attaining the plan’s objectives; nonetheless, the Plan still faces some challenges. Firstly, a solution must be found urgently for the intermediate level (LDOs) in Sorata, as the communities have problems finding a solution independently and expect assistance from NMA-B. Secondly, CODEMCO must be vitalised to avoid that the council’s success exclusively depends on one person. Therefore, we propose to revitalise the organisation, making sure that all elected members of CODEMCO comply with their roles and functions and to give the CODEMCO treasurer powers as a signatory.

The Plan’s approach is highly participatory, both in the planning stage and during execution of the projects. The communities themselves plan and execute works and activities. The role of NMA-B’s team is mainly a facilitating role, which does not only cover funding, but also training and technical assistance.

Together, the Plan and NMA-B have strengthened the link between the MG and the communities; besides, they helped to raise funds from the MG for the communities. In spite of these achievements, one of the big problems for the projects is that the MG does not provide its contribution as per the agreed timeframe, implying serious delays. Hence, there is a need to improve coordination between the two entities aimed at ensuring timely disbursements.

The Plan has a **planning** mechanism at the overall level and at the community level, which has many strengths as regards the generation and formulation of projects in a highly participatory manner, thus achieving a high level of compatibility between goals and outcomes. However, this system lacks an initial socio-economic and technical analysis to enrich the methodology for prioritising projects. Moreover, it is necessary to include socio-economic and technical reporting on the scope, achievements and impacts of every project or activity starting from the planning phase. The information is insufficient due to a lack of outcome indicators in the planning, follow-up and evaluation phases.

Before starting an intervention in any area, it is important for NMA-B to first establish a baseline to measure success or failure of the intervention in the future. NMA-B must

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strengthen its team’s capacity in this sense and include this element in its planning system.

As regards **efficiency** of the Plan, management of the human and financial resources of the Plan was satisfactory and it has therefore been possible to achieve the specific objectives of the Plan. The costs for the infrastructure in education, health and water is about half the “normal” cost for this type of infrastructure.

Nevertheless, regarding the timeframe for execution, many activities have suffered delays because works are implemented in accordance with agricultural timeframes and subject to irregular tax co-participation disbursements. Mechanisms must be identified to ensure more regular disbursements from municipal governments.

The administration of economic and human resources on behalf of the administrative committees and the materialisation of contributions from beneficiary communities and NMA-B were highly satisfactory.

But it is still important to implement mechanisms to ensure uniformity in the financial information of the whole Plan, as it is extremely difficult to evaluate the plan when there are more than 40 groups of expenses.

Efficacy of the plan is measured on the basis of the degree of empowerment of the beneficiary communities both as regards knowledge on project administration, skills to manage instruments and ownership of the plan, which we have qualified as highly satisfactory.

Creation of the administrative committees and CODEMCO has ensured the existence of fundamental instances to achieve communal ownership and sustainability. However, it will be necessary to enhance ownership of these LDOs by the MG to guarantee sustainability.

With reference to **effectiveness**, we can conclude that the overall objectives have not been achieved in many components. However, in the human development components the objective was immediate, but in the economic development program, the expected impact can be measured only after at least five years.

Relevance of the plan has been considerable, as the plan has contributed to solve the principal problems of the beneficiary communities. Besides, the project objectives have covered expectations of the benefited communities.

Coherence between the objectives of the plan and the MDP objectives can be qualified as positive, as in most cases there is a close relationship between both plans.

At the moment of the evaluation, **sustainability** of the plan was considered satisfactory; however, we have noted that there is not yet a plan considering tariffs for operation and maintenance of the systems, which implies a risk for sustainability of these investments.

Besides, we should underline that sustainability of the administrative committees and of CODEMCO is doubtful if they cannot start parallel fund-raising processes to promote

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independence and self-sufficiency of these entities. Likewise, the plan must reinforce operation and maintenance of the projects to ensure sustainability.

RECOMMENDATIONS

It is important to implement mechanisms to ensure uniformity in the financial information of the whole Plan as it is extremely difficult to evaluate the Plan using the more than 40 identified groups of expenses.

Creation of the administrative committees and CODEMCO have ensured the existence of fundamental instances to achieve communal ownership and sustainability. However, it will be necessary to enhance ownership of these LDOs by the MG to guarantee sustainability.

Besides, we should underline that sustainability of the administrative committees and of CODEMCO is doubtful if they cannot start parallel fund-raising processes to promote independence and self-sufficiency of these entities. Likewise, the plan must reinforce operation and maintenance of the projects to ensure sustainability.

A plan for operation and maintenance of the drinking water and irrigation systems must be prepared, charging a minimum tariff for using these services.

The content of the projects must be adapted to a project profile that contemplates evaluation parameters.

The Plan has a **planning** mechanism at the overall level and at the community level, which has many strengths as regards the generation and formulation of projects in a highly participatory manner. However, this system lacks an initial socio-economic and technical analysis to enrich the methodology for prioritising projects. Moreover, it is necessary to include socio-economic and technical reporting on the scope, achievements and impacts of every project or activity as from the planning phase. The information is insufficient due to a lack of outcome indicators in the planning, follow-up and evaluation phases. Before starting an intervention in any area, it is important for NMA-B to first establish a baseline to measure success or failure of the intervention in the future. NMA-B must strengthen its team's capacity in this sense and include this element in its planning system.

ANNEXES