



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**

Danida

DECEMBER 2017

EVALUATION OF DANISH-BOLIVIAN COOPERATION 1994-2016





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Production: Evaluation Department, Ministry of Foreign Affairs of
Denmark, December 2017

Cover: Rikke Zeuner

Graphic Production: Datagraf Communications A/S

ISBN: PDF: 978-87-93616-30-1

ISBN: HTML: 978-87-93616-31-8

This report can be downloaded through the homepage of the Ministry of Foreign
Affairs www.um.dk or directly from the homepage of the Evaluation Department
<http://evaluation.um.dk>.

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CONTENTS

Acknowledgements	7
List of Abbreviations	8
Executive Summary	10
1 Introduction	16
1.1 Objectives, scope and focus of the evaluation	16
1.2 Overview of the evaluation report	17
2 Approach and Methodology	18
2.1 Main analytical principles and tools applied	18
2.2 Evaluation questions	20
3 Context of the Danish-Bolivian Cooperation	22
3.1 The Bolivian development context	22
3.2 Main strategies and policies guiding the Danish-Bolivian development cooperation 1994-2016	28
3.3 Key sectors supported	32
4 Public Sector Reform	33
4.1 Sector context	33
4.2 Immediate results from implementation of Danish assistance to the public reform sector	35
4.3 Achievement of longer term objectives – contributing and limiting factors	39
4.4 Danish value added and lessons learned in the sector	41
5 Indigenous Peoples Sector	42
5.1 Sector context	42
5.2 Immediate results from implementation of the Danish support to indigenous people	44
5.3 Achievement of longer-term objectives – contributing and limiting factors	47
5.4 Danish value added and lessons learned	50
6 Environment Sector	52
6.1 Sector context	52
6.2 Immediate results from implementation of the Danish environmental support	54
6.3 Achievement of longer term objectives – contributing and limiting factors	57
6.4 Danish value added and lessons learned	63
7 Agriculture and Production Sector	65
7.1 Sector context	65

7.2	Immediate results from the implementation of the Danish agricultural sector support	68
7.3	Achievement of longer term objectives – contributing and limiting factors	71
7.4	Danish value added and lesson learned	75
8	Education Sector	76
8.1	Sector context	76
8.2	Immediate results from implementation of the Danish education support	78
8.3	Achievement of longer term objectives – contributing and limiting factors	80
8.4	Danish value added and lessons learned	81
9	Conclusions	83
10	Recommendations	90
	Annexes	92
	Annex A: ToR	92
	Annex B: List of Persons Consulted	106
	Annex C: List of Documents reviewed	114
	Annex D: Overview of sector programme support	119

ACKNOWLEDGEMENTS

The evaluation team would like to acknowledge the many individuals who have contributed with their time, knowledge and views in support of this evaluation.

We would like to thank the large number key stakeholders in Bolivia, who have contributed with valuable inputs to the evaluation process through their participation in meetings, interviews and site visits. A particular thank goes to staff from the Danish embassy in La Paz, as well as to previous and current programme advisors, for their assistance to identifying relevant resource persons within Bolivia and to planning of the field missions.

We also wish to thank the members of the Evaluation Reference Group, for good discussions and constructive comments throughout the process.

LIST OF ABBREVIATIONS

APRODESA	Asociación de Productores Agropecuarios de la Provincia Saavedra del Departamento de Potosí
APSA	El Programa de Apoyo al Sector Agrícola /Agricultural Sector Programme Support
BIE	Educación Intercultural Bilingüe/Bilingual Intercultural Education
CEPOS	Consejo Educativo de Pueblos Originarios/Indigenous Peoples Educational Councils
CIDOB	La Confederación de Pueblos Indígenas de Bolivia/National coordinating body of indigenous peoples in Lowland
COMIBOL	Corporación Minera de Bolivia/State Mining Cooperation
CONAMAQ	Consejo Nacional de Ayllus y Markas del Qollasuyu / National Council for Ayllus and Markas Qullusuyo
COSUDE	Agencia Suiza para el Desarrollo y la Cooperación/Swiss Agency for International Development
CPST	Centro de Promoción de Tecnologías Sostenibles/The Center for the Promotion of Sustainable Technologies
CSO	Civil Society Organisation
DELA	Desarrollo Económico Local Agropecuario/Support to local economic development in agriculture and livestock in the departments of Potosí and Chuquisaca
DETI	Desarrollo Económico Territorial con Inclusión/Inclusive, Area-based Economic Development
DIMA	La Dirección de Medioambiente /Environmental Directorate
DKK	Danish Kroner
DL	Decentralisation Law
DP	Development Partners
DUF	Directorado Único de Fondos/Unified Directory of Funds
EE	Energy Efficiency
EMPODERAR	Emprendimientos Organizados para el Desarrollo Rural Autogestionario/National Programme under Ministry for Rural Development and Lands
ENDE	Empresa Nacional de Electricidad /The National Electricity Company
FAM	Federación de Asociaciones Municipales de Bolivia / National Federation of Municipal Associations
FASE	Fondo de Apoyo al Sector de Educación en Bolivia/Education Sector Support Fund
FELCC	La Fuerza Especial de Lucha Contra el Crimen/The Special Forces Against Crime
FGD	Focus Group Discussion
FNDR	Fondo de Desarrollo Rural / National Fund for Rural Development (departmental level)
GoB	Government of Bolivia

HDI	Human Development Index
IBE	Intercultural Bilingual Education
IGR	Institutional and Governance Review
ILO	The International Labour Organization
INIAF	Instituto Nacional de Innovación Agropecuaria y Forestal/ National Institute of Research and Innovation for Agriculture and Forestry
INRA	Instituto Nacional de Reforma Agraria/National Institute of Agrarian Reform
IP	Indigenous Peoples
ISALP	Investigación Social y Asesoramiento Legal Potosí/ Centre of Social Investigation and Legal Assistance of Potosí
ITM	Indigenous Territorial Management
LD/DL	Ley de Decentralización/The Decentralisation Law
LGA	Local Grants Authority
LIDEMA	Liga de Defensa del Medio Ambiente/Environmental Defence League
LPP	La Ley de Participación Popular/The Law of Popular Participation
MAS	Movimiento al Socialismo/Movement Towards Socialist Party
MDGs	The Millennium Development Goals
MPP	Ministerio de Participación Popular/Ministry of Popular Participation
NCG	Nordic Consulting Group (A/S)
NGO	Non-Governmental Organisation
NRM	Natural Resources Management
PAR	Proyecto Alianzas Rurales/Rural Alliances Project
PDES	
PDIA	Plan de Desarrollo Económico y Social/National Economic and Social Development Plan Problem-Driven Iterative Adaptation
PRI/IRP	Programa Reforma Institucional/Institutional Reform Project
PSAC	Programmatic Structural Adjustment Loan for Decentralisation
RE	Renewable Energy
SDG	Sustainable Development Goals
SEGIP	Servicio General de Identificación Personal /The national documentation service institution
SERNAP	Servicio Nacional de Áreas Protegidas/National Protected Areas Service
SPS	Sector Programme Support
TCOs	Tierras Comunitarias de Origen/Indigenous Community Lands
TIOCs	Territorios Indígena Originario Campesinos/Peasant Community Lands
TIPNIS	Territorio Indígena y Parque Nacional Isiboro-Sécure/ Indigenous Territory and Isiboro Sécure National Park
ToR	Terms of Reference
YPFB	Yacimientos Petrolíferos Fiscales Bolivianos

EXECUTIVE SUMMARY

EVALUATION BACKGROUND AND OBJECTIVES

The Danish-Bolivian development cooperation dates back to the 1970s. In 1994, Bolivia was selected as a priority country for Danish development aid. An embassy was opened in La Paz in 1995 and the first strategy for the bilateral cooperation was approved in 1997. A series of sector programmes were then agreed upon, focusing on agriculture, the environment, the rights of indigenous peoples and public sector institutional reform. An education sector programme was subsequently added to the cooperation.

The objectives of this evaluation are threefold: i) to document the changes and results achieved through the Danish-Bolivian cooperation from 1994 to 2016, with a particular focus on the period since 2002 (i.e. from the year that the last country evaluation was conducted); ii) to assess the specific value added of the Danish approach to supporting sustainable, rights-based development, including the ability to adapt assistance to changing contexts and the effectiveness of the partnership and; iii) to provide lessons learned that are relevant with respect to promoting sustainable, rights-based development.

The evaluation was undertaken between January and September 2017 through a combination of desk study, key informant interviews and fieldwork in Bolivia.

KEY FINDINGS FROM THE EVALUATION

Public sector reform support

The longer-term objectives of the Danish support to the public sector reform process have only been achieved in part. Despite notable progress during the first years of support, development within this sector gradually stagnated and success stories in later years were mostly isolated cases that did not contribute effectively to overall strategic sector development. Following the approval in 1994 of the Law on Popular Participation and Decentralisation in Bolivia, Danida contributed significantly to the rolling out of public services to geographically and socially excluded groups. However, the intention to strengthen sub-national governments in the absence of a strong central state and strong fiscal management systems led to confusion and conflicts between central and sub-national governments, diminishing state effectiveness and efficiency overall. Attempts were subsequently made to correct this by developing additional competencies at central government and

sub-national government levels, but these interventions were largely donor-driven and proved to be unsustainable.

Support to indigenous people

The support provided by Denmark since 1995 has significantly contributed to recognition of the rights of indigenous peoples in Bolivia. The technical and operational capacity of the National Institute of Agrarian Reform (INRA) has also been significantly strengthened and this was a crucial supporting factor for the agrarian revolution that made de-concentration and redistribution of land possible. Furthermore, Danish support for indigenous peoples' rights also enhanced the capacity of indigenous organisations and laid the foundation for development of a bilingual education model in Bolivia. Danida support also provided a basis for improved integrated territorial management, although the results of these efforts were less substantial.

Support to environment

Danida was a front-runner in supporting decentralised environmental management in Bolivia, and in developing and piloting new concepts for protected area management at local level. Danida is also seen as a first mover in demonstrating the feasibility of different types of Renewable Energy (RE) interventions in the country. The environmental sector in Bolivia has however proved to be very challenging to operate in, and it has been difficult to maintain and continue a number of the Danida-supported interventions after completion of the Danish support. Despite a relatively flexible and opportunity-driven Danish programmatic sector approach, focusing on locally identified problems and facilitating engagement with a broad group of stakeholders, it has proved difficult to "match" the frequent changes in political direction and management/ staff positions that have taken place within the supported institutions. This has hampered the sustainability of many interventions.

Support to agriculture

Danida has made a significant contribution to developing the capacity of national, departmental and municipal government in the agriculture sector and in developing national institutions to support small-scale farmers in the country. Many small producers, including indigenous people in the highlands, have benefitted from Danish assistance. A prime example of the Danish value added is the EMPODERAR-DETI model, which is now institutionalised within the Ministry of Agriculture. The flexibility and participatory approach of this model has made it particularly appropriate for interventions in poor and remote rural communities. The EMPODERAR-DETI model is now being replicated by other development programmes in Bolivia, including by government institutions.

Support to education

Although the specific Danish value added is difficult to assess given that the education sector programme has been implemented through a

basket funding modality, Denmark is recognised for its specific focus on the recognition of indigenous peoples' rights and on ensuring the right to intercultural bilingual education for all. Denmark played a key role in advocating for the development of alphabets and educational materials in 19 different languages, as well as for supporting Indigenous Peoples' Educational Councils to become key actors in the education sector. Denmark is acknowledged as a significant player within the sector, in emphasising flexibility of the approach, and in supporting nationally developed strategies and national systems, thereby enhancing local ownership of the programme.

CONCLUSIONS

The evaluation findings lead to the following principal conclusions in response to the Evaluation Questions (EQs):

EQ 1: What lessons can be learned from the partnership that may be relevant for Danish assistance elsewhere, for the Bolivian stakeholders and in terms of the sustainable development goals (SDGs)?

Firstly, where development programmes are implemented in complex and constantly shifting political and institutional contexts, it is necessary to apply a flexible, adaptive and opportunity-driven programmatic approach with short-term planning cycles and decision points. Secondly, the value added and sustainability aspects of capacity development interventions should be carefully considered with a particular view to power relations and incentives. Thirdly, the application of a dual track approach, working with both government and non-governmental organisations (NGOs) within the supported sectors, is an effective and preferred means by which to promote and support multi-stakeholder dialogue and cooperation.

In relation to the SDGs, the Danish assistance has provided a foundation for Bolivia to make progress within Education (SDG 4); Affordable and clean energy (SDG 7); and Life on land (SDG 15). The Danish support has also contributed towards the SDGs 1 (poverty) and 10 (inequality), but less so for the SDGs 5 (gender equality) and 16 (justice), due mainly to political and institutional challenges.

EQ 2: How has Danish assistance responded to changing needs, to policy reforms and to new opportunities in Bolivia?

The Danish assistance has demonstrated a relatively high degree of flexibility and ability to adapt to changing contextual circumstances and "windows of opportunities". The support to RE development as part of the Country Programme 2014-2018 is a good example of how the Danish assistance responded effectively to an emerging opportunity.

Following the enactment of laws on Decentralisation and Popular Participation in the mid-1990s, a key priority for Danida was to support the implementation of these laws across different sectors. After the

adoption of the Paris Declaration in 2005, Denmark had a strong focus on alignment and harmonisation issues and was a leading actor among development partners in Bolivia in supporting improved donor coordination and result-orientation, while at the same time insisting on stronger ownership and commitment from national counterparts.

EQ 3: What notable difficulties arose in the Danish-Bolivian partnership and how were the challenges overcome?

The major challenges in the Danish-Bolivian partnership arose in relation to the institutional support, mainly at central governmental level. Frequent changes in political direction and in management and staff within many of the supported institutions made it very difficult to maintain continuity and ensure ownership of the implemented activities. The use of a “dual approach” (engaging with both governmental and non-governmental institutions within all supported sectors) in the Danish assistance has been an effective means by which to overcome difficulties in the implementation process. The involvement of local and non-governmental organisations has created a diversified platform of project partners, which has been particularly useful both in situations where governmental institutions have been less cooperative and where it has been more relevant to work with NGOs (e.g. on social accountability issues). Critical political decisions imposed by the Danish government on the Danish development cooperation have also contributed to difficulties in the Danish-Bolivian partnership and have limited the impact of Danish assistance in some areas.

EQ 4: What concrete development results were achieved from 2002 to 2016?

Important development results have been achieved within all supported sectors during the evaluation period. These include: i) consolidation of the processes of decentralisation and public participation and provision of ID Cards to all citizens; ii) ensuring land rights and titling to thousands of indigenous people (covering a total of 24 million hectares of indigenous community territories between 1998 and 2010, out of which 12 million hectares were directly attributable to Danish assistance); iii) sustainable production and income increases for thousands of poor farmers, mainly through the successful EMPODERAR-DETI model; iv) adoption of the “shared responsibility” principle as well as various income-generating activities within protected areas, which have contributed significantly to the more sustainable management of national parks and; v) more and better access to education services, including for the indigenous population.

EQ 5: How effective has Danish assistance been in contributing to the development of institutions for sustainable and inclusive production as well as service provision in different sectors?

One of the most successful aspects of the Danish assistance has been the support to the development of institutions for sustainable and inclusive production and service provision. Important results have been

achieved from these investments such as the EMPODERAR-DETI model (agriculture), COMIBOL-DIMA (environment), INRA (indigenous peoples' land reform) and the Center for Cleaner Production Technologies.

EQ 6: What are the key long-term changes achieved across the Danish-Bolivian partnership between 1994 and 2016?

Danida has contributed to important transformational processes taking place in Bolivia over the past 20 years. In particular, Danish support to the processes of decentralisation and popular participation, to education (including bilingual) as well as to the enhancement of the rights, livelihoods and opportunities of indigenous peoples has contributed to fundamental changes in Bolivian society during this period. It is characteristic of the support provided to these sectors that it has mostly been opportunity-driven and that changes have occurred largely as a consequence of persistent and long-term Danish presence within the supported sectors. It could be argued that this assistance has also contributed to changing of mind-sets, opportunities and interactions among thousands of poor people living within remote local (indigenous) communities.

EQ 7: How has cooperation contributed to the enhancement of indigenous peoples' rights and livelihoods?

The support provided by Denmark since 1995 has significantly contributed to recognition of the rights of indigenous peoples in Bolivia. INRAs technical and operative capacities were significantly strengthened, which became a crucial supporting factor for an agrarian revolution that made de-concentration and redistribution of land possible. Support provided to the indigenous peoples' sector also contributed to enhancement of the capacity of indigenous organisations and laid the foundation for the design and development of a model for bilingual education in Bolivia. The Danish contribution to enhancement of indigenous peoples' rights and livelihoods has also come about through support of these rights within other sector programmes.

EQ 8. Are the changes arising from the cooperation programme likely to be sustained?

The key long-term changes mentioned above are likely to be sustained. These changes have come about over time, and although some momentum was lost after phasing out of the Danish assistance, the change processes seem irreversible. Other initial changes, in particular within public sector institutions, have been more difficult to sustain due to the challenge of ensuring institutional capacity, stability, ownership, progress and continuity within these institutional environments. The sustainability aspect should also be linked closely to the high risk-taking profile taken by the Danish assistance programmes.

RECOMMENDATIONS

The findings and conclusions from the evaluation lead to the following recommendations for Denmark's development cooperation globally:

Recommendation 1: At global level, Denmark's support for indigenous peoples' groups should remain at the top of the development agenda with a particular view to addressing the role and challenges faced by these groups in relation to sustainable forestry management.

Recommendation 2: Denmark should continue to maintain a high profile as supporter of the presence and participation of a broad group of both governmental institutions and NGOs in development interventions.

Recommendation 3: Gender equality is one of the SDGs and should be approached from both a strategic and operational perspective in all country programmes, based on a proper analysis of the contextual conditions and opportunities within the supported sectors.

Recommendation 4: Possibilities for testing/piloting more flexible and adaptive programmatic approaches (e.g. based on the Problem Driven Iterative Approach) should be further explored, as this may lead to more effective programme interventions and ultimately better results, especially in cases where state institutions are particularly unstable.

Recommendation 5: The conditions provided for phasing out of long-term Danish development cooperation programmes should allow more flexibility and longer timeframes for consolidation of results, as well as for planning future cooperation in areas considered of particular interest and potential.

Recommendation 6: The possibility for provision of more targeted support for developing adequate national capacities and framework conditions for RE development through Danish development assistance should be explored in relation to approval of funding for large RE investment funding by Danida Business Finance.

1 INTRODUCTION

1.1 Objectives, scope and focus of the evaluation

In order to assess the results and changes brought about by the Danish-Bolivian Development Cooperation from 1994 to 2016, Danida's evaluation department (EVAL) has commissioned Nordic Consulting Group (NCG) and Orbicon A/S to undertake an external independent evaluation of the programme.¹

The Danish-Bolivian development cooperation dates back to the 1970s. In 1994, Bolivia was selected as a priority country for Danish development assistance and an embassy was opened in La Paz in 1995. The first strategy for Danish-Bolivian development cooperation was approved in 1997. A series of sector programmes were then agreed upon, focusing on agriculture, the environment, the rights of indigenous peoples as well as on decentralisation and popular participation in development processes. Subsequently, an education sector programme was included, and support was provided to institutional reforms of the public sector.

In 2014, the Danish-Bolivian development cooperation changed from a sector to a country programme approach with three thematic programmes, namely promotion of inclusive and sustainable economic growth, promotion of exercise of rights and access to justice, and promotion of sustainable natural resource management and addressing climate change.

The objectives of the evaluation are threefold: i) to document the changes and results achieved through Danish cooperation with Bolivia from 1994 to 2016, with an emphasis on the period from 2002 (i.e. the date of the previous evaluation); ii) to assess the specific value added of the Danish approach to supporting sustainable, rights-based development, including the ability to adapt assistance to changing contexts and the effectiveness of the partnership, and; iii) to provide lessons learned that are relevant with respect to promoting sustainable, rights-based development.²

1 The evaluation team from NCG-Orbicon comprises: Carsten Schwensen (Team Leader), Louise Mailloux, Jose Manuel Ramos, Adam Behrendt and Louise Scheibel Smed.

2 Ref. ToR, Section 2: Objectives.

According to the Terms of Reference (ToR), it is expected that the evaluation “...will tell the story of Denmark in Bolivia over the past 20 years”. This should include exploring the value added of the cooperation, and an “unpacking” of the Danish-Bolivian partnership that has been at the core of the assistance programme since the 1990s. The value added arising from Danish engagement with a range of Bolivian institutions is considered to be of particular interest.

1.2 Overview of the evaluation report

This introductory section (Chapter 1) is followed by a brief presentation of the approach and methodology applied for the evaluation (Chapter 2). Chapter 3 presents an outline of the Bolivian and Danish development context of particular relevance for the cooperation and the evaluation. The five sectors covered by the evaluation are also briefly presented in this section. Chapters 4 to 8 present the achievements, including contributing and limiting factors, and the particular value-added and learning related to the Danish support within each of the five supported sectors. The conclusions are reached by answering the EQs in Chapter 9, and Chapter 10 contains the recommendations from the evaluation.

2 APPROACH AND METHODOLOGY

The evaluation is conducted in accordance with OECD Standards for Development Evaluation (2010), Danida Evaluation Guidelines (2012) and Danida Evaluation Policy (2016). Key aspects of the approach and methodology applied are briefly presented below.

2.1 Main analytical principles and tools applied

The overall approach to data collection and analysis is theory-based, using a mixed-methods approach, combining quantitative data analysis with qualitative methods. The evaluation has mainly made use of secondary quantitative data to indicate possible changes and outcomes occurring as a result of support from Danida as sole bilateral donor or in multi-donor funded interventions, supplemented with data collected directly from the field.

The evaluation has made use of different qualitative methods; both to fill in gaps where limited or no quantitative data are available, as well as to help explain any possible data observations. In addition, the approach takes into account the many complexities associated with these type of large portfolios, comprised of a multitude of actors and interests, and with a diverse set of outputs, outcomes and potential longer-term impacts at different levels.

CONTRIBUTION ANALYSIS

The evaluation focuses on the *contribution* of the Danish-supported interventions to wider development results. A thorough understanding of development within the different sectors during the Danish-Bolivian cooperation is therefore important in order to assess the Danish contribution versus the contribution of other factors, including changing contexts and support provided by other development partners (DPs), non-governmental organisations (NGOs) etc.

PROBLEM DRIVEN ITERATIVE APPROACH

In addition to the more traditional assessment tools, the evaluation also makes use of key principles from the Problem Driven Iterative Approach (PDIA), which offers a consistent and systematic framework for evaluating interventions implemented over a long timeframe. The PDIA is concerned with challenges in governance and how governments and organisations in the developing world are working with reforms.

In an evaluation perspective, PDIA proposes a way forward in assessing reform efforts through four core elements: (1) a focus on solving local problems which are defined by national and local stakeholders in the country/region itself as opposed to imposing external “best practice” solutions (particularly useful for assessing some of the interventions in Potosí, Chuquisaca and Amazonas); (2) the extent to which an environment for decision-making has been created that encourages piloting initiatives and experimentation; (3) embedding of experimentation in compact feedback loops that facilitate learning; and (4) engagement of broad sets of stakeholders to ensure that democratic reforms and changes are viable, legitimate, relevant, and supportable.

The evaluation has been framed around a consideration of these four overarching principles of PDIA. Box 1 below explains how these principles have been applied to this evaluation.

BOX 1: PDIA PRINCIPLES APPLIED FOR THE EVALUATION

Principle 1: Focus on solving locally identified problems (as opposed to transplanting pre-conceived and packaged “best practice” solutions). *What does this mean for the evaluation?* It has been important for the evaluation to assess how potential partners have analysed the specific context, identified problems and proposed solutions which are locally driven by the communities or stakeholders with whom they are working.

Principle 2: Create an authorising environment for decision-making that encourages ‘positive deviance’ and experimentation (as opposed to designing projects and programmes and then requiring agents to implement them exactly as designed). *What does this mean for evaluation?* The evaluation has considered how the programme cooperation has enabled problem-driven ‘positive deviance’ which has allowed partners to adapt quickly to changes in the context and provided them with support to take considered risks as part of the learning process and the route to positive change.

Principle 3: Embed this experimentation in compact feedback loops that facilitate rapid experience learning (as opposed to enduring long lag times in learning from ex post “evaluation”). *What does this mean for the evaluation?* The evaluation has assessed to what extent the programme cooperation has encouraged experimental learning with evidence-driven feedback loops built into regular management that allows for quick adaptation.

Principle 4: Actively engage broad sets of actors to ensure that changes are viable, legitimate, relevant and supportable (as opposed to a narrow set of external experts promoting “top-down” approaches). *What does this mean for the evaluation?* The evaluation has assessed to what extent the programme cooperation has identified and engaged a broad set of actors (state and non-state) to build synergies and connections, and create momentum.

2.2 Evaluation questions

Box 2 below sets out the specific Evaluation Questions (EQs) from the ToR that will be answered through this evaluation. The evaluation has reorganised the EQs in line with the OECD-DAC evaluation criteria (see Box 2). The EQs will be answered in the Conclusions (Chapter 9) in this particular order. A synthesis of changes and results achieved as well as the value added (VA) and lessons learned (LL) from the Danish assistance is incorporated in the EQ answers.

BOX 2: THE EVALUATION QUESTIONS

DAC criteria	Evaluation Questions
Relevance	Q1 (8). What lessons can be learned from the partnership that may be relevant for Danish assistance elsewhere, for the Bolivian stakeholders and in terms of the sustainable development goals (SDGs)? (LL)
Efficiency/outputs	Q2 (4). How has Danish assistance responded to changing needs, to policy reforms and to new opportunities in Bolivia? (VA) Q3 (7). What notable difficulties arose in the Danish-Bolivian partnership and how were the challenges overcome? (LL)
Effectiveness/outcomes	Q4 (2). What concrete development results were achieved from 2002 to 2016? Q5. How effective has Danish assistance been in contributing to the development of institutions for sustainable and inclusive production as well as service provision in different sectors? (VA)
Impact	Q6 (1). What are the key long-term changes achieved across the Danish-Bolivian partnership between 1994 and 2016? Q7 (3). How has cooperation contributed to the enhancement of indigenous peoples' rights and livelihoods?
Sustainability	Q8 (6). Are the changes arising from the cooperation programme likely to be sustained? (VA)

The EQs will be answered by use of the evaluation approaches presented above and by conducting the activities outlined below.

MAIN ACTIVITIES CARRIED OUT TO GATHER EVIDENCE:

Review of available documentation and data (including programme documents, reviews, completion reports and other evaluation studies) and undertaking of a portfolio analysis.

Interviews with key stakeholder residing outside Bolivia (including previous and current Danida staff, previous Danida programme advisors and consultants)

Two missions to Bolivia (Inception Mission from 6 to 9 February, 2017, and Field Mission from 25 March to 8 April, 2017) included the following main activities:

- Interviews with key stakeholders in La Paz (including from ministries and related institutions and agencies, other DPs, ex-Ministers, civil society organisations (CSOs) representatives, consultants, researchers, current and former advisors and embassy staff)
- Field visit to the Department of Potosí (to cover indigenous people, agriculture/production and environment sectors)
- Field visit to the Department of Pando (environment and agriculture/production)
- Field visit to Chuquisaca and Toro Toro (environment)
- Field visit to the Department of Santa Cruz (indigenous people, public sector reform)
- Field visit to Sucre (public sector reform)

3 CONTEXT OF THE DANISH-BOLIVIAN COOPERATION

3.1 The Bolivian development context

The Bolivian economy has progressed remarkably since 2000. The GDP per capita almost doubled in real terms between 2005 and 2014, converting Bolivia into a lower middle-income country. The economic growth has been due to a favourable external environment (i.e. price of hydrocarbons and minerals) combined with prudent macroeconomic policies.

The economic development has significantly reduced poverty³ and the Gini Index fell from 0.60 to 0.47 in the period between 2005 and 2014. In the same period, the public sector showed rapid growth.⁴ Bolivia, like most countries in Latin America, has been urbanising rapidly since the mid-1980s; the tipping point came in 1983 when the urban population surpassed the rural populations. In the 2012 census 67.5% of the population resided in urban areas.

The UNDP's Human Development Report 2015 states that Bolivia's Human Development Index (HDI) value for 2015 is 0.674, which put the country in the medium human development category, positioning it at 118 out of 188 countries and territories. Between 1990 and 2015, Bolivia's HDI value increased from 0.535 to 0.674, an increase of 26%. In the same period, Bolivia's life expectancy at birth increased by 13.6 years, meaning that years of schooling also increased, by 1.8 years, and expected years of schooling increased by 2.5 years.

THE POPULATION

Bolivia remains a country with an extremely high percentage of indigenous and native peoples compared to the other countries in the region. These indigenous peoples groups have historically been systematically excluded from the nation's social, economic and political life through a series of formal and non-formal rules and practices.

3 While 59% of the Bolivian population lived in moderate poverty in 2005, this was down to 39% in 2014.

4 The Bolivian state's general budget grew from 20,456 million Bolivianos (52% as a percentage of GDP) in 2005 to 217,139 million (82% of GDP) in 2016.

It is important from the outset to differentiate indigenous peoples into at least two major groupings, which are both historical and actual. The first group would be largely defined as the highland Aymaras and Quechuas (the latter are descendants of the Incas and other major civilisations that spanned the Andean region); and the second much smaller, but equally excluded and marginalized groups living in the lowland, Amazonian and Chaco regions.

Highland groups had limited and smaller amounts of land, which they farmed intensively as there were a greater number of people to support. Lowland groups have historically utilised much larger areas of forested lands and rivers for their livelihoods, which explains the difference between the land claims of each of these groups that Danida would come to support in different ways. These distinctions are of particular importance from 2006 and onwards after the Movement Towards Socialism (MAS) government came into power, supported by the highland indigenous majority and initially also by the lowland groups. However, subsequently major political and social unrest started to come from lowland groups as highland settlers encroached on their territories.

ECONOMIC, SOCIAL AND POLITICAL DEVELOPMENTS

In 1985, Bolivia embarked on a comprehensive programme of structural reforms aimed at stabilising the economy and at removing structural constraints to promote faster economic growth and increases in productivity. The reform process produced some positive effects, such as the consolidation of macroeconomic stability, strengthening of key economic and political institutions and large investment flows from abroad to key sectors of the economy. The discovery of sizable natural gas reserves greatly improved the country's prospects of attaining faster growth and development. Gas has accounted for roughly half of Bolivia's total export during the past decade.

The 1994 Law for Popular Participation (LPP) ensured decentralisation by transferring 20% of taxes to municipalities. Likewise, the Government of Bolivia (GoB) enacted an innovative privatisation law entitled the 1994 Law of Capitalisation, which attempted to address weak state-run enterprises from resource extraction to service delivery, and using part of the funds made from concessions granted to primarily international companies to start a major social security programme for all Bolivians. However, this forced many former state-employed workers into unemployment (particularly in the mining and hydrocarbons sectors), provoking mass migration to the urban centres of La Paz and Cochabamba). Additionally, this led to much higher levels of foreign investment, particularly in hydrocarbons and telecommunications, with the former resulting in a major discovery of previously unknown natural gas reserves.

3 CONTEXT OF THE DANISH-BOLIVIAN COOPERATION

At the end of the 1990s, a combination of factors increased opposition to the reforms and caused a widespread perception that the reform programme was not benefitting the poorest segments of society. This resulted in the forced resignation of President Sánchez de Lozada, and then of his vice-president, Carlos Mesa, whose major achievement was to hold the 2004 referendum on natural gas to ensure that the population would benefit. The subsequent rise to power of the MAS in January 2006 continued the reversal of these reforms.

The “process of change” championed by Evo Morales and the MAS had to some extent already been formulated in 2003 in the October Agenda. It embodied, among other things, three main interrelated programmatic objectives: a rewriting of the constitution to include a range of indigenous rights, the renationalisation of the hydrocarbons industry that had been privatised by Lozada in the mid-1990 and more generally the reversal of the neoliberal model inherited from the past with a view to defend Bolivia’s “economic sovereignty.”

The 2003 October Agenda included a commitment to the renationalisation of oil and gas, a process initiated with the Hydrocarbons Law passed in 2005. In May 2006, the new government announced plans to complement the law by forcibly changing the contracts with international companies from production association to service contracts. It also increased sharply the amount of tax that the companies would be obliged to pay. The result was that the state-owned petroleum company, Yacimientos Petrolíferos Fiscales Bolivianos (YPFB), became once more a principal actor in the industry, having been turned into a paper entity by the reforms of the 1990s. Secondly, the state became solvent for the first time, following decades of fiscal deficits funded only by aid flows or drawdown of debt. Bolivia also profited in these years from the high prices of oil and gas.

While at first the state sector found itself unable to spend the new financial resources at its disposal, gradually Bolivia was able to ramp up public investment, generating both increased economic potential and helping to create gainful employment. Road-building programmes, for example, generated plentiful new job opportunities. The GoB also introduced a number of social programmes designed to tackle deeply rooted poverty, including two conditional cash transfer schemes aimed at nursing mothers and families with school-aged children, as well as a significant expansion of the existing universal pension. The installation of piped domestic gas supplies and freezing of energy prices for domestic consumption significantly reduced people’s household energy bills.

Though it did not lead to the expulsion of foreign companies in the oil and gas industry, the so-called nationalisation of hydrocarbons formed part of a wider policy to reverse the liberalising economic reforms and to reassert the role of the state in the productive sphere. Progressively,

companies that had been partly privatised in the 1990s reverted to state control, including those in the energy and telecommunications sectors. Bolivia was now able to resist the need to seek financial aid from the International Monetary Fund (IMF) and World Bank, also benefitting from the multilateral debt-reduction schemes conceded to Bolivia under previous governments. It also turned its back on the free trade liberalisation initiatives advocated by the United States and the European Union, signing up instead to the Venezuelan-inspired Bolivarian Alliance for the Peoples of Our America (ALBA) and becoming an observer (and later member) of Mercado Común del Sur (MERCOSUR). The GoB also declared a policy of “Cooperation Sovereignty”, demanding that all international cooperation agencies aligned with the National Development Plans, exercising a more rigorous vigilance of their activities.

From the start, President Morales set out to demonstrate his government’s intention to reduce dependence on Washington and to develop new bilateral partnerships, based on Bolivia’s proud nationalist tradition. This was also seen as a justified reaction to the tendency of the U.S. embassy in La Paz to meddle in the country’s domestic politics to the extent of who should (or should not) be designated for public office, leading to the expulsion of the U.S. ambassador in September 2008, the U.S. Drug Enforcement Administration (DEA) later that year, and finally USAID in 2013.

The elaboration of a new Constitution had long been a demand of pro-indigenous organisations, particularly those of the eastern lowlands, which had staged a number of protest marches from 1990 onwards. The previous Constitution dated from 1967, though it had been amended several times since then. Among the first acts of the new government was to call for elections to a constituent assembly to draft the new Constitution. The elected assembly began its deliberations in August 2006, dominated by delegates from the MAS and social movements, but lacking the two-thirds majority needed to approve the new Constitution. Although the debate over the Constitution took much longer than originally planned and significant concessions had to be made to accommodate the conservative opposition, agreement was finally reached toward the end of 2008. The text was put to a referendum in January 2009 and approved by 62% of those who voted.

The 2009 Constitution⁵ has been widely lauded for the extension of rights to indigenous peoples. Symbolically, it replaced Bolivia’s official title as a “republic” by calling it a “pluri-national state,” a state composed of numerous ethnic “nations.” It evoked traditional indigenous

5 Article 30 of the Constitution refers to rights of territory, culture, intercultural education, consultation (in instances of resource extraction), participation in the benefits of natural-resource exploitation, and to self-government within indigenous territories.

3 CONTEXT OF THE DANISH-BOLIVIAN COOPERATION

values and provided a legal basis and gave pride of place to the indigenous concept of *Buen Vivir* (living in harmony with both neighbours and with nature), re-baptized by the MAS as *Vivir Bien*. The Constitution also provided special representation in congress for indigenous peoples (though not as much as had originally been offered), guaranteed the use of traditional forms of justice in accordance with customary practice, and afforded these rights also to Afro-Bolivian communities. With the new Constitution, Bolivia became the first country to codify into domestic law the various stipulations contained in the 2007 UN Declaration on the Rights of Indigenous Peoples. The Constitution recognized the existence of the country's 36 "nations", who make up roughly 60% of the population.

After Morales achieved re-election in December 2009 for a further five-year term, his second term in office was dedicated in large measure to translating the new Constitution into law and trying to implement its main provisions. Policies to redistribute land in favour of peasant and indigenous communities were thus slowed down. With Santa Cruz as the main source of food for an increasingly urbanized population, policies in favour of agribusiness were a further sign of rapprochement. It soon became clear that, in contrast to the first term in which the October Agenda had pre-established the main priorities, Morales's second term did not include the same level of reforms and policy-making. Dissent quickly made itself felt, as the GoB encountered awkward policy choices. Formerly loyal social movement allies showed that their ongoing support could not necessarily be taken for granted.

A major challenge for the Morales administration came at the end of 2010, when the GoB introduced an abrupt adjustment to the domestic price of fuel⁶ in an attempt to improve the operational balance of the state-owned petroleum company YPFB. The price hike resulted in disturbances by groups that had previously been allies of the government.

A second major bout of protest arose in 2011-2012, when indigenous groups from the eastern lowlands rejected government plans to build a road through a protected indigenous area known as the TIPNIS (Indigenous Territory and Isiboro Sécure National Park). Two large marches were staged from Trinidad to La Paz, bringing together indigenous groups from both the highlands and the lowlands, as well as a group of former government supporters defending indigenous rights and the natural environment in this highly biodiverse area. The GoB ended up giving way and abandoning its road project for the time being, but not without creating lasting animosity.

6 The subsidizing of petrol was cancelled but was reintroduced within a week.

A third major mobilisation was staged by the mining cooperatives in 2016 in protest against aspects of the GoB's proposed mining law. The GoB opted to make concessions but, ultimately, forced the *cooperativistas* to renounce their principal demand. There were also other less serious bouts of conflict during these years that resulted in loss of reputation and protracted disputes with specific groups of workers (such as doctors, health workers, and the police)⁷.

These conflicts brought about significant splits over policy, with sectors and movements that had endorsed the October Agenda and backed Morales for president in 2005 splitting away from the government. The TIPNIS dispute brought to an end the so-called Pacto de Unidad (Unity Pact), first created in 2004 to support the MAS. The most serious divisions were with the Confederation of Indigenous Peoples of Eastern Bolivia (CIDOB) in the lowlands and with the National Council of Ayllus and Markas of Q'ollasuyo (CONAMAQ) seeking to reinstate indigenous forms of organisation in the highlands.

Increasingly, the GoB appeared to be adopting policies that ran in opposition to its professed commitments to the environment and indigenous values (i.e. caring for the Pachamama-Mother Earth). These centred on the strategy to promote extractive industries, in particular hydrocarbons, in the knowledge that exports, economic development, and growth all depended on them. The need to discover new gas reserves involved exploration on indigenous territories in the east. Behind the TIPNIS dispute lay the fear that this area would be opened up to hydrocarbons exploration as well as other forms of economic exploitation. At the same time, the GoB's professed long-term economic objectives increasingly represented a shift away from the promotion of peasant and indigenous economic interests. By 2010, there were clear signs that the land-reform policies pursued during Morales's first term were being wound down and that, in their place, new emphasis was being put on the need for food security.

In the second half of 2016 La Paz was hit with a major water crisis, as was the rest of the western highlands particularly affecting Potosí, which is still suffering from the lack of sufficient water supply. After decades of worsening drought, and following a strong 2014-2016 El Niño, Bolivia declared a state of emergency, with 125,000 families under severe water rationing, receiving supplies only once every three days. The water allocation for these families was only enough for drinking. Hundreds of thousands beyond this hardest hit group also suffered from some form of water restrictions. The Department of Potosí continues to face severe

7 These cases include a march of people from Potosí to La Paz and blocking of the central city for three weeks in July 2015 as well as a three-month long protest in central La Paz in 2016 on demands from disabled persons for a one monthly payment, refused by the GoB due to austerity.

water shortages, and there are serious doubts about the capacity of the country to ensure a clean drinking water supply to all of its inhabitants in the future.

The room for manoeuvring for CSOs not aligned with the MAS has been greatly reduced, both for national CSOs and international NGOs. The expulsion of the Danish NGO IBIS at the end of 2013, for allegedly providing support to the indigenous protest march around the TIPNIS project, and the decision to not renew the convention of the German Konrad Adenauer Foundation, which supports indigenous peoples' participation in democracy, bear witness to this. At the same time, Bolivia has dropped radically on the Press Freedom Index ranking since the MAS government assumed power; from rank 16 of 168 countries in 2006 down to rank 97 of 180 countries in 2016.

Danish cooperation has been influenced by the above-mentioned changes in government policy and, as a result, has adapted its programming approach, including policies and strategies. The next section will describe the main strategies and policies guiding the Danish-Bolivian development cooperation in the period from 1994 to 2018 and the timeline at the end of the section will illustrate how Bolivian and Danish contextual factors fed into the development cooperation.

3.2 Main strategies and policies guiding the Danish-Bolivian development cooperation 1994-2016

The overall aim of the Danish-Bolivian cooperation is to alleviate poverty through economic growth with a specific focus on vulnerable and poor population groups such as indigenous peoples, as well as the environment. Based on this overall objective, different Danish development strategies and policies have guided the Danish-Bolivian cooperation in the period between 1994 and 2016 (see box below).

An overview of the overall objectives of the Danish-Bolivian cooperation and main sectors supported are presented in Table 1 below.

DANIDA OVERALL POLICIES AND STRATEGIES:

- A Developing World: *Strategy for Danish Development Policy towards the Year 2000*, 1994
- A World of Difference: *The Danish Government's Vision for New Priorities in Danish Development Assistance 2004-2008*, 2003
- A World for All: *Priorities of the Danish Government for Danish Development Assistance 2008-2012*, 2007
- Freedom from Poverty – Freedom to Change: *Strategy for Denmark's Development Cooperation*, 2010
- The Right to a Better Life: *Strategy for Denmark's Development Cooperation*, 2011.
- Strategic Framework for Priority Area: *Growth and Employment 2011-2015*, 2011
- A Greener World for All: *Strategic Framework for Natural Resources, Energy and Climate Change*, 2013

TABLE 1: STRATEGIC PRIORITIES IN THE DANISH BOLIVIAN COOPERATION FROM 1994 TO 2016

Strategy	Overall objectives	Main Sectors
<i>Strategy for the Danish Cooperation with the Republic of Bolivia 1997</i>	<ol style="list-style-type: none"> 1. Support to productive sectors that contribute significantly to economic growth and sustain the poorest Bolivians 2. Support to decentralisation of the public sector and enhancement of administrative capacity in municipalities, prefectures and the central government 3. Support to public institutions and local organisations promoting the interest of indigenous peoples 4. Promotion of sustainable development for the environment 	Agriculture Environment Indigenous Peoples' Rights Decentralisation Popular participation
<i>Strategy for Development Cooperation between Denmark and Bolivia 2005-2010</i>	<ol style="list-style-type: none"> 1. Promotion of good governance, public sector reform, national reconciliation, dialogue and conflict management, human rights, democracy and gender equality, and indigenous peoples' rights through thematic support and support to the sector programme for indigenous peoples 2. Sustainable economic growth for poverty reduction through support for agriculture and the environmental sector in the poorest regions of the country 3. Development of human resources through support for indigenous peoples and the education sector 	Agriculture Environmental protection (pollution control) Justice sector Indigenous Peoples' Rights Education Institutional reform
<i>Denmark-Bolivia Partnership policy 2013-2018</i>	<ol style="list-style-type: none"> 1. Promotion of inclusive and sustainable, green economic growth 2. Promotion of political and civil rights for all 3. Promotion of sustainable natural resource management. 	Agriculture Private sector Justice sector Human Rights Natural Resource Management Climate change Public sector

As Table 1 illustrates, the Danish-Bolivian collaboration has been characterised by support to agriculture, public sector development (including decentralisation), environment, education and not least, indigenous peoples' rights. These sectors were prioritised throughout the collaboration with varying degree of emphasis in the different periods. For instance, whereas indigenous peoples' rights were emphasized explicitly in the first two strategies, the most recent strategy included this aspect as part of an overall support to the justice sector, with a focus on promoting political and civil rights for all, and not explicitly for indigenous peoples. With the new Bolivian Constitution emphasising the pluri-national state and recognition of indigenous peoples' "nations", an explicit focus on indigenous peoples' rights was deemed less relevant.

The first country strategy for Bolivia was presented in 1997, and was drawn up in accordance with the Strategy for Danish Development

3 CONTEXT OF THE DANISH-BOLIVIAN COOPERATION

Cooperation towards the Year 2000. Its overriding objectives were to support the ongoing political and economic reforms and activities aimed at reducing poverty in Bolivia with particular emphasis on efforts to promote the interest of indigenous peoples.

In 2002 the Danish-Bolivian collaboration from 1994 to 2001 was evaluated. The evaluation covered Danish support to agriculture, environment, indigenous peoples, popular participation and decentralisation, institutional reforms and local grants. Overall, the evaluation found that the collaboration had been focused, transparent and relevant. It stressed that Danida occupied a unique position as regards the support to indigenous peoples and that sector support to agriculture, environment and indigenous peoples was relevant in terms of Bolivia's decentralisation and capacity development efforts. According to the evaluation, *"the primary challenge lies with the institutionalisation of programme management structures at all three levels of Bolivian administration, in order to secure the development of sustainable management capacities"* (Evaluation 2002) but it was recognised that national frameworks were not fully in place.

A key recommendation of the evaluation was to separate support to indigenous peoples and popular participation from support to decentralisation, and to give priority to indigenous peoples. This recommendation culminated in 2004 with first the "Bridging for Support to Indigenous Peoples" and later the "Sector Programme in Support of Indigenous Peoples' Rights" which was initiated in 2005.

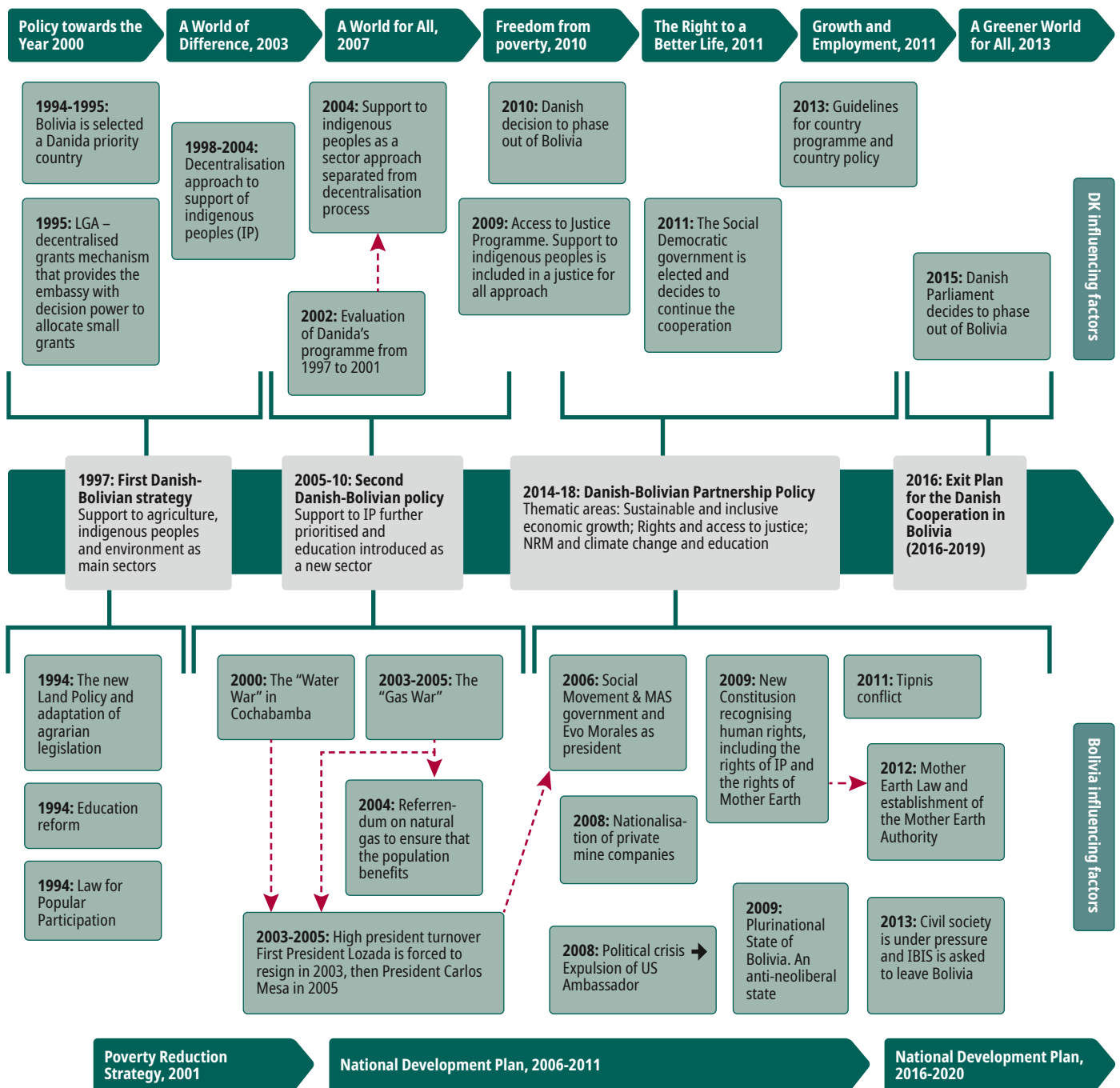
The 2002 evaluation also found Danish development assistance to be flexible in design and implementation, and flexibility in the cooperation was highlighted as a corner stone in the 2005 strategic framework. The Strategy for Development Cooperation between Denmark and Bolivia 2005-2010 had a more explicit focus on social sectors and education became a priority sector in correlation with discussions on Bolivia's poverty reduction and the national development strategy, which was finally approved in 2006. This focus was also in line with the Millennium Development Goals (MDG) agenda.

The Strategy for Denmark's Development Cooperation "The Right to a Better Life, 2011/2012", adopted in 2011, had the dual purpose of reducing poverty and promoting human rights – expressed through four strategic priority areas: 1) Human Rights and Democracy; 2) Green Growth; 3) Social Progress; and 4) Stability and Protection. The Denmark-Bolivia Partnership Policy for 2013-2018 was drawn up in accordance with this strategy in the aftermath of the decision first to phase out the Danish development assistance to Bolivia (early 2010), then the decision by the newly elected social democratic government in Denmark to reverse this decision (late 2012). The policy reflects a focus on economic growth in terms of a continuation of priorities within agricultural productions with

an emphasis on green growth and sustainable development. Climate change was introduced as a priority in the Danish-Bolivian cooperation agreement reflecting the Danish government’s priorities domestically as well as abroad.

Influencing factors of the Danish-Bolivian cooperation are illustrated in Figure 1 below.

FIGURE 1: TIMELINE OF MAJOR EVENTS INFLUENCING THE DANISH-BOLIVIAN COOPERATION



3.3 Key sectors supported

The timeline below indicates the time span for Danish interventions in different sectors in Bolivia. It is made up of all sector support programmes between 1998 and 2016. A black separation line within sectors reflects a transition between phases

TABLE 2. TIMELINE FOR SECTOR PROGRAMME SUPPORT AND OTHER LARGER PROGRAMMES 1998-2016

Sector	98	99	00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16
Public Sector Reform		[Blue bar]								[Blue bar]									
Agriculture		[Yellow bar]				[Yellow bar]						[Yellow bar]							
Environment		[Red bar]						[Red bar]											
Indigenous People	[Grey bar]				[Grey bar]														
Education								[Red bar]				[Red bar]							
Country Programme ⁸																			[Blue bar]

In the following chapters, the key findings are presented from the assessment of the Danish-Bolivian development cooperation within each of the five sectors.⁹ A detailed overview of the sector programme support is included in Annex D.

8 In the Country Programme, both the agriculture and the environmental sectors are included as Thematic Programmes. Support Public Sector Reform and Indigenous People is included under a broader Access to Justice Thematic Programme.

9 The support to Public Sector Reform and Indigenous People is included as “sector” support.

4 PUBLIC SECTOR REFORM

4.1 Sector context

The Danish assistance to the public sector reform process was shaped by and responded to the major GoB-led reforms during the evaluation period. The Sanchez de Lozada government (1993-1997), marked the ambitious implementation of a number of major reforms to the public sector, which would demarcate the strategies and mechanisms of the support provided by Denmark and other DPs for the next two decades. These were principally the LPP (1994), the Decentralisation Law (DL, 1995), the Capitalisation Law (1994) and the Educational Reform Law (1994).¹⁰ The coalition government (1997-2001)¹¹ essentially continued to implement the major reforms passed by the Sanchez de Lozada government.

The period from 2002 to 2005 was a politically unstable period with three different presidents in less than four years. In addition, this period was mostly characterized by a constant high level of social and political unrest as well as the carrying out of a country-wide National Dialogue (2003-2004) to create a constituent assembly to design and pass a new Constitution by incorporating more fully the concerns of the indigenous peoples and the social and private sectors. Concerns, which were also expressed at the time by the international community. From a public sector reform perspective, the processes that were initiated during the previous periods were continued.

The MAS government elected in 2006 marked an unprecedented change in Bolivian politics and the policies of the Bolivian state, to which Danida modified and adapted its approach, but not the focus of its assistance. However, the MAS government maintained and continued more or less with the overall public sector reforms passed by previous governments, including maintaining strong macroeconomic discipline, decentralisation, improving transparency and accountability, and strengthening citizen identity and inclusion.

10 More details on the changes and events on these key policies can be found in the context section.

11 National Democratic Action Party coalition government of ex-General Hugo Banzer (1997-2001).

4 PUBLIC SECTOR REFORM

The overall purpose of the Danish support to the public sector in Bolivia can be characterised, during the evaluation period, as consisting of efforts to improve the performance of the public sector through strengthening key laws, institutions and processes. This was accomplished through support to strengthening of both the capacity and the transparency of the Bolivian state at all levels in order to become more effective in its service delivery; and through strengthening citizen participation within the changing state administrative structures and processes brought about by, in particular, implementation of the LPP and the DL. These twin governance objectives focused on the overall goals of reducing poverty, achieving the MDGs, and reducing inequality between social, economic, geographical, and ethnic and gender groups throughout Bolivia.

The Danish support basically focused on three main areas: i) support to the Popular Participation and Decentralisation reforms (LPP and DL), which created processes of social inclusion and delegated budgets; ii) core competencies to municipal and departmental governments and institutional reform at the central government level aimed at improving effectiveness, transparency and accountability of key government agencies; and iii) the component (introduced in 2007) addressing access to justice and interventions to support the justice system.

Changes in the Danish assistance strategy and approach were a reflection of both internal and external factors occurring during the evaluation period. However, it is important to note that overall, the main change in the Danish support to the Bolivian public sector reform process since 1998 was related to the elements included in the Justice Sector Reform Programmes from 2009. Essentially, all previous public sector reforms had been based on the two major reforms of popular participation/ decentralisation and institutions and remained so throughout the 20-year period.

TABLE 3: PUBLIC SECTOR REFORM AND JUSTICE SECTOR

Programme	Components	Year	Grants (DKK million)
Institutional Reform Project (IRP/PRI)	<ol style="list-style-type: none"> 1. Performance-Oriented Management and Evaluation 2. National Integrity/Combating Corruption 3. Civil Service Reform 4. Organisational Restructuring 	1999-2007	80.0
Modernisation of the Public Administration (Pro-Reforma)	<ol style="list-style-type: none"> 1. Modernisation of the public sector at the central level government (continuation of the goals of the PRI program) 2. Modernisation of the public administration at decentralized levels 	2007-2013	110.0
Pro-Justicia	<ol style="list-style-type: none"> 1. Institutional strengthening of the justice sector 2. Voice, accountability and empowerment in the defence of rights. 3. Access to formal, alternative and community justice at the local level 	2009-2014	80.0
Promotion of Exercise of Rights and Access to Justice	<ol style="list-style-type: none"> 1. The right to identity for all and public sector reform; 2. Access to justice 3. Combating violence against women. 	2014-2018	125.0
Total funding for public sector and justice programmes			395.0

4.2 Immediate results from implementation of Danish assistance to the public reform sector

POPULAR PARTICIPATION AND DECENTRALISATION REFORMS

During the first phase of Danish support (1999-2007) the focus was on supporting the implementation of the LPP and the DL, in particular the creation of municipal governments and accompanying civil participation and oversight processes. This support, aiming at strengthening of the incipient processes of decentralisation and improved citizen voice and oversight in two selected departments of *Potosí and Chuquisaca*, achieved mixed results in terms of capacity building. The support to municipal infrastructure projects contributed to some improvements and the programme was able to improve the participation of indigenous peoples, women, and other socially excluded groups within the new municipal spheres. However, the technical assistance approach proved problematic, as the consultants who were primarily La Paz-based professionals were often perceived as outsiders. The large discrepancies in their salaries vis-a-vis mayors and municipal technicians, as well as the lack of a sustainable approach to maintaining this assistance, all contributed to a discontinuation of this support.

4 PUBLIC SECTOR REFORM

During the following period (2007-2013) of assistance, Danida used the experiences generated through the pilot sectoral programme to move to a much wider approach, supporting the LPP along with other DPs contributing to a SWAP modality. Various DPs, led by the World Bank, supported a major policy-based lending instrument known as the Programmatic Structural Adjustment Loan for Decentralisation (PSAC). As a result of the PSAC programme, the spread and use of state fiscal resources and budgets changed dramatically, showing greater response to local needs and more evenly distributed budget expenditures across geographically poorer regions. This led to more investment in social development, thus confirming Danida's justification for support to this programme.¹²

In this period, Danish assistance was also influential in helping to establish partnerships between central government ministries and agencies and between and among municipalities (*mancomunidades*) and municipal associations. In particular, Danida supported the National Federation of Municipal Associations (FAM Bolivia) through small grants (which continued under the PROREFORMA umbrella programme) to act as both a provider and sharer of technical assistance, as well as to advocate for increased and improved decentralisation. Danida also provided direct funding to selected Departmental Associations of Municipalities in Potosí and Chuquisaca and groupings of municipal governments at the intra-departmental level (*mancomindades*) in Potosí and Chuquisaca.

Finally, during this second phase of support, Danida influenced and strengthened elements of two basket funds led by the World Bank (the PSAC and the Participatory Rural Investment Programme, Phase Three (PDCR 3)). These interventions focused more on citizen participation and social inclusion components, leading to the development of participatory instruments and increased participation by indigenous peoples within municipal government processes and elected bodies. This is demonstrated by the fact that in the second election of municipal governments, more than half of the mayors in the 345 municipalities were people of indigenous origin. In terms of participation of women, evidence is less clear regarding their formal inclusion in municipal governments and development processes – perhaps given cultural patterns regarding

12 A recognised research paper published by Faguet concluded that “before LPP, the 308 municipalities divided amongst them a mere 14% of all devolved funds, while the three main cities took 86%. After decentralization (LPP) their shares reversed to 73% and 27% respectively. The per capita criterion resulted in a massive shift of resources in favour of smaller, poorer districts”. The research paper goes on to point out that “A more important and telling change was to the composition of investment...in years leading up to reform central government invested most in transport, hydrocarbons, multi-sectoral, and energy, which accounted for 73% of public investment during 1991-1993...after decentralisation (LPP) local governments invest most heavily in education, urban development and water and sanitation, together accounting for 79% of municipal investments”.

the direct participation of women. However, women were playing an increasingly important role in influencing the shape of municipal budgets (e.g. increased expenditure on education and health care) and participated more widely in oversight activities.

In the third phase of Danish assistance (from 2014 and onwards) the modalities of support changed once again into a more piecemeal approach offering funding for a large number of smaller initiatives in support of decentralisation and autonomous policies. The aim of this was to allow sub-regions to become official state entities endowed with administrative and financial powers. This process has not advanced very far at the time of this evaluation, with only one autonomous indigenous government (Charagua) being formally recognized. The decentralised state structure under which “prefects” were converted to “governations” and where governors as well as the departmental level legislatures are elected, has remained the primary focus for continued decentralisation.

REFORM OF STATE INSTITUTIONS

In the area of the reform of state institutions and the civil service at the national level, the Danish assistance contributed to tangible improvements in the operation of the National Customs Agency, the National Tax Agency, and to a lesser extent the National Roads Agency. Danida, along with other DPs such as the World Bank, Dutch and Swedish cooperation, responded to an analysis on the weaknesses of the Bolivian public sector outlined in the Institutional and Governance Review (IGR) “From Patronage to Professional State” (2000) carried out by the World Bank. This report came to form the foundation for the design of the first major *Institutional Reform Programme* (PRI), carried out from 1999 to 2008, which initially contributed to significant increases in the strengthening and more effective operation of the above-mentioned three key agencies important to the public sector. The PRI was implemented through three main funding programmes/phases that changed over time and responded to changing external and internal circumstances.

The most rapid and successful gains from the PRI occurred under the leadership of Jorge Quiroga (who assumed the presidency in 2000-2001). Gains were first visible in the National Customs Agency: a new law governing the actions of the agency was designed and passed in 1999 (Law 1990), the agency was re-staffed with “merit based” personnel and new information technologies were introduced. This led to an immediate change in performance with customs revenues, which increased more than 10% during its first year in operation following the reform.¹³ This positive experience with customs made it the “model” through which attempts were made to implement similar reforms in the National Tax

¹³ IGR “Patronage to Professional State”. World Bank, 2000.

4 PUBLIC SECTOR REFORM

Agency and the National Roads Service. The reforms were also successful in the Ministry of Finance, and the National Tax Agency attached to it, which led to better managing of the macroeconomic framework of Bolivia and a steady increase in the quantum of taxes collected. Amongst the three agencies, the National Road Service proved the most difficult one to adopt the basic elements of the reform such as a merit-based civil service, more autonomy from political changes, and more transparent use of funds. The “Evaluation of the Danish-Bolivian Development Cooperation 1997-2001” (2002) concluded that the PRI at that time provided a positive example of “...Denmark’s involvement and strong leadership in a complex political and economic reform process”.

The second phase of Danish support to the PRI was more piecemeal during the transition period; and then reinstated as a major component of the umbrella public sector support programme PRO-REFORMA (2007-2010)¹⁴, which also achieved results but in a more limited and less focused way. A lesson learned from the first PRI phase included not to rely on World Bank implementation and monitoring mechanisms that were considered too unresponsive to the bilateral DPs inputs, regardless of their financial contributions. The need to be more flexible and opportunistic vis-à-vis achieving results, and to avoid blueprint approaches and expectations of how effective a merit-based civil service could be under the traditional political management of the state administration were not fully recognised. The strategy taken under PROREFORMA attempted firstly to maintain the gains that had already been obtained, which allowed Denmark to respond rapidly to windows of opportunity to support smaller and more modest changes to the public sector and the three selected agencies.

JUSTICE SECTOR REFORM

Danida has been able to enter into the area of Justice Sector Reform by using small and progressive interventions largely through international and local NGOs – although only obtaining modest results. The interventions began during the time of the transitional period leading up to the government of Evo Morales. In that period, Danida was able to build sufficient trust through formal and informal high-level dialogue, which made it possible to enter into a difficult and delicate area of Justice Reform, where many other DPs in the past had tried and failed to be able to engage in a meaningful way.

14 PRO-REFORMA had many sub-components, which included support to the post PRI project together with Holland and Sweden, the PIA program focusing on laying the legal and normative groundwork for reducing corruption in government; several components related to strengthening the decentralisation and popular participation programs such as funds channeled through the Participatory Rural Investment Project. These programs worked to support the World Bank, which after the close of the PRI credit did very little to pursue this type of reform.

An area where the Danish assistance has been a clear champion is in relation to Citizen Registration and the provision of ID cards. Denmark is currently the only DP providing direct support to the national documentation service institution (SEGIP) where measurable results have been achieved and which is still operational. One particular successful intervention has been the Danish support to citizen registration cards (ID cards) through strengthening of the SEGIP institution with databases, fingerprint identification devices, while at the same time supporting the process of passing the competency for issuing ID cards from the National Police to SEGIP. The use of mobile brigades has now reached every corner of the country and nearly two million undocumented Bolivians have received their ID cards since 2009. The average cost of getting an ID card has fallen from anywhere over 120 BS (about USD 12) to the current price of 17 BS (about USD 1.75). This money is directly deposited into a bank account (to avoid and prevent corruption), and the average time to obtain an ID card has been reduced from weeks or months to just two hours if the necessary documentation is presented (basically a birth certificate).

Finally, equipment, instruments and technology provided by Danish support over the past 20 years are still contributing to improved popular participation, decentralisation, and fiscal transparency. In some cases, Danish support has been taken over by other DPs and the GoB. Examples and evidence of this include the effectiveness and autonomy of the SEGIP, automatic fiscal transfers to sub-national governments, as well as oversight and increased transparency in the three major National Service Agencies (e.g. public disclosure of salaries, internal documents, and performance) by multiple levels of central government.

4.3 Achievement of longer term objectives – contributing and limiting factors

Overall, the longer-term objectives of the Danish support to the public sector reform process have only been partly achieved. Despite notable progress during the first years of support, the development within this sector gradually stagnated and success stories became mostly isolated cases that did not effectively contribute to overall strategic sector development. This happened for various reasons:

Popular participation and decentralisation contributed to the expansion and rolling out of the Bolivian state to both geographically and socially excluded groups. However, the intention to strengthen sub-national governments without a truly strong central state and strong fiscal management systems led to continued confusion and conflicts between central and sub-national governments, diminishing state effectiveness and efficiency overall. In addition, limited focus at the outset on the productive/economic development support role and function of sub-

4 PUBLIC SECTOR REFORM

national governments led to less than effective achievements in poverty reduction and sustainable economic development. Later on, attempts were made to correct this by developing additional competencies and capacity building, both at central government and sub-national government levels. These interventions were, however, largely donor-driven and proved not to be sustainable.

From an effectiveness perspective, the Danish assistance to the Bolivian public sector reform process has suffered from too much reliance on the central government and the World Bank as implementers. There has been a lack of direct hands-on supervision and support, particularly during the later phases of the PRI, where it increasingly became difficult to build further on earlier gains. In addition, the dynamics and support to the reform processes within the central government system faded, resulting in a fairly low and successively declining rule of law, weak comparative performance in terms of state effectiveness and the weak implementation of the regulatory framework.¹⁵ Taken together, these factors contributed to the need for developing new approaches, including a return to more emphasis on working through civil society, national and international NGOs, and the use of more diplomatic means to achieve goals and objectives. However, this also led to more fragmentation and smaller financial commitments across a wider range of implementers and actors, often making it more difficult to effectively supervise and manage.

At sector level, the main problems and challenges have remained the high levels of political and administrative instability. Many of these issues are far beyond the control of Danida or any other DP. The continued absence of a stable and well-trained civil service (new ministries and vice ministries as well as central agencies have continuously been reinvented in the constitutional changes adopted during the past 20 years) at all levels of government remains a serious and as yet unmet challenge for the effective and sustainable implementation of any programme focusing on state reforms.

As an additional factor, DPs, including Danida, were slow to respond to demographic trends demonstrating that the majority of Bolivians were migrating to reside in the large and intermediate cities, and therefore missed the opportunity to work on much-needed reforms in major cities. The complexity of implementing popular participation and effective decentralisation within large urban centres was underestimated in the provisions under the original Bolivian laws and policies, and there was a major gap in the support from DPs to develop instruments and approaches that would be effective in more complex large urban environments.

15 World Bank Governance Indicators 2016.

4.4 Danish value added and lessons learned in the sector

Overall, Danish assistance to the Bolivian public sector reform process has been characterized by a long-term commitment and support to the continuity of key reforms during extremely difficult political and social changes occurring in the country. This has been possible primarily through the proactive role and engagement of the Danish embassy that has demonstrated strong leadership in building trust with partners, who have often had conflicting political and social interests and agendas. This was demonstrated during government transitions as well as during the period following the election of the MAS government and its leader Evo Morales.

Denmark is consistently singled out as being one of the few DPs that did seek to engage with the MAS government and has continued to do so, seeking to “work with the government you have”. Danish ambassadors and advisors built trust through use of formal as well as informal channels. This included bringing different sectors and political interests together (as the MAS party was composed of many different social movements, which often had different priorities and interests) as well as seeking to promote dialogue within the MAS government itself and between the MAS government and other actors. It was also stressed by key stakeholders, that Danish ambassadors worked to emphasise opportunities and act on them quickly in order to gain trust; they managed the aid instruments to make them more flexible and better able respond to opportunities as they arose, as well as engaging constructively in policy dialogue with the government.

Small financial contributions used to contract technical advisors and place them in strategic key positions within government agencies improved overall performance and implementation of Danida public sector programmes and projects during the period. These advisers championed their areas and helped assist in overseeing and guiding difficult reform processes from within, as well as providing timely and important information needed in order to correct and address difficulties before they reached a critical level that could affect the continuation of important key elements of the supported reforms.

5 INDIGENOUS PEOPLES SECTOR

5.1 Sector context

Danida initiated its support based on the recognition and application of indigenous peoples' rights in Bolivia in 1995 through a pilot project with the Sub-Secretary of Ethnic Affairs. This support later became a component of the Sector Programme for Indigenous Peoples, Decentralisation and Popular Participation, implemented between 1998 and 2004 (see table below for overview of components). In Phase 1, a decentralisation approach was adopted, focusing on popular participation, and the inclusion in the public sector of the needs and rights of indigenous peoples.¹⁶ A strong focus was on intercultural bilingual education, titling and ordering of Indigenous Community Lands (SAN-TCO), as well as support for Indigenous Territorial Management (GTI) in the Indigenous community lands, primarily in the lowlands.

A second phase of sector programme support to the Rights of Indigenous Peoples in Bolivia was implemented from 2005 to 2010.¹⁷ Phase 2 focused on rights, which implied working simultaneously at different levels (policies, institutional framework, direct support and specific activities). It considered indigenous territories as the basic units for action and supported the indigenous organisations as its main stakeholders, always with the "double-track" strategy of balancing support to these organisations and government institutions.

The basic theory of change behind the programme interventions can be expressed as follows: If the rights of indigenous peoples are recognized in the country's normative sphere, and they are incorporated into public policies, including formal recognition of their rights to land and territory, and if they possess, legally and formally, the resources, tools and capacities to manage their Indigenous Community Lands, then it will substan-

16 The general objectives for phase one of the sector programme was "improved living conditions of the indigenous population through greater political and economic participation in the development process", while "the appliance of the rights of indigenous peoples as defined in the ILO convention 169 and the Law 1257 of Bolivia in the framework of democratisation and poverty reduction" was adopted as the general objective for phase two.

17 In that phase, the programme development objective was established as: "Achieving the application of the rights of indigenous peoples stipulated in the International Labour Organization's Convention No. 169 (ILO C-169), Law 1257 of 1991, within the framework of democratisation and poverty reduction".

tively contribute to the strengthening of the identity and development of indigenous peoples as defined in ILO Convention 169 and the Universal Declaration on the Rights of Indigenous Peoples. This would eventually contribute to the goal of reducing poverty and exclusion of indigenous peoples overall.

From 2010 to the date of this evaluation, Danida has continued to support the strengthening of indigenous peoples' rights indirectly through other sectorial interventions and in its last Country Programme.¹⁸

TABLE 4: OVERVIEW OF PROGRAMMES AND COMPONENTS TO SUPPORT TO INDIGENOUS PEOPLE

Programme	Components	Year	Grants (DKK million)
Various project support¹⁹		1995-1997	36.06
Support to the participation of indigenous people in the process of decentralisation.	<ol style="list-style-type: none"> 1. Support to decentralisation and popular participation 2. Support to the development of indigenous peoples' rights 3. Support to bilingual intercultural education in Bolivian lowlands 4. Titling and ordering of indigenous of community lands in Oriente, Chaco and the Amazon 5. Support to Land Titling and Sanitation (TCOs) 6. Support to Territorial Management in TCOs (pilot) 7. Support to Civil Society Organisations 8. Support to IP of Potosí: Peasant Investigation and Support Centre (CIAC) and Institute of Legal Advice of Potosí (ISALP) 	1998-2004	277.0
Bridging for support to Indigenous People		2004-2004	5.6
Sector programme in support of indigenous peoples' rights, phase II	<ol style="list-style-type: none"> 1. Mainstreaming of indigenous peoples' rights 2. Titling and ordering of Indigenous Community Lands 3. Indigenous Territorial Management 	2005-2010	194.0
Total funding for Indigenous Peoples Sector			512.7

18 For example, after 2010, the basket fund for the education sector was explicitly directed to the development of bilingual intercultural education through the Ministry. There was even an earmarked support for CEPOS (organisations working with social participation of indigenous peoples).

19 See Annex D for full overview.

5.2 Immediate results from implementation of the Danish support to indigenous people

INCREASED LEGAL RECOGNITION OF PROPERTY RIGHTS OF THE INDIGENOUS COMMUNITY LANDS

The Danish contribution to guaranteeing the rights of indigenous peoples to community and territorial property has been significant. Not only was the right to land and territory (as stipulated in ILO Convention 169 and the Declaration on the Rights of Indigenous Peoples) enshrined in the current Constitution (2009), but also a public policy of land redistribution recognising indigenous communities was elaborated and implemented. Approximately 24 million hectares of indigenous community territories (23% of total Bolivian territory) were titled and ordered between 1998 and 2010, and around half of these entitlements (12 million hectares) are directly attributable to Danish assistance.²⁰

The Danish assistance has therefore made an important contribution to an effective enforcement of the Bolivian agrarian legislation. The implementation strategy followed a differentiated approach in order to strengthen capacities both with state entities and with CSOs and indigenous peoples, the so-called “double-track strategy”. Support was provided to the National Institute for Agrarian Reform (INRA), strengthening its technical and operative capacities for demarcation (identification and measurement of indigenous community territories) and titling of indigenous territories. Prior to the Danish support, INRA did not have the necessary technical capacity to comply with the regulations adopted in the National Agrarian Reform Services Law in Bolivia of 1996. For many key stakeholders (including INRA officials), this is considered part of an agrarian revolution that made de-concentration and redistribution of land possible. At the same time, indigenous organisations were supported through its coordinators, federations and NGOs, the most important being the two large indigenous organisations; CIDOB²¹ in the lowlands and CONAMAQ²² in the highlands, as well as the NGO, ISALP²³ in Potosí. These in turn directly supported the indigenous peoples in their territorial demands and in the development of indigenous territorial management plans. This was done through the sector programmes in support of indigenous peoples’ rights, Phase 1 and Phase 2 between 1998 and 2010. Both programmes had a component aimed at titling and ordering as well as to promote indigenous territorial management.

20 Final report INRA 2010-2015.

21 CIDOB -Confederation of Indigenous Peoples of Bolivia (Confederación de Pueblos Indígenas de Bolivia)

22 CONAMAQ -National Council of Ayllus and Markas del Qollasuyu (Consejo Nacional de Ayllus y Markas del Qollasuyu)

23 ISALP -Legal Advice Potosí (Asesoramiento Legal Potosí)

The agrarian reform process resulted in fulfilment of a historical demand in the country, which had an impact beyond the indigenous territories. A total of 135 Indigenous Community Lands (TCO: Tierras Comunitarias de Origen) were titled and ordered, directly benefitting more than 300,000 indigenous people. This process reconfigured the national map of Bolivia, and cannot be reversed. The legal security of having TCOs titles is in fact a good guarantee of sustainability, although the risks of portioning, sale, underutilisation or misuse of land are latent, given the lack of an effective national model for indigenous autonomy and territorial management.

The agrarian reform process has strengthened awareness among the indigenous peoples in the TCOs on the necessity to defend their territories and natural resources, particularly in the lowland areas, stimulating coordinated actions for this purpose. However, a problem that has arisen since 2012 is that the large indigenous peoples' coordinators have come into conflict with the GoB, especially after the TIPNIS case.²⁴ Today they are divided and have very little strength. The GoB position is that they, as an indigenous government, do not need intermediary organisations to work with indigenous peoples.

STRENGTHENED SUSTAINABLE INDIGENOUS TERRITORIAL MANAGEMENT

The Danish assistance contributed to establishing of an initial basis for Indigenous Territorial Management (ITM) in the Indigenous Community Lands, through the development of a normative framework, policies and specific actions. At the same time, a large number of assessments, communal plans and regulations, Indigenous Community Lands Statutes and ITM Plans were elaborated and implemented, including initiatives based on the sustainable management of natural resources. The approach to ITM was adopted because it represented the possibility of designing and implementing effective and sustainable demonstration

24 The TIPNIS case represents the most emblematic case reflecting the current context of Bolivian tension in relation to the development model. Before TIPNIS, the government of the Pluri-national State fostered major normative changes and even supported the titling and re-ordering process in TIPNIS. Nevertheless, in 2011 Morales initiated construction of a highway through the TIPNIS without consulting any of the three indigenous tribes holding ownership of the reserve, under "national benefit" arguments. The indigenous peoples of TIPNIS empowered and with knowledge of their rights, largely thanks to support from Danida and other allies, opposed what they considered a violation of their community and indigenous rights. The Morales' government temporarily retracted on this plan when confronted with hundreds of anti-highway protestors, which had completed the 580-kilometer march from the TIPNIS to La Paz. The government gave in to indigenous demands and suspended the TIPNIS highway construction, only to be persuaded otherwise a few months later by a counter-march of TIPNIS highway supporters. As a result of the TIPNIS conflict, the Unity Pact supporting Morales government fell apart, leaving the position of the government in political limbo as the dispute between indigenous Amazonians and colonists has escalated (Achtenburg 2011).

models for management of indigenous territories. On the one hand, the model was based on respect for the cosmovision and customs of the indigenous peoples, while on the other hand it generated alternatives for the improvement of the economic, political, social and environmental conditions of the indigenous population.

However, the effectiveness of the support provided to ITM has been limited. Although key stakeholders acknowledge the visionary and ambitious concept and outline of the ITM, they also consider that there was a lack of clarity and consensus among the actors about what and how it would be achieved. An example of this is that although there were plans for ITM, budgets were not guaranteed. The feasibility and sustainability of the proposed activities were not discussed in depth, particularly the productive ones, and an accompanying long-term education process was not incorporated into the implementation plan.

Given the complexity of this process and the considerable results achieved in terms of land titling and ordering, many key stakeholders consider it a missed opportunity that Danida decided not to continue directly supporting the work on ITM through a third programme phase, precisely at the end of the titling and ordering of the territories. This did not happen, mainly due to two circumstances. Firstly, due to the momentous changes from 2006 following President Evo Morales' election to the presidency, it was expected that the continuity of achievements would be a priority task of the GoB. Nevertheless, the GoB never took the responsibility to translate the law into effective policy. At the same time, when Denmark decided to continue the development assistance to Bolivia in 2012, the assistance focused on only three (instead of the previous four) sectors, leaving out support to the Indigenous Peoples Sector.

STRENGTHENED INTERCULTURAL BILINGUAL EDUCATION

The Danish assistance laid the foundation for the design and development of an Intercultural Bilingual Education (IBE) model in Bolivia.²⁵ The first programme phase included a component through which an IBE model for the lowlands was pioneered. A written form of language and educational material were produced for 19 different ethnic groups and two Indigenous Peoples' Education Councils that were formed in the lowlands, and these are still in use.²⁶

Although the IBE component was not formally included in the second phase of programme support to indigenous peoples, Danida did not

25 The substantial support to IBE by IBIS in coordination with the Embassy is also widely recognized.

26 Numbers extracted from PCR from phase one of the Sector Programme and the publication *The Rights of Indigenous People, The Cooperation between Denmark and Bolivia (2005-2009)*.

stop supporting and promoting this issue. Lobbying and technical assistance were carried out in order to influence the Ministry of Education to incorporate indigenous peoples' rights to education in its policies. This is visible from the advances in the content of curricula, the elaboration of a strategy on Educational Units, the creation of Education Councils, and the revision of the strategic plan on teacher training. Furthermore, support to the Indigenous Peoples' Education Councils (CEPOS) continued directly until 2014, as well as to the Ministry of Education for working towards IBE. A major result during that period was the new Education Law (the Abelino Siñani law) and the creation of a Pluri-national Institute of Language and Culture. A new set of integral regulations as well as a formal academic curriculum based on an intercultural and multilingual approach were developed, although with considerable challenges for implementation.

5.3 Achievement of longer-term objectives – contributing and limiting factors

Generally, Danish assistance has provided an important contribution to the achievement of the longer-term objectives of the two sector programmes, although their accomplishment still faces significant challenges. Danida is recognized as a key player in contributing to the transformation of the Bolivian State through its intervention for the inclusion of indigenous peoples and recognition of their rights in public life. It is clear that the support given by the international community, in particular by Denmark since 1995, contributed in a significant manner to the recognition of the rights of indigenous peoples.

When analysing the Danish contribution, it is important to refer to the basic processes set in motion through the growing recognition of indigenous peoples' rights to land during the evaluation period. Initially, the legal framework created in 1997 and implemented through INRA allowed for indigenous peoples, groups and nations to make demands on the state to formally recognize and then receive communal title to these lands. This came about largely through the action of lowland social movements spurred by donor-funded NGOs supporting indigenous groups in the Bolivian lowlands. In the highlands, the impetus to realise rights to land resulted from a much earlier process started by the 1952 agrarian revolution, which resulted in the formation of the dominant political party in Bolivia (the National Revolutionary Movement – MNR, the party of Sanchez de Lozada and several subsequent presidents). The promises of agrarian reform were not realised in the aftermath of the revolution, but happened through a slow process in which hacienda lands were occupied and seized by local communities between 1953 and the 1990s.

Given that the more recent mobilisations and claims were made through the series of famous marches made by lowland indigenous groups (the Marches for Territory and Dignity 1990), the INRA reforms concentrated on the concept of firstly delineating and then handing land ownership title of large territories in the lowlands over to their indigenous occupants. Attempts were made by INRA to apply this approach to highland areas, but these soon became bogged down given the realities of the large number of claims for much smaller pieces of land and was modified later in 2009-2010 under the new Constitution to the concept of creating Peasant Community Lands (TIOCs). These differences, along with the changes brought by the LPP and the decentralisation processes, were captured and acted on by Danish support to indigenous peoples in a diversified way in the highlands and lowlands, both through Danish sectorial programmes and by the support provided through Danish funded NGOs (such as IBIS) and local NGOs.

However, while legal frameworks, including the Constitution, now fully reflect respect and recognize the rights of indigenous peoples, there are still many challenges given the overall weakness of state institutions at all levels and the weak overall respect for rule of law. It remains to be seen how these will ultimately benefit both highland and lowland indigenous groups, as the current government tends to favour its own supporters in the highlands and highland settlers in the lowland areas. Nevertheless, one might argue that the reconfiguration of the social context of a State with high discrimination to one of greater inclusion and empowerment, particularly of highland indigenous people, will reap benefits for these groups.

The process of supporting the ITM in the Indigenous Community Lands was interrupted after 2010 when tailor-made Danish assistance ended. One of the Guarayo people interviewed for the evaluation expressed it as follows: *"With the support of Danida we learned to take our first steps, but they left before we could walk alone"*. After Danish support ended, the GoB did not translate the law into effective policy, particularly in lowland indigenous territories and overlapping protected areas – rather they promoted extractive approaches, favouring rapid economic growth and natural resource exploitation. From 2010 to date, only one Autonomous Territory, Charagua, has been established. At the same time, indigenous peoples and their organisations lack the financial resources and technical capacity to carry out otherwise well-developed and designed management plans. ITM therefore remains a huge challenge in Bolivia.

Another important limiting factor, pointed out by stakeholders, is that the Danish support for indigenous people in Bolivia became blurred at the end of the second phase of the Sector Programme. After the termination of the second Indigenous Peoples Sector Programme phase, Danish support to indigenous peoples was supposed to be applied as a crosscutting element. Nevertheless, this was done only to a limited

extent through the education programmes, particularly through IBE, in the environment and NRM sector, through work on protected areas (particularly in the lowlands), and in the Agriculture and Production Sector (particularly in the highlands where most of the programmes support focused on Quechua or Aymara farmers).

Furthermore, the existing government public policy to support the rights of indigenous peoples, and in particular ITM, may be inadequate. Key stakeholders perceive a double discourse by the Pluri-national Government, as well as a lack of political will to translate norms and public policies into budgets and specific actions that translate into real changes in the life of the indigenous population and the preservation of their environment. In the latest change of ministers (January 2017), the Ministry of Autonomy was degraded to a Vice-Ministry. At the same time, the implementation of a fiscal pact to resolve the demand for recovery of the tax on hydrocarbons, has been pending for years.

The GoB, for its part, recognises difficulties as part of the process. It points out that compliance with regulations and the effective implementation of public policies is directly related to 1) having the necessary budget and 2) a clear delimitation and assumption of competencies at the different levels of government (central, departmental, municipal, autonomous territories, etc.). In addition, a natural overlap between protected areas and indigenous territories may put the sustainability of the territories at risk from the perspective of a “Mother Earth” cosmovision. More than 90% of the protected areas are located in indigenous territories. However, there are no large-scale best-practice experiences in joint territorial management. Rather, a considerable threat due to the extractive activities can be observed. This puts the sustainability of the territories from the perspective of a “Mother Earth” cosmovision at risk.

A final limiting factor is the great risk of social conflict between peasants (interculturals²⁷) and indigenous peoples in the Lowlands. Government-led as well as spontaneous immigration of peasants or highlands indigenous people (officially known as “interculturals” but still referred to by most people as “colonisers”) to the lowlands, is taking place at an increasing pace. This creates conflicts and politicisation primarily in the territories claimed by the original lowland indigenous residents and communities, which have yet to be titled. No specific government strategy to mitigate this risk has been developed.

27 The “interculturals” are Aymaras, Quechuas, Guarani, and other indigenous peoples who have emigrated from the highlands of the Andes to the lowlands and urban areas in search of better living conditions. The concept of “interculturals” was introduced in the new Constitution.

5.4 Danish value added and lessons learned

It is clear that the Danish support provided since 1995 contributed in a significant manner to the recognition process of the rights of indigenous peoples. Nevertheless, the impacts identified are the product of a process that developed in the country independently of the involvement of the Danish cooperation and which have numerous converging causes that do not depend on the actions or strategies of one or several players. Having said that, a crucial value added of the support from the Danish cooperation was that it framed itself within the struggle of the historically discriminated indigenous peoples and, together with other bilateral cooperation, took the deliberate choice of effectively supporting their rights.

Another important value added, recognized by various governmental and civil society actors, is the long-term projection based on sectoral support, as well as the flexibility to adjust the strategy between the first and second phases, based on a good reading of context and opportunities, formulating and pursuing a clear theory of change. Hence, the cooperation strategy adopted for the second programme phase and the follow-up to the 2002 evaluation are recognized as relevant to the context, flexible and with a human rights-based approach. The strategy adopted for the second phase of the Indigenous Peoples Sector Programme (2005-2010) was hence a key driver for the success and results obtained in relation to titling and ordering of indigenous community lands and its profound impact on the strengthening of the rights of indigenous people in Bolivia.

The “double-track” strategy, understood as the inclusion of both state institutions and representative organisations of the indigenous people in the programme implementation was key to the achievement of results. The strengthening of state actors such as INRA, which endorsed the methodologies and tools generated and maintains them to date, was widely acknowledged by interviewees consulted during the evaluation. National organisations representing IPs such as CIDOB also became reference points in the design of ITM methodologies, particularly in the late 1990s and early 2000s. However, politically-induced fragmentation and divisions and the overall decrease in DP and NGO support to these organisations have weakened them. The strong focus on partnerships and alliances was considered innovative in the Bolivian context and led to creation of inter-sectoral alliances and articulations, to improve conflict management and to facilitate the achievement and appropriation of results. This focus was later to become an important component in a human rights-based approach.

Many of the key players also pointed out that Danida’s support was a pioneer for development of the ideological and political constructions around indigenous peoples’ ancient practices. Both the social move-

ments and the sectors that exercise the political power have defined the theoretical bases for what could eventually become a new development model different from the one based on the individual and private appropriation of wealth that had dominated the country. This perspective is reflected in an explicit manner in the concept of “Living Well” (Buen Vivir) incorporated by the GoB in the current Constitution and secondary laws.

6 ENVIRONMENT SECTOR

6.1 Sector context

In order to support capacities to implement the Bolivian Environmental Law (1992) and as part of its commitment to support the decentralisation of environmental management administration and responsibilities, the Danish government decided, in the late 1990s, to support an environmental sector programme (1999-2005) focusing mainly on development of capacities for environmental management at regional and local levels. This included support to infrastructure investments, use of environmental management systems as well as a number of training and awareness-raising activities. In line with Danish development priorities to focus the support on the poorest areas of the country, the Departments of Potosí and Chuquisaca were selected as focus areas for the environmental management programme. This geographical choice also provided opportunities for cooperation and synergy with the decentralisation and agricultural sector programme initiatives supported by Danida in the same two departments.

In addition to supporting environmental management in Potosí and Chuquisaca, this first phase of the Environmental Sector Programme also focused on mitigation of pollution in the mining sector and from industries, as well as improving the environmental knowledge and education of the local population. At central government level, institutional support was provided to the Vice Ministry of Natural Resources and Environment (later the Vice Ministry of the Environment).

The scope and focus of the second programme phase (2006-2013) was adjusted from the first phase, given a Danish political decision to focus on fewer and more strategic implementing partners in the sector programmes. Based on this, it was decided to phase out the support to decentralised environmental management in the municipalities of Potosí and Chuquisaca.²⁸ Instead, the second phase of the programme included substantial support to improving protected areas management, including strengthening of the National Protected Areas Service (SERNAP, *Servicio Nacional de Áreas Protegidas*). The Vice Ministry of Water Resources and Irrigation was also supported to implement the national plan for integrated water management. The support to mitigate pollution caused

28 A two-year “consolidation phase” was included for these activities.

by the mining sector (support to the Environmental Directorate (DIMA, *Dirección de Medioambiente*) of the State Mining Cooperation (COMIBOL, *Corporación Minera de Bolivia*) and by industries (support to the Centre for Promotion of Sustainable Technology (CPTS, *Centro de Promoción de Tecnologías Sostenibles*) was continued from the first phase.

In addition, the second phase included support to environmental research activities to the national programme for integrated water resource management as well as specific support to civil society organisations (through the Environmental Defence League (LIDEMA, *Liga de Defensa del Medio Ambiente*) to raise awareness and capacities on environmental issues. Geographically, the second phase of the programme covered a wider area than the first phase.

Due to the decision by the Danish government in early 2010 to phase out development cooperation with Bolivia and the subsequent decision, in late 2012, to re-initiate the cooperation, a third phase for support to the environmental sector only commenced in 2014.²⁹ This programme marked a new shift in direction towards increasing focus on sustainable forestry, energy (renewable energy (RE) and energy efficiency (EE)) and climate change, as well as a continuation of livelihood development in protected areas (Amazonas). Table 5 provides an overview of the supported environmental programme interventions.

29 A two years Sustainable Development, Natural Resources and Environmental management programme extension. (2012-2014) was approved to ensure sustainability of some key intervention areas from phase two, in particular related to protected areas management; prevention, control and mitigation of mining pollution; and the role of civil society.

6 ENVIRONMENT SECTOR

TABLE 5: OVERVIEW OF COMPONENTS IN THE ENVIRONMENT SECTOR

Programme	Components/Engagements	Year	Grants (DKK million)
Environmental Sector Programme Support – Phase I	<ol style="list-style-type: none"> 1. Environmental management in Potosí and Chuquisaca 2. Education in academic institutions 3. Environmental educations in schools 4. Prevention and mitigation of pollution in the mining sector 5. Prevention and mitigation of pollution from industries 6. Management of natural resources in Oriente, Chaco and Amazonia 	1999-2005	180.0
Sustainable Development, Natural Resources and Environmental Management in Bolivia phase II and phase II Consolidation (2012-2013)	<ol style="list-style-type: none"> 1. Support to sustainable development, environment and natural resource management, including protected area management and integrated water resource management 2. Promotion of cleaner production in the industrial sector 3. Prevention, control and mitigation of contamination in the mining sector 4. Support to Civil Society 5. Support to environmental research in Bolivia 	2006-2013	230.0
Promotion of Sustainable natural resource management and addressing climate change	<p>Integrated Forest Management</p> <ol style="list-style-type: none"> 1a. Support to establish institutional framework 1b. Support to strengthen local organisations' capacity 2. Support to implementation of Bolivia's policies on alternative energy and energy efficiency <ol style="list-style-type: none"> 2a. Support to the promotion of access and use of modern technology and sources of energy 2b. Support to implement energy efficiency measures 2c. Support to increase the generation of energy from alternative energy sources 	2014-2018	236.0
Total funding for environment sector programmes			646.0

6.2 Immediate results from implementation of the Danish environmental support

STRENGTHENED DECENTRALISED ENVIRONMENTAL MANAGEMENT

The comprehensive support provided by Denmark to municipal environmental management in the period 2000 to 2006 (and further consolidated in 2007 and 2008) generated impressive dynamics and ownership within the supported municipalities to an extent that it created considerable hope and expectations that the results from these

interventions could be sustained after the phasing out of the Danish support. The international technical support (in particular the role played by the international advisors) was a key element in the capacity development approach, ensuring high technical quality of results as well as providing a “push” to keep things continuously moving.

At the time of completion of the comprehensive Danish support to decentralised environmental management in 2008, the municipalities in Potosí and Chuquisaca had gradually increased their own budget contribution to continue the environmental activities and investments that had been introduced and implemented through the Danish assistance. This included covering the operational costs of Environmental Units (*Unidad de Medio Ambiente*) and of Environmental Technicians (*Técnico Medio Ambiental*) that had been established and mobilised within each of the municipalities.

The physical investments included sewer and drinking water systems as well as latrines constructed within various poor communities within the municipalities. These investments and activities contributed immediately to improvement of living conditions in these communities and were highly appreciated by key stakeholders within the supported areas.

The supported CSO networks made major contributions to the dissemination of environmental knowledge and information that took place in this period. These organisations served as an effective mechanism to establish links between the central, regional and local levels and to raise public awareness and effectively boost the environmental agenda through provision of targeted environmental research and education activities at different levels and entry points.

SOCIO-ENVIRONMENTAL IMPROVEMENTS TO THE MINING SECTOR

The support provided by Danida to COMIBOL-DIMA for more than 10 years contributed significantly to improving socio-environmental conditions for a large number of families living in poor mining communities and provided, at the same time, an institutional model that linked central-level interventions to regional and local levels. DIMA was created in 2002/2003 as a project management unit with a certain autonomy within COMIBOL to work mainly with cooperatives and NGOs on social, gender and environmental issues related to unregulated mining operations. A number of different methods and guidelines were developed jointly with an emphasis on institutionalisation of good socio-environmental management practices within not only COMIBOL but also its productive units, the mining cooperatives as well as through its particular support to improving living conditions for mining women.

During the period of Danish assistance, the DIMA model was highly appreciated, both inside and outside COMIBOL. When the Danish support to COMIBOL ended in 2013, COMIBOL absorbed (in line with the

agreement) in their annual budget the 23 DIMA staff members that had been funded by Danida up to that time.

CLEANER AND MORE EFFICIENT PRODUCTION TECHNOLOGIES

The Danish support to development of cleaner and more efficient production technologies provided positive results towards a sustainable and more competitive development in the selected industries. In particular, the support to the CPTS³⁰ to develop and implement technologies and projects with different types of partners (industries, public institutions etc.) was successful and generated savings in energy and resources to the benefit of the project partners as well as serving as demonstrations for other stakeholders. In addition, being a long-term partner to Danida in Bolivia, CPTS has gradually matured and become a highly recognized and profiled institution within the area of cleaner production and EE, although still depending on funding from DPs, in particular to finance the technology development part of their business.

IMPROVED CONCEPTS FOR PROTECTED AREAS MANAGEMENT AT LOCAL LEVELS

Denmark was a central player in developing and piloting of a new concept for protected areas management (Territorial Management with Shared Responsibility³¹), based on shared responsibility among the stakeholders. This concept developed into a draft legal decree, which was however for various reasons never ratified. At the same time, different kinds of income-generating activities were introduced (e.g. park entrance fees, tourism activities and different production activities) based on sustainable management of the natural resources in the parks.

The two-pronged approach of simultaneously providing management tools and economic incentives for engagement of local communities was very successful. The Torotoro National Park, which was visited by the evaluation, provides a good example of this. Torotoro was one of four national parks that Danida supported directly during the second programme phase. From visiting the area and talking to key stakeholders (including park rangers that also worked in the park during the period of Danida support) the progress that has been made is both visible and impressive. Before the Danish support commenced, there were always conflicts around the park, the communities and the municipality were fighting, and the park rangers were seen as the enemy who controlled and limited the community members' access to the park. This picture completely changed during the period of the Danida supported interventions: the municipality and the communities started working

30 See also discussion of CPTS support to quinoa production in the Agriculture Sector chapter.

31 The concept is based on the idea that protected areas management is most effectively done with participation of the local communities in decision-making (e.g. election of the park director and park rangers).

together in the *Comité de Gestión* with shared interests and responsibilities and the park rangers became recognized facilitators and even educators within the communities.

The introduction of income-generating activities has been key in this process to create the incentives for sharing efforts and responsibilities for park management. The number of visiting tourists to Torotoro has increased substantially over the period: from 7,000 in 2010 to 21,000 in 2017. This has been important for income generation to the park and to the municipality (through entrance fees, accommodation, food, transport, etc.).

BOOSTING OF THE RENEWABLE ENERGY AGENDA

The more recent Danish focus on supporting energy sector development in Bolivia (2014-2018) has within a very short time become a catalyst for boosting the RE agenda in the country. Through co-funding with the national electricity company (ENDE, *Empresa Nacional de Electricidad*), eight feasibility studies for potential RE projects (related to wind, biomass, solar and geothermal energy) were produced. These studies were included in the latest National Economic and Social Development Plan (PDES, *Plan de Desarrollo Económico y Social*) for the period 2016 to 2020 and financing is already fully or partly in place for all eight projects.³² The projects are expected to lead to significantly reduced emissions from energy production as well as improved access to energy for the rural population in Bolivia.³³ The establishment of a separate Ministry for Electricity and Renewable Energy in January 2017 was a major institutional milestone and has contributed to placing RE issues high on the political agenda in Bolivia.

6.3 Achievement of longer term objectives – contributing and limiting factors

Overall, the evaluation findings show a mixed level of fulfilment of the longer-term objectives from the environmental programme support, especially as regards sustainability. The evaluation findings show that it has proved difficult to sustain changes and results achieved during the programme.

32 Denmark has agreed to co-finance three of the RE projects (three large windmill parks) through a soft loan from Danida Business Finance credit and grant support (a total budget of DKK 1.3 billion).

33 It is expected that the windmill parks will benefit around 200,000 households and lead to an annual reduction in CO₂ emissions of approximately 140,000 tons compared to a scenario with electricity generated from natural gas as the fuel source.

THE ENVIRONMENTAL PROGRAMME SUPPORT PHASE ONE AND TWO (1999-2013)

An overall objective of the Danish support during Phases 1 and 2 was to improve the environmental situation and conservation of natural resources at the municipal level (in particular within selected municipalities within Potosí and Chuquisaca). This should be achieved by enabling Bolivian authorities at central, regional and local levels to assume their respective area of responsibility and enhancing the environment knowledge, attitudes and values in the population. Despite positive immediate results, this objective has not been achieved in the medium to long-term.

The evaluation visit to supported municipalities in Potosí showed that despite the heavy investments in physical infrastructure and capacity development over the period 2000 to 2008, the municipalities have not managed to continue with these activities as planned and expected. Although most of the physical infrastructure investments from the Danish municipal support are still visible and remain in use, much of it is no longer functioning well and will need to be repaired or replaced soon, mainly because the planned maintenance (introduced by the Danish assistance) has not been implemented properly. Likewise, it has been very difficult to sustain the results from the institutional support provided within the supported municipalities in Potosí and Chuquisaca.³⁴ The environmental units and technicians remain only to a limited extent in place today within the municipalities, and where they do still exist, they have been combined with the agricultural units and technicians within the municipalities.³⁵

None of the visited municipalities in Potosí are making use of the established Environmental Information Systems anymore and the principles introduced for payment of user fees for environmental services (i.e. services related to water and waste) are now only working in relation to drinking water (through cooperatives). None of the municipalities visited by the evaluation are charging for solid waste collection/handling or wastewater management services. As a result, very poorly organised solid waste collection systems are in place within the municipalities and the landfills are basically just functioning as waste collection points without any capping, treatment or separation taking place. Recycling is only practiced in the municipalities one day each year, during a “recycling day”, where school kids collect bottles etc. in the streets and

34 Due to resource and time constraints, it was only possible for the ET to visit supported municipalities in Potosí, however interviews with key stakeholders indicated that the situation was similar within the supported municipalities in Chuquisaca.

35 Although in two of the five municipalities visited by the ET in Potosí, a young Environmental Engineer was employed to take care of the environmental issues (however with limited experience and capacity to handle e.g. the mining issues).

sell them to a private recycling company. No follow-up on these yearly events is taking place.³⁶

The limited capacity of the municipalities to deal with these problems, together with an increasing number of mining companies and cooperatives operating in the area, has resulted in a seriously deteriorating environmental situation within the municipalities in Potosí. In particular, the chemicals from the wastewater produced through the mining operations constitute a major problem, since the polluted water is led directly into the river without any kind of treatment.³⁷ According to the Regional Government in Potosí (*la Gobernación*), 60% of the mining companies (mainly the cooperatives) do not have an environmental license. Although most of the large companies do have a license, the municipal environmental officers are often not allowed to enter the mining production area to carry out their inspections. In addition, the municipalities are far from complying with their reporting requirements.³⁸ The relationships between the municipalities and, in particular, the cooperatives are also delicate, since they entail a potential social conflict if the municipalities decide to interfere. Although integrated water resource management projects were more of an issue in Chuquisaca than in Potosí, a number of studies have been carried out in Potosí as well, including by universities. The problem has however been to identify funding for investment of these projects.

The evaluation found different explanations for the limited sustainability of the environmental support provided to municipalities: Firstly, frequent changes in management and staff within the Vice Ministry of the Environment and resulting shifts in vision and focus made it difficult to fulfil the objective of building the institution into a driver for effective, deconcentrated and decentralised environmental management in the country. Due to frequent changes in institutional direction, the programme implementation also went through significant changes during

36 The above findings are much in line with findings from the Evaluation of the Danish-Bolivian Development Cooperation 1997-2001 (2002): *"In many cases, Danida may have been overly optimistic about the capacity of municipalities to plan, implement and monitor projects. Expectations have had to be re-assessed, time lines changed, and more emphasis put on capacity building. In the area of external technical assistance, the general assessment in terms of appropriateness, quality and effectiveness is generally favourable"*.

37 According to the agricultural officers in the five visited municipalities in Potosí this has resulted in decreased fruit production in the river area in the range of 30-50% over the past five to 10 years.

38 The municipalities are supposed to report on their inspections to the district government on a monthly basis. However, according to information provided by the La Gobernación in Potosí, this is in practice happening on a yearly basis and with major deficiencies in reporting quality. These capacity gaps within the municipalities for inspection and reporting on environmental issues related to mining operations were largely confirmed by the municipalities.

the period. The original focus on supporting implementation of the multi-year plan by the Vice Ministry through an expected basket fund arrangement with other DPs did not materialise. Initial encouraging results from support to Strategic Environmental Assessment (SEA) within the ministry have not been followed-up or continued.

Secondly, the municipalities have also experienced frequent changes in personnel and, over time, knowledge of and buy-in to environmental management concepts and tools introduced through the Danish support have gradually been lost. Thirdly, the CSOs supported have not been able to continue their roles as effective “bridge builders” between the central and local level for dissemination of knowledge, awareness raising and capacity building on environmental management and topics. A narrowing of the space for CSO operations in general over the past decade has made it increasingly difficult for the CSOs to continue playing this role. In addition to this, environmental NGOs were in particular named and blamed at the time of the expulsion of IBIS. Largely as a consequence of these operational challenges, the CSO network organisation LIDEMA, which received substantial support from Danida, started to suffer from internal institutional problems a few years ago, problems which were rooted in internal disagreements about the network’s future strategic direction. This weakened the network’s capacity significantly and it no longer plays the role it did some years back.

In addition, the Danish decision not to continue support for effective national water resource management in Bolivia after the first two phases of the environmental support programme may be seen as a missed opportunity to directly support long-term environmental objectives. The *Plan Nacional de Cuenca* (PNC, the National Plan for Integrated Water Management) was initially supported by Denmark. However, Denmark decided to withdraw, partly due to the fact that a number of other DPs were already represented in this group, and partly because Denmark wanted to focus more on the interventions at regional and local levels. The PNC is now being phased-out due to lack of donor funding and limited ownership by the GoB. This is particularly critical at a time when difficulties with water shortage are encountered in the highlands.

Another key objective during the first phases of environmental support was to ensure sustainable and competitive production through development and implementation of cleaner and more efficient production technologies. Despite positive project results obtained by CPTS, and although potential for cleaner production and EE is considered high in Bolivia, it has been difficult to encourage production industries to invest their own funding in technical assistance in this area. There is not sufficient economic incentive for the industries to request services and technical assistance directly from an institution like CPTS (unless they get it funded through a project). Consequently, CPTS also still depends

heavily on funding from DPs, in particular to finance the technology development part of their business.

Developments that have taken place after the Danish support to COMIBOL was terminated in 2013, question the sustainability of the institutionalisation of DIMA within COMIBOL and thereby also the long-term achievement of the objective to contribute to socio-environmental improvements in the mining sector. Around half of the 23 staff members have left DIMA since 2013, and none of the vacant positions has been filled. There is a serious risk that the unit will gradually disappear over the next couple of years with the rest of the employees being integrated into COMIBOL. The reason is that, after Danida left, the focus on social issues and gender has gradually been reduced within the institution. While some elements on environmental focus have remained, there is now no interest to work with cooperatives and NGOs. The working conditions for the staff within DIMA have therefore dramatically changed since the Danish support was phased out in 2013, and this has led to a large number of otherwise highly qualified and motivated DIMA staff members leaving the institution.

The second phase of the environmental programme support included a more specific objective³⁹ related to integrated and sustainable management of natural resources, generation of productive capacities and equal distribution of benefits. The fulfilment of this objective was closely linked to the “shared responsibility” concept and introduction of income generating activities in relation to protected area management and comprehensive institutional support to the central level (SERNAP, responsible for the central government support and management of protected areas) as well as direct support to selected national parks.

While the evaluation findings show that the immediate results achieved from the direct Danish support to the national parks are largely being sustained and the concepts that were introduced were still being used and extended to other areas, the findings also show that the sustainability of the support provided to SERNAP is low. Changes of management and staff within SERNAP have been very frequent and the political direction of the institution has often been unclear. For these and other reasons⁴⁰, the direct financial support from the DPs to SERNAP has decreased drastically since 2010 and the GoB has only managed to fill in the financial gaps to a limited extent. Consequently, within SERNAP as well as within the protected areas, there is currently a strong focus on how to generate income to fund operational costs (including payment of salaries to park rangers) in the short to medium term. While this is

39 As defined in the vision of Plan Plurianual.

40 Like Denmark, other DPs have also decided to phase-out their development assistance to Bolivia.

no doubt a critical issue, at the same time, there is a risk that the focus and attention to sustainable management of the natural resources will become compromised in the process.

THE ENVIRONMENTAL PROGRAMME SUPPORT PHASE THREE (2014-2018)

The objectives of the third phase of the environmental support (2014-2018) included a more specific focus on support to implementation of sustainable forest management, EE and RE with a view to livelihoods diversification and climate change adaptation and mitigation. The massive investments in RE are going hand in hand with the ambition by the Bolivian government to ensure access to energy for all⁴¹ Bolivians by 2015 and that 25% of this energy should come from renewable sources. This is a promise made by the President and ENDE is therefore fully committed to fulfil this target. Bolivia also sees a high export potential in energy production and is negotiating commercial agreements with neighbouring countries.

As mentioned above, the support to RE has led to promising short-term results. The relative importance of alternative energy sources in the national power system is improving and access to these sources is rapidly increasing in rural areas. It has been more of a challenge to encourage EE projects within industries and institutions, mainly due to lack of sufficient economic incentives.

The intention to link sustainable forest management to climate change mitigation and adaptation in the current Country Programme has also proved challenging due to deficiencies in institutional support from the GoB. Although the GoB has acknowledged⁴² the need to reduce deforestation, at the international level it criticised and rejected the REDD+ market-based scheme. Instead, a Pluri-national Autoridad for Mother Earth (*Autoridad de Madre Tierra*)⁴³ was established together with a Joint Mechanism for Adaptation and Mitigation for Integrated and Sustainable Forest Management and Mother Earth. Danida decided to take the risk and allocate funding for the new authority through the Country Programme, although the decision was not based on any thorough risk assessment. To date, the functioning of the authority has been very ineffective and Danida has seriously considered withdrawing the funding allocated for supporting the institution. The authority has suffered from a combination of low support and attention from the GoB as well as from internal management problems.

41 According to the latest national Census (2012) only 60% of the rural population have access to energy.

42 Deforestation in Bolivia is one of the highest per capita in the world.

43 *Autoridad de Madre Tierra* is supposed to be an alternative to REDD+, but without the market mechanism.

In order to support development of required forest policies and regulations, Danida is providing support to the Forests and Lands Authority (ABT, *Autoridad de Bosques y Tierras*) with the particular aim to improve integrated forest and land management in selected areas, including control of illicit forest use and land use change. Although improvements are noted from these efforts, in particular in terms of monitoring, a pending approval by the GoB of proposed regulations as well as limited access to technical assistance and funding within the supported areas (which include a large number of indigenous communities) remain a challenge. This is despite the fact that implementation of grants provided to three CSOs⁴⁴ to assist local communities within the supported areas in management planning and in implementation of various productivity increasing and income generating initiatives has demonstrated very good results.

6.4 Danish value added and lessons learned

Overall, Denmark is seen as one of the most important contributors in Bolivia for consistently moving the environmental agenda and focus over the past 20 years. However, the environmental sector in Bolivia has proved very challenging to operate in and, as discussed above, it has been difficult to maintain and continue a number of the immediate results after completion of the Danish support. However, a number of concepts and modalities have been introduced through the Danish support and although not all of these are being used today, they may emerge again at a later and politically more opportune time.

Most notably, Danida was a front-runner in supporting decentralised environmental management in Bolivia and in developing and piloting new concepts for protected areas management at local level. Danida is at the same time recognised for its efforts to ensure better coordination among the DP's supporting the environmental sector, for instance through a basket funding modality for those DPs supporting protected areas management. This initiative was much appreciated by the key stakeholders and created a clearer division of labour among the most active DP's working in this area (in particular the Germans, the Dutch and EU). It resulted in a more efficient use of the available resources and is considered a contributing factor to the positive results achieved within this area.

Denmark has been a first mover in demonstrating the feasibility of different types of RE projects. The particularly strong partnership between

44 Through a Fund for Civil Society Organisations (FOSC) established by within the Country Programme framework. The Fund's management has been outsourced by Danida to a private consultancy firm.

Denmark and Bolivia on RE, combined with the high priority of RE on the national political agenda in Bolivia and the strong Danish technical competencies within this area, provide an interesting potential for continued Danish-Bolivian cooperation (research, technology development, technical assistance, etc.), including from a commercial perspective, after the completion of the development cooperation.

An important lesson learnt from the support provided to the environmental sector is that it has been difficult to navigate in relation to the frequent changes in political direction and management/staff positions that have taken place within the supported institutions, despite the fact that the Danish support has been relatively flexible and opportunity-driven, focusing on locally identified problems and engagement of a broad group of stakeholders. This has hampered the sustainability of many interventions. It would have been worth considering an approach based on shorter term planning and implementation cycles, using continuous experimental learning and feed-back loops as planning instruments.

CASE BOX 1: COBIJA (PANDO REGION) SOLAR POWER PLANT

ISSUE: The need for electricity is rapidly increasing in Bolivia. Electricity consumption has more than doubled since 1990, but many Bolivians still have no access to power. In its latest PDES (2016-20), the GoB has prioritized 13 goals that are expected to be reached by 2025. Among the goals are universal access to electricity, as well as scientific and technology know-how in strategic areas such as renewable energies. The planned construction of 400 MW RE plants (based on wind, solar and geothermal power as well as biomass) is considered a major contribution to fulfilment of this target.

INTERVENTION: The establishment of a solar power plant in Cobija (the largest city in the northeastern region of Pando) was one of the first steps towards achieving this goal. Pando is the fastest growing region in the country, and the population has doubled in just 10 years. Providing electricity for a rapidly increasing population in the area is however a big challenge. Cobija is located in an isolated area bordering Peru and Brazil, and it is not practically possible to connect the city to the national Bolivian power grid. Until now, the citizens of Cobija have therefore had to rely on diesel-powered generators to provide their energy needs.

Denmark funded a feasibility study for a Cobija solar power plant and has provided DKK 40 million in investment support, around half of the total cost (the other half is financed by the GoB). According to economic estimates, the pay-back time for the investment should be seven years. Cobija is considered a good location for solar energy. The Cobija solar power plant is the first of its kind in Bolivia and it has been constructed in record time. The project is counting on personal support from the President of Bolivia.

IMPACT: The solar power plant in Cobija is now in full operation and is providing more and more reliable electricity supply to thousands of poor households in the Amazonia. The power plant supplies half of the power needed in Cobija. The boost in power production has been much needed in Cobija, as only two-thirds of the city's population had access to electricity prior to establishment of the solar power plant. Likewise, many of the businesses in the city previously suffered from serious daily power cuts, something that has improved remarkably with the installation of the solar power plant. It is estimated that the solar plant is contributing to a saving of 5,000 tons of CO₂ every year (by replacing electricity produced by diesel-powered generators).

7 AGRICULTURE AND PRODUCTION SECTOR

7.1 Sector context

Denmark has been providing assistance to the agriculture sector for more than 45 years and has been, by far, the largest bilateral donor supporting the development of the agricultural sector, focusing on small-scale farmers. Table 5 below provides an overview of the Danish support provided to the agricultural sector since 1997.⁴⁵ According to official statistics, the rate of extreme poverty in rural areas was reduced from 62% in 2002⁴⁶ to around 40% by 2013 and has remained at that level since.⁴⁷

The overarching goal of Danish support to the agricultural sector was to reduce poverty in rural areas through local economic development initiatives in the agriculture and livestock sector. Programming focused on improving the effectiveness and efficiency of the public sector at the national, departmental and municipal level in implementing policies and strategies, as well as increasing the productivity, diversification and quality of agricultural production of small producers with market potential.

Originally, the focus of Danish assistance was on the 36 poorest municipalities in the Departments of Chuquisaca and Potosí, the two departments where extreme rural poverty was the highest with a majority of indigenous people (*pueblos originarios*).⁴⁸ Danish support

45 Part of the Danish support for 2014-2018 went to the productive sector in urban areas, which is not included in this assessment.

46 Bolivian Government, Ministry of Economy and Public Finances: https://www.google.ca/search?q=extreme+poverty+Bolivia+2002&rlz=1C1GGRV_en-CA751CA751&tbm=isch&tbo=u&source=univ&sa=X&ved=0ahUKEwiXrJTq7vfVAhUr34MKHbplCwEQsAQIQg&biw=1536&bih=775#imgrc=30bzMNulzAk0WM:

47 Bolivian Government, Ministry of Economy and Public Finances: http://www.economiayfinanzas.gob.bo/index.php?id_idioma=2&opcion=com_prensa&ver=prensa&id=2931&categoria=5&seccion=306

48 In 2005, the departments of Potosí (66% indigenous) in the highlands and Chuquisaca (74% indigenous) in the sub-Andean region had the largest poverty incidence, followed by Beni, La Paz, and Oruro, while areas such as Santa Cruz (32% indigenous), Tarija (16% indigenous), Pando, and Cochabamba were the least poor. See Björn-Sören Gigler (2009) Poverty, inequality and human development of indigenous peoples in Bolivia, Centre for Latin American Studies, Georgetown University: <http://pdba.georgetown.edu/CLAS%20RESEARCH/Working%20Papers/WP17.pdf>

7 AGRICULTURE AND PRODUCTION SECTOR

to the agriculture sector later expanded to the Departments of Oruro, La Paz, Pando and Beni, totalling 64 municipalities of the country's 327 municipalities.

Danish support was primarily through providing technical assistance and financial inputs to the GoB in the areas of policy development and programming, developing alternative agriculture technical education, supporting research and innovation, providing technical assistance to micro and small producers with a focus on value chains, development of rural enterprises and services, as well as improving access to financing and insurance.

TABLE 5: OVERVIEW OF PROGRAMME SUPPORT FOR AGRICULTURE AND PRODUCTION SECTOR

Programme	Components/Engagements	Year	Grants (DKK million)
Support to sector programme to agricultural and rural development in Bolivia, Phase I (APSA)	<ol style="list-style-type: none"> 1. Support to the Ministry of Agriculture, Livestock and Rural Development (AMAGDR) 2. The Agricultural Sector Support Program in Potosí (PASAP) 3. The Agricultural Sector Support Program in Chuquisaca (PASACH) 4. The Project for Technical Training in Agriculture for Rural Development (PETA) 5. The Rural Enterprises Support Program (PAER) 6. The Altiplano Dairy Development Program (PDLA) The Dairy Development Fund (FDL) 	1999-2005	214.0
Sector Programme Support to the Agricultural Development in Bolivia, Phase II	<ol style="list-style-type: none"> 1. National Policies and Programs for the Agricultural Sector 2. Agricultural Local Economic Development 3. Agricultural Private Sector 	2005-2011	233.5
Sector Support for Agriculture and Production	<ol style="list-style-type: none"> 1. Policy development and national programmes of the agricultural sector 2. Small and medium sized enterprises and rural economic organisations in the agricultural production sector 3. Improved access to financing for small-scale producers and small and medium-sized enterprises 	2010-2013	170.0
Inclusive and Sustainable Economic Growth	<ol style="list-style-type: none"> 1. Support to small scale agriculture and livestock development component <ol style="list-style-type: none"> 1a. Support to institutional strengthening and capacity of the Ministry of Agriculture 1b. Support to research and innovation within agriculture and forestry 1c. Support to increasing the gross agricultural income of small-scale farmers in rural areas 2. Support to micro-, small- and medium-sized enterprises component <ol style="list-style-type: none"> 2a. Support to strengthening the institutional management and capacity of the Ministry of Production 2b. Support to Growth and Jobs – raising the gross income of small and medium-sized businesses 3. Establishment of a Competitive Fund for Innovation component 	2014-2018	250.0
Total funding for agriculture and production sector programmes			867.5

7.2 Immediate results from the implementation of the Danish agricultural sector support

STRENGTHENED INSTITUTIONS TO SUPPORT SMALL-SCALE FARMERS

Danish technical assistance provided during the first phase of the programme (1999-2004)⁴⁹ successfully augmented the capacity of the majority of target municipalities in the Departments of Potosí and Chuquisaca to offer technical services to producers. Likewise, the technical assistance provided to the Ministry of Agriculture through international advisors contributed to modest but steady progress in terms of improving management capacity and policy implementation. Initially, progress at the ministry level went slower than expected due to high turnover of personnel, political appointments at all levels, and budget limitations.

During the 2005-2010 programme period, Danida supported the work of national foundations such as the CPTS and Fundación Promoción e Investigación de Productos Andinos (PROINPA). Research and innovations by CPTS and PROINPA led to the recovery, rehabilitation and management of eroded and degraded arid highlands, which helped increase yields of different crops by up to 50%, including quinoa. These innovations led to increasing the quality and productivity of small-scale farmers and their income. This allowed for an increase in the commercialisation of agriculture production and export. The support also allowed CPTS to develop new processing methods and technologies, including machinery, for quinoa and other grains. For instance, CPTS was able to develop more energy efficient quinoa processing lines, which was an important factor in boosting the production and export of quinoa.⁵⁰

Danida was instrumental in the creation and development of two key government institutions responsible for innovation and transfer of new technology to farmers: EMPODERAR-DETI and National Agricultural and Forest Research Institute (INIAF). EMPODERAR included two programmes: The World Bank supported Programa de Alianzas Rurales (PAR) and the Danish programme Desarrollo Económico Territorial con Inclusión (DETI). A key feature of EMPODERAR was that while it formed part of the Ministry for Rural Development and Land (MDRyT), it remained a decentralised unit with a semi-autonomous status, with its own staff at central level to provide oversight for the DETI regional offices. DETI supports small-scale farmers in legally recognised agricultural production organisations. Combined with technical assistance, the funding is designed to allow small-scale producers to increase and

49 Extended until June 2005.

50 According to the Instituto Nacional de Estadísticas (INE), quinoa exports grew from USD 0.3 million in 2002 to USD 79.4 million in 2013, an average annual growth of 65.8%.

diversify production, as well as for transformation and commercialisation.⁵¹ Initial development progress of INIAF was slow due to multiple restructuring exercises and high rotation of personnel, but by the end of 2016, INIAF had implemented much of its programme for 2014-2018.

Danida's hope that other DPs would contribute to the funding of DETI never materialised. However, Danida collaborated with the Swiss Agency for International Development (COSUDE) to support the development of new financing instruments for small farmers such as credit and crop insurance adapted to their needs through a Bolivian foundation, Fundación PROFIN. By 2013, several financial instruments had been developed, adopted and marketed by the financial sector, such as crop insurance, factoring and leasing, resulting in Danish support being phased out.

SIGNIFICANT INCREASE IN SMALL PRODUCERS' INCOME AND LIVING CONDITIONS IN THE HIGHLAND REGIONS

While estimates of increase in incomes vary, it is clear that the Danish assistance contributed to increasing the income of thousands of small farmers, particularly in the highland regions of Bolivia. The most reliable data comes from a study commissioned by Danida in 2010, which found that the Danish programme support contributed to an average increase in income of 21%. A study of DETI I, conducted in 2014, showed that the average increase in income for producers in the Chaco region and the Department of Potosí was as much as three and four times the value of the production prior to the project.⁵² For many, this translated into increased food consumption and better education for their children.⁵³ Likewise, a 2003 review estimated that the programme had contributed to increasing the income of more than 20,000 small-scale farming families in the order of 20% to 50%⁵⁴ and another 2007 review estimated increases to be around 11%. These results are supported by the evaluation of the Danish assistance to Bolivia carried out in 2002, which found that support to the agricultural sector was contributing to poverty reduction, although it did not provide figures.

Through EMPODERAR, 2,733 productive projects were implemented covering a variety of crops (e.g. maize, tomato, onion, etc.), livestock

51 In Potosí, products such as vegetables, apples and honey were introduced. In Pando, coffee, tropical fruit, fish farming, etc. were launched, as an alternative to the harvesting of brazil nuts, a main activity for the colonies established by the GoB over the last decade.

52 This large increase may be explained in part by dramatic price increases for quinoa between 2009 and 2013.

53 65% of producers with improved incomes indicated they ate better, and 58% noted their children were better educated. By contrast, only 17% of those who failed to increase their income indicated eating better, and only 15% could provide a better education for their children.

54 Actual statistics were not available.

7 AGRICULTURE AND PRODUCTION SECTOR

(e.g. llama, pig, sheep, etc.), productive infrastructure (e.g. irrigation systems, animal shelters and stables), as well as production support infrastructure (e.g. roads and bridges). Over this period, these initiatives benefited more than 125,000 of Bolivia's most vulnerable families. By the end of 2016, 90.6% of the total funding available for 2014-2018 had been disbursed, with more groups applying for funding than could be accommodated. During the site visits of the evaluation, participants in focus group discussions expressed concern that DETI II was ending in 2018, an indication of its relevance to the needs of small-scale farmers. Although DETI will end in 2018, small producers may continue to access funding through EMPODERAR's PAR Programme.

TABLE 6: NUMBER OF PROJECTS AND BENEFICIARY FAMILIES BY LOCATION

DETI I (2010-2014)			DETI II (2015-2016)		
Department	Number of Projects	Number of families	Department	Number of Projects	Number of families
Chuquisaca	61	3,580	Amazonias	53	954
Chaco	83	6,912	Chaco	10	137
Potos	105	5,211	Cochabamba	3	233
La Paz	13	271	La Paz	63	2,923
Oruro	14	365	Oruro	76	3,266
			Potosí	91	3,496
Total	276	16,339	Total	296	11,009

Source: EMPODERAR Report, January 2017

EMPODERAR-DETI was first established in the highland regions in 2010. It was a natural progression from the APSA I and APSA II, and the Desarrollo Economico Local Agropecuario (DELA),⁵⁵ which was part of APSA II and another Danida initiative to provide financial support to small farmers with commercial potential, Desarrollo de Empresas Rurales (DER).⁵⁶ When EMPODERAR-DETI started operations, producers from the highland regions had already received funding and TA to improve and diversify production. As a result, there was already demand for support from EMPODERAR-DETI when the mechanism was established. Similarly, a number of legally recognised producer associations were already

55 Local Economic Development of Agriculture.

56 Development of Rural Enterprises.

established, ready to apply for project support since it had been a key criterion for accessing funding.

By contrast, in Pando EMPODERAR-DETI was only established in 2014, in its second phase without a predecessor programme such as APSA. The programme experienced two key challenges: initial lack of interest and the absence of producer organisations. Raising the profile in the region took considerable effort in the first two years, with producers' scant interest in the funding mechanism, leading it to consider closing the Pando office. However, circumstances (drought led to a dramatic drop in the brazil nut crop, which many people depend upon as their main source of revenue), combined with intense awareness raising efforts, led to an upsurge in interest. The other challenge for EMPODERAR-DETI was its requirement that producers became grouped in legal entities combined with the fact that the process to obtain a legal status can be lengthy. Focus group discussion participants noted that they received tangible support from EMPODERAR-DETI staff to expedite that process, making it possible to overcome these hurdles. At the time of the evaluation, EMPODERAR-DETI in Pando had all its available funding accounted for.

7.3 Achievement of longer term objectives – contributing and limiting factors

Danida's support to the agriculture sector has provided an important contribution to reducing extreme poverty in the highlands of Bolivia. The majority of the small producers and producer organisations visited by the evaluation in Potosí and Pando highly valued the support received and largely continued to apply the new knowledge and skills acquired. Likewise, most of the village associations were maintaining irrigation schemes. One challenge that many small farmers face however, is lack of access to water, as noted in both the Altiplano and Pando.

As of 2017, the municipalities visited by the evaluation still maintained agriculture extension staff. Government institutions such as INIAF and EMPODERAR are also likely to be sustained. By 2010, longstanding pressure from donors forced the GoB to significantly increase its contribution to INIAF, thereby contributing to its sustainability. While 73% of the costs of the system were initially shared by DPs, mostly Danida, this has shrunk to 23% today. EMPODERAR is expected to receive over USD 100 million in World Bank funding until 2022 and be accessible to all municipalities in the country.

CONTRIBUTING FACTORS

One of the contributing factors for long-term sustainability in the agriculture sector is that Danida aligned its cooperation modalities with government systems and began implementing programme activities

7 AGRICULTURE AND PRODUCTION SECTOR

through the GoB systems as early as 2007. By 2010, its programming in agriculture was fully integrated under the Ministry of Agriculture, with 96% of planned activities implemented by the Ministry, providing support to approximately 7,500 families through 124 small producer organisations.

Likewise, where possible Danida collaborated with other international development cooperation partners, particularly the World Bank and COSUDE, to achieve greater impact for small-scale producers. In 2008, Danida took the initiative to establish a donor group in agriculture, which Danida chaired for several years and that regularly met with the Ministry of Agriculture.

One of the key factors for the increase in production and productivity at the local level was due to the EMPODERAR programme, based on the DETI model. A key characteristic of this model to promote sustainability is that the members of the producer organisation provide 30% of the total project investment. During focus group discussions, producers stressed that having '*skin in the game*' was crucial and contributed to sustaining results. Specialised technical assistance that they themselves identify and manage is also viewed as a significant factor for success and sustainability. The direct link between technical assistance and improved production was well established in the 2014 impact study of DETI I: 79% of producers who received technical assistance were able to increase their production, compared to 3% for those who did not receive technical assistance.

Another key contributing factor for the sustainability outcomes at the local level was the flexibility of the model. DETI has been modified over time in response to feedback from small-scale producers. Originally, the percentage of investment from producers was 50% but this was reduced to 30% as they had difficulty raising the required amount. DETI has also been flexible with payment schedules and type of payment (e.g. in kind) for small-scale producers experiencing extra challenges, such as illiteracy or extreme poverty. Similarly, a target of 50% of project participants were to be women but this was reduced to 30% given the difficulty in recruiting and/or maintaining this percentage.

Another example of DETI's flexibility is that when groups of farmers wishing to access funding could not easily become a legal association due to various logistical issues, DETI has allowed other legal entities to sponsor these groups. This was seen in the field visit to Potosí where a federation of producers, the Asociación de Productores Agropecuarios de la Provincia Saavedra del Departamento de Potosí (APRODESA),⁵⁷

57 Association of Agriculture and Livestock Producers of the Saavedra Province in the Department of Potosí.

serves as the legal entity for its more than 250 affiliates to access project funding. APRODESA not only facilitates access to EMPODERAR-DETI funding for its affiliates, it also provides technical, administrative and management support for projects. While funds are transferred to the APRODESA account, the entire process of quotation and acquisition of equipment, and hiring of technicians, is undertaken in a participatory manner with the leaders of the affiliate associations.

EMPODERAR-DETI programming was mindful of promoting the economic interests of indigenous peoples. The programme documented experiences that led to the development of a checklist to take into consideration the culture, traditions, constraints and opportunities faced by the indigenous communities during the planning and implementation of projects. This checklist has been used in the monitoring and evaluation system.

Similarly, environmental sustainability was part of the monitoring and evaluation system and environmental assessments were undertaken before initiating projects. EMPODERAR-DETI funded micro irrigation schemes to increase and diversify production in participating communities. During the field visits to Potosí and Pando, discussions on environmental sustainability provided several opportunities to see that this preoccupation had been shared with project beneficiaries. Although it would be desirable for producers to adopt positive measures; e.g. improve the soil, they cannot be forced to adopt these as they often represent additional costs. As an alternative, EMPODERAR-DETI has rejected projects with negative environmental impacts or ensured that projects incorporate environmental mitigation measures.

DETI has promoted the participation of women by encouraging producer associations accessing project funding to include equal numbers of female and male participants. While a few producer associations are made up entirely of women, in DETI I, women represented only 33% of all project beneficiaries. For DETI II, the percentage of women beneficiaries was 41.6% at the end of 2016. In some regions, such as La Paz and Oruro, the number of men and women beneficiaries is more evenly balanced. While women are less numerous than men in beneficiary producer associations, they have access to the same support in terms of funding and technical assistance. However, there has not been an operational gender strategy, and this may have been a factor in the lower number of women benefitting from DETI.

LIMITING FACTORS

Chronically low public sector capacity for medium-term planning and organising of service delivery to meet the demand of small-scale farmers has been a challenge throughout the period. Budget cuts in the early 2000s and again recently, when the price of hydrocarbons plummeted, have contributed to this lack of capacity. In addition, various sources

contend that the GoB's priority has been to support the export agriculture from the Eastern lowlands rather than the small-scale farmers. Despite Danida and other international development partners' sustained capacity development and policy dialogue, GoB investment in agriculture in Bolivia remained low, with productivity only half the average of South America. Institutions such as EMPODERAR can continue lifting more small-scale farmers out of extreme poverty.

Despite funding of micro irrigation projects, access to water, exacerbated by drought in recent years, has been a challenge for producers, especially in the Altiplano, but also in other communities such as those visited in Pando. Overall, there was a desire among the producers visited to increase their production and thus a correspondingly high demand for irrigation. While irrigation is a municipal responsibility, numerous communities are located far from the municipal headquarters, some of which generate little revenue, due to their sparse population and the fall in hydrocarbon revenues – and thus cannot afford irrigation investments. Despite its efforts to support micro irrigation schemes and its promotion of alternative watering technologies to save water and maintain plants during drought, EMPODERAR-DETI has not been able to meet the demand of producers.

CASE BOX 2: COMPARATIVE CASE ON DETI IN POTOSÍ AND PANDO

DETI Potosí and Pando introduction of technology to increase productivity

This short case study provides an overview on the introduction of technology to increase production and income in the departments of Potosí and Pando, based on site visits and focus group discussions with male and female producers and the challenges they experienced.

Potosí

In Potosí, as elsewhere on the Altiplano, most small farmers depend on rain to grow crops. To overcome this challenge, EMPODERAR-DETI has supported micro irrigation schemes. The evaluation visited some of the communities that have benefited from these schemes. Community leaders indicated that these micro irrigation schemes have been very important, and it was obvious that the schemes have been sustained over time. The schemes were funded by the municipality, DETI and the community, the latter providing its counterpart in kind in the form of labour, with each family contributing labour for a certain number of days, including women. The municipality undertook the engineering work. In addition to funding, technical assistance was provided. Producers indicated that this helped diversify their production, which they can market in nearby towns and increase their income. When asked what they do with the extra income, the general answer was improvement of livelihoods and education of children.

Pando

One of the technological innovations that EMPODERAR-DETI introduced in Pando is the corralling of cattle and rotational grazing. The concept and implementation is quite simple but very effective in optimising the use of space to feed cattle and reducing the cost by half. Fencing in and rotating cattle in four or six parcels both ensures that the grass they feed on is not depleted and reduces the distance the animals travel in the course of a day, thereby reducing number of calories expended. As a result, cattle gain more weight and the farmer can get a better price, or in the case of dairy cows, a higher yield of milk while, in both cases improving the carrying capacity of the fields. Likewise, the cost of fencing the cattle in is half of what it used to be due to lower costs in materials and labour as the fences are electrified. Small-scale dairy farmers and those with cattle destined for the meat market spoke enthusiastically about this technology and confirmed that it performed to their expectation. As an indicator of this, the farmers interviewed hoped to access additional funding from EMPODERAR-DETI.

However, while projects supported by Danida benefited women as well as men, the programme lacked a comprehensive strategy to promote gender equality in the agricultural sector. Certain agricultural technical assistance and financial support focused on women specifically for projects such as growing vegetables or beekeeping. In addition, there was a requirement that a percentage of participants and beneficiaries be women, originally set at 50%. Owing to cultural and socio-economic barriers, the number of women beneficiaries was typically only around one third of the total.

7.4 Danish value added and lesson learned

Overall, Danida is seen as one of the most important contributors to the agricultural sector specifically focused on benefiting small producers in Bolivia, including indigenous people in the highlands. Danida has made a significant contribution to developing the capacity of the national, departmental and municipal government in the agriculture sector and developing national institutions to support small-scale farmers in the country.

A prime indication of the Danish value added is the EMPODERAR-DETI model, which is now institutionalized within the Ministry of Agriculture. The concept, flexibility and participatory approach of this model has made it very appropriate for interventions within poor and remote rural communities all over Bolivia. This is clearly documented by the fact that the Department of Potosí has now decided to invest USD 2.5 million of its own funding in EMPODERAR-DETI II. Likewise, the International Fund for Agricultural Development (IFAD) has decided to adopt DETI as a model for its future agricultural programming in Bolivia. The GoB has indicated that it intends to expand EMPODERAR to all the municipalities in the country.

8 EDUCATION SECTOR

8.1 Sector context

Initially, Danish support to education was characterized as a project modality as well as an integrated part of sector programmes addressing indigenous peoples, the environment and agriculture. Education formed part of the popular participation and support to indigenous peoples, and focused on access to intercultural bilingual education in the Bolivian lowlands. This emphasis on intercultural bilingual education has been maintained throughout the Danish cooperation with Bolivia and has been an integral part of support to indigenous peoples.

From 2000 to 2004 education components within environment and agriculture were implemented with a view to enhancing environmental education as well as agriculture production at national and regional levels. Within the environment sector, work with the Regional Department of Educational Services (SEDUCAs) in Potosí and Chuquisaca has been noteworthy in terms of creating awareness of the importance of environmental education in regional services as well as implementation of an environmental approach in schools. In 2005, Danish support to education was changed from a project modality to a sector approach.

The first phase of the education sector programme was implemented from 2005 to 2010. The sector approach was adopted in the wake of the MDGs and discussions at the time regarding a revision of Bolivia's poverty reduction strategy where social sectors were emphasised. The poverty reduction strategy was never revised, but instead a National Development Plan⁵⁸ was developed in 2006, which emphasised the social, economic and political inclusion of the poor and of indigenous peoples. A more focused support to the education sector was thus aligned with national priorities, but from a Danish perspective, also served the purpose of strengthening the country's human rights and democracy profile. Education was considered an instrument to enhance vulnerable people's integration into the economy by enhancing access to, and improving the quality of, education. The table below illustrates the education sector support programmes.

58 Plan Nacional de Desarrollo: Bolivia digna, soberana, productiva y democrática para Vivir Bien, 2006-2011.

The sector programme had two components:

1. Education Sector Support Fund (FASE), which provided support to the Ministry of Education in implementing the education reform of 1994. The first phase supported the Ministry of Education's implementation of the 2005-2008 Multi-Year Plan (POMA) and from 2009 the Institutional Strategic Plan through a basket fund modality in collaboration with Sweden, the Netherlands, Spain and other DPs; and
2. Support to Civil Society and Popular Participation with an emphasis on supporting CEPOS⁵⁹ and their means to represent indigenous people in the education sector. The second phase of the programme was a continuation of the first phase and was implemented from 2010 to 2013 and later extended to 2015 to comply with the period of the Institutional Strategic Plan.

The two components from the first phase were continued in phase two and 87% of the budget for the second phase was allocated to Component 1 and the implementation of the Ministry of Education's Institutional Strategic Plan. The strategic plan was developed in 2006, based on the new Bolivian Constitution and the Education Law (Ley Avelino Siñani-Elizardo Perez), approved by Parliament, in 2009 and 2010 respectively, as well as the National Development Plan (2006). Denmark initiated support to the implementation of the plan in the first phase and continued this support in the second phase of the sector programme. The objectives of the plan were linked to four strategic areas: i) ensure equity and opportunity (including access and retention); ii) increase quality and relevance of education; iii) promote vocational education; and iv) strengthen institutional capacity within the sector.

The education reform and Institutional Strategic Plan focused on enhancing quantity and quality of primary and secondary schools and thereby supported efforts to increase enrolment rates in schools, retaining students in school for a minimum of eight years as well as improving the quality of education. The Institutional Strategic Plan had a strong focus on the right to education and included curriculum development, school construction, teacher training, and equipment. Focus was primarily on primary schools, but the plan paid also attention to secondary schools and preschools.⁶⁰

Enhancing quality of education became a core priority of the Danish support throughout the period. The objectives for ensuring better

59 Sweden and Netherlands were also part of the support to CEPOS.

60 Concept Note on Support to Education Sector in Bolivia Extension 2nd Phase (2014).

8 EDUCATION SECTOR

quality were: 1) educational transformation, curriculum development and contextualisation of the curricula; 2) teacher training, teacher professionalisation and upgrading; 3) plurilingual education, and; 4) use of new information technologies.

TABLE 8: OVERVIEW OF EDUCATION SECTOR SUPPORT

Programme	Components	Year	Grants (DKK million)
Education Sector Programme I	1. Support to the Education Sector Fund (FASE) 2. Support to Civil Society and Popular Participation, primarily through Indigenous Peoples Educational Councils (CEPOS).	2005-2010	180.0
Education Sector Programme II	1. Support to Ministry of Education 2. Support to Civil Society and Popular Participation, primarily through Indigenous Peoples Educational Councils (CEPOS).	2010-2015	136.0
Total funding for education sector programmes			316.0

The change rationale or logic of the programme interventions can be expressed as follows: the first component provided support to the Ministry of Education's implementation of the Institutional Strategic Plan in order to enhance relevance and access to quality education suitable for all. Further, the strategy strived to enhance capacity in the Ministry to ensure improved service delivery. The rationale of supporting civil society was to ensure representation and participation of indigenous peoples in the education sector, as well as ensuring their interests, and to keep the Ministry of Education accountable for its actions and to promote more transparency.

These interventions were expected to lead to more equal access to education, enhancing human resources and developing a more skilled young population – with the prospect of impacting on alleviation of poverty as well as a promoting a more transparent, just and sustainable society.

8.2 Immediate results from implementation of the Danish education support

The Ministry of Education improved its capacity in several areas as a result of continuous support from DPs (mainly Denmark, Sweden, the Netherlands and Spain). Financial management of the ministry improved considerably, and an M&E system was established and operationalized

as a particular Danish priority. DPs and the Ministry of Education had an ongoing discussion on how to monitor results and impacts (and not only activities); and it was a challenge to convince the Ministry of Education to establish indicators for quality of education. A more explicit focus on results-based management was a key priority for the Danish assistance, and the establishment of an operational M&E system was therefore considered an important Danish contribution. Data is now collected more systematically. Up to 2012, a continuous problem was related to population projections leading to unreliable data and great variations in data reflected in reports. However, a more reliable census was conducted in 2012 and since then more reliable data has been collected. A new student registration system was also established in 2012 to improve data collection.

CSOs were included in the monitoring processes of the delivery of inter-cultural education and indicators on gender and indigenous peoples were consequently included. Inclusion of indicators for quality education was agreed upon allowing for annual reporting on results.

The performance of public employees in the ministry has generally improved. While 70% of the staff members in 2008 were evaluated as performing their jobs “satisfactorily”, this figure had increased to 99% in 2014.

A High School Diploma delivery system was introduced. This system ensured that all students receive their diploma free of charge and diplomas are issued online. The previous system had several complicated steps with loopholes allowing corruption, with the result that many students never receiving their diploma.

Substantial results were achieved in terms of enhancing quality of education in Bolivia in accordance with the “living well” (*vivir bien*) concept. A pluri-national curriculum was developed in 2011-2012 with a focus on “living well”. The curriculum tailors teaching and educational materials to the cultural interests of each population group and, importantly, uses their local language along with Spanish. The in-service teacher training programme was initiated in 2012 and already one year afterwards nearly 80% of all teachers had received training in the new curriculum. In 2013, the education reform at school level was initiated in the first grade of primary and first form of secondary school.

Partnerships with Indigenous Peoples’ Education Councils were instrumental in advocating for laws and regulations that ensured indigenous people’s rights in education and culture. The second component of the sector support focused particularly on supporting Indigenous Peoples’ Education Councils and these partnerships have played a key role in Danish development cooperation with Bolivia. According to the Danida review of education conducted in 2012, CEPOS has consolidated its

position within the education sector and has influenced all education initiatives. CEPOS has become a key player and the education sector is responding to its demands. From 2013, five of the councils and the national council became self-administered.

As part of its phasing-out strategy, the Danish embassy has worked to enhance strengthening of civil society participation in the education sector and has coordinated with Danish NGOs to enhance collaboration with national NGOs.

8.3 Achievement of longer term objectives – contributing and limiting factors

The evaluation findings indicate that the longer-term objectives have been achieved to some extent as regards enrolment in primary school and higher completion rates. However, the quality of public education is poor and continues to be a key challenge. Furthermore, the objective of implementing intercultural bilingual education in schools – a key Danish priority throughout the support – has proven less sustainable in the longer term.

EDUCATION SECTOR PROGRAMME I AND II

There have been continuous improvements in the education sector in Bolivia during the period of Danish support, especially in the primary school enrolment rate, which was the principal focus of the GoB. The enrolment rate in primary school increased from 90% in 2009 to almost 95% in 2013, which was the goal set out for 2015. Net enrolment rate in secondary schools was 54.6% in 2008 with an aim of reaching 58.2% in 2015. In 2010 the enrolment rate in secondary schools only increased by 0.25% a year, thus increasing slower than the population growth. However, it was noted in the 2012 programme review that progress had occurred in all indicators, hence also on secondary school enrolment rates. This was confirmed by the World Bank's education statistics, where the net enrolment for both lower and upper secondary schools have increased since 2011, as well as by data from UNICEF which states that the net enrolment in secondary schools in 2013 was 67.4%, indicating the target has been met.⁶¹

While the institutional and financial sustainability of the educational sector support is considered strong, the sustainability of bilingual education is questionable. The GoB has allocated increasing resources to the education sector and although these funds have primarily been

61 Recent data on progress within the education sector is very limited and neither documents provided for this evaluation nor official statistics provide disaggregated data on rural/urban.

allocated to cover recurrent costs, and less to capital investments in the sector, it is still considered that the government has ample fiscal space to reallocate more funds to investment expenditure if needed. The basket fund modality has fully supported the government's development plans and funds have been channelled through government systems; hence focus has been on strengthening national institutions with the aim of enhancing the sustainability of the sector.

Bilingual education has been a key priority of Danish support to education in Bolivia with the long-term objective to improve educational quality with socio-cultural relevance. Although substantial achievements have been made in terms of developing a new curriculum and training of teachers, the sustainability of achieved results within bilingual education may be questioned. The review of the education sector (2012) refers to a CEPOS study, which found that many schools had returned to monolingual education (Spanish). According to the review, a number of reasons can explain this set-back: first of all, ownership of intercultural bilingual education among indigenous people as well as teachers was not in place when the education reform was introduced in 1994; secondly, a lack of bilingual teaching skills has caused schools going back to using Spanish as the only language of instruction; and thirdly, the MAS government did not support the education reform of 1994, leaving a pedagogical gap from 2006 to 2012 in terms of bilingual education. However, the new curricula are currently being implemented and it remains to be seen whether this will have a long-term impact on the quality of public education.

8.4 Danish value added and lessons learned

Although the specific value added of the Danish approach is difficult to assess since the education sector programme has been implemented through a basket funding modality with other DPs, Denmark is credited for particularly focusing on the recognition of indigenous peoples' rights and ensuring intercultural bilingual education for all. As an example, Denmark played a key role in advocating for developing alphabets and educational material in 19 different languages, as well as supporting CEPOS to become key actors in the education sector.

Denmark is acknowledged as a key player in emphasising the need for flexibility in the sector. Funds have been allocated to studies and reviews enabling the Ministry and the basket fund facility to further investigate new initiatives to improve educational programmes. Moreover, Denmark is recognized for aligning with national strategies and applying national systems enhancing ownership of the programme.

The joint monitoring and dialogue committee known as COFASE with participation from the government and the basket-funding donors is

8 EDUCATION SECTOR

recognized as being effective and is highlighted as a model for other donor-ministry dialogue fora, also in terms of involving civil society actors as have been the case with CEPOS. Denmark's persistent emphasis on results monitoring has enhanced the committee's capability to measure results, focus more on technical and less on administrative issues – and has thus increased public accountability. Since the basket fund donors are scaling down/pulling out of Bolivia it is important to learn from this mechanism and ensure that a similar system of coordination between DPs, the Ministry and civil society is established.

9 CONCLUSIONS

Below are presented the conclusions from the evaluation, with particular reference to the EQs (structured in accordance to the OECD/DAC evaluation criteria).

EQ 1: What lessons can be learned from the partnership that may be relevant for Danish assistance elsewhere, for the Bolivian stakeholders and in terms of the sustainable development goals (SDGs)?

The evaluation findings lead to important lessons learned from the Danish-Bolivian cooperation:

Firstly, where development programmes are implemented in complex and constantly shifting political and institutional contexts it is necessary to apply a flexible, adaptive and opportunity-driven programmatic approach with short-term planning cycles and decision points. Secondly, the value-added and sustainability aspects of capacity development interventions should be carefully considered with a particular view to power relations and incentives. Thirdly, the application of a dual track approach, working with both government and NGOs within the supported sectors, is an effective and preferred means by which to promote and support multi-stakeholder dialogue and cooperation.

In relation to the Sustainable Development Goals (SDG's), the Danish assistance has in particular provided the foundation for Bolivia to make progress within the following three areas: i) Education (SDG 4): The foundation for Bolivia to achieve this goal (*ensure inclusive and equitable quality education and promote lifelong learning opportunities*) has been established through the systematic support provided to the education sector and the Ministry of Education over a long period of time, in particular through the focus on IBE; ii) Affordable and clean energy (SDG 7): The goal to *ensure access to affordable, reliable, sustainable and modern energy for all* is already well in progress in Bolivia, thanks to timely and targeted support demonstrating the feasibility and potential of RE in the country and; iii) Life on land (SDG 15): The goal to *protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss* has been a key concern in the Danish assistance to Bolivia and despite significant challenges and conflicts of interests within this area, the support has provided a good foundation for the GoB to demonstrate progress on this SDG. In relation to other SDGs, such as SDG 1 (poverty) and SDG 10 (inequality), the assistance has also

9 CONCLUSIONS

contributed to establishing of structures (such as EMPODERAR-DETI) for continued progress.

On the other hand, and despite the fact that gender has been a key concern in Danish development assistance during the entire 20 years of development cooperation with Bolivia, it has not been possible through the support to provide an effective foundation towards real gender equality (SDG 5) in Bolivian society. Although women have a high representation in parliament in Bolivia⁶², and legislation for protection of women against violence and political persecution has been approved, the enforcement and implementation of gender equality in the Bolivian society have not ranked high on the priority list of the GoB and have not been dealt with from a strategic perspective in any of the sector programmes. The critical situation on gender was remarked on already in the Evaluation of the Danish-Bolivian Development Cooperation 1997-2001 (2002) which concluded that: *The integration of gender remains a concern and a challenge. Likewise, despite a strong Danish focus on promoting peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels* (SDG 16), the foundation for progress within this area is still blurred due to political and institutional challenges and weaknesses.

EQ 2: How has Danish assistance responded to changing needs, to policy reforms and to new opportunities in Bolivia?

Overall, the Danish assistance has demonstrated a relatively high degree of flexibility and ability to adapt to changing contextual circumstances and “windows of opportunities”.

Following the enactment of laws on Decentralisation and Popular Participation in the mid-1990s, a key priority for Danida was to support the implementation of these laws across different sectors. Particular attention was given to the needs, rights and opportunities of the indigenous peoples within this new legal framework. The specific support provided by Danida to decentralised environmental management during this process, further contributed to implementation of the Bolivian Environmental Law (1992). Later on, the approval of the Education Law (2010) provided similar opportunities to support implementation of the law within this sector, again with a particular view to the needs, rights and opportunities for indigenous peoples (through IBE).

After the adoption of the Paris Declaration in 2005, Denmark had a strong focus on alignment and harmonisation issues and was a leading actor among DPs in Bolivia in supporting improved donor coordination

62 Bolivia is in second place globally with 53% of its parliament made up of women.

and result-orientation, while at the same time insisting on stronger ownership and commitment from national counterparts. This was the case in relation to the support to Education (establishment of a basket funding modality), Public Sector Reform (basket funding modality) and Environment (e.g. support to SERNAP and Protected Areas, where Denmark took the initiative to share responsibilities with the Netherlands and Germany). The introduction of a Results Framework system was a particular Danish priority in the education support (where it became partly successful) as well as in the support to environmental institutions like SERNAP and COMIBOL-DIMA (where it never worked as planned), and in relation to EMPODERAR-DETI in the agricultural sector (where it is still reported as a useful tool). Often, the ability of the Danish assistance to bring in advisors and experts on a short notice to facilitate and support complex political and institutional processes has been particularly useful and important as leverage for subsequent entry of larger funding sources to the supported sectors.

The support to RE development as part of the Country Programme 2014-2018 is a good example of how the Danish assistance has responded effectively to an upcoming opportunity. RE is high on the agenda of the GoB and targeted assistance provided through the Country Programme has been important to boost the RE sector in Bolivia within a relatively short period. This has further created opportunities for continued Danish-Bolivian cooperation in relation to commercial agreements, research partnerships and technology development/transfer in relation to RE development.

EQ 3: What notable difficulties arose in the Danish-Bolivian partnership and how were the challenges overcome?

The major challenges in the Danish-Bolivian partnership arose in relation to the institutional support, mainly at central governmental level. Frequent changes in political direction and in management and staff within many of the supported institutions made it very difficult to maintain continuity and ensure ownership of the implemented activities. It also made it difficult for the international advisors effectively to perform the role they were supposed to play within a particular institution. In some cases, these challenges were solved by slightly changing the focus of the advisors work or by transferring the advisor to another institution.

The use of a “dual approach” (engaging with both governmental and non-governmental institutions within all supported sectors) has been an effective means by which to overcome difficulties in the implementation process. The involvement of local and non-governmental organisations has created a diversified platform of project partners, which has been particularly useful both in situations where governmental institutions have been less cooperative and where it has been more relevant to work with NGOs (e.g. on social accountability issues). The use of a dual approach has been important, not only for the effectiveness of

the development interventions, but also as a clear signal of continued support to needed democratic and inclusive processes in the country. The Danish insistence on channelling part of the support through NGOs, via a range of different modalities and set-ups, has been an important response to the shrinking of CSO space by the Bolivian government.⁶³

Critical political decisions imposed by the Danish government on the Danish development cooperation have also contributed to difficulties in the Danish-Bolivian partnership and have limited the impact of Danish assistance in some areas. Changes resulting from Danish policy shifts in particular affected continuation of the support to decentralised environmental management and the indigenous peoples' programmes as well as the preparation process for the Country Programme (2014-2018). In addition, the decision to phase out a more than 30-year development cooperation between Denmark and Bolivia over a period of only three years has provided limitations in the possibilities for consolidating results from the development engagements, as well as for preparing for continued and future Danish-Bolivian cooperation.

EQ 4: What concrete development results were achieved from 2002 to 2016?

Despite a number of institutional challenges, important development results have been achieved within all supported sectors, such as: i) the assistance to public sector reforms has provided an important contribution for consolidation of the processes of decentralisation and public participation in the country and for provision of ID Cards to all citizens; ii) the assistance to the indigenous people sector has been fundamental to ensuring land rights and titling to thousands of indigenous people, including the titling and ordering of 24 million hectares of indigenous community territories between 1998 and 2010 (out of which 12 million hectares were directly attributable to Danish assistance); iii) in the productive/agricultural sector, the long-term support has contributed to sustainable production and income increases for thousands of poor farmers, mainly through the successful EMPODERAR-DETI model; iv) in the environmental sector, the "shared responsibility" principle and the introduction of various income-generating activities within protected areas have been widely adopted and contributed significantly to the more sustainable management of the national parks and; v) the assistance to the education sector has contributed to more and better access to education services, including for the indigenous population.

63 High ranking representatives from the GoB emphasized to the evaluation team that the current government basically considers CSOs an unnecessary level of intermediates between the government and the population. The case of IBIS represents the most extreme example of this, when the GoB decided to expulse this long-term partner from Bolivia in 2013.

EQ 5: How effective has Danish assistance been in contributing to the development of institutions for sustainable and inclusive production as well as service provision in different sectors?

One of the most successful aspects of assistance has been the support to the development of institutions for sustainable and inclusive production and service provision. Important results have been achieved from these investments: i) the EMPODERAR-DETI “model” developed into an effective mechanism for poor rural farmers to gain access to co-funding for smaller investments. The institutional and financial mechanism of this model has shown to be effective to ensure ownership and local participation in the supported projects; ii) the long-term support to COMIBOL-DIMA was effective in institutionalising the socio-environmental challenges in relation to mining production. The large number of projects implemented by COMIBOL-DIMA in highly polluted mining areas have benefitted thousands of poor mining families, including a large group of mining women; iii) the support provided to INRA has been instrumental to support the agrarian “revolution” in Bolivia following the titling and ordering of land to thousands of indigenous peoples and; iv) the assistance to CPTS over a longer period has allowed the institution to grow and develop its capacity, in particular as a developer and provider of cleaner and more efficient production technologies. This has resulted in production increases (most notably in relation to quinoa production) as well as efficiency gains in the supported industries. CPTS is now a leading and recognised institution in Bolivia and used as a partner by both governmental institutions and other DPs.

EQ 6: What are the key long-term changes achieved across the Danish-Bolivian partnership between 1994 and 2016?

Danida has contributed to important transformational processes taking place in Bolivia over the past 20 years. In particular, Danish support to the processes of decentralisation and popular participation, to education (including IBE) as well as to the enhancement of the rights, livelihoods and opportunities of indigenous peoples has contributed to fundamental changes in Bolivian society during this period. It is characteristic of the support to these sectors that it has mostly been opportunity-driven and that changes have occurred largely because of persistent and long-term Danish presence within the supported sectors.

It could be argued that the assistance has contributed to changing of mind-sets and interaction among thousands of poor people living within remote local communities, where people have been supported in becoming more self-sustaining, cooperative and responsible within their own local surroundings and environments. This has led to changes in attitudes and behaviours within the supported areas, and more collaboration and mutual acceptance among different groups of people who share and depend on the same pool of natural resources.

EQ 7: How has cooperation contributed to the enhancement of indigenous peoples' rights and livelihoods?

The support provided by Denmark since 1995 has significantly contributed to recognition of the rights of indigenous peoples in Bolivia. At the same time, INRAs technical and operative capacities were significantly strengthened, which became a crucial supporting factor for an agrarian revolution that made deconcentration and redistribution of land possible. Support provided to the indigenous peoples' sector also contributed to the enhancement of capacity of indigenous organisations and laid the foundation for the design and development of an IBE model in Bolivia. Danida also provided basis for improved ITM, although the results of these efforts were less significant.

A combination of factors were crucial for the achievements of results in the indigenous sector, in particular: i) the Danish cooperation framed itself within the struggle of the historically discriminated indigenous peoples and took the deliberate choice of effectively supporting their rights; ii) a long-term projection of the Danish sectoral support, as well as the flexibility to adjust the strategy between phases based on a good reading of context and opportunities and; iii) the use of a "double-track" strategy, which included both state institutions and representative organisations of the indigenous people in the programme implementation. Danida's support pioneered development of the ideological and political constructions around indigenous peoples' ancient practices.

The Danish contribution to enhancement of indigenous peoples' rights and livelihoods has also come about through support of these rights within other sector programmes such as: i) the support provided to the public sector reform processes, which contributed to enhancing the participation and involvement of indigenous peoples in decentralised decision processes; ii) the targeted support to EMPODERAR-DETI (the agriculture and productive programme) and to protected area management (the environmental programme), which has contributed to implementation of income-generating activities for a large number of poor indigenous households; and iii) the support to IBE, which was a particular focus area for the support to the educational sector.

EQ 8. Are the changes arising from the cooperation programme likely to be sustained?

The key long-term changes mentioned above are likely to be sustained. These changes have come about over time, and although some momentum is lost after phasing out of the Danish assistance, the change processes seem irreversible. Other initial changes resulting from the

Danish assistance to, in particular, public sector institutions⁶⁴, have been more difficult to sustain due to the challenges of ensuring institutional capacity, stability, ownership, progress and continuity within these institutional environments. Even in cases where the effectiveness of the implementation process has been high and where changes have started to materialise (e.g. the support provided to COMIBOL-DIMA and to decentralised environmental management in Potosí and Chuquisaca) it has been difficult to sustain the progress and results after completion of the Danish support. This underlines the important role that international advisors have played within the supported institutions at the time of implementation, however it also indicates that this approach often has been unsustainable in the long term – unless the recipient institutions attain adequate capacity to sustain the development processes.

The sustainability aspect should also be linked closely to the high risk-taking profile taken by Danish assistance programmes. Compared to other DPs assisting Bolivia, Denmark is recognized for its risk-taking and willingness to enter into complex and uncertain territory. In this way, Denmark has sometimes become a first mover, and a relatively small initial Danish financial contribution has become an important catalyst and front-runner for other DP's (much larger) interventions.⁶⁵ In other cases, it has not been possible (even through longer-term support) to establish enough foundation for a continuation of the support to sustain results from the programme interventions.

While the opportunities for a continuation of the Danish-Bolivian partnership seem limited within most of the supported areas, there may be a few exceptions. The most promising is within the energy sector, in particular RE, which is an area of high priority for the GoB, and at the same time an area where Denmark has comparative international strength and knowhow.

64 This is in line with the Evaluation of the Danish-Bolivian Development Cooperation 1997-2001 (2002) which found that *"Partners at all levels of government have been notoriously unstable over the project period, with frequent changes of personnel and political parties... institutional stability will depend on a number of factors that Danida can only partially address"*.

65 Good examples of this include the Danish support provided to public sector reform processes; the support to indigenous people's land titling and ordering; the support to the "shared responsibilities" concept and introduction of economic activities within protected areas; the EMPODERAR-DETI modality in the agriculture sector; as well as the recent support to RE development in Bolivia.

10 RECOMMENDATIONS

The findings and conclusions from the evaluation lead to the following recommendations for Denmark's development cooperation globally:

Recommendation 1: *At global level, Denmark's support for indigenous peoples' groups should remain at the top of the development agenda with a particular view to addressing the role and challenges faced by these groups in relation to sustainable forestry management.* The experiences from Bolivia clearly demonstrate the continued need for attention to this area as well as the complexity related to the livelihoods of the indigenous people groups, including ensuring a sustainable management of the forestry resources. It is suggested to explore the possibility of integrating the different interventions supported by country programmes (also in other countries than Bolivia), indicators and specific actions regarding mainstreaming the direct impact on the life of the indigenous people. This should be done from a rights perspective, including the productive sectors, energy, educational, access to justice or innovation areas.

Recommendation 2: *Denmark should continue to maintain a high profile as supporter of the presence and participation of a broad group of both governmental institutions and NGOs in development interventions.* The experience from Bolivia shows that the use of a "dual approach" adds value to the programming and can be implemented in different opportunity-driven manners. At the same time, a Danish insistence on use of a dual approach in development cooperation programmes will keep sending a clear signal to national counterparts that the shrinking space for NGOs, which is currently observed in several Danida partner countries, is not favoured by Denmark.

Recommendation 3: *Gender equality is one of the SDGs and should be approached from both a strategic and operational perspective in all country programmes, based on proper analysis of the contextual conditions and opportunities within the supported sectors.* Although Denmark is committed to promote gender equality, the experience from implementation of the Danish development assistance to Bolivia demonstrates a need for more close and continuous monitoring of the operationalisation of the chosen gender strategy and its adaptation to the particular context. This will include an assessment of the required capacity to implement the gender strategy and a clearer distinction between those interventions that have a particularly focus on gender and those that (only) focus on women.

Recommendation 4: *The possibilities for testing/piloting more flexible and adaptive programmatic approaches (e.g. based on the Problem Driven Iterative Approach) should be further explored, as this may lead to more effective programme interventions, and ultimately better results, especially in cases where state institutions are particularly unstable.* Although the Danish assistance to Bolivia has shown a certain level of flexibility, it has been done ad hoc and not systematically. In addition to the flexibility issue, given the relatively small, and decreasing budget for Danish development cooperation, the Danish Ministry of Foreign Affairs should continue to encourage and provide the framework conditions for its embassies to act as front-runners, catalysts and risk-takers through the country programme interventions, since this is where Danish development assistance is providing particular value added.

Recommendation 5: *The conditions provided for phasing out of long-term Danish development cooperation programmes should allow for more flexibility and longer timeframes for consolidation of results, as well as for planning of continued cooperation within areas considered of particular interest and potential.* Although the phasing out process in Bolivia has been well-planned and managed based on the conditions provided, the Danish embassy would have benefitted from a longer timeframe and an increased level of budget flexibility for the phasing-out process in order to develop and support more opportunities for future Danish-Bolivian cooperation (including business cooperation). Experience from phasing-out processes in other countries (e.g. in Southeast Asia) also clearly demonstrates the importance of providing embassies a reasonable time horizon, tools and abilities to meaningfully assist Danish companies and institutions with interest in the country to establish a solid platform to operate from, once the Danish assistance has been completed.

Recommendation 6: *The possibility for provision of more targeted support for developing adequate national capacities and framework conditions for RE development through Danish development assistance should be explored in relation to approval of funding for large RE investment funding by Danida Business Finance.* The approval of a grant by Danida Business Finance for establishing of three large windmill parks in Bolivia took place at a time when the country still suffers from a strong and urgent need to develop transparent national policy and legal framework conditions (in particular to encourage participation of the private sector), as well as to upgrade technical capacities and knowledge on RE. The experience from a recent “Evaluation of Danida Energy and Environment Cooperation in South-East Asia” (Danida, 2016) also clearly demonstrated the importance of ensuring a holistic approach for balanced and sustainable RE development within development assistance countries.

ANNEXES

Annex A: Terms of Reference

1. BACKGROUND

Danish-Bolivian development cooperation dates back to the 1970s. In 1994 Bolivia was selected as a priority country for Danish development aid and an embassy was opened in La Paz in 1995. The first strategy for development cooperation was approved in 1997. Thus, for over 20 years Denmark has been a partner in Bolivian development efforts, providing financial and technical support.

From the outset the focus has been on poverty reduction and human rights, with improved indigenous peoples' rights and livelihoods in the forefront. In this period Bolivia has experienced both significant political and social unrest, as well as remarkable economic development. The reduction in the rate of extreme poverty has been particularly noteworthy.

While the 1990s and early 2000s were characterised by considerable political instability and income inequalities, since the MAS government of Evo Morales came to power in 2005 there has been steady progress in terms of growth in national income, at least until the recent fall in the world prices of Bolivia's key commodity exports (oil, gas and minerals). It is estimated that GDP per capita increased from USD 1000 in 2005 to almost USD 3000 in 2015. Social indicators have improved considerably, and Bolivia has progressed rapidly towards becoming a lower middle income country. However, adapting to the higher temperatures and irregular precipitation patterns arising through climate change is an increasing challenge, both in the water-stressed high Andes and in the low-lying tropical forests of the Amazon basin.⁶⁶

Around DKK 120-150 million per year has been provided as Danish aid to Bolivia. However, given the reduction in Danish development assistance to around 0.7 percent of GNI and the decisions taken in 2015 to focus on fewer countries, Danish-Bolivian development cooperation is coming to an end. The embassy in La Paz will be closed in mid-2017 and the

66 Key sources for indicators include World Bank and United Nations reports. According to the UNDP Bolivia's Human Development Index (HDI) in 2015 was 0.662 and the country was ranked 119 of 188 countries.

country programme funded by Danida will conclude at the end of 2018. In this context it has been agreed to carry out an evaluation of the main results and highlights of cooperation over the past 20 years.

In 1997 the overall objective of providing aid to Bolivia was defined as “supporting political and economic reforms as well as activities aimed at combating poverty, including those benefitting the interests of indigenous peoples.” A series of sector programmes were then agreed, focusing on agriculture, the environment and the rights of indigenous peoples as well as on decentralisation and popular participation in development processes. The sector programmes were rolled out in two priority regions of the Andean highlands with high rates of household poverty: Potosí and Chuquisaca.

In addition, and together with other donors, Danida contributed to major institutional reform efforts, notably the so-called “PRI” from 1999 to 2003. Funds were also provided through local grants and through civil society organisations, some of which had long-standing collaboration arrangements with Bolivian partners. Business collaboration was also encouraged using the various instruments available.

The change of Bolivian government in 2005 more or less coincided with revision of the development cooperation strategy, which continued to include sector programmes dealing with agriculture, environmental protection and management (notably pollution control in mining and industries). However, the programme supporting indigenous peoples was gradually modified to include a broader access to justice programme and support to the education sector. Institutional reform continued to be amongst the priorities of Danish-Bolivian cooperation.

In line with changing aid modalities and efforts to enhance the alignment of development assistance, a new Danish-Bolivian partnership policy was drawn up in 2013 and a new Country Programme was prepared. The overall aim is to “reduce poverty and inequality in respect of human rights and sustainable development.” The programme comprises a series of “engagements” to promote inclusive economic growth, to improve access to justice and to manage natural resources in the context of climate change (through forest and energy sector “clusters”). The Country Programme provides funds for a range of mostly public sector partners from 2014 to 2018 (to the tune of DKK 632 million).⁶⁷

Providing assistance to key productive sectors, for better environmental management and to strengthen human rights-based approaches to

67 An exit plan for 2016 to 2018 has recently been approved. See Annex A for key documents and Annex B for a simple overview of the development assistance portfolio since the 1990s.

development – particularly in so far as indigenous peoples are concerned – have been the cornerstones of the Danish-Bolivian partnership. Efforts have been made to align external support to government policies for reform and to harmonise assistance with other donors. Support has been provided for public and private sector development actors and stakeholders, as well as for civil society organisations.

Numerous other bilateral and multilateral agencies and NGOs have provided assistance to Bolivia as development partners. Thus, in evaluating Danish contributions and engagements with both government institutions and non-governmental partners it is not expected that it will be possible to attribute outcomes and impact solely to the Danida grants. Nonetheless, it is intended that the evaluation will illustrate the added value of the Danish partnership approach to development cooperation, focusing on sustainable development and the rights-based dimensions of the Bolivian trajectory since the 1990s.⁶⁸

2. OBJECTIVES

The objectives of the evaluation are threefold:

- to document the **changes and results** achieved through cooperation from 1997 to 2016, with an emphasis on the period from 2002 (i.e. since the previous evaluation);
- to assess the specific **value added** of the Danish approach to supporting sustainable, rights-based development, including the ability to adapt assistance to changing contexts (policies) and the effectiveness of the partnership;
- to provide **lessons learned** that are relevant with respect to promoting sustainable, rights-based development.

In other words, as far as results are concerned the main purpose of the evaluation is to provide a record of the longer-term changes and concrete results achieved through the Danish-Bolivian partnership. Documenting results is an important means of accounting for public expenditure to key stakeholders, both in Denmark and Bolivia. As noted above, strengthening economic and political rights and livelihood of indigenous peoples has been an important concern in development cooperation. Hence it is expected that the evaluation will tell the story of Denmark in Bolivia over the past 20 years.

In exploring the value added of the cooperation, the evaluation will entail “unpacking” the partnership that has been at the core of the

68 An evaluation of development cooperation from 1997 to 2001 was completed in 2002.

assistance programme since the 1990s. The structure of collaborative arrangements with government agencies, local governments (municipalities) and non-governmental organisations, including the use of financial management systems, shared objectives, etc. are important in this context. The value added arising from Danish engagement with a range of Bolivian institutions will be of particular interest.

As far as lessons learned are concerned, the evaluation will show how a bilateral cooperation programme has contributed to the success (or otherwise) of efforts to promote human rights (notably for indigenous people), economic growth and sustainable resource management. Insights and recommendations from the evaluation will be useful for Danish and Bolivian partners aiming to enhance the global agenda defined by the sustainable development goals (SDGs).

3. SCOPE OF WORK AND EVALUATION QUESTIONS

The most significant development cooperation activities carried out between 1997 and 2016 will be examined through the evaluation, focusing on the period and the portfolio since 2002. It will be particularly important to identify the contribution made by Danida to long-term changes achieved across the various programmes, bearing in mind that the bulk of Danish assistance has been provided through the sector programme support modality (from 1997 to 2013) and subsequently through country programme “engagements” in specific agreed thematic areas (from 2014 to 2018). The geographical focus of Danish funded programmes in Potosí and Chuquisaca – as well as more recently in the Amazonas region – will be taken into account in the evaluation.

In terms of results, the evaluation will seek to respond to the following questions:

Q1. What are the key long-term changes achieved across the Danish-Bolivian partnership between 1994 and 2016?

Q2. What concrete development results were achieved from 2002 to 2016?

Q3. How has cooperation contributed to the enhancement of indigenous peoples’ rights and livelihoods?

The value added through the provision of Danish aid to Bolivia will be explored on the basis of the following questions:

Q4. How has Danish assistance responded to changing needs, to policy reforms and to new opportunities in Bolivia?

Q5. How effective has Danish assistance been in contributing to the development of institutions for sustainable and inclusive production as well as service provision in different sectors?

Q6. Are the changes arising from the cooperation programme likely to be sustained?

In exploring the lessons learned, the following questions will be important:

Q7. What notable difficulties arose in the Danish-Bolivian partnership and how were the challenges overcome?

Q8. What lessons can be learned from the partnership that may be relevant for Danish assistance elsewhere, for the Bolivian stakeholders and in terms of the sustainable development goals (SDGs)?

4. APPROACH AND METHODOLOGY

The evaluation will be carried out in accordance with the Danida evaluation policy on development cooperation (October 2015), the Danida evaluation guidelines (2012) and the OECD-DAC standard criteria for evaluations including quality standards (2010).

Given the amounts provided through Danida and other partners to the Bolivian government, direct attribution is not being sought in the evaluation. However, a contribution analysis will be applied, in order to establish links between Danish funded programmes and engagements and the results on the ground. Underlying theories of change for interventions and development engagements will be developed and tested in the evaluation. In this way important causalities can be established as well as greater understanding of the factors that drive and/or disrupt changes.

Where possible and relevant the views of direct beneficiaries will be sought in order to provide insights into relevance, impact and sustainability. Research and data collection providing relevant information will also be used during the evaluation, involving authorities and organisations at national and regional (local) levels. Information gathered in the targeted departments (regions) of Potosí and Chuquisaca, as well as in the Amazon region, will be particularly useful.

The evaluation will be managed by Danida's evaluation department (EVAL) and undertaken in collaboration with the Danish embassy in La Paz and the Ministry of Development Planning (MPD). It will include the following phases:

- An inception phase, during which a portfolio analysis will be undertaken, and an inception report drafted and considered by the evaluation reference group (the ERG, see below).
- A main study (implementation) phase, during which the evaluation team will carry out field work and data collection in Bolivia. Interviews will be arranged with government representatives, development partners, private sector and civil society organisations, etc. Data collection and interviews will take place both in La Paz and selected regions. Brief notes on the field work will be prepared and shared with relevant authorities and the Danish Embassy in La Paz. Notes will also be prepared to highlight selected case stories of Danish-Bolivian cooperation: i.e. examples of actions and engagements that illustrate the dynamics of the assistance provided over time, particular results or indeed particular challenges. A total of six case stories will be developed during the implementation phase and will be used to inform the Danish and Bolivian public about the results.
- A reporting phase, during which the evaluation team will draft the main report and discuss the conclusions and recommendations with the evaluation reference group (ERG). The case stories will be written up and included in the reports.
- A dissemination phase that will include a workshop on Danish-Bolivian cooperation to be held in Copenhagen. The evaluation team will be responsible for workshop inputs that may subsequently form the basis for targeted communication about the outcomes and lessons learned from cooperation.

5. OUTPUTS AND TIMETABLE

The following outputs are expected in the course of the evaluation:

- An inception report, including portfolio analysis. This will include explanation of the sectors, thematic areas and regions that have been selected for further study, an evaluation matrix indicating the evaluation questions, criteria and data sources, as well as detailed outlines of the methodology for field work, the work plan and the reports.
- Briefing notes from the fieldwork in Bolivia, including case study outlines.
- A preliminary findings paper.
- Draft and final draft results reports.
- Notes for dissemination workshops.

ANNEX A: TERMS OF REFERENCE

- A final report, not exceeding 40 pages excluding executive summary and annexes.

The inception report, the findings papers and the draft evaluation report will be discussed in evaluation reference groups in La Paz and Copenhagen before approval by the evaluation management.

The proposed timetable for the evaluation is as follows:

Task	Date/period, 2016-17	Responsible & involved
Start of assignment (contract signed)	1st December 2016	ET & EVAL
Start-up meetings in Copenhagen, including ERG	Early December	ET with EVAL & ERG
Inception, including work in Bolivia	December	ET, Embassy & partners
Submission of inception report	31st December	ET
Discussion of inception report	Early January 2017	EVAL with ET & ERG
Main country study	Jan-Feb. 2017	ET, Embassy & partners
Submission of findings paper	Mid-February	ET
Discussion of findings paper	Early March	EVAL with ET & ERG
Findings workshop with external stakeholders	Mid-March	EVAL with ET & ERG
Submission of first draft report	31st March	ET
Discussion of draft report	Early April	EVAL with ET & ERG
Submission of final draft report	30th April	ET
Dissemination event(s)	May or June 2017	EVAL with ET & Embassy

6. ORGANISATION OF THE EVALUATION

Management of the Evaluation will follow the Danida Evaluation Guidelines (2012) and the OECD-DAC quality standards (2010). There are three sets of roles in the process: a) the Evaluation Management; b) the Evaluation Team (Consultant); and, c) the Evaluation Reference Group (ERG).

Role of the Evaluation Management

The evaluation will be supervised and managed by the Evaluation Department (EVAL) in the Danish Ministry of Foreign Affairs (MoFA). The Evaluation Management will:

- Participate in the selection of Evaluation Team based on received tenders. The MoFA contract office chairs the tender committee, assisted by an independent tender consultant.
- Coordinate with all relevant evaluation stakeholders.
- Ensure that quality control is carried out throughout the evaluation process. In so doing, EVAL may make use of external peer reviewers.
- Provide feedback to the Evaluation Team. Comment on draft versions of the inception report, the work plan, annual field visit reports and the summative evaluation report. Approve final reports.
- Organise and chair meetings of the Evaluation Reference Group.
- Facilitate and participate in evaluation workshops, including possibly an open dissemination workshop towards the end of the evaluation.
- Organise presentation of evaluation results and follow-up on the evaluation for the internal Danida Programme Committee and the Minister for Foreign Affairs (the responsible department or Embassy drafts the management response).
- Advise relevant stakeholders on matters related to the evaluation.⁶⁹

Role of the Evaluation Team (the Consultant)

The DAC evaluation principles of independence of the Evaluation Team will be applied. The Evaluation Team will carry out the evaluation based on a contract between MoFA and the incumbent company/institution. The Evaluation Team will:

- Prepare and carry out the evaluation according to the ToR, the approved Inception Report, the DAC Evaluation Quality Standards and the Danida Evaluation Guidelines.
- Be responsible to the Evaluation Management for the findings, conclusions and recommendations of the evaluation.

⁶⁹ See the Codes of Conduct, which form part of the Danida Evaluation Guidelines, and which can be found at <http://evaluation.um.dk>

- Ensure that quality assurance is carried out and documented throughout the evaluation process according to the Consultant's own Quality Assurance Plan as described in the proposal.
- Report to the Evaluation Management regularly about progress of the evaluation.
- Organise and coordinate meetings and field visits, and other key events, including debriefing session and/or validation workshops in the field visit countries.

The Team Leader is responsible for the team's reporting, proper quality assurance and for the organisation of the work. The Team Leader will participate in the ERG meetings and other meetings as required and upon request. It is envisaged that the Team Leader will participate in approximately four meetings in Copenhagen during the whole process.

Role of the Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established and chaired by EVAL. Other members of the ERG will include the Danish embassy in La Paz and possible other stakeholders. The mandate of the ERG is to provide advisory support and inputs to the evaluation, e.g. through comments to draft reports. The reference group will work with direct meetings, e-mail communication and video-conferencing.

The tasks of the ERG are to:

- Comment on the field mission preparation notes, draft inception report, draft annual field visit reports and draft evaluation report with a view to ensure that the evaluation is based on factual knowledge about the engagement and how it has been implemented.
- Support the implementation of the evaluation and promote the dissemination of the evaluation conclusions and recommendations.
- Other key stakeholders may be consulted at strategic points in time of the evaluation either through mail correspondence or through participation in stakeholder meetings/workshops.

7. COMPOSITION AND QUALIFICATIONS OF THE EVALUATION TEAM

A team whose members must be experienced in undertaking country programme evaluations and thematic evaluations, as well as possessing extensive knowledge of Bolivia will carry out the evaluation. The team must also have experience and knowledge covering the sectors and themes of Danish cooperation with Bolivia since the 1990s: economic development, agriculture, environmental management, climate change,

human rights based approaches, indigenous peoples' rights and access to justice as well as local government and public sector reform.

The team is expected to consist of three members: a team leader and two experts. The Tenderer may decide to include personnel for additional functions, e.g. subject matter specialists, although these persons will not be assessed on an individual basis but as part of the overall team composition and backup. The team members are expected to complement each other. All team members must be fluent in Spanish and at least one must be Danish speaking. It is expected that the team leader will participate in the field work and be in charge of the report writing.

The Tenderers should clearly state which of the proposed team members cover the different thematic areas. The team must include experience with all methodologies and tools suggested in the tender. The following CV's shall be included in the tender proposal:

- Team Leader;
- Two core team members (experts);
- Subject matter specialists (as required)
- A Quality Assurance Manager.

The organisation of the team's work is the responsibility of the consultant and should be specified and explained clearly in the tender. It is expected that the team leader is closely involved in the elaboration of the tender. The team leader is responsible for the team's reporting to and communication with EVAL, and for the organisation of the work of the team. The team leader will participate in meetings with EVAL as well as in ERG meetings as requested by EVAL.

The CVs will be assessed on an individual basis. A personnel assignment chart (schedule 4.2) must be included in the technical proposal with the exact input of person days proposed. The entire proposed team will be assessed as a whole as part of the "organisation and staffing." All CVs included must fulfil the minimum requirements as outlined in Annex C (below).

8. ELIGIBILITY

The OECD/DAC evaluation principles of independence of the evaluation team will be applied. In situations where conflict of interest occurs, candidates may be excluded from participation, if their participation may question the independence and impartiality of the evaluation. Any firm or individual consultant that has participated in the preparation or implementation of the evaluated Danida programmes will be excluded from participation in the tender.

Tenderers are obliged to carefully consider issues of eligibility for individual consultants and inform the Client of any potential issues relating to a possible conflict of interest.⁷⁰

9. FINANCIAL PROPOSAL

The total budget for the consultancy services is a maximum of DKK 1.35 million. This includes all fees and project related expenses required for the implementation of the contract, including field trips.

EVAL will cover the expenditures incurred in preparing the final evaluation report for publication and any additional dissemination activities as and if agreed upon.

10. REQUIREMENTS OF HOME OFFICE SUPPORT

The Evaluation Team's home office shall provide the following, to be covered by the Consultants fees:

- General home office administration and professional back-up. The back-up activities shall be specified.
- Quality assurance (QA) of the consultancy services in accordance with the quality management and quality assurance system described in the Tender. Special emphasis should be given to quality assurance of draft reports prior to the submission of such reports. EVAL may request documentation for the QA undertaken in the process.

The Tenders shall comprise a detailed description of the proposed QA, in order to document that the Tenderer has fully internalized how to implement it and in order to enable a subsequent verification that the QA has actually been carried out as agreed.

The Tenderer should select a QA team, to be responsible for Head Office QA. The member(s) of the QA team should not be directly involved in the Evaluation. Their CVs should be included in the Tender. All QA activities should be properly documented and reported to EVAL.

⁷⁰ See: Danida Evaluation Guidelines (2012), annex 1.

ANNEX A TO TOR: DOCUMENTS

The following key documents are available as indicated:

Danida Evaluation Guidelines

<http://www.netpublikationer.dk/um/11121/index.htm>

Development cooperation exit

<http://amg.um.dk/en/management-tools/exiting-with-efficiency-and-effectiveness/>

Bolivia, Country Policy Paper, 2013-18

<http://um.dk/en/danida-en/goals/country-policies/bolivia>

ANNEX B TO TOR: OVERVIEW OF ASSISTANCE PORTFOLIO

Country Programme, comprising “development engagements” in the thematic areas of economic growth, governance and justice as well as environment, 2014-18

Environment Sector Programme, phases I & II plus consolidation, 1999-13

Agriculture Support Programme (ASPS), phases I, II & III, 1999-13

Pro-Reforma (institutional reform programme), 1999-13

Pro-Justicia (rights and justice programme), 1999-13

Education Sector Programme, phases I & II, 2006-14

Indigenous Peoples, Decentralisation & Participation Programme, 1995-2010

Plus various business sector programmes, local grants, etc.

ANNEX C TO TOR: EVALUATION TEAM REQUIREMENTS

Qualifications of the **team leader**

General experience:

- Higher academic degree, preferably Ph.D.
- A profile with major emphasis on development issues, with 15 years or more of relevant international experience from development cooperation.
- Experience as team leader of evaluations or of comparable research assignments.

Adequacy for the assignment:

- International experience from evaluation work in thematic areas covered by the evaluation.
- Extensive international experience from designing and undertaking country programme evaluation work, including field experience.
- Other analytical work or research in thematic areas related to the evaluation.

Country experience and language:

- Broad international experience, with emphasis on experience from the region, preferably from Bolivia.
- Proficiency in spoken and written Spanish and English.

Qualifications of the **two core team members** (experts)

General experience:

- Higher academic degree in a field relevant to the assignment.
- A profile with major emphasis on development issues, with 10 years or more of relevant professional experience from international development cooperation.
- Experience as team member for evaluations of a comparable level.

Adequacy for the assignment:

- Experience from programme design or implementation in thematic areas related to the evaluation.
- Experience from country programme evaluations.
- Other analytical work or research in thematic areas related to the evaluation.

Country experience and language:

- International experience, including from the Andean region, preferably also from Bolivia.
- Proficiency in spoken and written Spanish and English.

Qualifications of **possible subject matter specialists**

General experience:

- Higher academic degree in a field relevant to the assignment.
- At least 10 years' experience within a field relevant to the assignment.

Adequacy for the assignment:

- Experience from research, consulting or public administration in subject-matters related to the evaluation.
- Experience from evaluation-related work in one or more of the relevant thematic areas of the evaluation.
- Other analytical work in subject-matters related to the evaluation.

Country experience and language:

- Experience from the highlands and/or lowlands of Bolivia
- Proficiency in spoken English.

Annex B: List of Persons Consulted

Name	Title	Organisation	Date	Comment
Mike Speirs	Senior Adviser	Danish Ministry of Foreign Affairs – Evaluation Department		Team member on several reviews in Bolivia
Rikke Zeuner	Chargé d’Affaires a.i.	Danish Ministry of Foreign Affairs – Royal Danish Embassy, La Paz		
Anders Stuhr Svensson	First Secretary	Danish Ministry of Foreign Affairs – Royal Danish Embassy, La Paz		
Mogens Pedersen	Ambassador	Danish Ministry of Foreign Affairs – Royal Danish Embassy, Kampala	29.01.17	Former Danish Ambassador to Bolivia (2000-06)
Jorgen Skytte Jensen	Consultant	IMPAKT	29.01.17	Int. advisor 2000-03 in Bolivia. Team member on reviews.
Morten Elkjær	Head of Department	Danish Ministry of Foreign Affairs – Growth and Employment	02.02.17	Former Danish Ambassador to Bolivia (2009-13), now with IFU
Finn Hansen	Consultant	HN Consultants		Team member on several reviews in Bolivia
Carmen Barragan	Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	06.02.17	
Ana Virginia Heredia Dieters	Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	06.02.17	
Ivette Long	Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	06.02.17	
Fernando Medina	Advisor	Danish Ministry of Foreign Affairs – Danish. Bolivian Country Programme	06.02.17	
Arnoud Hameleers	Country Programme Manager	International Fund for Agricultural Development (IFAD)	07.02.17	Former Int. Advisor on Bolivian-Danish programmes
Trond Norheim	International Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	07.02.17	

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
Charlotte Benneker	International Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	07.02.17	
Peter Ormel	International Advisor	Danish Ministry of Foreign Affairs – Danish-Bolivian Country Programme	07.02.17	
Caroline Van der Sluys	Consultant	Independent Consultancy	09.03.17	Former Int. Advisor in Bolivia and member of review teams
Hans Hoffmeyer	Consultant	Independent Consultant	09.03.17	
Hans Petter Bovollen	Ex Coordinador ADPI Fase II	ADPI	24.03.17	
Fernando Medina	Advisor	Danish Ministry of Foreign Affairs – Royal Danish Embassy, La Paz	27.03.17, 10.04.17	
Antonio José Ruiz Michel	Director Ejecutivo	Centro de Promoción de Tecnologías Sostenibles (CPTS)	27.03.17	Interviewed together
Juan Carlos Guzmán Salinas	Especialista en Eficiencia Energética			
Adalid Michel Espinoza	Especialista en Eficiencia Energética			
Cecilia Espinosa Murga	Subdirectora Técnica en Eficiencia Energética			
Marco Mendoza	Experto en Derechos de Pueblos Indígenas	Fundación CONSTRUIR	27.03.2017	
Juan de Dios Hernández Castillo	Ex Director of Planning	INRA	28.03.2017	
Sandra Lima Cecilia Ayala Aguirre	Director of Planning Country programme coordinator	SERNAP	28.03.2017	
Marcelo Renjel	Independent Consultant		28.03.17, 12.04.17	Ex Vice Minister of Popular Participation

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
Jhonny Delgadillo Aguilar	General Coordinator	EMPODERAR PAR-DETI-PICAR	28.03.17	
Marco Antonio Castro Oscar Calizaya Fracisco Rodríguez Amilcar Peñaranda Quiróz Agueda Colque Ordoñez Ramiro Leyton	Equipo de ISALP Potosí	ISALP Potosí	29.03.17	
Omar Gustavo Tejerina Vértiz	Responsable Departmental – INIAF Potosí	Instituto Nacional de Innovación Agropecuaria y Forestal (INIAF)	29.03.17	Made presentation of PISA and results to date
	Coordinator	Centro de Educación Técnica Agropecuaria (CETA) Puna	29.03.17	
Comité de aprobación de proyectos de DETI	President and members	President and members	29.03.17	President and 3 male members
Marcelino Payaro, Curaca Magda Herrera Carlos Quiroga Alberto Portacai Eusebio Chirinos Aramayo Tito Fajardo Beltrán Teófilo Acura Gumerindo Cuirpi		Curacas y Autoridades y Ex Autoridades originarias del TCO (TIOC) Jatun Ayllu Jura, Potosí	30.03.2017	
Vicente Coro Lázaro Gilberto Apaza Gutiérrez	Director Núcleo Educativo Yura Cooregidor Vicigza, Yura		30.03.2017	
Asociacion de Mujeres AMPROP		Potosí, Puna	30.03.17	President and some members
APRODESA		Potosí, Puna	30.03.17	President and 4 members (2 women)
Comite de obra (PCDSMA)	Pecataya	Potosí, Pecataya	30.03.17	PAS Construcción estanque

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
Productores	Apacheta	Potosí, Apacheta	30.03.17	Approx. 20 men and 10 women
	Comité de riego de Calazaya Proyecto de riego	Potosí, Calazaya	30.03.17	PASAP – President and about 15 members (3 women)
	Directiva de APRA	Chacala, Uyuni	30.03.17	PASAP -President and several members, incl. several women
Carla Zenteno	Technical Staff	DETI	30.03.17	
		CETA Puna en Potosí	30.03.17	
Roberto Barrientos Cuenca	Oficial mayor de Desarrollo Productivo	Alcaldía de Betanzos	30.03.17	
Gustavo Pedraza	Ex Minister of Sustainable Development and Ex Director of SNV Regional	Ministry of Sustainable Development and Director of SNV Regional	31.03.17	
Alcides Vadillo	Director	Mother Earth Foundation,	31.03.17	Ex Director of INRA, Ex Collaborator of CIDOB and Ex consultant of ADPI
Luis Oscar Mamani Ramos	Gerente Propietario	Real Andina SRL, Uyuni	31.03.17	Also did a tour of the facilities
Vladimir Ameller	Advisor	GAMA (El Alto)	31.03.17	Ex Adviser UNIFEC; financial and fiscal transfers advisor for the Popular Participation Ministry
Icler Soto Quispe	Gerente General	Mancomunidad de Municipios de la Gran Tierra de López	31.03.17	Uyuni (Quinoa)
Alicia Tejada	Researcher CEDIB, Specialist in Indigenous Peoples and extractive industries in Tierras Bajas	CEDIB	01.04.17	
Manuel Chiqueno	President	Nación Ayoreo	01.04.17	

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
		CIDOB (National Federation of Federations of Lowland Indigenous Peoples)	01.04.17	Spoke briefly with iterant indigenous women staying at the building and inspected installations.
Javier Callau	Consultant		02.04.17	Ex Director of Public Participation
Emilia Upapoqui Claudia Moirenda Amalia Vaca Tomaso Rojas		Central de Mujeres Indígenas Guarayas (CEMIG)	03.04.17	
Ascencio Arapuca José Luis Uraini Ignacio Uyapuca Enrique Baca	Advisors	Indigenous Peoples Council of the Guarayo	03.04.17	
Hans Peter Dejgaard	Consultant	INKA Consult	04.04.17	Coordinating consultant of design of the pilot phase of support to indigenous peoples in 1997 and phase II of ADPI
Nancy Ventiades		Danida	04.04.17	Ex-Advisor
Gaston Zamora	Popular Participation expert	CEPAD	04.04.17	NGO funded by Danida, API Danida, and did research and published on Danidas API program
Jurgen Riester	Director	ABCOB (Lowland Indigenous Peoples NGO)	04.04.17	
John Kepner	Ex-Manager of and ex-executive director	Nur University Santa Cruz and PROCOSI	04.04.17	
Willie Shoai	Rector	Nur University Santa Cruz	04.04.17	
Alejandro Diz	Advisor	European Union	05.04.17	
Mónica Rodríguez	Advisor	European Union	05.04.17	
Mila Reynolds	Advisor	COSUDE	05.04.17	

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
	Miembros del Comité de aprobación de proyectos		05.04.17	4 members (3 w and 1 m)
José Luis Pereira O.	Oficial Nacional de Programa	Confédération Suisse (COSUDE)	05.04.17	
René Orellana	Consultant	ECOEST	06.04.17	Ex Minister of State Planning and Minister of Water and Environment of the Pluri-national state of Bolivia
David Choquehuanca	Advisor to the Pluri-national State of Bolivia		06.04.17	Ex-Minister of Foreign Affairs of the Pluri-national state of Bolivia
Edwin Vargas Rodríguez	Director Ejecutivo	Fundación PROFIN	06.04.17	
María Cecilia Arce Zamora	Coordinadora Técnica de Articulación			
Martín Bazurco	Viceministro	Ministerio de Desarrollo Productivo y Economía Plural (MDPyEP)	06.04.17	
Antonio Gandarillas	Gerente General	Fundación PROINPA	06.04.17	
Pontus Rosenberg	Minister Counsellor	Embassy of Sweden	06.04.17	Interviewed with Jose Manuel
Arnould Hameleers	Country Programme Manager, Latin America and the Caribbean	IFAD	06.04.17	
Marco Antonio Cuba	National Director	SEGIP	07.04.17	
Antonio Costas	Ex Director	SEGIP-La Paz	08.04.17	
Ivan Arias	Ex director of	API Danida/INRA	11.04.17	
Ana Cristina Betencourt	Director of the PDCR 2 y 3 programs from Bolivian Government side	Ministry of Autonomias	11.04.17	Founder NGO in Santa Cruz for support to rural development and IPs

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
Lic. Vladimir Sánchez	Executive Director	FPS -National Social and Productive Investment Fund for sub-national governments	13.04.17	
Carlos Hugo Molina	Minister	Ministry of Popular Participation, indigenous peoples and municipal governments	18.04.17	
Alberto Leyton	Ex-Minister	Ministry of the Presidency	19.04.17	
Alfonso Garcia	Ex-Director	FNDR and DUF National Investment Funds for Local Governments	22.04.17	
Jorge Trevino	Water and Infrastructure Specialist.	World Bank	04.06.17	Managed PDCR Programs (1, 2 and 3) for Municipal Government Strengthening and Municipal Public Investment
Ivette Long	Advisor	Danish Ministry of Foreign Affairs – Royal Danish Embassy, La Paz	03.05.17	
Jenny Gruenberger Pérez	Independent Consultant		05.04.17	Ex-Director LIDEMA
Sergio M. Equino B.	Executive Director	Fundesnap	05.04.17	
Michael Mechlinski	Coordinator, RE	GIZ	05.04.17	
Francesca Majorano Sarapo	Manager, Sector of Cooperation	EU	05.04.17	
Ludwing Baptista	Rector	Amazonas University of Pando	03.04.17	
Raúl Alvarez	Director	Brazil Nuts, Amazonas	03.04.17	
Guillermo Morales	Manager, Electrical Systems	ENDE	03.04.17	
Maria del Socorro Peñaloza	Economist, Environment and Environmental Impacts	Independent Consultant	05.04.17	
Vagn Berthelsen	Consultant		12.06.17	Ex-Secretary General Oxfam IBIS
Marianne Viktor Hansen	Consultant		09.06.17	Ex-IBIS Country Director Bolivia

ANNEX B: LIST OF PERSONS CONSULTED

Name	Title	Organisation	Date	Comment
Gonzalo Huaylla	Consultor	ENDE	28.03.17	
Eduardo Paz Castro	Presidente	ENDE	28.03.17	
Efrain Zurita Escobar	Presidente	Consejo Municipal de Torotoro	01.04.17	
Mario Orihuelo	Presidente	Comité Gestión, Torotoro	01.04.17	
Félix Valdiviezo	Director	Torotoro National Park	01.04.17	
Other staff Park Rangers				
Mariella Caballero	Técnico de Turismo	Torotoro National Park Office	01.04.17	
Rpberto Aquilar	Manager, Environmental Protection Torotoro	SERNAP, Torotoro	01.04.17	
Ivana Bellido Manzano	Técnico, Environment	Gobernación Potosí	29.03.17	
Oscar Loatza Cossio	Sub Director	Wildlife Conservation Society		Ex -SERNAP
Limbent Ibarra	Técnico Municipal	Municipality of Cotagaita, Potosí	28.03.17	
Marcela Rojas Aroni	Responsible for environmental issues	Municipality of Porco, Potosí	28.03.17	
Kanny Salvador Chambi	Mayor	Municipality of Cotagaita, Potosí	28.03.17	
Ricardo Luis Llanos	Técnico, Environment and Agriculture	Municipality of Vitichi, Potosí	29.03.17	
Luis Miguel Tapia	Técnico, Environment and Risk Reduction	Municipality of Caiza, Potosí	30.03.17	
Roger Ramirez	Coordinator	VMEEA	04.04.17	
Marisol Ayala	Directora General	VMEEA	04.04.17	
Juan Carlos Villanueva	Consultor		04.04.17	Ex COMIBOL-DIMA
Gabriela Gonzales	Consultor		04.04.17	Ex COMIBOL-DIMA
Gonzalo Enzo	Consultor		04.04.17	Ex COMIBOL-DIMA

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Radicella, Lucas. "Protecting Pachamama: Bolivia's New Environmental Law." *The Argentina Independent*, Web edition, November 21, 2012. <http://www.argentinaindependent.com/socialissues/environment/protecting-pachamama-bolivias-new-environmental-law/>

Centro de Promoción de Tecnologías Sostenibles: CPTS: <http://www.cpts.org/>

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- Danida, *A Greener World for All: Strategic Framework for Natural Resources, Energy and Climate Change*, 2013.
- Danida, *A World of Difference: The Danish Government's Vision for New Priorities in Danish Development Assistance 2004-2008*, 2003
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Danida, Strategy for the Danish Cooperation with the Republic of Bolivia 1997

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- Danida, Strategy for Development Cooperation between Denmark and Bolivia 2005-2010, 2005
- Danida, The Rights of Indigenous Peoples, The Cooperation between Denmark and Bolivia, 2005-2009, 2010.
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The Economist, Quinoa Against the grain The fad for the Andean staple has not hurt the poor yet March 21, 2016: <http://www.economist.com/news/finance-and-economics/21699087-fad-andean-staple-has-not-hurt-poor-yet-against-grain>

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Ardaya, Rueben. *Gestion Publica en Municipios Participativos. Tarija, Bolivia.*

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UNICEF, concept note for 2013-2017 programme in Bolivia

IN ADDITION:

All available Danida programme documentation including: concept notes, programme documents, component descriptions, appraisal reports, reviews, programme/project completion reports; styrelsesnotits.

Beretning om Danmarks bistandssamarbejde med Bolivia.

Annex D: Overview of sector programme support

Indigenous Peoples

Component	Development objective	Year	Grant DKK million
Smaller projects supporting Indigenous Peoples before the Sector Support			
Support to the participation of indigenous peoples in the process of decentralisation.		1995-1996	4.9
Pilot programs for Indigenous Peoples in Bolivia		1995-1997	26.4
Judicial service for the indigenous peoples		1996-1997	4.6
Total funding for IP projects		1995-1997	36.0
Sector Programme Support to Indigenous Peoples rights – Phase I			
Support to decentralisation and popular participation	The quality of public services in selected municipalities and prefectures of the departments of Potosí and Chuquisaca is improved with the strengthening of public administration and investments in infrastructure projects.	1998-2004	86.5
Support to the development of indigenous peoples' rights	Sustainable human development of indigenous people will be achieved through ownership of the land, sustainable resource utilization, access to basic services, constant exercise of rights, and active participation in public and private administration – with full respect for rights on the part of the state and the civil society, in support of ethnic and cultural diversity.	1998-2004	25.8
Support to bilingual intercultural education in Bolivian lowlands	Quality of education to children of indigenous people of Bolivian lowlands will be improved through the implementation of an EIB system, with active participation of indigenous organisations.	1998-2004	19.6
Titling and ordering of indigenous of community lands in Oriente, Chaco and the Amazon	Indigenous people rely on TCOs, legally recognized in sufficient quality and quantity, in order to contribute to sustainable development within the framework of Art. 171 of the Bolivian constitution, the INRA Law and the International Labour Organisation's Convention 169.	1998-2004	73.2
Support to Land Titling and Sanitation (TCOs)	Support to Land Titling and Sanitation (TCOs).	1998-2004	12.3
Support to Territorial Management in TCOs (pilot)	Support to Territorial Management in TCOs (pilot).	1998-2004	16.5

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

Support to Civil Society Organisations	Support to Civil Society Organisations.	1998-2004	4.1
Support to IP of Potosí: Peasant Investigation and Support Centre (CIAC) and Institute of Legal Advice of Potosí (ISALP)	Promotion and strengthening of the active participation of indigenous population in the political and economic development of municipalities located in the department of Potosí, using mechanisms laid down by the main structural reforms.	1998-2004	10.2
Administration, technical support, contingencies, audits etc.		1998-2004	28.1
Sub-total funding for sector programme -I phase		1998-2004	277.0
Bridging for support to Indigenous People			
Bridging for support to Indigenous People		2004-2004	5.6
Sub-total funding for bridging supports		2004-2004	5.6
Sector Programme Support to Indigenous Peoples rights – Phase II			
Mainstreaming of indigenous peoples' rights	Incorporate the rights of indigenous peoples, as established by Law 1257 (ILO Convention No. 169), in the actions taken by the State, in general, and institutionalize policies in their favour within the public administration of Bolivia.	2005-2010	25.3
Titling and ordering of Indigenous Community Lands	Ensure the property rights of the Indigenous Community Lands (TCOs), legally recognized in sufficient quantity and quality in order to contribute to the sustainable development of the indigenous peoples within the framework of Article 171 of the State Constitution, the Agrarian Reform Law (No. 1715) and ILO Convention No. 169.	2005-2010	86.7
Indigenous Territorial Management	Procure that the indigenous peoples manage the Indigenous Community Lands (TCOs) in a sustainable way, in accordance with Article 7 of ILO Convention No. 169.	2005-2010	54.6
Unallocated funds		2005-2010	3.1
Administration, technical support, contingencies, audits etc.		2005-2010	24.3
Sub-total funding for sector programme – Phase II		2005-2010	194.0
Total sector programme			512.7

Environments

Component	Development objective	Year	Grant DKK million
Environmental Sector Programme Support – Phase I			
Environmental management in Potosí and Chuquisaca	Support the GOB priority of encouraging effective local environmental management by capacitating environmental agencies and actors at departmental and municipal levels.	2005-2010	53.6
Education in academic institutions	Build on national, technical capacity to respond to environmental management challenges.	2005-2010	0.0
Environmental educations in schools	Support awareness raising and building up demand amongst future generations for improved environmental management.	2005-2010	13.5
Prevention and mitigation of pollution in the mining sector	Mitigating and preventing mining pollution in selected areas of the department of Potosí, in line with government strategies for remediation of old mines and control of ongoing mines.	2005-2010	50.8
Prevention and mitigation of pollution from industries	Strengthening the regulatory function of the government at different levels within the industrial sector, primarily small and micro enterprises.	2005-2010	44.8
Management of natural resources in Oriente, Chaco and Amazonia	Providing environmental assistance to indigenous people in line with the land reform initiatives supported in the lowlands.	2005-2010	0.0
Administration, technical support, contingencies, audits etc.		2005-2010	6.0
Unallocated funds		2005-2010	11.3
Sub-total funding for sector programme - Phase I		2005-2010	180.0
Sustainable Development, Natural Resources and Environmental Management in Bolivia Phase II and Phase II Consolidation (2012-2013)⁷¹			
Support to sustainable development, environment and natural resource management	Strengthening and consolidating a systemic and holistic environmental management.	2006-2013	77.7
Promotion of cleaner production in the industrial sector	Diminished industrial pollution and increased efficiency and competitiveness through techniques for cleaner production.	2006-2013	23.8

71 These figures are based on the PCR as well as the document: "Styrelsesnotits 2005".

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

Prevention, control and mitigation of contamination in the mining sector	Improved living conditions in mining areas and villages through prevention, control and mitigation of contamination in the mining sector.	2006-2013	46.59
Support to civil society	Strengthening social responsibility for sustainable development in Bolivia.	2006-2013	46.58
Support to environmental research in Bolivia	Improvement of existing knowledge on critical environmental issues.	2006-2013	10.2
Research		2006-2013	8.0
Administration, technical support, contingencies, audits etc.		2006-2013	11.1
Unallocated funds		2006-2013	10.9
Sub-total funding for sector programme – Phase II		2006-2013	230.04⁷²
Promotion of Sustainable natural resource management and addressing climate change (“Environmental Programme”)			
1. Integrated Forest Management Component, “Bosques”	Support to the implementation of the sustainable forest management policy for maintaining ecosystem functions, livelihood diversification and climate change adaptation and mitigation.	2014-2018	
1a. Support to the Ministry of Environment and Water	Support to establishment of the necessary institutional framework to ensure sustainable forestry management.	2014-2018	103.0
1b. The support to civil society organisations	Strengthen local organisations’ capacity for implementing integrated and sustainable forest management, i.e. ensuring citizens’ participation in the abovementioned activities implemented by the Ministry of Environment and Water.	2014-2018	31.0
2. Sustainable Energy Component, “Energía”	Support to the implementation of Bolivia’s policies on alternative energy and energy efficiency to substitute subsidised diesel, contribute to achieving universal access to electricity and mitigation of climate change.	2014-2018	

72 Actually these figures sum to DKK 233.0 million but the actual figure in Danida’s database is DKK 230 million. The difference is caused by the fact that research, administration and unallocated funds are not listed in the “consolidation phase” where additional DKK 30 million was allocated to the programme. It is not evident whether additional funds were allocated to e.g. research, TA etc. so these figures are based on the “Styrelsesnotits from 2005” only.

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

2a. Vice Ministry of Electricity and Alternative Energy	Contribution to improving quality of life for, particularly female lead, households through the promotion of access and use of modern technology and sources of energy.	2014-2018	7.0
2b. The Centre for the Promotion of Sustainable Technologies (CPTS)	Support to implement energy efficiency measures.	2014-2018	7.0
2c. The National Electricity Company (ENDE)	Support to increase the generation of energy from alternative energy sources.	2014-2018	37.0
Administration, technical support, contingencies, audits etc. ⁷³		2014-2018	51.0
Sub-total funding for programme		2014-2018	236.0
Total sector programme grant			646.0

Agriculture and Production

Component	Development objective	Year	Grant DKK million
Support to sector programme to agricultural and rural development in Bolivia, Phase I (APSA)			
Support to Ministry of Agriculture, Livestock and Rural Development (AMAGDR)	To improve AMAGDR's management capacity to: <ul style="list-style-type: none"> • Formulate policies and strategies for sectoral development and its management. • Strengthen decentralisation mechanisms. • Strengthen the coordination and coordination between AMAGDR and prefectures as well as municipalities. • Manage APSA. 	1999-2004	8.1
Agricultural Programme in Potosí (PASAP)	To support the sustainable development and improved livelihood of the rural population, through the improvement of an increased land based production, productive infrastructure and marketing systems in selected municipalities of the Department of Potosí.	1999-2004	67.6

73 The country programme only lists the total amount per programme and engagements but not was is allocated for technical assistance etc. The calculation is therefore based on the total programme amount minus engagement costs.

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

Agricultural Programme in Chuquisaca (PASACH)	To support the sustainable development and improved livelihood of the rural population, through the improvement of an increased land based production, productive infrastructure and marketing systems in selected municipalities of the Department of Chuquisaca.	1999-2004	70.1
	Joint budget for PASAP and PSACH for lending and other activities	1999-2004	13.2
Agricultural Technical Education Program for Rural Development (PETA)	To support agricultural education at the technical level, in line with national strategies and policies as contained in the Education Reform and Alternative Education. Support for two technical studies institutes has already been approved for the Potosí Department (Tupiza and Puna).	1999-2004	17.4
Rural Enterprises Support Programme (PAER)]	To strengthen rural microenterprises through technical assistance programs in: administration, management, business organization, commercialization of products, etc.	1999-2004	14.0
Altiplano Dairy Development Program (PDLA)	Operating since 1997, its objective is to raise the quality of life of Altiplano peasants by supporting producers' associations, the improvement of industrial dairy plants, transportation, lending activities and other needs of the dairy sector of the Altiplano region.	1999-2004	Budget not included in the ASPS budget, as financing was previously approved and already in execution
Dairy Development Fund (FDL)	The repayment of Pil Andina capital shares (DKK 11 million in 15 years) will form the financial base of the Dairy Development Fund and will be used for lending schemes that will enable small farmers to increase their productivity.	1999-2004	Not included Reimbursement of loan to Pil Andina
Research Potosí/Chuquisaca			8.7
TA and programme administration			12.7
Technical support, contingencies, audits etc.			2.2
Total funding for Phase I			214.0
Sector Programme Support to the Agricultural Development in Bolivia, Phase II (APSA II)			
Support to National Policies and Programmes of the Agricultural Sector	To strengthen the management capacity of MACA and improving and implementing national policies, strategies and programmes within the agricultural sector.	2005-2011	58.2
Support for Local Economic Agricultural Development	To improve agricultural production of rural families in the target regions in a sustainable way, and to improve the processing and marketing of their products, thus increasing their income.	2005-2011	92.4

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

Support to the Private Agricultural Sector	To improve access of families, producer organisations and rural micro and small enterprises, and peasant economic organisations to financial and business development services.	2005-2011	44.9
Unallocated funds		2005-2011	12.5
Technical support, contingencies, audits etc.		2005-2011	12.0
TA			13.5
Total funding for sector programme			233.5
Sector Support for Agriculture and Production			
Improving the Capacity the Public Services Management of the Agriculture and Forest Sector	To improve the conditions for the development of small producers in the agriculture and forest sector to improve production and productivity.	2010-2013	79.0
Support to micro and small enterprises and rural economic organisations in the agriculture value chain	To improve the income and disseminate the example of micro and small enterprises, rural economic organisations and other means of transformation of the production of small producers, particularly in the agriculture sector.	2010-2013	38.5
Improved access to financing for small-scale producers and small and medium-sized enterprises	To improve access to financing for small producers in rural and urban areas, either as individuals or associations.	2010-2013	29.5
Consultancies, TA, management		2010-2013	9.5
Unallocated funds		2010-2013	13.5
Total funding for Agriculture and Production		2010-2013	170.00
Inclusive and Sustainable Economic Growth			
1. Support to small scale agriculture and livestock development		2014-2018	
1a. Support to capacity building of the Ministry of Agriculture -MDRyT	To strengthen the institutional management and capacity of the Ministry of Agriculture.	2014-2018	9.0
1b. Support to National Institute of Research and Innovation for Agriculture and Forestry (INIAF)	To ensure that the agricultural and forestry sectors have access to innovations, which enables increases in productivity and ensures sustainability of production systems.	2014-2018	15.0

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

1c. EMPODERAR-DETI	To contribute towards increasing the gross agricultural income of small-scale farmers in rural areas. The outcome indicator is that 20,000 small-scale farmers, of whom 36% are women, manage to raise their gross agricultural income by at least 10% as a result of the support.	2014-2018	110.0
Contingencies		2014-2018	2.0
Total funding for component 1		2014-2018	136.0
2. Support to micro-, small-and medium-sized enterprises component		2014-2018	
2a. Support to Ministry of Productive Development and Plural Economy (MDPyEP)	To strengthen the institutional management and capacity of the Ministry of Production.	2014-2018	12.0
2b. Support to Growth and Jobs in MIPyMEs (ProBolivia-JIWASA)	To raise the gross income of small and medium-sized businesses in the urban municipalities of El Alto, Potosí and Cochabamba.	2014-2018	25.0
2c. Strengthening of Service Provision by MIPyME Associations (CNI)	To strengthen the micro-small-and medium-scale enterprises in peri-urban and urban areas, through the provision of financial and non-financial support services.	2014-2018	30.0
Contingencies		2014-2018	2.0
Total funding for component 2		2014-2018	69.0
Competitive Innovation Fund	The institutions and programmes supported by the thematic programme develop or apply innovations which may optimise the results for the beneficiary group, through coordinated action between private and public entities.		18.0
Contingencies		2014-2018	1.0
Total funding for component 3		2014-2018	19.0
International Technical assistance, reviews, studies		2014-2018	15.0
Unallocated funds		2014-2018	11.0
Total funding for Inclusive and Sustainable Economic Growth		2014-2018	250.0
Total funding for Agriculture and Production Sector			867.5

Public Sector Reform and Justice Sector

Component	Development objective	Year	Grant DKK million
Institutional Reform Project (PRI)			
Institutional Reform Project (IRP/PRI) ⁷⁴	Modernise the public administration of the country in order to improve its efficiency, effectiveness and transparency and thereby to strengthen its capacity to implement social and economic development programmes and service delivery in order to reduce poverty.	1999-2007	80.0
Total funding for PRI			80.0
PROREFORMA 2007-2013 phase I			
Component ⁷⁵ 1	Modernisation of the public sector at the central level government (continuation of the goals of the PRI program).	2007-2013	35.0
Subcomponent 1a:	Creation of a New Public Administration that is inclusive, transparent, ethical, equitable and highly productive.	2007-2013	-
Subcomponent 1b:	Strengthening of the institutional capacities of the mandated entities for prevention, investigation and sanction of corruption, in order to effectively fight corruption.	2007-2013	-
Component 2	Modernisation of the public administration at decentralised levels.	2007-2013	63.0
Sub-Component 2a	The institutional capacities of the national, departmental and municipal governments, their associations and civil society have been strengthened in order to undertake coordinated and consensual management.	2007-2013	-
Sub-Component 2b	Investments have been carried out in productive infrastructure and services that benefit the local population and economic actors in the project area.	2007-2013	-

74 The figure supplied here is only for the actual first IRP/PRI project. This programme was a multi-donor basket fund led by the World Bank and spurred by the World Bank IGR Patronage to Professional State (2001) but was actually in place before the IGR came out. This project in itself is officially known as the Institutional Revolution Project (IRP); however, following its initial joint implementation, PRI becomes the default name under which Danida and other like-minded donors continue to pursue these types of reforms, although they become integrated into wider umbrella programmes as a sub-component such as PRO-REFORMA and PROPASIS.

75 Information for these sub-components are from the original PREREFORMA project document – which is later modified as different opportunities and requests from the GoB came in over the life of the programme.

ANNEX D: OVERVIEW OF SECTOR PROGRAMME SUPPORT

Technical support, contingencies, audits etc.		2007-2013	12.0
Total funding for PRO-REFORMA			110.0
Pro-Justicia			
1. Institutional strengthening of the justice sector	Key State Institutions (the Executive and Judiciary Powers) have improved the quality and coverage of services of justice.	2009-2014	
1a. Support to the Ministry of Justice, incl. the national Public Defense system	The Ministry of Justice, incl. the national Public Defense system improves its institutional capacity to fulfil its legal mandate and implement public policies.	2009-2014	10.0
1b. Support to Judiciary system	Increased quality and coverage of the services of the Judiciary system.	2009-2014	7.0
1c. Support to Attorney General	Increased coverage of the public penal prosecution, including attention to victims through the Attorney General.	2009-2014	3.0
Total funding for component 1		2009-2014	20.0
2: Voice, accountability and empowerment in the defence of rights.	Promote the social control with the performance of the judicial system, as well as promote the respect for the rights, especially of women and indigenous peoples, within the framework of the Constitution, Legislation and International Instruments.	2009-2014	
2a. Support to Ombudsman institution	The national Ombudsman institution fulfils its constitutional mandate to defend and protect individual and collective rights and guarantees in society.	2009-2014	8.0
2b. Support to civil society	Civil society has strengthened and coordinated its actions and strategies to promote access to justice among the most vulnerable groups.	2009-2014	6.0
Total funding for component 2		2009-2014	14.0
3: Access to formal, alternative and community justice at the local level	The access to formal, alternative and community justice has improved for vulnerable and excluded groups, through an integrated offer of justice services.	2009-2014	34.0
Management, short term TA, reviews		2009-2014	5.0
Contingencies		2009-2014	4.0
Unallocated funds		2009-2014	3.0
Total funding for Pro-Justicia		2009-2014	80.0

Promotion of Exercise of Rights and Access to Justice			
Support to Ministry of Government	1. Support for personal identification services. 2. Support to the new Special Force against Violence (FELCV) of the National Police 3. Support for improved migration control. (Contributes right to identity and combating. violence against women)	2014-2018	39.0
Support to the Supreme Electoral Tribunal	Strengthening of the institutional capacity of the Civic Registration Service (SERECI) of the Supreme Electoral Tribunal. (Contributes to right to identity)	2014-2018	6.0
Support to the National Public Defense Service (SENADEP) under the Ministry of Justice	Development of the Institutional competences of the National Public Defense Service (SENADEP) under the Ministry of Justice. (Contributes to access to justice)	2014-2018	5.0
Support to the Attorney General	Strengthening of the Institutional capacity of the Public Ministry, the Attorney General (Contributes to access to justice and combating. violence against women)	2014-2018	25.0
Support to Judiciary Council	Strengthening of the Institutional capacity of the Judiciary Council. (Contributes to access to justice)	2014-2018	17.0
Support to Ministry of the Presidency	Strengthening of the Institutional capacity of the Ministry of the Presidency. (Contributes to public sector reform)	2014-2018	6.0
Assistance to Civil Society	Promoting citizens' participation. (Contributes to combating violence against women)	2014-2018	10.0
Technical assistance and unallocated funds		2014-2018	17.0 ⁷⁶
Total funding for Promotion of Exercise of Rights and Access to Justice		2014-2018	125.0
Total funding for Public Sector Reform and Justice Sector			395.0

76 Unallocated funds and technical assistance are not specified in the programme document, only the component expenses are. However, a budget in the appraisal of the country programme indicates technical assistance of DKK 5 million and unallocated funds to DKK 14 million. but this does not add up to a total sum of DKK 125 million for the thematic programme. There are therefore some insecurity regarding the DKK 17 million figure.

Education

Component	Development objective	Year	Grant (DKK million)
Support to the Education Sector Fund (FASE)	Support for the Institutional Plan of the Ministry of Education 2010-2014, to contribute to the transformation of the education sector in Bolivia, including better school access and higher completion rates, improved educational quality with socio-cultural relevance, and institutional strengthening of the education system.	2005-2015	276.9
Support to Civil Society and Popular Participation (CEPOS).	Support to CEPOS' strategic plan with the objective to provide advocacy in the formulation and implementation of educational policies in the area of inter-and intra-cultural and multilingual education, ensuring quality and relevance of education for the indigenous peoples.	2005-2015	18.3
Technical support, contingencies, audits etc.		2005-2015	20.7
Total funding for Education Sector			316.0

EVALUATION OF DANISH-BOLIVIAN COOPERATION 1994-2016

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ISBN: PDF: 978-87-93616-30-1
ISBN: HTML: 978-87-93616-31-8

