

TOUCHARD S.A.

Mid-term Evaluation Integrated Community Development Fund

(ICDF)

José Carlos Campero Núñez del Prado
COORDINATOR

Consultant team members: Walter Castillo, Gerson Loayza, Arnaldo Aliaga

La Paz, June, 2010

Disclaimer: The opinions expressed in this document are those of the author and do not necessarily represent the views of the United States Agency for International Development, or those of ACDI/VOCA.

TABLE OF CONTENTS

1.	EXECUTIVE SUMMARY.....	7
1.1.	Objectives	7
1.2.	Methodology	7
1.3.	Evaluation of ICDF's impact on poverty reduction	8
1.3.1.	Index of Unsatisfied Basic Needs (NBI)	8
1.3.2.	Poverty Line Index (PL)	8
1.4.	Evaluation of user and stakeholder satisfaction with the ICDF's implementation.....	10
	Criteria.....	11
1.5.	Positive and Negative aspects	15
1.6.	Strengths and Weaknesses.....	16
1.7.	Conclusions	16
1.8.	Recommendations	17
1.8.1.	Information Systematization	17
1.8.2.	Sustainability of the ICDF's impacts.....	17
1.8.3.	Other recommendations	18
2.	INTRODUCTION	19
2.1.	Objectives of the Mid-term Evaluation	19
2.2.	Methodology for the achievement of the evaluation's objectives.....	19
2.2.1.	Model of the Unsatisfied Basic Needs Index (NBI in Spanish) and Poverty Line (PL).....	19
2.2.2.	Field work: Interviews and surveys	20
2.2.2.1.	Objective	20
2.2.2.2.	Scope and target population.....	20
2.2.2.3.	Sample design.....	21
2.2.2.4.	Organization of field work.....	21
2.2.3.	Revision of documentation.....	21
3.	BACKGROUND.....	24
3.1.	ACDI/VOCA	24
3.2.	ICDF	24
3.2.1.	ICDF's specific objectives	24

3.2.2. Coordination with the Plurinational State of Bolivia (PSB) and USAID	24
3.2.2.1. Inter institutional Technical Committee (ITC).....	25
3.2.2.2. Technical Committee	25
3.2.3. Components of ICDF	25
3.2.3.1. Community development	25
3.2.3.1.1. Objectives	26
3.2.3.1.2. Types of projects.....	26
3.2.3.2. Economic Development	26
3.2.3.2.1. Objectives	26
3.2.3.2.2. Types of projects	26
3.2.4. Cost-share Policies.....	27
3.2.5. Ownership of ICDF Subgrant Assets	28
4. EVALUATION OF THE ICDF's IMPACT ON POVERTY REDUCTION.	29
4.1. Unsatisfied Basic Needs (NBI in Spanish) Model.....	29
4.1.1. Objective of the Model	29
4.1.2. Data used	29
Table 12. Yungas Region: Number of projects included in the models by municipality and NBI variable	29
Table 13. Yungas Region: Number of users of projects included in the models by NBI variable type and municipality	30
4.1.3. Types of models.....	30
4.1.4. Methodological aspects	30
4.1.4.1. Model A (urban and rural).....	30
4.1.4.2. Model B (rural)	32
4.1.5. Results	32
4.1.6. Conclusions	33
4.2. Poverty Line Model (PL)	34
4.2.1. Objective of the Model	34
4.2.2. Data used	34
4.2.3. Types of models.....	34
4.2.4. Methodological Aspects	35
4.2.4.1. Models of High, Low and Extreme Poverty Lines.....	35

4.2.4.2. Correlation Model between Consumption and NBI	36
4.2.5. Results	38
Table 16. Reduction of the Incidence of Poverty in PL affected by ICDF projects	38
4.2.6. Conclusions	38
5. EVALUATION OF USERS AND STAKEHOLDER SATISFACTION WITH THE ICDF's IMPLEMENTATION	40
5.1. Methodological aspects	40
5.1.1. Sample design.....	41
5.1.2. Sample framework.....	41
5.1.3. Content of the questionnaires.....	42
5.1.4. Field activities.....	42
5.1.5. Data revision and transcription	43
5.2. Results of the field evaluation by component and subcomponent	44
5.2.1. Identification of the implementer.....	44
5.2.1.1. Identification	44
5.2.1.2. Quality	45
5.2.2. Appropriateness and relevance.....	45
5.2.2.1. Usefulness	45
5.2.2.2. Satisfaction.....	46
5.2.2.3. Agility.....	47
5.2.3. Objectives and Results	48
5.2.3.1. Achievement	48
5.2.4. Coordination with other actors.....	48
5.2.4.1. Participation in project design.....	48
5.2.4.2. Participation in project implementation.....	49
5.2.4.3. Cost Share Compliance.....	50
5.2.5. Effects	51
5.2.5.1. Jobs	51
5.2.5.2. Sales	52
5.2.5.3. Community development and economic development.....	53
5.2.5.4. Poverty reduction.....	54
5.2.6. Successes and failures.....	55

5.2.6.1. Positive.....	55
5.2.6.2. Negative.....	56
5.2.7. Strengths and Weaknesses.....	56
5.2.7.1. Strengths	56
5.2.7.2. Weaknesses	57
5.2.8. Relation of achievements to available resources	58
5.2.8.1. Financial, logistic and other resources	58
5.2.8.2. Opportunity in disbursements.....	59
5.2.8.3. Adherence to Timetables and Schedules.....	60
5.2.9. Sustainability	61
5.2.9.1. Sustainability of the support	61
5.2.9.2. Capacity in the population.....	62
5.2.9.3. Municipal Government management capacity	64
5.2.9.4. Capacity of the municipal governments to achieve sustainability	65
5.2.9.5. Legitimacy, representativeness, and capacity of the municipal management..	66
5.2.9.6. Transfer of assets	67
6. OTHER ASPECTS OF THE EVALUATION.....	69
6.1. Gender perspective in the ICDF's intervention.....	69
7. CONCLUSIONS.....	71
8. RECOMMENDATIONS.....	79
8.1. Sustainability	79
8.2. Information systematization.....	80
8.3. Impacts not evaluated.....	81
8.4. Others	81
8.4.1. Education	81
8.4.2. Health	82

FORWARD

The present document is a final report and constitutes the principal component of a more extensive group of specific reports developed in fulfillment of the Scope of Work for the Mid-term Evaluation of the Integrated Community Development Fund (ICDF). Its content represents the independent opinion of the evaluation team supported by the documental and testimonial evidence received from ACDI/VOCA personnel, users and actors related to ICDF. The statements and opinions expressed in this document do not represent the institutional opinion of ACDI/VOCA or of their individual staff.

As corresponds to an evaluation report, it contains the evaluation team's interpretation of the results and its content is the sole responsibility of the team. ACDI/VOCA, USAID and the Vice-Ministry of Coca and Integrated Development (VCDI by its Spanish acronym) had the opportunity to see a presentation on the evaluation, and make observations they considered pertinent.

The information contained in this document is the property of ACDI/VOCA and USAID, who may use it as they see fit within the framework of their internal policies and norms. The evaluators are not authorized to use or distribute the information contained in this document in any way, unless with written authorization from ACDI/VOCA.

The evaluators would like to recognize the effort on the part of the ICDF which provided its support and time to the evaluation team for the development of its activities. The evaluators also thank the personnel from USAID, VCDI, the *Unidad Académica Campesina* Carmen Pampa, ACDI/VOCA subcontractors; and especially the project beneficiaries, mayors, local leaders and members of the municipal councils and municipal oversight committees of the Yungas region for offering their time to discuss the topics included in the present evaluation.

1. EXECUTIVE SUMMARY

The following is a summary of the results of the Mid-term Evaluation of the Integrated Community Development Fund (ICDF). The topics presented in each of the sections, as well as others considered in this report, are developed in greater detail later.

1.1. Objectives

The objective of the ICDF's mid-term evaluation is to answer the following questions:

- How much of the poverty reduction measured by the Unsatisfied Basic Needs Index (NBI by its Spanish acronym) Survey conducted by Nueva Economía is attributable to ICDF activities?
- Have ICDF activities contributed to improving the quality of life of participants and strengthened community development?
- Have the economic development projects promoted by the ICDF generated employment and sales?
- Have the funds allocated to the *Unidad Académica Campesina - Carmen Pampa* (UAC-CP) achieved their objectives?

And, to help USAID, ACDI/VOCA, and the VCDI and ICDF participants to visualize:

- The relevance, efficiency and effectiveness of the ICDF in the achievement of its objectives and results.
- The satisfaction level of ICDF participants, on the basis of the results achieved.
- The successes and failures, and to what they can be attributed, in the implementation of the ICDF so far. Likewise, to consider problems that should be discussed, offering an objective image of the importance and effectiveness with which the ICDF has been implemented.
- The sustainability of the results of the project, identifying and suggesting better ways for strengthening how the projects are managed and the achievement of sustainable objectives.
- Feedback on the ICDF's implementation.

1.2. Methodology

Several econometric models were developed for the ICDF's mid-term evaluation in order to determine the impact of the selected community development projects (166) and economic development projects (142) in the reduction of poverty in the Yungas of La Paz, such as the NBI as well as through the Poverty Line¹ (PL); that is, a quantitative orientation of the ICDF's impact.

As an integral qualitative complementary activity, in-depth interviews and surveys were conducted with ICDF project beneficiaries, as well as formal and informal regional authorities, and with ACDI/VOCA, USAID, VCDI, ICDF subcontractors and UAC-CP personnel in order to identify their perception about the ICDF's intervention and its impact. A total of 166 people were interviewed. In this way, the evaluation team was able to verify the correlation between quantitative and qualitative results.

¹ The Poverty Line (PL) model measures the reduction of poverty in relation to income and consumption indicators.

1.3. Evaluation of ICDF's impact on poverty reduction

1.3.1. Index of Unsatisfied Basic Needs (NBI)

Based on an urban and rural incidence model, developed using the NBI index to evaluate ICDF's impact on poverty reduction in the Yungas region, the evaluation team obtained the following results by municipal government and by population size:

Table 1. Poverty reduction by NBI by municipality

Municipality	Poverty Reduction as Measured by NBI (%)	ICDF Beneficiary Population / Total Population
Chulumani	-2.9	11%
Irupana	-0.8	2%
Yanacachi	-4.9	14%
Palos Blancos	-5.4	16%
La Asunta	-0.6	3%
Coroico	-1.4	6%
Coripata	-4.7	29%
Caranavi	-1.4	7%
Weighted average	-2.2	10%

Source: Evaluation Team

According to the model, the 166 community development projects implemented by the ICDF as of December 2009 were able to reduce the incidence of poverty as measured by the NBI index by 2.2 percent, on average, within the total population of eight municipalities within the Yungas, having benefited directly approximately 10%. At the municipal level, the community development projects implemented by the ICDF had greater impact on those municipalities where there is a greater percentage of user population of ICDF's projects. For example, in the Municipality of Coripata, where ICDF benefited 29 percent of the total population, the poverty index decreased by 4.7 percent. In contrast, the ICDF benefited 2 percent of the total population in the Municipality of Irupana and consequently, its impact on the reduction of the poverty index is only 0.8 percent.

According to the results of the model, it is evident that better results are achieved in the reduction of poverty measured by NBI when the projects are implemented simultaneously both in urban and rural environments; due to the economies of scale that the urban environment generates by having a less-dispersed population than the rural environment.

1.3.2. Poverty Line Index (PL)

The objective of the model is to estimate the contribution of the economic development projects (142) implemented by ICDF in the Yungas region to the reduction of poverty measured by the Poverty Line Index²; as well as in correlation to the NBI Index.

Using the models developed in order to evaluate ICDF's impact on the reduction of poverty, the following results³ were determined:

² The Poverty Line index uses the income of ICDF economic development project beneficiaries as a predictor of the project's contribution towards the reduction of structural poverty. The PL combined with the NBI was used to determine the total poverty level of the families involved.

³ The municipal governments of Coroico and Irupana are excluded from the calculation of the weighted average for the Yungas region as no economic development projects were implemented there. Likewise, we assume that there is a marginal

Table 2. Poverty reduction by Line Index (PL) by municipality

Municipality	Reduction Extreme Poverty Line (%)	Reduction NBI Consumption (%)
Chulumani	0.1	0.1
Irupana	0.0	0.0
Yanacachi	0.3	0.2
Palos Blancos	0.2	0.2
La Asunta	0.2	0.2
Coroico	0.0	0.0
Coripata	0.2	0.1
Caranavi	0.3	0.2
Total	0.30	0.14

Source: Evaluation Team

According to the model of Extreme Poverty Line, the 142 ICDF economic development projects reduced the Incidence of Poverty measured by the Poverty Line by 0.30 percent, on average; and by 0.14 percent on average according to the Consumption model correlated to the NBI.

On the basis of the information of the Poverty Line model, the municipal governments of Yanacachi and Caranavi (Alto Beni) have received the greatest impact from the implementation of the ICDF's economic development projects, followed by the municipalities of Palos Blancos, Coripata and La Asunta.

Since for both approximation models (NBI and PL) impacts on the NBI were verified in order to identify the ICDF's effects on the reduction of poverty in the Yungas of La Paz, the effects in both community development and economic development could be added as follows, reaching a 2.34 percent improvement in the conditions of structural poverty in the Yungas region of La Paz:

Table 3. Poverty reduction by NBI and PL by municipality

Municipality	NBI Model (%)	LOP NBI Consumption (%)	Total impact on NBI (%)
Chulumani	2.9	0.1	3.0
Irupana	0.8	0.0	0.8
Yanacachi	4.9	0.2	5.1
Palos Blancos	5.4	0.2	5.6
La Asunta	0.6	0.2	0.8
Coroico	1.4	0.0	1.4
Coripata	4.7	0.1	4.8
Caranavi	1.4	0.2	1.6
Total	2.2	0.14	2.34

Source: Evaluation Team

Finally, as established in the objectives, we must answer the question: How much of the reduction of poverty via the NBI (2005 - 2008) can be attributable to the ICDF's activities? Consequently, and on

tendency for household consumption equal to 19.4%; using the household consumption structure of the households of the INE's Poverty Map (2001) distributed in the following way: i) housing and basic services (14.68%); ii) health (3.89%); and iii) education (0.84%).

the basis of the work entrusted by ACDI/VOCA to Nueva Economía, we observe that the evolution of the NBI indicator for the Yungas region over the period of 2001 to 2008 is as follows:

Table 4. ICDF - Poverty reduction by NBI Survey - Yungas 2008

Municipality	2001 Census	NBI Survey 2005	NBI Survey 2008
Coroico	79.1	59.4	47.8
Chulumani			
Coripata			
Ynacachi			
La Asunta	94.9	73.0	70.6
Palos Blancos	90.5	71.4	57.1
Caranavi	86.6	80.1	56.2
Yungas	85.3	70.3	52.2

Source: Nueva Economía. 2008. *Estudio Sobre Necesidades Básicas Insatisfechas en la Región los Yungas de La Paz*. (Study on Unsatisfied Basic Needs in the Yungas region of La Paz) USAID, Integrated Community Development Fund (ICDF). La Paz, Bolivia.

From which can be inferred that, the reduction of structural poverty as measured by the NBI between 2005 and 2008 was equal to 18.1 percent. Therefore, the percentage directly attributable to ICDF in the reduction of poverty via the NBI (2005 - 2008) in the Yungas of La Paz is equal to 13 percent.

That is:

$$RNBI_{f(FCDI)} = \left(\frac{2.34}{18.1} \right) * 100 = 12.9\%$$

Where:

RNBI_{f(ICDF)}: Reduction of poverty via NBI directly attributable to ICDF.

1.4. Evaluation of user and stakeholder satisfaction with the ICDF's implementation

Six components were evaluated starting with the conducting of interviews and surveys with ICDF⁴ users and relevant stakeholders. The results of this evaluation determine that there is no identification with ICDF; that is, that no one is aware or knows that ICDF is the responsible party for the projects implemented in the Yungas region; on the contrary, ACDI/VOCA and USAID are the institutions seen as those responsible. However, the satisfaction perceived by the users and actors involved regarding the work of ICDF in the Yungas region is very positive and, on average, reaches a score of 4.1 out of 5 (81% out of 100%)⁵.

⁴ Users, mayors, members of municipal councils, members of municipal oversight committees, and leaders in the Yungas region. Employees of ACDI/VOCA, USAID, Vice-Ministry for Coca and Integrated Development, ICDF subcontractors and the UAC-CP.

⁵ Three ranges of qualification for the rating are assumed: i) from 1 to 2.9 = deficient; ii) from 3 to 3.9 = regular; and iii) from 4 to 5 = good.

Table 5. ICDF - Evaluation of user and stakeholder satisfaction

Criteria	Code	Target	Achieve	%
Appropriateness and relevance	1	5	4.4	88.9
Fulfillment of objectives and results	2	5	4.0	79.6
Coordination with local authorities	3	5	4.2	83.1
Effects on the users	4	5	4.2	83.1
Relation of achievements compared to resources	5	5	4.2	83.1
Degree of sustainability	6	5	3.6	71.9
Average			4.1	81.0

Source: Evaluation team

The component receiving the highest rating is “Appropriateness and Relevance” of ICDF actions in the Yungas region; that is ICDF users and related actors are satisfied, find the ICDF to be very useful, and perceive that, contrary to other programs or development agencies, this one is very agile in giving attention to the demands of the communities of the region.

It is also perceived that the ICDF’s objectives and results have been fulfilled entirely, although with slight delays in meeting established implementation schedules.

One of the more recognized components is the high degree of interrelation among the actors, users, implementers and government entities linked to the ICDF; both at the time of prioritization and participatory definition of the projects to be implemented in each municipality, as well as at the time of their implementation, through monetary and in-kind counterparts.

This evaluation also recognizes the importance of the effects generated by the community and economic development projects implemented by the ICDF in terms of stimulus to economic and community development, generation of employment, increase in sales; and especially, the positive effect of reduction of poverty indexes in the region.

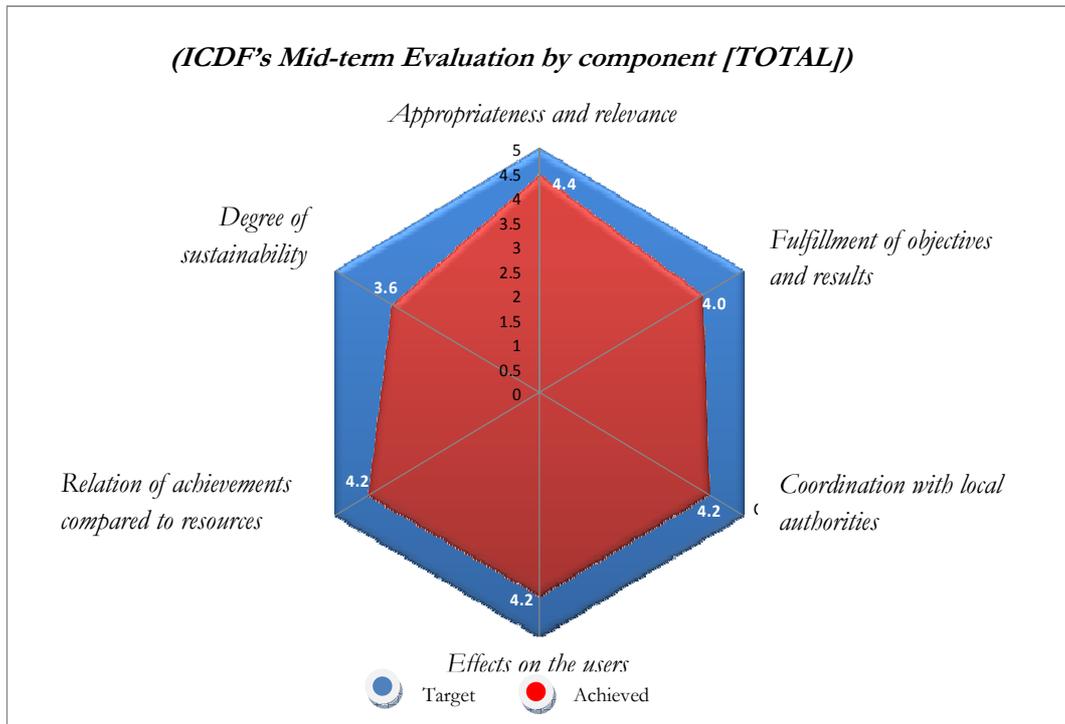
These results could not have been achieved if it weren’t for the availability and opportunity of the financial and logistic resources as well as for the very well-acknowledged technical and strategic capacity of the ICDF team.

The degree of sustainability⁶ of the ICDF’s support to the region; as well as the capacity of the communities and institutions of the Yungas region to preserve and maintain the infrastructure built, was perceived as having high levels of uncertainty by all the actors related to ICDF’s implementation. Graphically, it can be seen that the weakest component in the perception of the evaluators has to do with the ICDF’s degree of sustainability (3.6) in the Yungas region, in comparison to the good performance of the rest of the components evaluated⁷.

⁶ Sustainability of a project is understood to be, “The condition(s) that guarantee(s) that the objectives and positive impacts of a development project endure in a long-lasting way after the date of completion”. Taken from the *Diccionario de Acción Humanitaria y Cooperación al Desarrollo*. (Dictionary of Humanitarian Action and Development Cooperation)

⁷ See Annex Chart N° 1.

Graph 2. ICDF – Mid – term evaluation by component



Source: Evaluation Team

Likewise, each evaluated component was separated into subcomponents in order to allow for a more specific evaluation. The rating of the activities developed by ICDF, evaluated by subcomponents, was as follows:

Table 6. Rating of activities developed by ICDF

Subcomponent	Code	Target	Total Average	%
Usefulness of the project	1.1	5	4.6	92,5
Satisfaction with the project	1.2	5	4.5	89,7
Agility of the project	1.3	5	4.2	84,4
Fulfillment of objectives and results	3.1	5	4.0	79,6
Participation in the formulation of projects	3.2	5	4.1	81,7
Participation in project implementation	3.3	5	4.2	84,3
Opportunity and compliance with cost-share	4.1	5	4.2	83,2
Generated employment	4.2	5	4.3	85,5
Generated sales	4.3	5	3.9	78,6
Generated community and economic	4.4	5	4.3	85,6
Generated poverty reduction	5.1	5	4.1	82,9
Availability of resources	5.2	5	4.6	91,7
Opportunity in disbursements	5.3	5	4.5	90,5
Fulfillment of implementation timetables	6.1	5	3.5	69,6
Sustainability of the support	6.2	5	3.8	75,8
Generated capacities in the population	6.3	5	3.9	77,7
Generated capacities in the municipal	6.4	5	3.8	76,8
Continuity from the Municipality government	6.5	5	3.0	60,0
Influence in the administration and legitimacy of mayors	6.6	5	3.5	69,0
Average			4.1	81.0

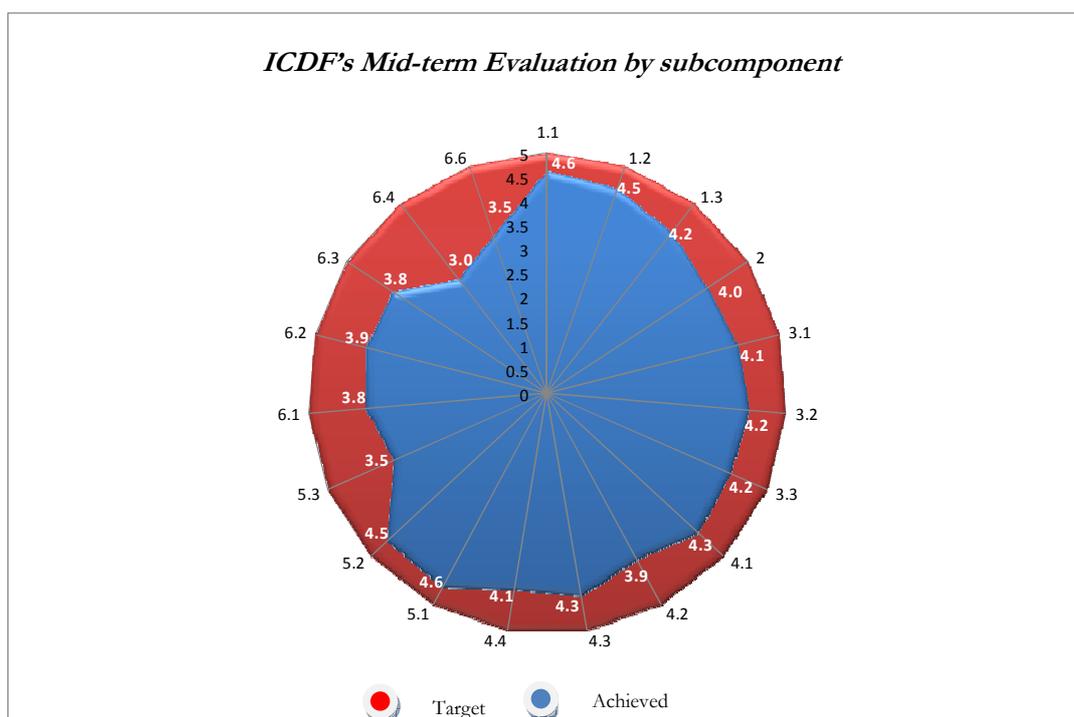
Source: Evaluation Team

It should be noted that in most of the subcomponents of components 1 to 5, the rating levels in the evaluation are positive; whereas, the evaluation of the component 6 subcomponents reinforces the perception of weakness in sustainability.

In the Graph 2, the subcomponents are highlighted where greater strength in ICDF's implementation is perceived as well as the subcomponents that present weakness where corrective or strengthening actions⁸ are needed.

⁸ See Annex Chart N° 2.

Graph 2. ICDF – Mid – term evaluation by component



Source: Evaluation team

The subcomponents with ratings lower than 4 (80%), and therefore in which corrective measures should be implemented, are:

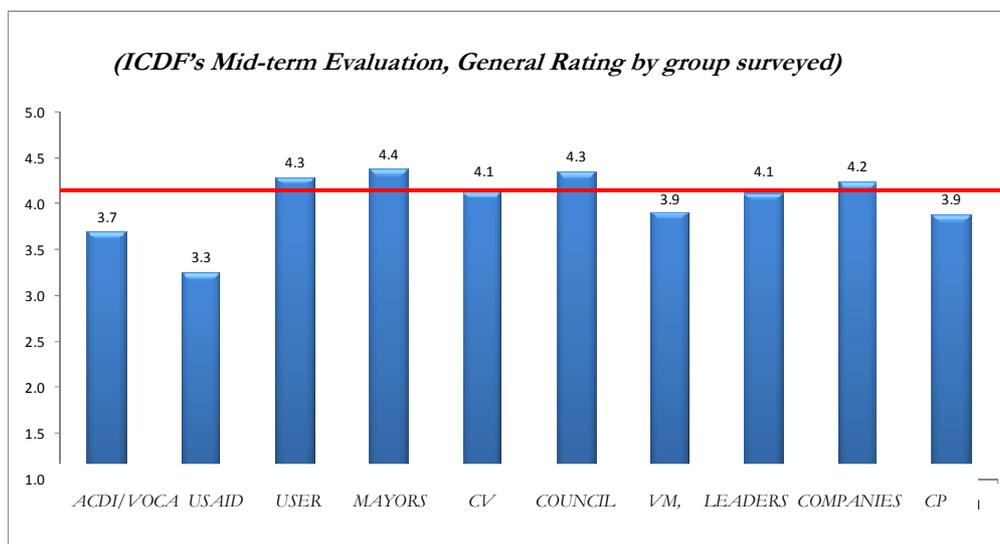
Table 7. Rating of activities developed by ICDF

Component	Subcomponent	Scope of Concern
Effects on the users (4.2)	Impact of the economic development projects on sales (3.9)	Greater follow up to the sustainability needs of the economic development projects; especially where initial investment by user has caused a situation in which he/she has no liquidity.
Relation of achievements to available resources (4.2)	Fulfillment of implementation timetables (3.5)	Although there is a perception of delay, this did not constitute a complaint on the part of those surveyed. Rather, the problem resides in administrative effects like the need to formulate project change orders, and the dilution effect of cost-share from users or municipalities.
Degree of sustainability (3.6)	Sustainability of the support (3.8)	Weakest area in the perception of both the internal clients (ACDI/VOCA and USAID) and of the external users and actors related to ICDF. Uncertainty in the sustainability for the capacity of the population and the institutions in the Yungas region to maintain and to give continuity to what the ICDF has already developed. Finally, it is evident that there are no processes that legally certify the transfer of assets to the municipal governments decentralized administrative entities (e.g. SEDES), communities and others.
	Generated capacities in the population (3.9)	
	Generated capacities in the municipal governments (3.8)	
	Continuity from the municipal government (3.0)	
	Influence in the administration and legitimacy of mayors (3.5)	
	Transfer of assets to the municipalities	

Source: Evaluation Team

The ICDF evaluation, determined the following results⁹, by group surveyed:

Graph 3. ICDF – General Rating by group surveyed



Source: Evaluation Team. Group: CV: Oversight Committee; VM: Vice-Ministry for Coca and Integrated Development.

It is interesting to note that those entities that gave a lower rating are in fact those in charge of the ICDF's implementation (ACDI/VOCA and USAID), while those that give higher ratings are user entities (mayors, users, municipal councils, subcontractors, oversight committees and leaders).

Finally, it is evident that the strategic alliance achieved between the ICDF and the UAC-CP has not only achieved its objectives and results *"above what was programmed,"* as Father Freddy del Villar, UAC-CP Director, stated, but rather has allowed the UAC-CP to launch a strategic platform of formal education and capacity building *in situ* of its young human resources, who benefit and begin to lead the community and economic development of the Yungas region with a focus on integral and sustainable development: i) implementing or participating in projects implemented by the ICDF or other development programs; ii) becoming part of the region's technical human resources, and with knowledge of the geographical and social characteristics of the region's integrated development projects; iii) acquiring and generating the necessary capacities in order to improve the sustainability of projects implemented by ICDF and others in their community, municipality or region, through the replacement of community operators and maintenance personnel who either migrate or abandon their jobs; iv) starting businesses directly or indirectly linked to the stimulus generated by the ICDF (e.g. beekeeping companies, construction and plumbing repairs); among others.

1.5. Positive and Negative aspects

Positive aspects are perceived both from an external logic, as well as from an internal one. The former is derived from the satisfaction of helping people who require support in order to get ahead, to improve their living conditions and to have greater opportunities. The latter is related to the internal conditions within the workplace; the following stands out:

- The ICDF team's quality and youthfulness.

⁹ See Annex Chart N° 3.

- Ease of operation through availability of sufficient financial and logistic resources.
- Knowledge and familiarity with target regions.
- Structure with familial characteristics and working as a group.
- Capacity for innovation and adaptation to new and changing environments.
- Moderation, prudence and cordial relationships with the government counterpart.

The negative aspects perceived are external in nature, linked to delays in the delivery of works¹⁰ or in the payment of cost-share.

1.6. Strengths and Weaknesses

The strengths are linked to the aforementioned attributes perceived as positive aspects of the ICDF.

Among the weaknesses perceived are the following:

- Absence of standardized systematization of information, which makes it of limited reliability; especially in the case of productive projects.
- Absence of methodologies for follow-up, collection and systematization of information linked to the users (e.g. gender, age, race, among others).
- Information dispersed among different departments within the ICDF ("puzzle").
- Failure to render accounts on use of community and municipal cost share funds.
- Internal structure without well-defined responsibilities, which generates lack of knowledge about what happens internally in the project in each one of the corresponding departments.
- Lack of coordination between the regional offices and La Paz office.
- Failure to provide project designs and other documentation to municipal government partners.
- Failure to formally transfer subaward assets to municipal governments so they may be incorporated into fixed assets inventory.

It is evident that the main weakness identified is the systematization of the information on follow-up, monitoring and evaluation of activities.

1.7. Conclusions

After having collected, analyzed and systematized the information, the consultant team has reached the conclusion that the ICDF's implementation in the Yungas region:

- Has decreased the incidence of poverty, measured by NBI, in the Yungas region by 3.4 percent on average through the implementation of community and economic development projects.
- Has decreased the incidence of poverty, measured by NBI, in the Yungas region by 2.2 percent on average solely through the implementation of community development projects in urban and rural environments (as a subset of the 3.4 percent decrease mentioned in the previous bullet point).

¹⁰ N.A. Perceived as a negative aspect or weakness of ICDF subcontractor companies.

- Has decreased the incidence of poverty measured by PL in the Yungas region by 1.6 percent, on average for the extreme poverty line; and by 1.2 percent for the consumption correlated with NBI solely through the implementation of economic development projects (as a subset of the 3.4 percent decrease mentioned in the first bullet point).
- Based on the perception of users and actors related to the ICDF, has strengthened conditions for economic and community development.
- Has increased sales and generated employment through economic and community development projects as well as through the UAC-CP as a multiplier effect, an aspect that is reflected in the results of the models of reduction of the incidence of poverty measured by NBI and Poverty Line.

Likewise, it stands out that in the perception of ICDF users and actors, its results and objectives have been met mainly due to ICDF's technical, logistic and financial capacity; as well as the willingness of all the actors to participate, discuss, agree on, and prioritize the community development and productive projects implemented in the Yungas region.

On the other hand, the weaknesses in the ICDF's implementation have been mainly reflected in the uncertainty of ICDF users and actors with regards to the sustainability of the support provided as well as in the absence of reliable and useful tools for the systematization of follow-up and evaluation of project impact. It should be mentioned that these weaknesses, at the time this evaluation was prepared, were included as action items that are already being addressed as part of ICDF institutional strengthening activities in process.

1.8. Recommendations

The following are areas that should be strengthened:

1.8.1. Information Systematization

The following primary tasks should be carried out:

- Establish concrete objectives for which systematized monitoring and evaluation information will serve.
- Identify the studies and analysis required to perform all the impact measures that allow the achievement of the identified objectives.
- Based on the results obtained above, formulate the structure, logistics and tools needed for collection of the required information.
- Due to the type of projects implemented by ICDF, follow-up and identification of the impacts on the users during the remaining life of project of the ICDF is recommended.

1.8.2. Sustainability of the ICDF's impacts

An aspect that the evaluation team considers to be positive is that the ICDF is actively trying to provide concrete solutions to address its concern for the sustainability of its projects as well as attaining the contribution of the beneficiary communities as part of the same. In general, it is evident that the initiatives undertaken have to do with the institutional strengthening of the organizations with whom the ICDF has worked in the Yungas region: i) UAC-CP¹¹; and ii) local development organizations (e.g. NGOs or the *Mancomunidad de Municipios de los Yungas* [Association of Municipalities of the Yungas]).

¹¹ Belonging to the institutional framework of the *Universidad Católica Boliviana*. (Bolivian Catholic University)

This characteristic is essential as it institutionally strengthens local entities who then reproduce these strengths in a recurrent manner; that is, development of medium- and long-term capacities of sufficient duration for the requirements of community and economic development projects in order to achieve sustainability through third parties.

Some of the initiatives identified in the ICDF to increase the probabilities of sustainability of the projects are:

- Projects that train replacement administrative and technical personnel so that knowledge and skills are not lost when the original personnel resign from or abandon projects and communities (development of local capacities).
- Development of administrative processes that contribute to the incorporation of assets (product of ICDF's community development projects) into municipal governments' fixed asset inventories.
- Formulation of a project to implement technical training in plumbing and building trades, with the objective of improving the maintenance conditions of the infrastructure built.

These examples of intervention have a good orientation, since in order to guarantee the sustainability of the projects it is necessary to make sure that those in charge of their maintenance (government, community, individuals) have: i) the technical and management capacity necessary to maintain the activities or goods generated by the project, to which the training projects aim; and ii) the sufficient resources to finance the everyday costs (wages of personnel, repair expenses) that this maintenance will generate in the medium and long term, an aspect frequently forgotten in international aid. On this second aspect, it should be noted that the transfer of assets to the municipal governments generates incentives for the budgeting of maintenance resources in the corresponding municipal Annual Operative Plans (POAs by their Spanish acronym); additionally, the training of technical personnel allows the generation of new maintenance-oriented employment and the sustainability of the infrastructure that are self-funded. Consequently, the evaluator team recommends the implementation, as soon as possible, of the concrete actions identified by ICDF to improve the probability of the sustainability of its interventions.

1.8.3. Other recommendations

Although, through the ICDF mid-term evaluation, it was possible to identify the effects on the reduction of poverty in the Yungas region, the evaluation team perceives the need to supplement these findings with additional information that would allow the ICDF, USAID and the VCDI to make more informed decisions and make its interventions more efficient. For example:

- A study to establish a cost/effectiveness index of each type of project intervention on the reduction of poverty; that is, to determine, for example, whether a sewer system project is more cost effective in reducing poverty than an electrification or education project, among others. Or on the other hand, whether a community project is more cost effective than an economic project in reducing poverty rates.
- Improve methodologies to effectively measure the impact of the economic development projects in the reduction of structural poverty as measured by the NBI survey.
- Information (databases) of users by gender, age and race; as well as their living conditions (income level or other) before and after receiving assistance from the ICDF.
- Evolution of the capacity of women, both before and after the training events associated with the community development projects, to lead the administration and maintenance processes of the infrastructure built.

2. INTRODUCTION

At the end of the 2009 fiscal year, ACIDI/VOCA contracted the services of Touchard, Inc. to conduct the mid-term evaluation of the Integrated Community Development Fund (ICDF). The specific aspects of this evaluation are as follows:

2.1. Objectives of the Mid-term Evaluation

The objective of the ICDF mid-term evaluation is to answer the following questions:

- How much of the poverty reduction measured by the Unsatisfied Basic Needs Index survey (NBI by its Spanish acronym) conducted by the consulting firm, Nueva Economía, can be attributed to ICDF activities?
- Have ICDF activities contributed to improving the quality of life of participants and strengthened community development?
- Have the productive projects promoted by the ICDF generated employment and sales?
- Have the funds allocated to the UAC-CP achieved their objectives?

As well as, to help the United States Agency for International Development (USAID), ACIDI/VOCA, the Vice-Ministry for Coca and Integrated Development (VCDI by its Spanish acronym) and ICDF participants to visualize:

- The relevance, efficiency and effectiveness of the ICDF in the achievement of its objectives and results.
- The satisfaction level of ICDF participants based on the results achieved.
- The successes and, failures, and to what they can be attributed, in the implementation of the ICDF so far. Likewise, problems that should be discussed, offering an objective image of the importance and effectiveness with which the ICDF has been implemented.
- The sustainability of the results of the project, identifying and suggesting better ways for strengthening how the projects are managed and the achievement of sustainable objectives.
- Feedback on ICDF's implementation.

2.2. Methodology for the achievement of the evaluation's objectives

2.2.1. Model of the Unsatisfied Basic Needs Index (NBI in Spanish) and Poverty Line (PL)

The objective for designing and applying the NBI and PL models, correlated to the NBI Index, was to estimate the contribution of the community and economic development projects implemented by the ICDF in the reduction of poverty in the Yungas region. Two models were developed in order to estimate the contribution of a total of 166¹² community development projects in the reduction of poverty in the Yungas region. The first model considers all the urban and rural areas of the 314 municipalities in Bolivia existent in 2001. The second considers only the rural areas of these 314 municipalities.

The second model was developed, because on average, 85 percent of the population of the Yungas region lives in rural areas and only 15 percent lives in urban areas. Similarly, approximately, 85 percent

¹² This corresponds to the total number of community development projects that had been completed at the time the models were developed, i.e., December 31, 2009.

of the projects implemented by the ICDF are located in rural areas of the Yungas region and only 15 percent in the urban areas.

For both models, the dependent variable is the NBI Index. The independent variables are those related to the sectors that determine the NBI (housing, basic services and supplies, health and education).

Four models were structured and applied in order to estimate the contribution of a total of 142 selected economic development projects¹³ in the reduction of poverty in the Yungas region. The first three models estimate the high, low, and extreme poverty levels¹⁴. In these models, the variables High Poverty Line, Low Poverty Line and Extreme Poverty Line were used as dependent variables, and the Marginal Consumption Per Capita of the users of the ICDF's economic development projects was used as an independent variable. The fourth model: Consumption/NBI, defines the NBI as the dependent variable and the Marginal Consumption Per Capita as the independent variable, for this reason it allows an estimation of the reduction of poverty, measured by NBI, as a contribution of the economic development projects implemented by the ICDF.

2.2.2. Field work: Interviews and surveys

2.2.2.1. Objective

The objective of the interviews and surveys is to generate relevant and timely information about the objectives proposed with regards to the following components of the evaluation:

- Identification with the ICDF
- Appropriateness and relevance of the ICDF's projects
- The ICDF's fulfillment of objectives and results
- ICDF's coordination with municipal authorities
- ICDF's effects on the project users
- ICDF's successes and mistakes
- ICDF's administrative strengths and weaknesses
- Relation of achievements compared to costs of ICDF
- Sustainability of the activities developed by ICDF

The data collected and processed allow ICDF's decision makers to know the strengths, weaknesses and problems associated with the project. By uncovering the successes and mistakes in the ICDF's implementation as identified by the key informants interviewed in the Yungas region the ICDF can make adjustments as necessary.

2.2.2.2. Scope and target population

Both the interviews as well as the survey were designed to collect data from the urban and rural areas of the Yungas, corresponding to the municipalities of Yanacachi, Irupana, Chulumani, La Asunta, Coroico, Coripata, Palos Blancos and the area of Alto Beni/North Caranavi, where the ICDF operates. Likewise, these same survey tools were developed for use with ACDI/VOCA, USAID, VCDI, UAC-CP, and ICDF subcontractor personnel.

¹³ This figure represents the number of projects within the economic development subcomponent concluded by December 2009.

¹⁴ Based on the methodology used by INE & UDAPE. 2006. *Pobreza y Desigualdad en los Municipios de Bolivia*. La Paz, Bolivia. (Poverty and Inequality in the Municipalities of Bolivia)

The target population for the interviews and surveys in the municipalities of the Yungas was: i) the municipal authorities (Mayor, President of the Municipal Council and President of the Municipal Oversight Committee; ii) principal municipal leaders (federations, *centrales*, *sub-centrales* and committees); and iii) users of the community and productive projects implemented by ICDF.

In the case of the rest of the target population interviewed and surveyed there were:

Table 8. Target population interviewed

TOTAL	ACDI/VOCA	USAID	VICE-MINISTRY	CARMEN PAMPA	SUB CONTRACTORS
18	9	1	1	1	6

Source: Evaluation team based on the ICDF's Project Operations Manual.

2.2.2.3. Sample design

The survey and interview sample design were stratified and two-stage. The stratification was achieved at the level of the community development projects and the economic development projects. Within each stratum, representative infrastructure and productive projects were selected for each one of the eight municipalities of the Yungas region. The size of the sample, at the projects' level, represents 35.7 percent of the total; a sample size considered sufficiently large and representative, and that allowed for substitutions in the field, since some users were not present when the interviewers paid them a visit.

2.2.2.4. Organization of field work

The field work was carried out by two teams that were completely equipped to interview, film and photograph relevant aspects of the ICDF's implementation in the Yungas region. The first team was responsible for interviewing and surveying key informants from the municipalities of Coroico, Coripata, Alto Beni/North Caranavi and Palos Blancos. The second squad was in charge of administering the questionnaires to informants from the municipalities of Yanacachi, Irupana, Chulumani and La Asunta.

2.2.3. Revision of documentation

The documentation collected and generated for the development of the ICDF mid-term evaluation is the following:

- ACIDI/VOCA. 2009. *Términos de Referencia para la Evaluación de Medio Término al Fondo Comunitario de Desarrollo Integral (FCDI)* (Terms of Reference for the Mid-term Evaluation of the Integrated Community Development Fund (ICDF). La Paz, Bolivia. Integrated Community Development Fund (ICDF), 2008.
- ACIDI/VOCA. 2007 Performance Monitoring Plan (PMP). ACIDI/VOCA.
- Aliaga, Arnaldo y Castillo, Walter. 2010. *Informe de los Modelos de Estimación para Medir la Contribución del FCDI en la Reducción de Pobreza, Medida por NBI, en la Región de los Yungas.* (Report on the Estimation Models for Measuring ICDF's Contribution in the Reduction of Poverty, Measured by NBI, in the Yungas region) Touchard S.A. y ACIDI/VOCA. La Paz, Bolivia.
- Aliaga, Arnaldo y Castillo, Walter. 2010. *Informe de los Modelos de Estimación para Medir la Contribución del FCDI en la Reducción de Pobreza, Medida por Línea de Pobreza, en la Región de los Yungas.* (Report on the Estimation Models for Measuring ICDF's Contribution

in the Reduction of Poverty, Measured by Line of Poverty, in the Yungas region)
Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.

- Campero N., José Carlos. 2010. *Informe de Entrevistas a ACDI/VOCA*. (Report on Interviews with ACDI/VOCA) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Campero N., José Carlos. 2010. *Informe de Entrevistas a USAID*. (Report on Interviews with USAID) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Campero N., José Carlos. 2010. *Informe de Entrevistas al Viceministerio de la Coca y Desarrollo Integral*. (Report on Interviews with the Vice-Ministry for Coca and Integrated Development) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Campero N., José Carlos. 2010. *Informe de Entrevistas a Empresas Subcontratistas del FCDI*. (Report on Interviews with ICDF Subcontractors) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Campero N., José Carlos. 2010. *Informe de Entrevistas a la Unidad Académica Campesina de Carmen Pampa*. (Report on Interviews with Unidad Académica Campesina de Carmen Pampa) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe Agregado de la Región de los Yungas*. (Adjunct Report of the Yungas Region) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Chulumani*. (Report on the Municipality of Chulumani) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Yanacachi*. (Report on the Municipality of Yanacachi) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio La Asunta*. (Report on the Municipality of La Asunta) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Coripata*. (Report on the Municipality of Coripata) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Coroico*. (Report on the Municipality of Coroico) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Palos Blancos*. (Report on the Municipality of Palos Blancos) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- Castillo, Walter y Loayza, Gerson. 2010. *Informe del Municipio Irupana*. (Report on the Municipality of Irupana) Touchard S.A. y ACDI/VOCA. La Paz, Bolivia.
- CIES Internacional. 2005. *Descripción y Análisis Socioeconómico Comparativo en el Ámbito de Hogares Rurales en las Provincias Sud Yungas, Nor Yungas y Caranavi del Departamento de La Paz (Estudio de línea base)*. Viceministerio de Desarrollo Alternativo, USAID y Fondo Comunitario de Desarrollo Alternativo (FCDA). La Paz, Bolivia. (Description and Socioeconomic Comparative Analysis of Rural Households in the Provinces of Sud Yungas, Nor Yungas, and Caranavi in the Department of La Paz – Baseline study – Vice-Ministry for Alternative Development, USAID and the Yungas Community Alternative Development Fund project.)
- *Fondo Comunitario de Desarrollo Integral (FCDI)* (Integrated Community Development Fund - ICDF). Quarterly Report January - March 2009. ACDI/VOCA.

- *Fondo Comunitario de Desarrollo Integral (FCDI)* (Integrated Community Development Fund - ICDF). Quarterly Report April - June 2009. ACDI/VOCA.
- *Fondo Comunitario de Desarrollo Integral (FCDI)* (Integrated Community Development Fund - ICDF). Quarterly Report July - September 2009. ACDI/VOCA.
- *Fondo Comunitario de Desarrollo Integral (FCDI)*. 2009. (Integrated Community Development Fund - ICDF). *Manual Operativo de Proyectos*. (Project Operations Manual) *Viceministerio de la Coca y Desarrollo Integral*, USAID, ACDI/VOCA. La Paz, Bolivia.
- *Fondo Comunitario de Desarrollo Integral (FCDI)* 2006. (Integrated Community Development Fund - ICDF) *Sub Contrato entre ACDI/VOCA y la Unidad Campesina de Carmen Pampa*. ACDI/VOCA. (Sub Contract between ACDI/VOCA and the UAC-CP)
- INE & UDAPE. 2006. *Pobreza y Desigualdad en los Municipios de Bolivia*. (National Statistics Institute - Poverty and Inequality in the Municipalities of Bolivia) La Paz, Bolivia.
- INE. 2001. *Censo Nacional de Población y Vivienda*. (National Statistics Institute - National Population and Housing Census) La Paz, Bolivia.
- INE. 2002. *Mapa de Pobreza 2001*. (Poverty Map) La Paz, Bolivia.
- Nueva Economía. 2009. *Estudio Sobre Necesidades Básicas Insatisfechas en la Región los Yungas de La Paz*. USAID, *Fondo Comunitario de Desarrollo Integral (FCDI)*. La Paz, Bolivia. (Study on Unsatisfied Basic Needs in the Yungas Region of La Paz)
- Touchard S.A. 2009. *Propuesta de Trabajo para la Evaluación de Medio Término al Fondo Comunitario de Desarrollo Integral (FCDI)*. Touchard S.A. y ACDI/VOCA. La Paz, Bolivia. (Work proposal for the Mid-term Evaluation of the Integrated Community Development Fund)

3. BACKGROUND

3.1. ACDI/VOCA

ACDI/VOCA is a private non-profit organization that promotes the general economic growth and the development of civil society in developing countries. Offering a complete variety of technical assistance services, ACDI/VOCA deals with the most pressing and intractable development problems.

ACDI/VOCA works in the following areas:

- Community Development
- Agriculture and Agro-business systems
- Enterprise Development
- Financial Services

The work of ACDI/VOCA in Latin America focuses on generating and improving the economic opportunities for rural farmers and small- and medium-scale entrepreneurs. In spite of the increase in population in urban centers, many people still live in rural areas and depend on agriculture and related rural industries for their survival. As a result, the support to this sector promotes ACDI/VOCA's efforts to encourage large-scale economic growth.¹⁵ In the specific case of Bolivia, ACDI/VOCA is currently implementing the USAID-financed Integrated Community Development Fund (ICDF) which falls under the community development portfolio.

3.2. ICDF¹⁶

The Integrated Community Development Fund is a project implemented by ACDI/VOCA, financed by USAID/Bolivia and led by the VCDI. The main goal of the ICDF is to support the joint efforts of the U.S. government (USG) and the Plurinational State of Bolivia (PSB) to establish a sustainable economy in Bolivia's coca-producing regions. The strategy is to meet basic human needs and alleviate poverty by improving social and economic conditions.

ICDF's general objective: The ICDF's general objective is to increase access to basic public services and improve the social conditions in the Yungas region of La Paz and the Tropics of Cochabamba.

3.2.1. ICDF's specific objectives

The ICDF's specific objectives are:

- To strengthen community development through the implementation and/or improvement of social infrastructure and community participation.
- To encourage economic development through the generation of new economic opportunities that creates employment and income.

3.2.2. Coordination with the Plurinational State of Bolivia (PSB) and USAID

ICDF utilizes two committees that provide a forum for formal coordination with USAID and the PSB. The Interinstitutional Technical Committee (ITC) provides strategic and political guidelines for the

¹⁵ Derived from: (<http://www.acdivocabolivia.org/spanish/about-us/about-us.htm>).

¹⁶ Developed upon the basis of: (<http://www.acdivocabolivia.org/spanish/projects/ICDF/icdf-index.htm>) and the ICDF's Project Operative Manual (February, 2009 Version).

implementation of the ICDF; and the Technical Committee (TC) is the coordination body at the technical level. Both committees are comprised of representatives from the VCDI, USAID and ICDF.

3.2.2.1. Inter institutional Technical Committee (ITC)

The institutional members of the ITC are the VCDI, represented by the vice minister, USAID/Bolivia, represented by the director of the Office of Integrated Development, and the ICDF, represented by its team leader. At the request of ITC members, other technical representatives from these or other entities may be invited to attend.

The ITC's main functions are to:

- Share information among members about general aspects of the Integrated Development Program and the ICDF.
- Evaluate the progress of ICDF project implementation.
- Reinforce the strategic vision of the PSB and USAID/Bolivia with regards to ICDF interventions.

3.2.2.2. Technical Committee

The Technical Committee (TC) is made up of a technical representative from the VCDI, USAID/Bolivia's Agreement Officer's Technical Representative (AOTR) and the ICDF team leader and deputy team leader. Other technical personnel important to the discussion topics may be invited to participate as appropriate. The TC meets periodically (ideally monthly) and can be convened in ordinary sessions, or extraordinary sessions at the request of the VCDI.

The TC's main functions are:

- Provide information on the status of the ICDF's projects in implementation.
- Approve the implementation of new projects based on technical, social and budgetary information provided by the ICDF.
- Provide a forum for the VCDI and USAID/Bolivia to give feedback to the ICDF's managerial team on the implementation of projects.

The ICDF documents, by means of meeting minutes, all of the decisions made by the TC..

3.2.3. Components of ICDF¹⁷

The ICDF is implemented through two programmatic components that assure that the program meets the established objectives: the community development component and the economic development component.

3.2.3.1. Community development

This component has a double function. It is a fundamental tool used by the VCDI in negotiations related to the implementation of rationalization policies. It is the means by which the ICDF is able to improve access to public services that meet the basic needs of communities.

¹⁷ Until 2007 ICDF was divided into four programmatic components: i) Community Development, ii) Economic Development, iii) support to the rationalization of coca, and iv) Emergency response. In Modification 7 of the cooperative agreement with USAID/Bolivia, the project was re-structured into the two current components to ensure a better respond to the objectives of the Vice-Ministry for Coca and Integrated Development and USG.

3.2.3.1.1. Objectives

The objectives of this component are:

- strengthen social capital and community development through increased access to public goods and services for communities and smallholder-farmer organizations
- increase participation of local leaders, local governments and citizen organizations in community development processes to strengthen ownership, sustainability and support for economic activities

3.2.3.1.2. Types of projects

A great diversity of projects is implemented within this component, which includes improvements, expansions or new constructions; these in turn can be classified into three broad categories: infrastructure, equipment and formation of human capital (training).

Table 9. Type of projects – Community Development

Infrastructure projects	Equipment projects	Human capital formation (training) projects
Potable water systems	School furniture	Leadership training
School infrastructure	Computer equipment	Development planning
Health facilities	Equipment for health facilities	
Training centers/community centers	Emergency response equipment	
Bridges		
Improvement of roads		

Source: Evaluation team based on the ICDF Project Operations Manual.

3.2.3.2. Economic Development

The projects in the economic development component complete the integrality of ICDF's interventions. In general, economic development projects are implemented in the same geographical areas as community development projects.

3.2.3.2.1. Objectives

This component has as objectives:

- Generate a foundation for economic diversification in areas of intervention.
- Generate sources of income and employment.

3.2.3.2.2. Types of projects

The projects of this component are diverse, however all of them have some elements in common such as: the generation of employment and income, the consolidation and/or facilitation of economic activities, and the strengthening of business or productive capacities of beneficiaries.

Table 10. Types of project – Economic Development

Microenterprise Grant Fund	Expansion of the productive base	Economic opportunities
<p>The projects identified under this methodology go through a selection and evaluation process whose basic evaluation criteria are generation of employment and income, the market potential, and the percentage of committed cost share contribution.</p> <p>The competitive grant funds are made available for certain geographical areas, the total amount assigned for the funds is determined based on target population, commitments to rationalization of coca, and general strategic interest in the geographical area and/or target beneficiaries.</p> <p>Each of the grant funds is presented to the CT for consideration and approval. The number of individual grants that may be approved is a function of the total amount assigned to the grant fund. However, each project proposal must obtain a minimum score in order to be selected.</p>	<p>ICDF gives special attention to the expansion of the productive base. Emphasis has been made in the generation of employment and sales in the most important productive chains.</p> <p>The contracting mechanism used for the implementation of these projects has generally been <i>Fixed Obligation Grants - FOGs</i>.</p> <p>In general, FOGs are implemented by the beneficiary organizations. This implementation methodology promotes and strengthens the administrative and managerial skills of these organizations.</p>	<p>ICDF may consider and implement economic development projects that demonstrate a clear market opportunity that involves a strategic target group, or that benefits a group in common. Projects may include productive infrastructure, such as: product storage centers, markets, bridges, improvement of roads; in general, infrastructure that is of common interest and that can be administered at the community or organizational level.</p> <p>Some illustrative examples of projects that could be implemented under this component are poultry production, pig farming, food processing, and service companies, among others.</p>

Source: Evaluation team based on ICDF Project Operations Manual

3.2.4. Cost-share Policies

ICDF policy is to promote the active participation of its beneficiaries. This participation begins with the identification and prioritization of demands and ends with taking ownership of the project. A fundamental part of this participation is the cost-share contributions made by beneficiaries.

The ICDF has two components and each one responds to a different counterpart logic. For each one of the components there is a minimum cost-share requested from the beneficiaries that can be fulfilled through in kind contributions and/or cash. The most common cost-share scenarios are presented in the following chart.

Table 11. Cost share by component

Component	Type of Support	Counterpart	
		Percentage / Source	Type
Community Development	Infrastructure	10 % Community 20% Municipality	In kind and/or cash
	Technical assistance and/or training	10% Beneficiary	In kind and/or cash
	Emergency Response	0 - 10% Beneficiary	In kind and/or cash
Economic Development	Purchase of fixed assets	> 30% Beneficiary	Cash
	Technical assistance and/or training	> 10% Beneficiary	Cash
	Emergency Response	> 10% Beneficiary	In kind and/or cash

Source: ICDF Project Operations Manual

In cases where there is a precedent or general practice of greater stakeholder contributions (e.g. cableways at 50%), the ICDF will take these into account when developing cost-share agreements. Likewise, there could be cases where the negotiated cost-share amounts are lower than the established minimums.

3.2.5. Ownership of ICDF Subgrant Assets

Subgrant assets acquired with ICDF resources are the property of the beneficiaries, except in those cases where USAID/Bolivia’s regulations specify differently. Beneficiaries must commit to maintaining ownership of the asset, and to use them for the purpose indicated in the project design. The beneficiary is also responsible for the safekeeping, conservation, maintenance and good use of assets received.

4. EVALUATION OF THE ICDF’S IMPACT ON POVERTY REDUCTION

The Scope of Work only explicitly required the mid-term evaluation to determine the ICDF’s impact on the reduction of the incidence of poverty in the Yungas region as measured through the NBI through community development projects. However, the evaluation team believed that this would leave out the important group of economic development projects implemented under the ICDF that generate similar effects by increasing consumption through sales and income generation. Consequently, methodologies for measuring the ICDF’s impact on the reduction of poverty through NBI models and Poverty Line (PL) models were developed.

4.1. Unsatisfied Basic Needs (NBI in Spanish)¹⁸ Model

4.1.1. Objective of the Model

The objective of the model is to estimate the contribution of the community development projects implemented by ICDF to the reduction of poverty in the Yungas region as measured by the NBI.

4.1.2. Data used

For both models, data from the 2001 National Population and Housing Census were used to calculate the NBI Index Poverty Indicators. The models also used data from community development projects implemented by the ICDF, associated with the variables needed in the poverty calculation as defined in the NBI index.

Table 12. Yungas Region: Number of projects included in the models by municipality and NBI variable

Municipality	Housing	Energy services	Sanitation	Education	Health	Total
Caranavi	3	2	7	6	4	22
Coripata	8	0	1	12	2	23
Coroico	4	0	2	7	2	15
Chulumani	6	0	5	11	0	22
Irupana	1	0	2	3	0	6
La Asunta	0	0	0	20	2	22
Palos Blancos	3	0	11	15	2	31
Various Yungas	0	2	4	4	1	11
Yanacachi	0	0	6	7	1	14
Total	25	4	38	85	14	166

Source: Evaluation Team

The number of project users associated with the variables determined by the NBI methodology is described in the following chart.

¹⁸ See report on *Modelos de Estimación para Medir la Contribución del FCDI en la Reducción de la Pobreza Medida a partir del Índice de Necesidades Básicas Insatisfechas (NBI)*. (Estimation Models for Measuring ICDF’s Contribution in the Reduction of Poverty Measured from the Unsatisfied Basic Needs Index)

Table 13. Yungas Region: Number of users of projects included in the models by NBI variable type and municipality

Municipality	Housing	Energy services	Sanitation	Education	Health	Total
Caranavi	121	16	772	909	2.114	3.932
Coripata	675	.	39	1.639	1.193	3.545
Coroico	179	.	203	108	404	894
Chulumani	384	.	494	769	.	1.647
Irupana	49	.	231	141	.	421
La Asunta	.	.	.	682	324	1.006
Palos Blancos	309	.	878	3.247	395	4.828
Various Yungas	.	25	84	254	18	380
Yanacachi	.	.	347	274	188	808
Total	1.716	41	3.048	8.022	4.634	17.461

Source: Evaluation Team

4.1.3. Types of models

For the present Mid-term Evaluation, two models were developed:

- The first takes into account all the urban and rural areas¹⁹ of the 314 municipalities in the country, existent in 2001.
- The second considers only the rural areas of the 314 municipalities in the country, existent in 2001²⁰.

4.1.4. Methodological aspects

4.1.4.1. Model A (urban and rural)

The calculation process that was followed in order to obtain results from the aforementioned models was the following:

¹⁹ The differentiation between urban and rural areas was determined from the nomenclatures of the *Instituto Nacional de Estadística* (National Statistics Institute, INE by its Spanish acronym). It is established that an urban population is defined as one that has greater than 2,000 inhabitants, whereas a rural population is defined as having less than 2,000 inhabitants.

²⁰ The second model was developed, since, on average, 85 percent of the population of the Yungas region reside in rural areas and only 15 percent live in the urban areas. Similarly, approximately, 85 percent of the projects implemented by the ICDF are located in rural areas and only 15 percent in the urban areas.

STEP 1:

- With information from the 2001 National Population and Housing Census, the following model was run for the 314 urban and rural municipalities in the country.

$$POBRE01 = \int (\beta_0 + \beta_1 UIMATE + \beta_2 UIESPA + \beta_3 UIAGUA + \beta_4 UIENER + \beta_5 UIEDU + \beta_6 UISALU)$$

Where::

Poor01=Percentage made up by poor population

β_0 = *Beta Estimate*

UIMATE= *Nth value of home materials*

UIEPSA= *Nth value of available spaces in the home*

UIEAGUA= *Nth value of the population's access to potable water*

UIENER= *Nth value of the population's access to energy*

UIEDU= *Nth value of the population's access to education*

UISALU= *Nth value of the population's access to Elath*

STEP 2:

- Using SPSS statistical software, the Beta estimators²¹ from the preceding model run (Step 1) were calculated for the 314 urban and rural municipalities in the country existent in 2001.

STEP 3:

- With the new Beta estimators, the model is run again for each municipality of the Yungas region with the purpose of obtaining the estimated values of the Incidence of Poverty by NBI for the urban and rural areas of the municipalities located in this region (MODEL A)²².

STEP 4:

- The percentage of users of the 166 ICDF community development projects was calculated based on the information provided by the ICDF for each variable of the NBI²³ index.

STEP 5:

²¹ The Beta estimators derived from the models are the product of a statistical analysis of ICDF's impact on the poverty conditions, measured by NBI, in the Yungas region; therefore, its significance cannot be inferred for other contexts or time periods.

²² It is important to mention that the estimated values of the Incidence of Poverty by NBI, for the urban and rural areas of the municipalities located in the Yungas region, could be above or below the value of the data from the Poverty Map from 2001, but within the same magnitude.

²³ Assumes an average household size of five people.

- The percentages calculated will obviously decrease the percentage of the value of the Incidence of Poverty²⁴ measured by NBI of the ICDF users estimated for each group of variables contained within the NBI index.

STEP 6:

- With the new values calculated as percentage, re-calculated for each one of the municipalities of the Yungas region, Model A was run again, with the purpose of estimating the new values of the Incidence of Poverty measured by the NBI index.

STEP 7:

- In this way, new values of Incidence of Poverty measured by NBI are obtained, which are inferior to the values calculated in Step 3.

STEP 8:

- The percentage of reduction of the Incidence of Poverty measured by NBI attributable to the ICDF was obtained for each one of the municipalities in the Yungas, determined based on the difference between these values and those obtained with Model A.

STEP 9:

- Finally, the weighted mean of the eight municipalities of the Yungas region was calculated for the urban and rural population combined.

4.1.4.2. Model B (rural)

For Model B, exactly the same steps were followed, with the difference that this model only includes rural areas of the municipalities of the Yungas region.

4.1.5. Results

The equation derived from Model A is the following:

$$POBRE01 = f(12,513 + 0,089 UIMATE + 0,028 UIESPA + 0,215 UIAGUA + 0,420 UIENER + 0,117 UIEDU + 0,089 UISALU)$$

The equation derived from Model B is the following:

$$POBRE01 = f(20,006 + 0,142 MATE + (-0,061) ESPA + 0,224 AGUA + 0,351 ENER + 0,104 EDU + 0,069 SALU)$$

Based on the process followed, the following charts show the contribution to the reduction of poverty as measured by the NBI Index of the community development projects implemented by the ICDF in each one of the municipalities as well as the weighted average for all eight.

²⁴ This is the proportion of households that have unsatisfied basic needs in terms of a predefined minimum standard with regards to housing, access to the basic services of water supply, basic sanitation and electricity, energy supply used for cooking, education and health. Source: *Metodología de Medición de Pobreza por NBI*. INE. (Methodology of Poverty Measurement by NBI) <http://www.ine.gov.bo/indice/metodologias.aspx>

Table 14. Model A. Contribution to the reduction of poverty as measured by the NBI Index

Geographic Description	Model A	Beneficiary Population / Total Population
Chulumani	2.9	11%
Irupana	0.8	2%
Yanacachi	4.9	14%
Palos Blancos	5.4	16%
La Asunta	0.6	3%
Coroico	1.4	6%
Coripata	4.7	29%
Caranavi	1.4	7%
Total	2.20	10%

Source: Evaluation Team

Table 15. Model B. Contribution to the reduction of poverty as measured by the NBI Index

Geographic Description	Model B	Beneficiary Population/ Rural Pop.
Chulumani	3.0	14%
Irupana	0.8	2%
Yanacachi	4.8	14%
Palos Blancos	5.2	20%
La Asunta	0.6	3%
Coroico	1.5	7%
Coripata	4.5	36%
Caranavi	1.2	9%
Total	2.13	12%

Source: Evaluation Team

4.1.6. Conclusions

The results show, according to Model A, that at the level of the Yungas region, the 166 community development projects implemented by ICDF reduced the Incidence of Poverty measured by the NBI by 2.20 percent. At the municipal level, the community development projects implemented by the ICDF had a more significant impact on those municipalities where the percentage of beneficiary population of the ICDF's projects is greater in proportion to the total population (urban and rural). For example, in the Municipality of Coripata the ICDF benefited 29 percent of the total population, which in turn allowed for a reduction of the Incidence of Poverty by 4.7 percent. In contrast, the ICDF benefited 2 percent of the total population in the municipality of Irupana, and consequently its impact in the reduction in the incidence of poverty is only 0.8 percent.

The results for Model B show that at the level of the Yungas region, the 166 community development projects implemented by the ICDF reduced the Incidence of Poverty measured by NBI by 2.13 percent. At the municipal level, similar to Model A, Model B results indicate that the community development projects implemented by the ICDF had a greater impact on those municipalities where a greater quantity of the population was benefited compared to the total rural population. For example, in the Municipality of Coripata, the Incidence of Poverty was reduced by 4.5 percent and 36 percent of

the rural population was benefited. In contrast, the ICDF achieved less impact in the reduction of the incidence of poverty in the Municipality of La Asunta (0.6 percent), since the ICDF benefited only 3 percent of the rural population.

Finally, according to the results of Models A and B, it is evident that a better result in the reduction of the incidence of poverty as measured by the NBI is achieved when projects are implemented simultaneously in both urban and rural environments due to the economies of scale that the urban environment generates by having a less dispersed population than the rural environment.

4.2. Poverty Line Model (PL)²⁵

4.2.1. Objective of the Model

To estimate the contribution of the economic development projects implemented by the ICDF in the Yungas region in the reduction of poverty as measured by the Poverty Line²⁶ and correlated to the NBI.

4.2.2. Data used

For the structuring of the four models that will allow the proposed objective to be met, we used:

- Data from the high, low, and extreme poverty lines, from the document “*Pobreza y Desigualdad en los Municipios de Bolivia*” (Poverty and Inequality in the Municipalities of Bolivia) prepared by UDAPE and INE²⁷
- Data from INE’s Supply-Product Matrix
- Data from the 2001 National Population and Housing Census to calculate the poverty indicators according to the NBI Index Data from the 142 economic development projects implemented by the ICDF to calculate the high, low, and extreme poverty lines and the NBI index.

4.2.3. Types of models

²⁵ See the report on *Modelos de Estimación para Medir la Contribución del ICDF en la Reducción de la Pobreza Medida por Línea de Pobreza Correlacionada al Índice de Necesidades Básicas Insatisfechas* (NBI). (Estimation Models for Measurement of ICDF’s Contribution in the Reduction of Poverty Measured by Line of Poverty correlated to the Unsatisfied Basic Needs Index)

²⁶ Poverty line refers to the income required to acquire the goods and services that satisfy the needs for food, education, housing, health, and others for an average individual. Source: *Metodología de Medición de Pobreza por NBI*. INE. (Methodology for Poverty Measurement using the NBI) <http://www.ine.gov.bo/indice/metodologias.aspx>

²⁷ N.A. The referenced document, due to statistical adjustment, divides the line of poverty identified in the surveys of MECOVI in two, and concludes that the poverty level is not necessarily best defined by a single numerical value “line”, but rather within a “poverty band”. At the high poverty line (top of the band) are the less poor of the band and at the low poverty line (bottom of the band) are the poorest.

Four models were structured and applied^{28, 29}:

- The first three models estimate the high, low, and extreme lines of poverty described **in the information** source mentioned in the first bullet in Section 4.2.2. In these models, the High, Low, and Extreme Poverty Lines were used as the dependent variables and the Marginal Consumption Per Capita was used as an independent variable. These models were then used to estimate the contribution of the 142 economic development projects implemented by the ICDF to the reduction of poverty as measured by the Poverty Line (PL).
- The fourth model: (Consumption/NBI) defines the NBI as the dependent variable and the Marginal Consumption Per Capita as the independent variable. Therefore, it allows the estimation of the reduction of poverty as measured by NBI as a contribution of the 142 economic development projects executed by the ICDF.

4.2.4. Methodological Aspects

The calculation process followed to obtain results by means of the application of the aforementioned models was the following:

4.2.4.1. Models of High, Low and Extreme Poverty Lines

STEP 1:

- With information on poverty and inequality taken from the document “*Pobreza y Desigualdad en los Municipios de Bolivia*”, (Poverty and Inequality in the Municipalities of Bolivia) authored by UDAPE and INE, the following models were run for the 314 municipalities of the country.

$$Poverty\ Incidence = \beta_0 + \beta_1 Consumption$$

Donde:

β_0 = Estimador beta

β_1 = Consumo de las familias

STEP 2:

- Using the SPSS statistical software, the Beta estimators³⁰ from the preceding model run (Step 1) were calculated for the 314 municipalities of the country existent in 2001.

STEP 3:

- With the Beta estimator data calculated, the models described were run again for each municipality of the Yungas region with the purpose of obtaining the estimated values for the Incidence of Poverty for the High, Low and Extreme PL.

²⁸ The information included in the model corresponds to the 314 municipalities in the country, existing in 2001. The poverty indicators were calculated using the Consumption Expense methodology, based on the results of the 2001 National Population and Housing Census and the household surveys administered by INE.

²⁹ Each one of the ICDF's economic development projects, were classified in one and only one of the incorporated variables. The beneficiary population of the economic development projects was determined by multiplying the number of user families reported by the ICDF by five (based on an average family size of five in the Yungas).

³⁰ The resultant Beta estimators from the model runs are a product of a static analysis of ICDF's impact on the conditions of poverty, measured by poverty line, in the Yungas region.

STEP 4:

- On the basis of the data of the INE Supply-Product Matrix, the marginal consumption per capita was calculated for the users of the 142 ICDF economic development projects based on the information provided by ACDI/VOCA³¹.

STEP 5:

- With the increase in income calculated, the models of High, Low, and Extreme PL were run again for each one of the municipalities of the Yungas region with the purpose of estimating the values of the Incidence of Poverty measured by PL affected by the income increase³².

STEP 6:

- The percentages of reduction of the Incidence of Poverty measured by High, Low, and Extreme PL and attributable to the ICDF were obtained for each one of the municipalities of the Yungas region, based on the difference between the values estimated by the models (step 3) and those obtained from the incremental impact on income of the 142 economic development projects implemented by the ICDF.

STEP 7:

- The weighted average of the eight municipalities of the Yungas region was calculated in order to estimate the reduction of the Incidence of Poverty measured by High, Low, and Extreme PL for the whole region, based on the rural population and excluding the municipalities of Irupana and Coroico³³.

4.2.4.2. Correlation Model between Consumption and NBI

The calculation process to estimate the contribution of the economic development projects implemented by ICDF in the Yungas region to the reduction of poverty through the Unsatisfied Basic Needs Index (NBI in Spanish) was the following:

STEP 1:

- With information on poverty and inequality, extracted from the document “*Pobreza y Desigualdad en los Municipios de Bolivia*” (Poverty and Inequality in the Municipalities of Bolivia) authored by UDAPE and INE, the following NBI Consumption Model was run for the 314 municipalities in the country.

³¹ See the specific report “*Modelos de Estimación para Medir la Contribución del FCDI en la Reducción de la Pobreza Medida por Línea de Pobreza*” (Estimation Models for Measuring ICDF’s Contribution in the Reduction of Poverty Measured by Poverty Line) for a detailed description of the calculation of the Marginal Consumption Per Capita.

³² Obviously, the new values of Incidence of Poverty measured by PL, are lower than the values estimated by the MODELS of high, low, or extreme poverty.

³³ Both municipal governments are excluded in order not to affect the weighted average, since in those regions there were no economic development projects implemented.

$$NBI = \beta_0 + \beta_1 CONSUMPTION$$

Where:

UBN = Unsatisfied Basic Needs Index

β = Beta estimates

β_1 = Family consumption

STEP 2:

- Using the SPSS statistical software, the Beta estimators from the preceding model run in Step 1 model were calculated for the 314 municipalities existent in the country in 2001.

STEP 3:

- With the new Beta estimators, the model was run again for each municipality of the Yungas region with the purpose of obtaining the estimated values of the Incidence of Poverty as measured by NBI for the municipalities located in that region.

STEP 4:

- Using the INE Supply-Product Matrix, the marginal consumption per capita was calculated for the users of the 142 ICDF economic development projects based on the information provided by the ICDF³⁴.

STEP 5:

- With the income increase calculated, the NBI Consumption model was run again in order to estimate the new values of the Incidence of Poverty as measured by the NBI for each one of the municipalities of the Yungas region. In this way, the new values of Incidence of Poverty measured by the NBI were obtained, as a result of the calculated income increase.

STEP 6:

- The percentage reduction in the Incidence of Poverty as measured by the NBI and attributable to the ICDF's economic development projects was obtained for each one of the municipalities of the Yungas region, determined by calculating the difference between the values estimated by the model (step 3) and those obtained from the impact of increased income.

STEP 7:

- The weighted mean of the eight municipalities of the Yungas region was calculated in order to estimate the reduction of the Incidence of Poverty as measured by NBI for the whole Yungas region, based on the rural population, including the municipalities of Irupana and Coroico³⁵.

STEP 8:

³⁴ The increase in income calculated, obviously decreases the percentage value of the Incidence of Poverty measured by NBI of ICDF beneficiaries.

³⁵ Both municipalities were included even though the ICDF has not implemented any economic development projects there.

- Finally, the weighted mean of the eight municipalities was calculated, based on the rural population, excluding the municipalities of Irupana and Coroico³⁶.

4.2.5. Results

The equation from the High Poverty Line model is the following:

$$HIGH\ POVERTY\ INCIDENCE = 106,581 + (-0,139) CONSUMPTION$$

The equation derived from the Low Poverty Line model is the following:

$$LOW\ POVERTY\ INCIDENCE = 112,993 + (-0,216) CONSUMPTION$$

The equation derived from the Extreme Poverty Line model is the following:

$$EXTREME\ POVERTY\ INCIDENCE = 108,718 + (-0,269) CONSUMPTION$$

The equation derived from the model of consumption correlated to NBI is the following:

$$NBI = 118,837 + (-0,209) CONSUMPTION$$

The following chart shows the reduction of the Incidence of Poverty in PL affected by ICDF projects, excluding the populations of the municipalities of Irupana and Coroico. Likewise, it shows the weighted averages for the six municipalities considered.

Table 16. Reduction of the Incidence of Poverty in PL affected by ICDF projects

Geographic Description	High Poverty Line	Low Poverty Line	Extreme Poverty Line	NBI (Consumption Model)
Chulumani	0.065	0.101	0.126	0.098
Irupana	0.000	0.000	0.000	0.000
Yanacachi	0.153	0.230	0.297	0.230
Palos Blancos	0.104	0.162	0.201	0.156
La Asunta	0.104	0.161	0.200	0.155
Coroico	0.000	0.000	0.000	0.000
Coripata	0.090	0.139	0.174	0.135
Caranavi	0.159	0.247	0.307	0.238
Total	0.12	0.23	0.30	0.14

Source: Evaluation Team

4.2.6. Conclusions

From the results of the models it can be concluded that the differences in impact among the different poverty lines is an indicator of the degree of difficulty in improving the conditions of a poor person's life, depending on his/her poverty level. In other words, if one dollar is spent on an extremely poor person, the impact in the reduction of his/her poverty will be of 0.30 percent. However, if a dollar is spent on a poor, but not extremely poor person (low poverty level), his/her incidence of poverty is

³⁶ Both municipalities were excluded from this calculation so as not to affect the average, since the ICDF did not implement any economic development projects there.

reduced by only 0.23 percent. Finally, if a dollar is spent on a person in the least poor (high poverty) group, then an impact of only 0.12 percent will be obtained.

This difference is explained by the simple fact that the poorer a person is, the less effort is needed in order to achieve an impact in the reduction of his/her poverty level. On the contrary, as one tries to impact people that have overcome extreme levels of poverty, the effort necessary to reduce their current levels of poverty begins to increase. That is, as the NBIs decrease, the effort to satisfy them completely becomes more difficult.

Finally, the correlation model between consumption and NBI was used to estimate that the effect of the increase in sales attributable to ICDF economic development projects has generated a reduction of the incidence of poverty measured by NBI in the Yungas region equal to 0.14 percent.

5. EVALUATION OF USERS AND STAKEHOLDER SATISFACTION WITH THE ICDF'S IMPLEMENTATION

5.1. Methodological aspects

A fundamental aspect of the ICDF's Mid-term evaluation has to do with the perception of the users³⁷ and other actors involved³⁸ in its implementation. The evaluation of perception is evaluated starting with an analysis of the following nine components:

Table 17. Components and objective of evaluation of user and stakeholders

Component	Objective subject to evaluation
1. Identification of implementer	Determine whether there is a perception that the ICDF is recognized as the program that implemented all of the community and economic development projects in the Yungas region implemented by project.
2. Appropriateness and relevance	Understand the perception of the importance, usefulness, degree of satisfaction, and the ICDF's agility in responding to the demands posed by the municipal authorities and by the population.
3. Objectives and results	Understand the perception regarding the degree to which objectives and results programmed with and between the local authorities, communities, Vice-ministries and ICDF were met.
4. Coordination with other actors	Understand the perception regarding the degree of coordination among the local authorities, community, Vice-ministries, USAID and ICDF in the programming and implementation of the ICDF's community and economic development projects.
5. Effects	Understand the perception of ICDF's impacts on the reduction of poverty, generation of employment, and economic and community development.
6. Successes and failures	Understand the perception of the local authorities, communities, Vice-ministry, USAID and ACIDI/VOCA regarding the ICDF's successes and mistakes.
7. Strengths and weaknesses	Understand the perception of the local authorities, communities, Vice-ministry, USAID and ACIDI/VOCA regarding the ICDF's strengths and weaknesses.
8. Relation of achievements to available resources	Understand the perception regarding availability and opportunity of resources (investment and cost share) for the fulfillment of ICDF's objectives and results.
9. Sustainability	Understand the perception of the degree of sustainability of the assistance and the results generated by the ICDF.

These nine components can be broken down into subcomponents which in turn facilitate a specific evaluation of variables that when taken together allow a better visualization and understanding of the evaluated components.

³⁷ The term "Users" or "clients" is used to denominate those people/families that have benefited from ICDF's community or economic development projects in the Yungas region.

³⁸ Involved actors, refers to entities, institutions, and authorities that make up an integral part of ICDF's implementation, these include: i) Vice ministry of Coca and Integrated Development; ii) USAID; iii) mayors from Chulumani, Yanacachi, Irupana, Palos Blancos, Coroico, Coripata, La Asunta and the area of Alto Beni/Norte Caranavi; iv) members of the municipal councils of Chulumani, Yanacachi, Irupana, Palos Blancos, Coroico, Coripata, La Asunta and the area of Alto Beni/Norte Caranavi; v) members of the oversight committees of Chulumani, Yanacachi, Irupana, Palos Blancos, Coroico, Coripata, La Asunta and the area of Alto Beni/Norte Caranavi; vi) leaders from Chulumani, Yanacachi, Irupana, Palos Blancos, Coroico, Coripata, La Asunta and the area of Alto Beni/Norte Caranavi; vii) ICDF's subcontractors; viii) UAC-CP; and finally, ix) ICDF's personnel.

Table 18. Component and subcomponents of evaluation of user and stakeholders

Component	Subcomponent
1. Identification of implementer	<ul style="list-style-type: none"> • Identification • Quality
2. Appropriateness and relevance	<ul style="list-style-type: none"> • Usefulness • Satisfaction • Agility
3. Objectives and results	<ul style="list-style-type: none"> • Achievement
4. Coordination with other actors	<ul style="list-style-type: none"> • Participation in project formulation • Participation in project implementation • Compliance with cost share requirements
5. Effects	<ul style="list-style-type: none"> • Jobs • Sales • Community and economic development • Poverty reduction
6. Successes and failures	<ul style="list-style-type: none"> • Positive • Negative
7. Strengths and weaknesses	<ul style="list-style-type: none"> • Strengths • Weaknesses
8. Relation of achievements compared to resources	<ul style="list-style-type: none"> • Financial, logistic, and other resources • Opportunity in disbursements • Project schedules and timelines met
9. Sustainability	<ul style="list-style-type: none"> • Sustainability of assistance • Capacities of the population • Municipal management capacities • Capacities of the municipalities to achieve sustainability • Legitimacy, representativeness and municipal management capacity • Transfer of assets

5.1.1. Sample design

The survey design to evaluate the perception of the users and other actors involved in the implementation of the ICDF was stratified and two-stage. The stratification was achieved at the level of the community development projects and the economic development projects. Within each stratum, representative infrastructure and productive projects were selected in each one of the eight municipalities and areas of the Yungas region. The size of the sample at the project level represents 35.7 percent of the total; this sample size is considered sufficiently large and representative, and allowed for substitutions in the field, since some users or actors were not present when the interviewers paid them a visit.

5.1.2. Sample framework

The population used to define the sample size contains a total of 308 projects; of which, 166 projects are community development projects and 142 correspond to economic development projects³⁹.

³⁹ The database of the sample framework was provided and approved by ICDF.

5.1.3. Content of the questionnaires

For the collection of data, ten questionnaires were used: i) User Questionnaire; ii) Questionnaire for Mayor; iii) Questionnaire for President of Municipal Council; iv) Questionnaire for President of Municipal Oversight Committee; v) Questionnaire for Local Leader; vi) Questionnaire for ACDI/VOCA personnel; vii) Questionnaire for representative of USAID; viii) Questionnaire for representative of the VCDI; ix) Questionnaire for ICDF subcontractor personnel; x) Questionnaire for representative of UAC-CP

The components considered for each type of questionnaire, depending on the target of the evaluation, were the following:

Table 19. Components for questionnaire based on targets evaluation

Component	U	A	CM	CV	D	ACDI	USAID	VCDI	SC	CP
1. Identification of implementer	X	X	X	X	X					
2. Appropriateness and relevance	X	X	X	X	X	X		X		
3. Objectives and results	X	X	X	X	X	X	X	X	X	X
4. Coordination with other actors	X	X	X	X	X	X		X	X	X
5. Effects	X	X	X	X	X	X	X	X	X	X
6. Successes and mistakes	X	X	X	X	X	X	X	X	X	X
7. Strengths and Weaknesses	X	X	X	X	X	X	X	X	X	X
8. Relation of achievements compared to resources		X	X			X	X	X	X	X
9. Sustainability	X	X	X	X	X	X	X	X	X	X

Where: U = Users; A = Mayors; CM = Municipal Council; CV = Municipal Oversight Committee; D = Leaders; ACDI = ACDI/VOCA; USAID = USAID; VCDI = Vice-Ministry for Coca and Integrated Development; SC = ICDF Subcontractors; and CP = UAC-CP.

5.1.4. Field activities

Field activities were carried out from January 11 to 20, 2010, in the Yungas region (Yanacachi, Irupana, Chulumani, La Asunta, Coroico, Coripata, Alto Beni/Northern Caranavi and Palos Blancos). The field work was carried out by three teams whose geographical coverage was divided between southern and northern Yungas⁴⁰ and La Paz.

The number of people interviewed for each questionnaire was as follows:

⁴⁰ It is relevant to mention that the ICDF made available its field staff to assist the evaluation team and accompany them to each of the projects selected for inclusion in the midterm evaluation.

Table 20. Number of interviewed people

Tools for Data Collection	Number of people interviewed
Questionnaire for Mayor	8 people interviewed
Questionnaire for President of Municipal Council	8 people interviewed
Questionnaire for President of Municipal Oversight Committee	8 people interviewed
Questionnaire for Local Leaders	14 people interviewed
Questionnaire for ICDF Project Users	110 people interviewed
SUBTOTAL YUNGAS	148 people interviewed⁴¹
Questionnaire for ACDI/VOCA	9 people interviewed
Questionnaire for USAID	1 person interviewed
Questionnaire for Vice-ministry	1 person interviewed
Questionnaire for ICDF subcontractors	6 people interviewed
Questionnaire for Carmen Pampa	1 person interviewed
SUBTOTAL LA PAZ	18 people interviewed
TOTAL YUNGAS and LA PAZ	166 people interviewed

The interview structure for the Yungas region was the following:

DESCRIPTION	GENDER			RACE			AGE			
	TOTAL	MEN	WOMEN	TOTAL	MIXED RACE	AFROBOLIVIAN	TOTAL	15-24	25-34	35 - up
No. INTERVIEWED	166	119	47	166	135	31	166	43	70	53
%	100	71,7	28,3	100	81,3	18,7	100	25,9	42,2	31,9

Source: Evaluation Team

5.1.5. Data revision and transcription

At the end of each day of data collection, each of the teams reviewed the data collected to ensure the coherence and completeness of the interviews administered, with the purpose of avoiding incomplete or inconsistent interviews. Subsequently, in the office, prior to performing data transcription, the data was reviewed again to ensure consistency.

Each one of the interviews was transcribed into a previously defined Excel database and later analyzed for the drafting of reports by municipality and by entity. Additionally, there are filmed interviews of ICDF community and economic development project users and photo documentation of some of the projects visited.

⁴¹ In some cases, due to the long distance between the residence of the user to be interviewed and the municipal capital, or due to the absence of the person to be interviewed, the potential interviewee had to be replaced by another within the same area.

5.2. Results of the field evaluation by component and subcomponent

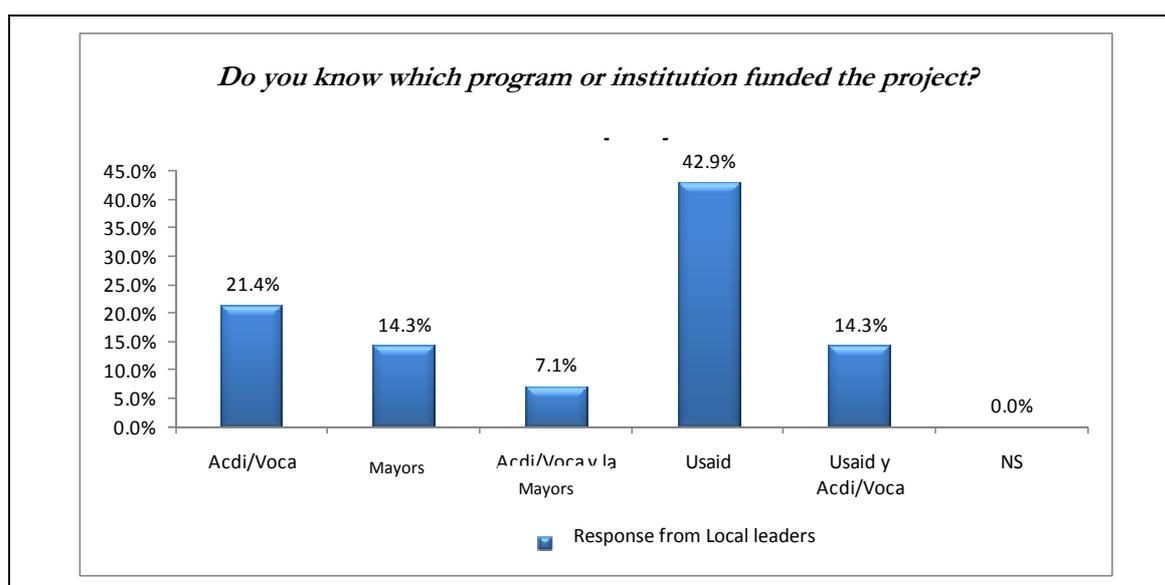
5.2.1. Identification of the implementer

5.2.1.1. Identification⁴²

Based on the results obtained, it can be inferred that the ICDF is not recognized as the organization responsible for the financing of community and economic development projects in the region. From a general perspective, ACDI/VOCA is the entity most recognized among the interviewees with 52 percent, followed by USAID with 25 percent. The municipal government was the third entity identified as the responsible party for the projects is the municipal government with 10.8 percent.

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	TOTAL	%
Acdi/Voca	5	62.5%	6	75.0%	3	37.5%	3	21.4%	60	54.5%	77	52.0%
Municipality	0	0.0%	1	12.5%	3	37.5%	2	14.3%	10	9.1%	16	10.8%
Acdi/Voca - Mun. Gov'	0	0.0%	0	0.0%	1	12.5%	1	7.1%	2	1.8%	4	2.7%
Usaid	3	37.5%	1	12.5%	1	12.5%	6	42.9%	26	23.6%	37	25.0%
Usaid and Acdi/Voca	0	0.0%	0	0.0%	0	0.0%	2	14.3%	9	8.2%	11	7.4%
NS	0	0.0%	0	0.0%	0	0.0%	0	0.0%	3	2.7%	3	2.0%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	148	100.0%

It is interesting to note that, unlike the mayors (0%), the municipal councils (12.5%), community leaders (14.3%), and municipal oversight committees (37.5%) are the ones who rate the municipal government as being the entity responsible for the implementation of the community and economic development projects in the Yungas region. These differences in perception may be demonstrating weaknesses in the coordination and communication process among these actors. Interestingly, community leaders identify USAID as the responsible party for the implementation of the community and economic development projects in the region.



⁴² See Annex Chart N° 4.

5.2.1.2. Quality⁴³

In regards to quality, 81.8 percent of the interviewees rate the quality of construction of the community development projects as good, and 14.9 percent as fair. Only 3.4 percent mention that the quality is poor (this corresponds to 7.1 percent of community leaders and 3.6 percent of the users).

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	TOTAL	%
GOOD	7	87.5%	7	87.5%	7	87.5%	10	71.4%	90	81.8%	121	81.8%
FAIR	1	12.5%	1	12.5%	1	12.5%	3	21.4%	16	14.5%	22	14.9%
POOR	0	0.0%	0	0.0%	0	0.0%	1	7.1%	4	3.6%	5	3.4%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	148	100.0%

5.2.2. Appropriateness and relevance

5.2.2.1. Usefulness⁴⁴

For 100 percent of the interviewees, the ICDF's intervention in the Yungas region is considered as useful. The ICDF received top ratings⁴⁵ for perceived level of usefulness (100 percent). The ICDF's usefulness is rated by 47 percent as "extremely useful"; 39.6 percent as "very useful" and 13.4 percent as "useful."

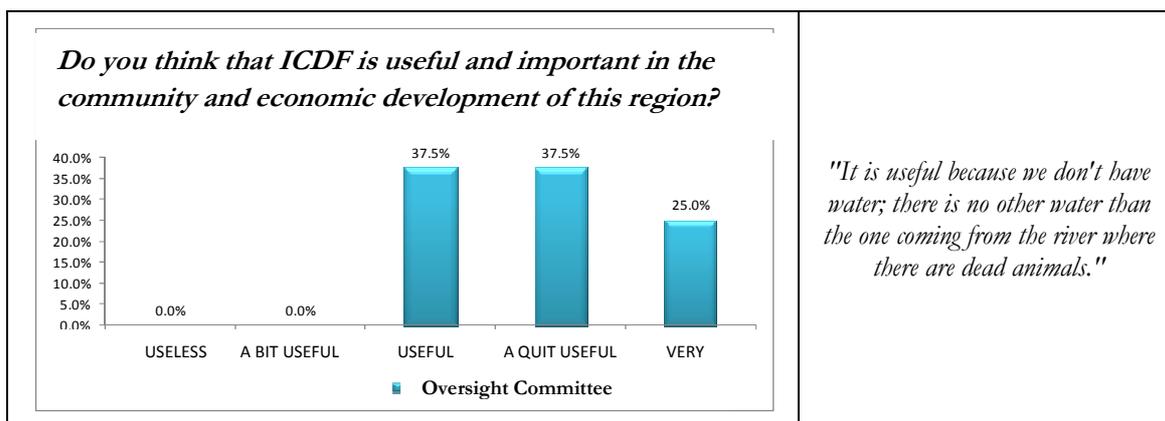
	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	GOVERNMENT %	TOTAL	%	
USELESS 1	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Somewhat USEFUL 2	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
USEFUL 3	0	0.0%	2	25.0%	3	37.5%	2	14.3%	13	11.8%	0	0.0%	20	13.4%
VERY USEFUL 4	3	37.5%	3	37.5%	3	37.5%	9	64.3%	41	37.3%	0	0.0%	59	39.6%
EXTREMELY USEFUL 5	5	62.5%	3	37.5%	2	25.0%	3	21.4%	56	50.9%	1	100.0%	70	47.0%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	1	100.0%	149	100.0%

The mayors are the group who most value the usefulness of the ICDF's intervention (62.5% = extremely useful), while the members of the municipal oversight committee were the group who assigned the highest percentage to the middle ranking of level 3 (Useful = 37.5%).

⁴³ See Annex Chart N° 5.

⁴⁴ See Annex Chart N° 6.

⁴⁵ Indicator adds the percentage of responses of 3, 4 and 5 (Useful, very useful, and extremely useful, in this case).



5.2.2.2. Satisfaction⁴⁶

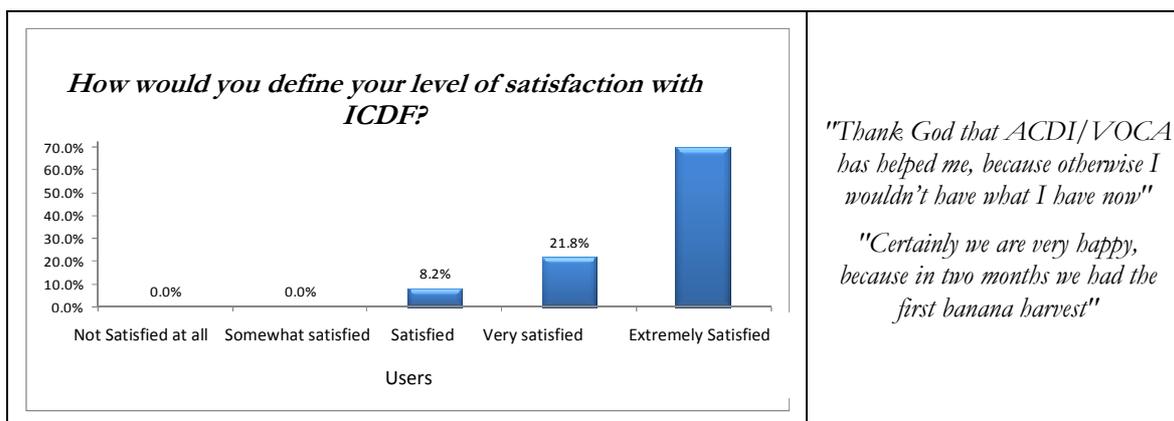
In regards to satisfaction, 95.3 percent of the interviewees are satisfied with the ICDF's projects. The results of the survey indicated that the ICDF received top ratings for satisfaction (100% of respondents were "satisfied" or better). The satisfaction with ICDF's projects is rated by 59.7 percent as "very satisfied", 30.9 percent as "quite satisfied" and 9.4 percent as "satisfied."

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	GOVERNMENT	%	TOTAL	%
YES	8	100.0%	7	87.5%	7	87.5%	13	92.9%	106	96.4%	1	100.0%	142	95.3%
No	0	0.0%	1	12.5%	1	12.5%	1	7.1%	4	3.6%	0	0.0%	7	4.7%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	1	100.0%	149	100.0%

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	GOVERNMENT	%	TOTAL	%
Not satisfied at all 1	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Somewhat satisfied 2	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Satisfied 3	0	0.0%	0	0.0%	3	37.5%	2	14.3%	9	8.2%	0	0.0%	14	9.4%
Very satisfied 4	4	50.0%	5	62.5%	4	50.0%	9	64.3%	24	21.8%	0	0.0%	46	30.9%
Extremely satisfied 5	4	50.0%	3	37.5%	1	12.5%	3	21.4%	77	70.0%	1	100.0%	89	59.7%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	1	100.0%	149	100.0%

The users group were the most satisfied (70% = Extremely satisfied), while the members of the municipal oversight committee seemed the least satisfied, with 37% indicating a satisfaction level of 3 out of 5 (Satisfied = 37.5%).

⁴⁶ See Annex Chart N° 7.



"Thank God that ACIDI/VOCA has helped me, because otherwise I wouldn't have what I have now"

"Certainly we are very happy, because in two months we had the first banana harvest"

Source: Evaluation Team

5.2.2.3. Agility⁴⁷

In terms of agility, 100 percent of the interviewees think that ICDF's intervention in the Yungas region is agile, especially when it is compared to other agencies and similar initiatives such as those of municipal governments, development funds (FNDR, FONADAL), or other donor agencies (European Union).

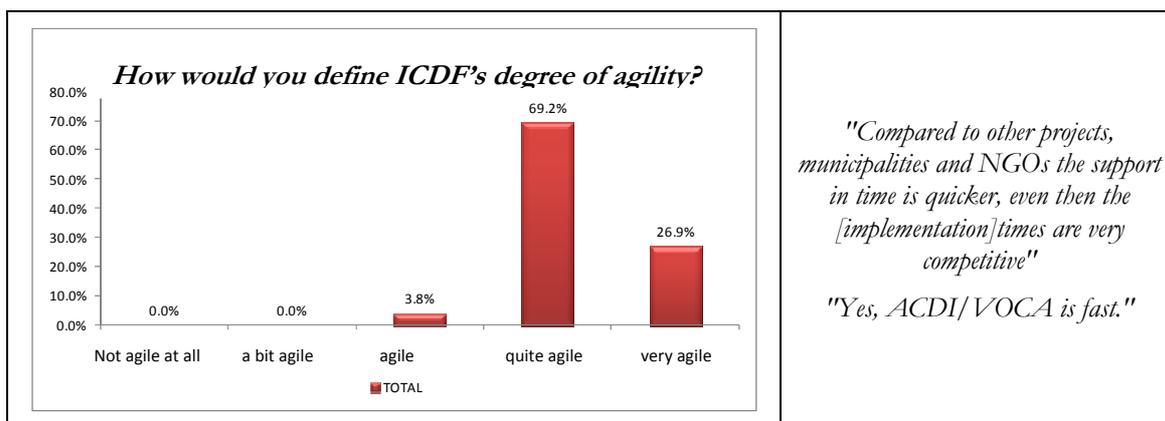
	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	GOVERNMENT	%	TOTAL	%
YES	8	100.0%	8	100.0%	7	100.0%	1	100.0%	24	100.0%
No	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
TOTAL	8	100.0%	8	100.0%	7	100.0%	1	100.0%	24	100.0%

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	GOVERNMENT	%	TOTAL	%
NOT AGILE AL ALL 1	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
SOMEWHAT AGILE 2	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
AGILE 3	0	0.0%	1	12.5%	0	0.0%	0	0.0%	1	3.8%
VERY AGILE 4	5	62.5%	3	37.5%	9	100.0%	1	100.0%	18	69.2%
EXTREMELY AGILE 5	3	37.5%	4	50.0%	0	0.0%	0	0.0%	7	26.9%
TOTAL	8	100.0%	8	100.0%	9	100.0%	1	100.0%	26	100.0%

Source: Evaluation Team

When the perceived degree of agility is quantified, the ICDF received top ratings (100% of respondents indicated "agile" or better). The agility of the ICDF's projects is rated by 69.2 percent as "very agile", 26.9 percent as "extremely agile" and 3.8 percent as "agile."

⁴⁷ See Annex Chart N° 8.



"Compared to other projects, municipalities and NGOs the support in time is quicker, even then the [implementation]times are very competitive"

"Yes, ACDI/VOCA is fast."

Source: Evaluation Team

5.2.3. Objectives and Results

5.2.3.1. Achievement⁴⁸

All of the interviewees perceive that the ICDF's results have been achieved, although with diverse perspectives depending on each actor or entity. Certain positive aspects stand out, such as the ICDF's technical capacity and available resources, financial as well as logistical. However, the perception is that, although the objectives and goals have been achieved, they were achieved with delay.

	MAYORS	%	COUNCILS	%	ACDI/VOCA	%	GOVERNMENT	%	USAID	%	COMPANIES	%	UAC	%	TOTAL	%
YES	8	100.0%	8	100.0%	8	100.0%	1	100.0%	1	100.0%	1	100.0%	1	100.0%	28	100.0%
NO	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
TOTAL	8	100.0%	8	100.0%	8	100.0%	1	100.0%	1	100.0%	1	100.0%	1	100.0%	28	100.0%

5.2.4. Coordination with other actors

5.2.4.1. Participation in project design⁴⁹

In regards to participation, 92.1 percent of the interviewees affirm that project designs were presented to potential users and approved by consensus. Only 1.2 percent states the opposite.

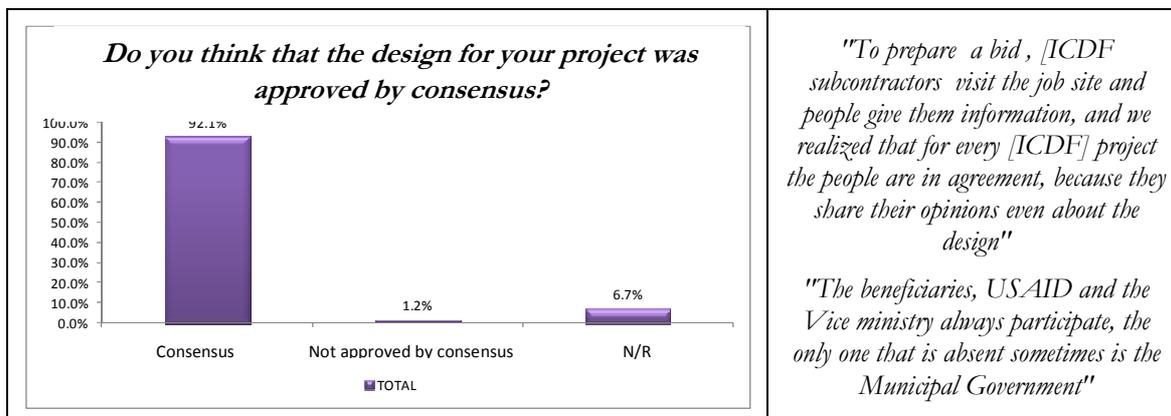
	MAYORS	%	COUNCILS	%	CV	%	LEADERS	%	USERS	%	COMPANIES	%	ACDI/VOCA	%	UAC	%	VM	%	TOTAL	%
With Consensus	8	100.0%	8	100.0%	8	100.0%	14	100.0%	97	88.2%	6	100.0%	9	100.0%	1	100.0%	1	100.0%	152	92.1%
With out consensus	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	1.8%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	2	1.2%
No Answer	0	0.0%	0	0.0%	0	0.0%	0	0.0%	11	10.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	11	6.7%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	6	100.0%	9	100.0%	1	100.0%	1	100.0%	165	100.0%

Source: Evaluation Team

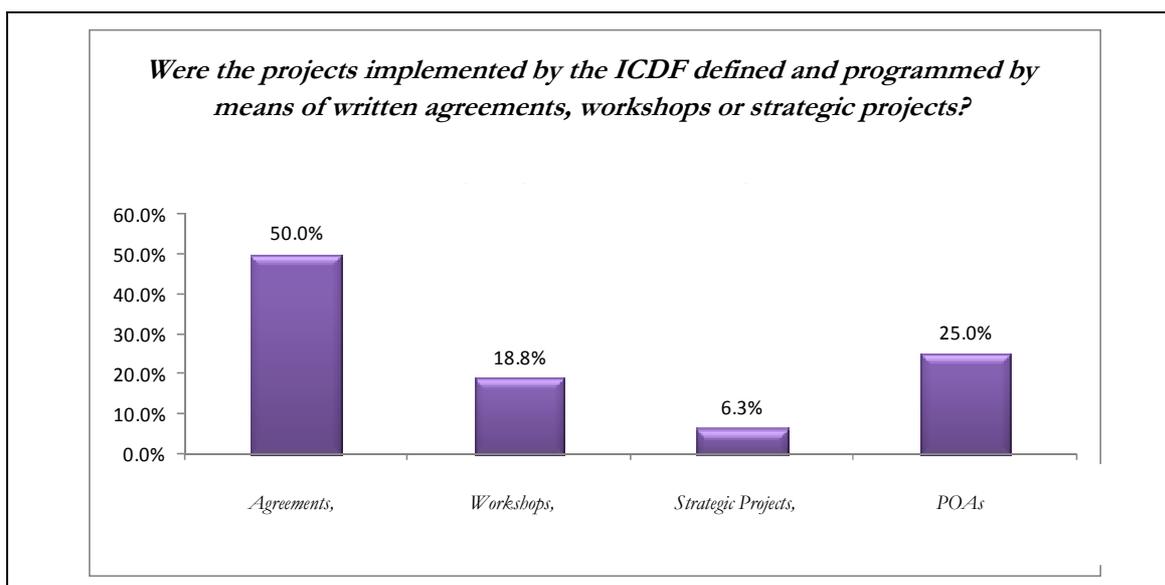
Among the users there is small percentage (1.8%) who perceive that project designs were not approved by consensus, as well as another 10% who indicated that they were unaware or had no recollection of participating in the approval process..

⁴⁸ See Annex Chart N° 9.

⁴⁹ See Annex Chart N° 10.



When one asks in the Yungas region what are the mechanisms from which decisions are made, it is evident that the most well-known mechanisms for participation are the signed agreements (50%), formulation of Municipal Annual Operating Plans (POAs by its Spanish acronym) (25%), workshops (18.8%), and the formulation of strategic projects (6.3%).



Source: Evaluation Team

5.2.4.2. Participation in project implementation⁵⁰

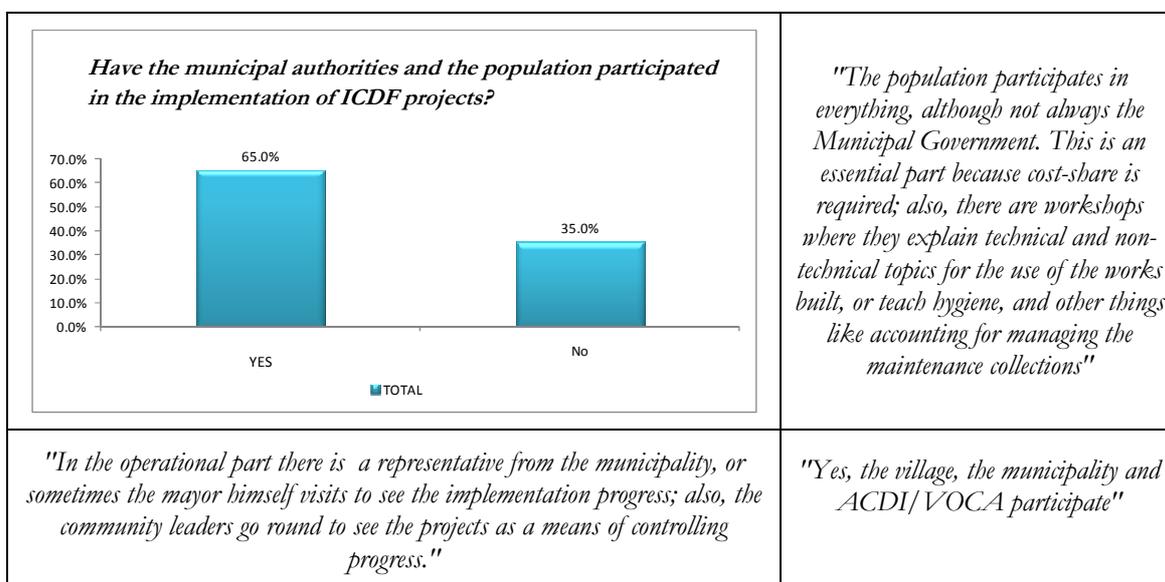
In regards to participation in the implementation phase of the project, 65 percent of the interviewees perceive the existence of participatory processes in the implementation of ICDF projects. The remaining 35 percent perceive the opposite; that is, that they are not an integral part of the implementation of ICDF projects.

⁵⁰ See Annex Chart N° 11.

	mayors	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	ACDI/VOCA	%	COMPANIES	%	TOTAL	%
Si	8	100.0%	7	87.5%	8	100.0%	9	64.3%	61	55.5%	3	100.0%	6	100.0%	102	65.0%
No	0	0.0%	1	12.5%	0	0.0%	5	35.7%	49	44.5%	0	0.0%	0	0.0%	55	35.0%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	3	100.0%	6	100.0%	157	100.0%

Source: Evaluation Team

It is important to note the high percentage of users (44.5%), as well as community leaders (35.7%) who perceive not having participated in project implementation.



Source: Evaluation Team

5.2.4.3. Cost Share Compliance⁵¹

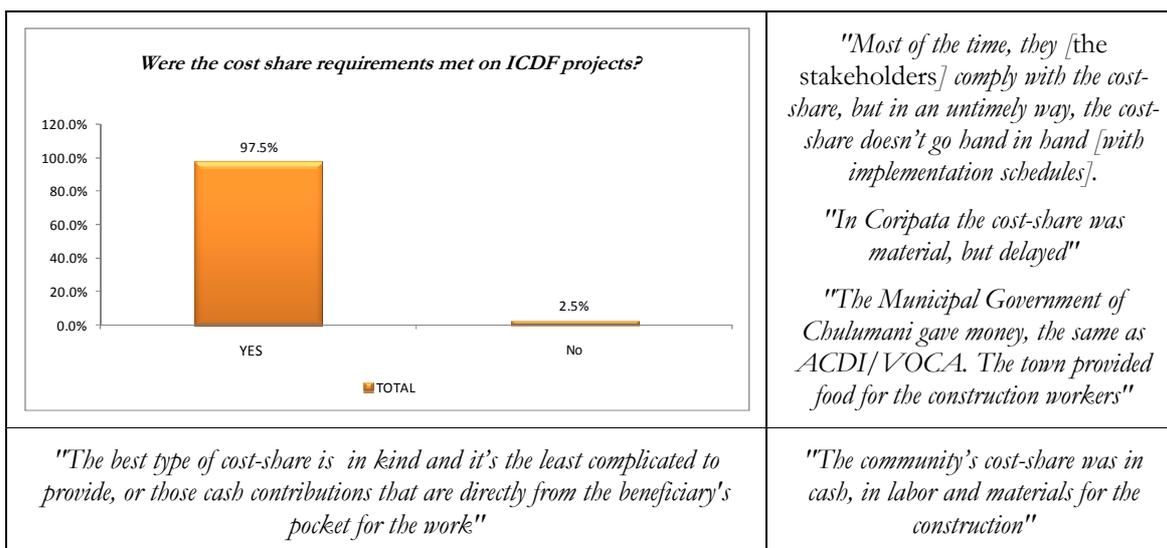
It is generally perceived that cost share can be in cash and in kind (e.g. unskilled labor by the community), and that cost share is paid or provided by the municipal governments, the communities, or individuals, depending on the type of project. The amount of cost share varies depending on the project type and the amounts to be invested.

⁵¹ See Annex Chart N° 12.

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	ACDI/VOCA	%	UAC	%	COMPANIES	%	TOTAL	%
YES	8	100.0%	8	100.0%	8	100.0%	14	100.0%	101	96.2%	9	100.0%	1	100.0%	6	100.0%	155	97.5%
No	0	0.0%	0	0.0%	0	0.0%	0	0.0%	4	3.8%	0	0.0%	0	0.0%	0	0.0%	4	2.5%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	105	100.0%	9	100.0%	1	100.0%	6	100.0%	159	100.0%

Source: Evaluation Team

In terms of counterpart, 97.5 percent of the interviewees perceive that there is compliance with cost share requirements; only 2.5 percent perceive the opposite. However, the general perception is that there are always delays in providing cost share, and the entities with the biggest problems with this are the municipal governments, to the point where the ICDF had to hire personnel specifically to follow up, ensure compliance, and to provide support in getting cost share documentation in order so that the municipalities have the information organized and on hand that they need to comply with the law SAFCO (Government Administration and Control Law).



Source: Evaluation Team

It was also evident that project change orders, which in general increase project cost, were not applied to cost share.; that is, based on the data analyzed, the relative cost share percentage contribution almost always ends up being reduced when the total cost of the project is increased.

5.2.5. Effects

5.2.5.1. Jobs⁵²

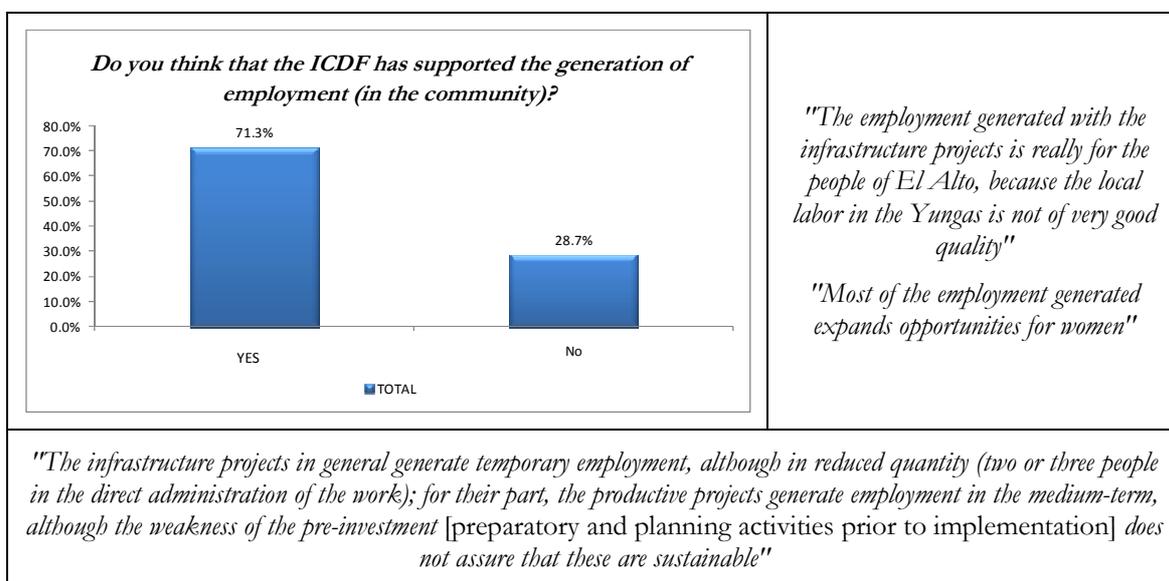
The perception of 71.3 percent of interviewees is that the projects do generate employment that helps provide people with alternative sources of income, although still in incipient quantities. However, 28.7

⁵² See Annex Chart N° 13.

percent perceive the opposite, basically because they are under the impression that the ICDF hires companies and consultants only from La Paz and El Alto for the implementation of the projects⁵³.

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	ACDI/VOCA	%	TOTAL	%
YES	7	87.5%	8	100.0%	5	62.5%	11	78.6%	72	65.5%	9	100.0%	112	71.3%
No	1	12.5%	0	0.0%	3	37.5%	3	21.4%	38	34.5%	0	0.0%	45	28.7%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	9	100.0%	157	100.0%

Jobs can be created directly through construction or enterprise development; but in the case of the former, once construction is finished the available jobs decrease drastically and are reduced to those related to maintenance of the completed works (*"two or three work positions"*). The case of the economic development projects is different, where direct employment is generated that is sustainable in relation to the time-length of the activity undertaken.



Source: Evaluation Team

5.2.5.2. Sales⁵⁴

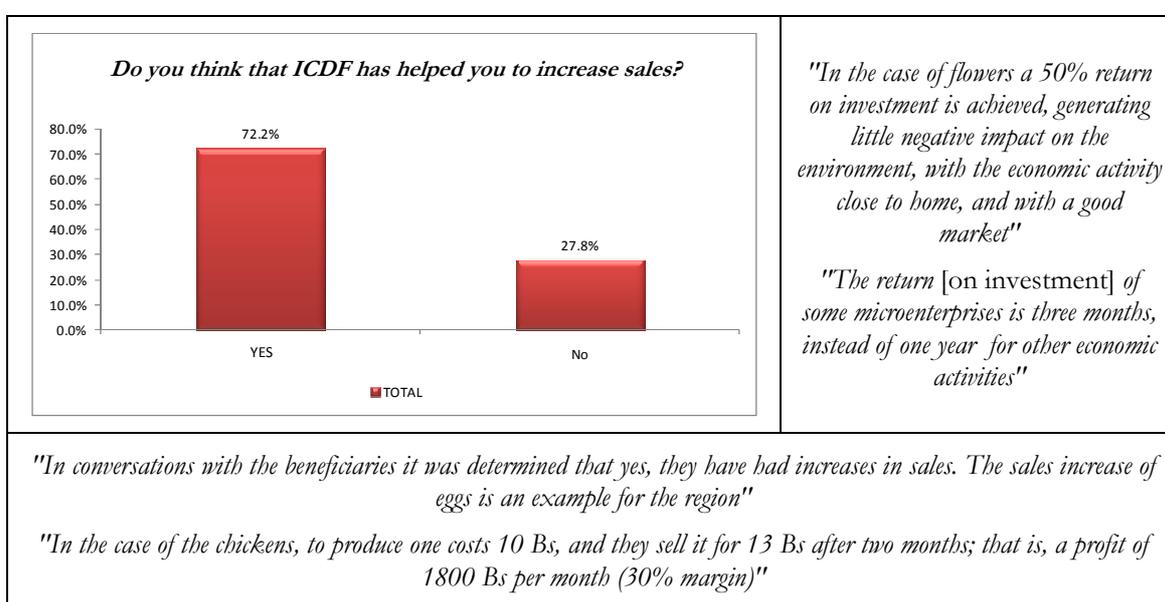
The general perception of 72.2 percent of the interviewees is positive. However, the remaining 27.8 percent think the opposite, especially due to the insecurity that exists in the sustainability of the new enterprises started with ICDF assistance.

⁵³ Nevertheless, in consultation with users of the economic and community projects of the Yungas region, some mentioned that they prefer to work in their coca plantations, because they earn more, work fewer hours, and they do not like to work after 4:00 p.m. Whereas, service companies demand a daily work schedule from 8:00 to 13:00 and from 14:30 to 18:30, which is why they are unable find workers in the Yungas region and they have to hire and bring workers from the cities of La Paz and El Alto.

⁵⁴ See Annex Chart N° 14.

	USERS	%	ACDI/VOCA	%	TOTAL	%
YES	48	68.6%	9	100.0%	57	72.2%
No	22	31.4%	0	0.0%	22	27.8%
TOTAL	70	100.0%	9	100.0%	79	100.0%

In the case of productive projects, the perception is that there is evidence of increase in sales, especially in the case of new productive microenterprises. It is also perceived that when community development projects, such as sewer systems or potable water systems are built or repaired, they generate new sources of income (user fees, etc.) for the entities that manage them.



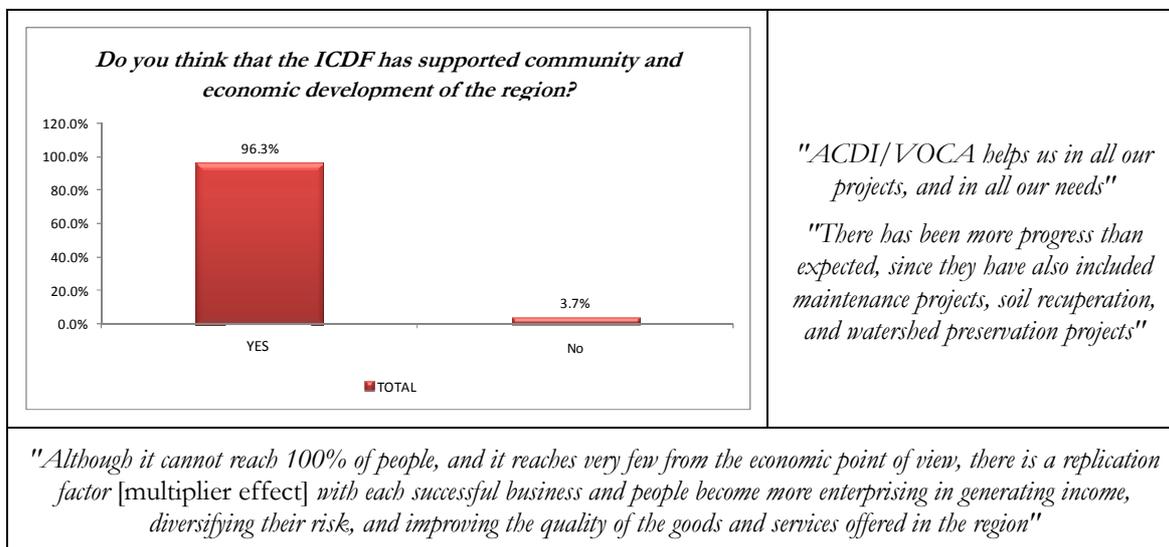
5.2.5.3. Community development and economic development⁵⁵

The majority of interviewees perceive that the ICDF has generated and strengthened community and economic development processes (96.3%).

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	USAID	%	VM	%	TOTAL	%
YES	8	100.0%	7	87.5%	9	100.0%	1	100.0%	1	100.0%	26	96.3%
No	0	0.0%	1	12.5%	0	0.0%	0	0.0%	0	0.0%	1	3.7%
TOTAL	8	100.0%	8	100.0%	9	100.0%	1	100.0%	1	100.0%	27	100.0%

⁵⁵ See Annex Chart N° 15.

The perception is that through the productive projects new opportunities have been created for the diversification of income sources, and a demonstration effect that has allowed the expansion of interventions of this type in an important way. The access to health and educational services has been expanded through the community development projects, and the social fabric of the beneficiary communities has been strengthened, generating conditions to reduce migration.



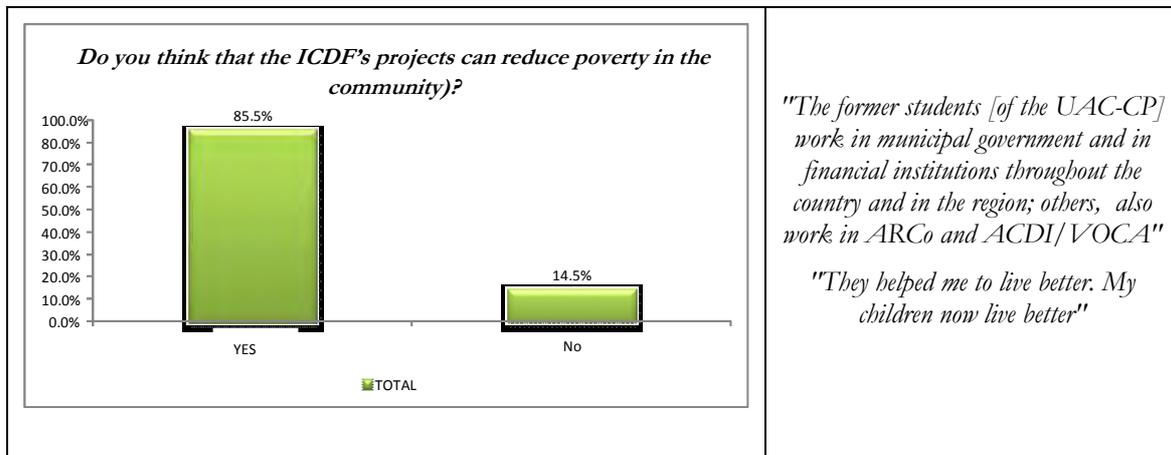
5.2.5.4. Poverty reduction⁵⁶

It is understood by a majority (85.5%) of those surveyed that a significant contribution to the reduction of poverty has been achieved, due to the conditions of access to services like education, health or sanitation; but also, for the possibility of having changed people's lives, dignified their work, and generated greater conditions and entrepreneurial abilities, which have generated employment and increased family income. A total of 14.5 percent of the interviewees perceive the opposite, especially with regards to the long-term sustainability of the efforts to generate poverty relief; that is, it is perceived that the task achieved is of short-term impact, and that they lack the tools to inter-generationally consolidate the conditions to maintain long-term improvement in the reduction of poverty levels existing in the Yungas region.

	MAYORS	%	COUNCIL	%	CV	%	LEADERS	%	USERS	%	ACDI/VOCA	%	USAID	%	UAC	%	COMPANIES	%	TOTAL	%
Yes	4	50.0%	4	50.0%	7	87.5%	14	100.0%	95	86.4%	9	100.0%	1	100.0%	1	100.0%	6	100.0%	141	85.5%
No	4	50.0%	4	50.0%	1	12.5%	0	0.0%	15	13.6%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	24	14.5%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	110	100.0%	9	100.0%	1	100.0%	1	100.0%	6	100.0%	165	100.0%

Important indirect effects are also perceived, since the resources allocated to food, accommodation and transport of the employees of the companies that implement the community development projects, generate important effects by being incorporated into the small economies of the Yungas region (*"Between 2 to 7 Bolivian pesos per day multiplied by about 1000 people"*).

⁵⁶ See Annex Chart N° 16.



5.2.6. Successes and failures

5.2.6.1. Positive

Positive aspects are perceived both from an external logic as well as from an internal one. The former is derived from the satisfaction of helping and supporting people that require it in order to get ahead, improve their living conditions and have more opportunities.

"In their actions exist the capacity of looking towards future and not only being anchored in the present, but thinking ahead to whatever may come after today's activities"

"To have the opportunity to generate new opportunities for people, to support the necessary development in the beneficiary regions, to offer opportunities for dignity, to save lives, to improve lives, to make investments that nobody else would make (rejected by other projects and not incorporated into POAs)"

"Over there, where the authorities never arrive, ACIDI/VOCA does"

"The infrastructure works are a necessity, and the project activity fills a void. It covers the needs of the communities that the state is unable to answer"

"The government, USAID and ACIDI/VOCA work together to make the projects happen"

"They implement high impact projects in the community, like the market, a project that is not just infrastructure, but the center of all the communities, there we gather to listen to people's demands"

The latter is related to the internal conditions within the workplace. The following aspects stand out:

- Excellence and youthfulness of the human resources.
- Ease of operation through availability of sufficient financial and logistic resources to adequately perform the work.
- Knowledge and familiarity with ICDF target regions.
- Structure with familial characteristics and working as a group.
- Capacity for innovation and adaptation to new and changing environments (USAID, Government, among others).

- Moderation, prudence and cordial relationships with the government counterpart.

"Knowledge of the reality of the field, engrained capacity without a need to exploit their name"

"Moderation, prudence. The project isn't burned out. There are cordial relationships"

"Excellent planning; also, they have an excellent staff of professionals that understand the work of a builder and offer one hundred percent of support"

"The interest that their engineers put [into the projects] from the beginning until the end of the construction process"

"Change and adaptation for the coordination that the project has had"

"... The most remarkable thing is ACIDI/VOCA's team of consultants - professionals that know their work and accompany the project continuously ... "

"The responsibility and the seriousness of their work. The work of ACIDI/VOCA is agile and gives us a lot of confidence. They have qualified personnel"

5.2.6.2. Negative

The negative aspects perceived are of an external character and linked to delays in the delivery of services⁵⁷, or in the cost share contributions. Most of the aspects mentioned are reflected as weaknesses, and that is why they are included under the following subtitle.

5.2.7. Strengths and Weaknesses

5.2.7.1. Strengths

Most of the interviewees highlight the aforementioned positive aspects of ICDF, related to internal aspects. They also mention the following as the project's main strengths:

"There is commitment and a lot of motivation from the employees of ACIDI/VOCA"

"They listen to people and deliver what they offer"

"ACIDI/VOCA is flexible, because it accepts changes and additions to projects"

"Their work with the authorities of the municipality"

"Their cooperation is broad"

"The infrastructure works are of high quality. They prefer quality to quantity"

⁵⁷ N.A. Perceived as a negative aspect or weakness of ICDF subcontractors.

5.2.7.2. Weaknesses

Among the weaknesses perceived are the following:

- Absence of standardized systematization of information which makes it of limited reliability; especially, in the case of productive projects.
- Failure to render accounts on use of community and municipal cost share funds.

"Lack of systematization of the information, that sometimes makes it not very reliable"

"They do not provide financial information on the projects implemented"

"In the productive part there are indicators that are not the most complete with respect to the objectives, which are to generate social logic, family unity, avoid family de-structuring, and access to services; beyond just generating employment, increasing in sales or hectares"

"They don't always have the pertinent information required to make payments, this happens mostly with the economic development projects"

"There are no determined locations or responsibilities for systematization or storing information, one has to go all over the place to put the puzzle together"

"The information from SICSPRO is out of date in regards to project changes or the identification of the beneficiaries"

- Internal structures without well-defined roles and responsibilities, which generates lack of awareness of what happens internally in the project.

"Everyone should know everything that happens, although they do not participate in all the activities"

"It generates a lack of dynamism in the approval of new courses of action, and bureaucracy in the channels of approval of activities"

- Bureaucracy.

"Bureaucracy that requires too many signatures hindering agility. The thing is that only one person has full authority and if that person is absent everything stops"

"For example, to restart projects and to invest a lot of resources in the [project] formulation part rather than in the implementation. The Municipal Government formulates a project, then ACIDI/VOCA formulates it all over again, which assumes that twice the resources are spent"

"The procedures and paperwork have become longer compared to previous years"

- Lack of coordination between the regional offices and the central office.

"The communication between the central office and the regional offices is done by telephone to speed up the process, but when there are modifications it goes back to square one and the paperwork has to be done all over again starting with the initial request "

"The cost share deposit slips [from stakeholders] are delivered to the regional office, but this is not communicated and when we call [the stakeholders from the central office] to follow up they say that they have already provided the slips , that we should talk to our own offices"

"Major changes made to the productive projects are not communicated and one works with the original project amounts, until they realize the changes were made"

- Administrative issues

"The purchase of equipment that requires cost share sometimes entails incurring storage expenses and expenses to cover risks of maintaining acquisitions that should have been delivered on time, given that the cost share had already been paid"

"There is lack of reconciliation mechanisms between project information and the accounting follow up"

- Fieldwork

"There is a high turnover rate of technical personnel and this causes projects to get behind"

"They don't provide the project design and other documentation and the community members want to see them. They don't have many productive projects. Some projects don't function."

"The technical staff, well, some of them, don't know the reality of the Yungas, they don't know the organizations, and they don't have the experience"

5.2.8. Relation of achievements to available resources

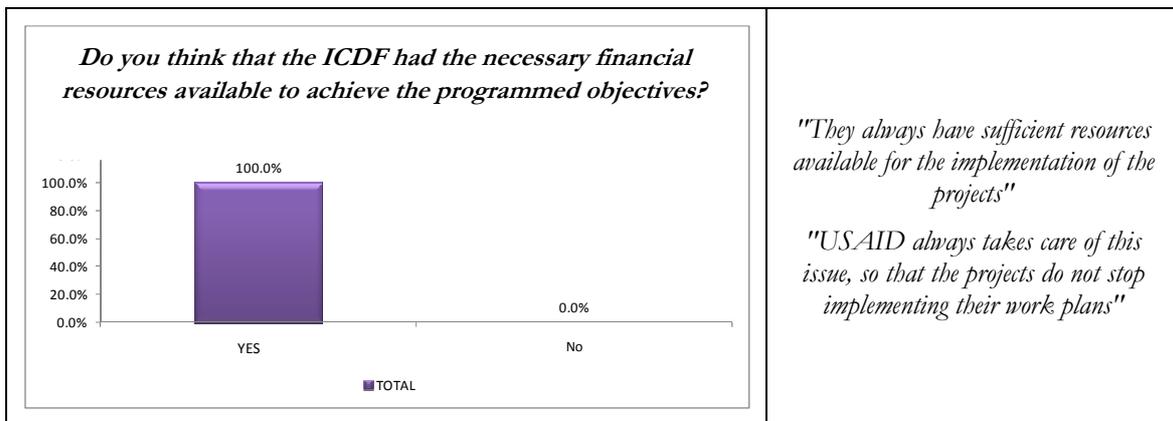
5.2.8.1. Financial, logistic and other resources⁵⁸

One of the aspects that stand out most in the perceptions of the interviewees is the liquidity available for activities that allow the ICDF to meet objectives. It is perceived that this is a key characteristic in the success of ICDF's work.

⁵⁸ See Annex Chart N° 17.

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	COMPANIES	%	USAID	%	TOTAL	%
YES	8	100.0%	8	100.0%	9	100.0%	6	100.0%	1	100.0%	32	100.0%
No	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
TOTAL	8	100.0%	8	100.0%	9	100.0%	6	100.0%	1	100.0%	32	100.0%

100 percent of the interviewees perceive that the ICDF had sufficient financial resources available to achieve the objectives of the program.



5.2.8.2. Opportunity in disbursements⁵⁹

The general perception (96.9%) is that there is opportunity in disbursements, which are made in the same day, provided that all the necessary paperwork has been done and the required procedures have been followed.

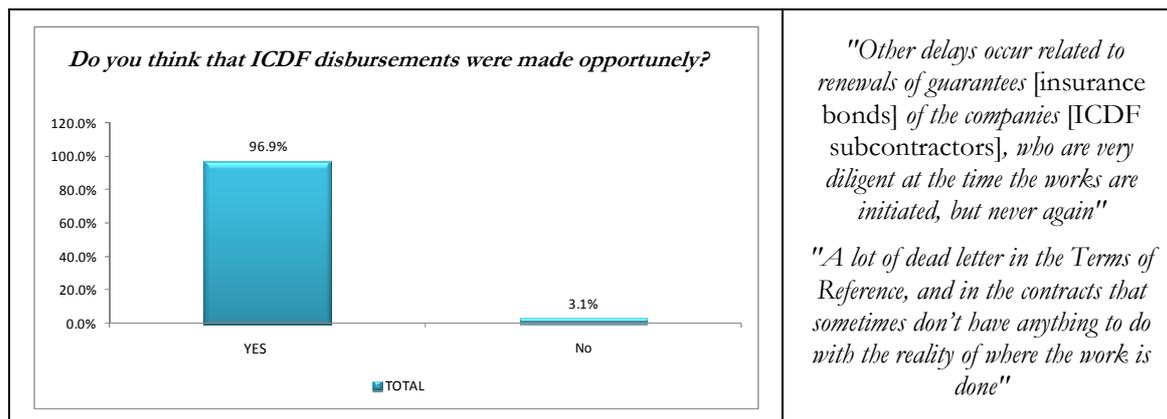
	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	COMPANIES	%	UAC	%	TOTAL	%
YES	8	100.0%	7	87.5%	9	100.0%	6	100.0%	1	100.0%	31	96.9%
No	0	0.0%	1	12.5%	0	0.0%	0	0.0%	0	0.0%	1	3.1%
TOTAL	8	100.0%	8	100.0%	9	100.0%	6	100.0%	1	100.0%	32	100.0%

The paperwork and procedures stage is what appears to generate problems and delays, but once this hurdle is cleared, the disbursements are made in an opportune fashion. This stage has, at a minimum, the following problems that are typical when comparing the responsibilities of the administrative area with the responsibilities of the technical area:

⁵⁹ See Annex Chart N° 18.

- Perception that the administrative area is very conservative and does not understand the reality of the technical work.
- Perception that the technical area is too lax in understanding and applying the administrative rules and standards.

On the other hand, external delays are perceived to be generated by the lack of opportunity for the ICDF subcontractors to submit information (e.g. insurance bonds), or on the part of the users and municipalities in providing their cost share.



5.2.8.3. Adherence to Timetables and Schedules⁶⁰

The perception is divided between the 50 percent that perceives that project timetables and schedules were adhered to and the other 50 percent that disagrees. It is interesting to note that the ICDF subcontractors (100%), the mayors (75%) and the members of the Municipal Council (62.5%) perceive that programmed timelines and schedules were adhered to. However, ACDI/VOCA (100%), USAID (100%), the Vice-Ministry (100%) and Carmen Pampa (100%) perceive the existence of internal and external problems that hindered strict adherence to project timelines and schedules⁶¹.

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	COMPANIES	%	USAID	%	VM	%	UAC	%	TOTAL	%
YES	6	75.0%	5	62.5%	0	0.0%	6	100.0%	0	0.0%	0	0.0%	0	0.0%	17	50.0%
No	2	25.0%	3	37.5%	9	100.0%	0	0.0%	1	100.0%	1	100.0%	1	100.0%	17	50.0%
TOTAL	8	100.0%	8	100.0%	9	100.0%	6	100.0%	1	100.0%	1	100.0%	1	100.0%	34	100.0%

⁶⁰ See Annex Chart N° 19.

⁶¹ N.A. This does not mean, from any point of view, the failure to meet programmed results, objectives and goals.

Among the reasons for compliance we have the following:

"What allowed adherence to schedules was the supervision, coordination and formulation of project schedules together"

"Yes there was compliance. There are always delays, construction planning is different, there are uncontrollable variables"

Among the reasons for non-compliance we have the following:

"Psychologically they reduce [allotted construction] times so the subcontractor doesn't get too relaxed, and since there are possibilities of an extension later, the schedule is adjusted along the way"

"Two reasons, first the external factor of the situation [...]; and second, although there are contracts there is also flexibility in extensions and this always generates delays"

"The [construction] companies fail, the designs are not good, the community or the Municipal Government does not comply with its cost share, or there are changes in the project. There are always change orders"

"The project deadlines are never met, never. Especially, regarding infrastructure projects. On the other hand, there are the cost share delays "

"The delays are 60% due to internal issues, and 40% due to external issues"

5.2.9. Sustainability

5.2.9.1. Sustainability of the support⁶²

Regarding sustainability, 91.2 percent of the interviewees perceive that the sustainability of the ICDF's support can be achieved; whereas, only 8.8 percent disagree.

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	COMPANIES	%	USAID	%	UAC	%	VM	%	TOTAL	%
YES	7	87.5%	6	75.0%	9	100.0%	6	100.0%	1	100.0%	1	100.0%	1	100.0%	31	91.2%
No	1	12.5%	2	25.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	3	8.8%
TOTAL	8	100.0%	8	100.0%	9	100.0%	6	100.0%	1	100.0%	1	100.0%	1	100.0%	34	100.0%

Although possibility for sustainability is perceived (92.2%) in the support given by the ICDF; the perceptions condition this possibility on the basis of certain assumptions. That is, given the characteristics of this support, some projects will be sustainable and others will perish along the way. It is also perceived that the type of support offered is not long term; that is, it is temporary, and therefore it is not centered on influencing or affecting institutional structures, which is a long-term objective.

⁶² See Annex Chart N° 20.

"Most of the projects will not be sustainable in the short term. Although the community and the family have been strengthened, very little has been done in the institutional structures"

"For example, consciousness in the maintenance of water resources has not been created, nor concepts of differentiation of water rates, nor creation of supra-local structures that are related with national or departmental entities"

"The sustainability of many infrastructure projects is linked to their transfer to greater institutional environments like SEDES or the Ministry of Education"

"There has not been a systematization of the successful experiences and trainings based on the reality of the successful cases (in the case of schools)"

"The municipal commitments are not very positive, and the vision of the mayors is that there is not a lot of support or benefit for the population"

However, there is also a positive perception that allows one to discern that the temporary change generated will cause its own direct and indirect effects in regards to the sustainability and success of certain projects by natural selection. This, along with the perception that a new awareness was planted, that will allow many people to face their lives in a better way and build more development opportunities for themselves.

"Many projects will fail without ICDF's support, but some will be successful because those will have learned how to operate within the rules of the market. It is a process of natural selection"

"There has been the incorporation of knowledge and tools that can be used in all types of undertakings. Their minds have been opened up to many new possibilities"

"The good thing is that there is support for key sectors, and by providing training, the project has expanded the horizons of sustainability of the works for the community"

"When one works with the community, yes. At that point it becomes a community project and it stops being the project of the construction company, or the project of ACDI/VOCA"

5.2.9.2. Capacity in the population⁶³

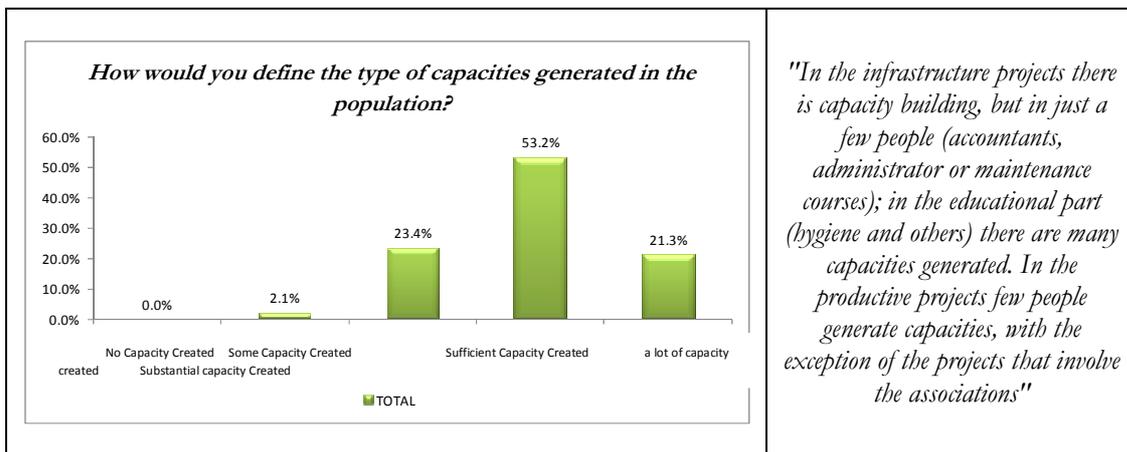
When asked about capacity building, (90.7) percent of the interviewees perceive that important capacities have been created in the population; whereas, the remaining 9.3 percent disagree.

⁶³ See Annex Chart N° 21.

	MAYORS	%	COUNCIL	%	CV	%	LEADER	%	ACDI/VOCA	%	COMPANIES	%	USAID	%	TOTAL	%
YES	8	100.0%	7	87.5%	7	87.5%	12	85.7%	9	100.0%	6	100.0%	0	0.0%	49	90.7%
No	0	0.0%	1	12.5%	1	12.5%	2	14.3%	0	0.0%	0	0.0%	1	100.0%	5	9.3%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	9	100.0%	6	100.0%	1	100.0%	54	100.0%

	MAYORS	%	COUNCIL	%	CV	%	LEADER	%	ACDI/VOCA	%	TOTAL	%
NO CAPACITY	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
SOME CAPACITY	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	11.1%	1	2.1%
SUFFICIENT CAPACITY	0	0.0%	0	0.0%	3	37.5%	2	14.3%	6	66.7%	11	23.4%
A LOT OF CAPACITY	6	75.0%	3	37.5%	4	50.0%	10	71.4%	2	22.2%	25	53.2%
SUBSTANTIAL CAPACITY	2	25.0%	5	62.5%	1	12.5%	2	14.3%	0	0.0%	10	21.3%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	9	100.0%	47	100.0%

Also, it is perceived that depending on the type of project, there is generation of greater or lesser impacts on the capacities of the population.



On the other hand, it is also perceived that there are other types of capacities beyond those directly related to the projects, where there is not a lot of impact.

"There are capacities generating in technical aspects, but there is not a lot of impact in the human quality and the basic education linked to the cleaning and maintenance of their infrastructures and social behavior"

Those who perceive that there is no generation of capacities in the population (9.3%) argue their answers from a rather structural point of view:

"What the project does are complementary activities for the preservation and maintenance of the infrastructure, but a very small component of transfer of capacities"

5.2.9.3. Municipal Government management capacity⁶⁴

Although most of the interviewees (80 percent) perceive a contribution to municipal management capacity, its quality is not clearly identified. The mayors perceive the ICDF's support as very important, though not institutionally to their administration or human resources; but rather, as a contribution to their image through the increase in infrastructure works that they could not have otherwise carried out. On the other hand, not everyone perceives a real support from the ICDF to the municipal governments' management capacity, as there seems to be lack of knowledge on the part of most of the interviewees concerning the actions carried out.

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	TOTAL	%
YES	7	87.5%	7	87.5%	6	66.7%	20	80.0%
No	1	12.5%	1	12.5%	3	33.3%	5	20.0%
TOTAL	8	100.0%	8	100.0%	9	100.0%	25	100.0%

However, it should be mentioned that municipal government capacity building has been done in several areas, and not only with municipal employees, but also with the members of the municipal council, members of the municipal oversight committees and the local grassroots organizations – (OTBs in Spanish). This intervention in eight municipal governments included the following activities:

- In-house training in subsystems of the *Ley SAFCO* (Government Administration and Control Law) with official certification from CENCAP.
- Training in environmental management and applicable environmental regulations.
- Introduction and awareness of legal norms associated with decentralization.
- Strengthening in the rules and regulations, and roles of each municipal institution (Municipal Council, Municipal Oversight Committee and OTBs).
- Support in document management in order to comply with record-keeping requirements of the *Ley SAFCO* (Government Administration and Control Law) with regards to cost share for subawards.
- Capacity building and provision of equipment to the *Mancomunidad de Municipios de los Yungas de La Paz* (Association of Municipalities of the Yungas of La Paz).

⁶⁴ See Annex Chart N° 22.

"Although it is not a specific objective, there is support to municipal administration through some activities; for example, preparation of PDMs [municipal development plans], or support in making cost share contributions and not leave open contracts [with unfulfilled cost share], training of municipal employees on acquisition of goods and services, SICOES, [Microsoft] Office and Internet, legislation, among others"

"There have been no interventions to generate awareness that municipal management and corresponding follow up are important. For example, that they measure the effects of their interventions"

"They help us in the implementation and financing of many projects that are in our Annual Operating Plan (POA), and when they are not in our POA, ACDI/VOCA ensures that they are added"

"Yes, they help; in April I will vote for this mayor, he has done projects with impact"

"They help in everything, my administration would be almost null without these projects"

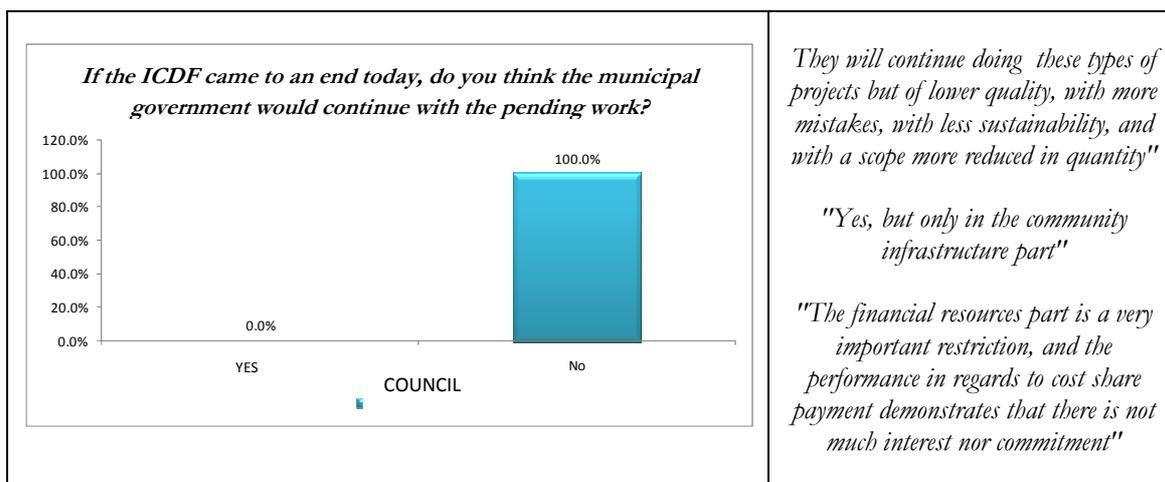
5.2.9.4. Capacity of the municipal governments to achieve sustainability⁶⁵

The perception of the majority, 81.6 percent of the interviewees, is that the municipal governments will not continue with the work implemented by the ICDF when the project ends, due in particular to aspects related to limitations in capacity and financial resources.

	MAYORS	%	COUNCIL	%	CV	%	LEADER	%	ACDI/VOCA	%	VM	%	USAID	%	TOTAL	%
YES	4	50.0%	0	0.0%	0	0.0%	0	0.0%	5	55.6%	0	0.0%	0	0.0%	9	18.4%
No	4	50.0%	8	100.0%	8	100.0%	14	100.0%	4	44.4%	1	100.0%	1	100.0%	40	81.6%
TOTAL	8	100.0%	8	100.0%	8	100.0%	14	100.0%	9	100.0%	1	100.0%	1	100.0%	49	100.0%

On the other hand, among the mayors, members of municipal councils, oversight committees and leaders, there is the perception of a "lucky dependence" with regards to ICDF, since they do not perceive that the municipal governments could do any of what the ICDF has been doing in their region.

⁶⁵ See Annex Chart N° 23.



"You cannot replace the support of ACIDI/VOCA"

"No, because the support of foreigners like USAID and ACIDI/VOCA is always required"

"No, because we need USAID, their money and experts"

5.2.9.5. Legitimacy, representativeness, and capacity of the municipal management⁶⁶

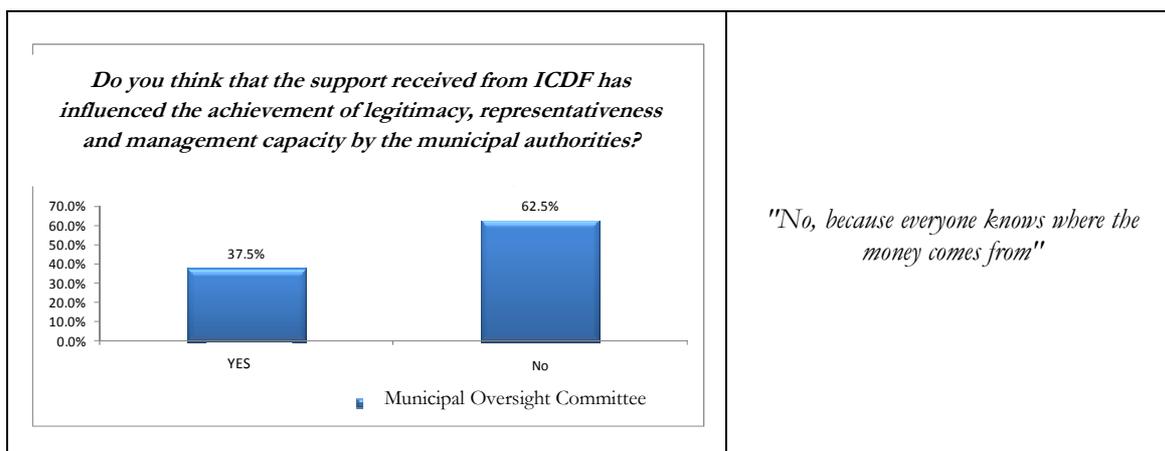
Regarding transfer of management capacity, 59.4 percent of the interviewees perceive that there is no transfer of legitimacy, representativeness, or management capacity from the ICDF to the municipal governments for the implementation of projects. However, 40.6 percent perceive the opposite. This is likely the result of the scope and structure of the ICDF having progressed through multiple stages.

	SC	%	LEADERS	%	USERS	%	ACDI/VOCA	%	VM	%	USAID	%	TOTAL	%
YES	3	37.5%	4	28.6%	45	40.9%	6	66.7%	0	0.0%	0	0.0%	58	40.6%
No	5	62.5%	10	71.4%	65	59.1%	3	33.3%	1	100.0%	1	100.0%	85	59.4%
TOTAL	8	100.0%	14	100.0%	110	100.0%	9	100.0%	1	100.0%	1	100.0%	143	100.0%

Sc= Municipal Oversight Committee

In the initial stage of the ICDF, one of the primary objectives was to strengthen the municipal governments, thereby benefiting the mayors and their administrations. In subsequent stages, the principal beneficiaries were the communities and less emphasis was placed on providing support to the municipal governments.

⁶⁶ See Annex Chart N° 24.



However, it is also perceived that there has been differentiation in taking advantage of the opportunities generated by the ICDF, since some mayors have made efforts to obtain greater benefit, while others have not.

"There are mayors that have worked well and have gotten not only many projects, but also excellent results for their administration"

"Only some mayors are interested in familiarizing themselves with the know-how that the project offers in instituting the components of the projects and their fulfillment, putting paperwork in order, treatment of solid waste, wastewater treatment, and other activities that improve municipal administration"

5.2.9.6. Transfer of assets⁶⁷

When asked about transfer of fixed assets, 75 percent of the interviewees perceived that there are no mechanisms nor formal processes for the transfer of assets (community development projects financed by the ICDF) to the municipal governments, in spite of the fact that the ICDF's Project Operations Manual states, in the section on property purchased under ICDF subawards, that: *"The construction works and goods acquired with ICDF's resources will be the property of the beneficiaries, except in those cases where USAID/Bolivia's regulations specify the opposite. The beneficiary commits to not alienate them, nor give them any other use or destination different from that originally conceived. Likewise, the beneficiary is in charge of their custody, conservation, maintenance and good use."*

(MAYORS, TOWN COUNCIL, ACDI/VOCA, UAC-CP, SUBCONTRACTORS, TOTAL)

	MAYORS	%	COUNCIL	%	ACDI/VOCA	%	UAC	%	SUBCONTRACTORS	%	TOTAL	%
YES	4	50.0%	4	50.0%	0	0.0%	0	0.0%	0	0.0%	8	25.0%
No	4	50.0%	4	50.0%	9	100.0%	1	100.0%	6	100.0%	24	75.0%
TOTAL	8	100.0%	8	100.0%	9	100.0%	1	100.0%	6	100.0%	32	100.0%

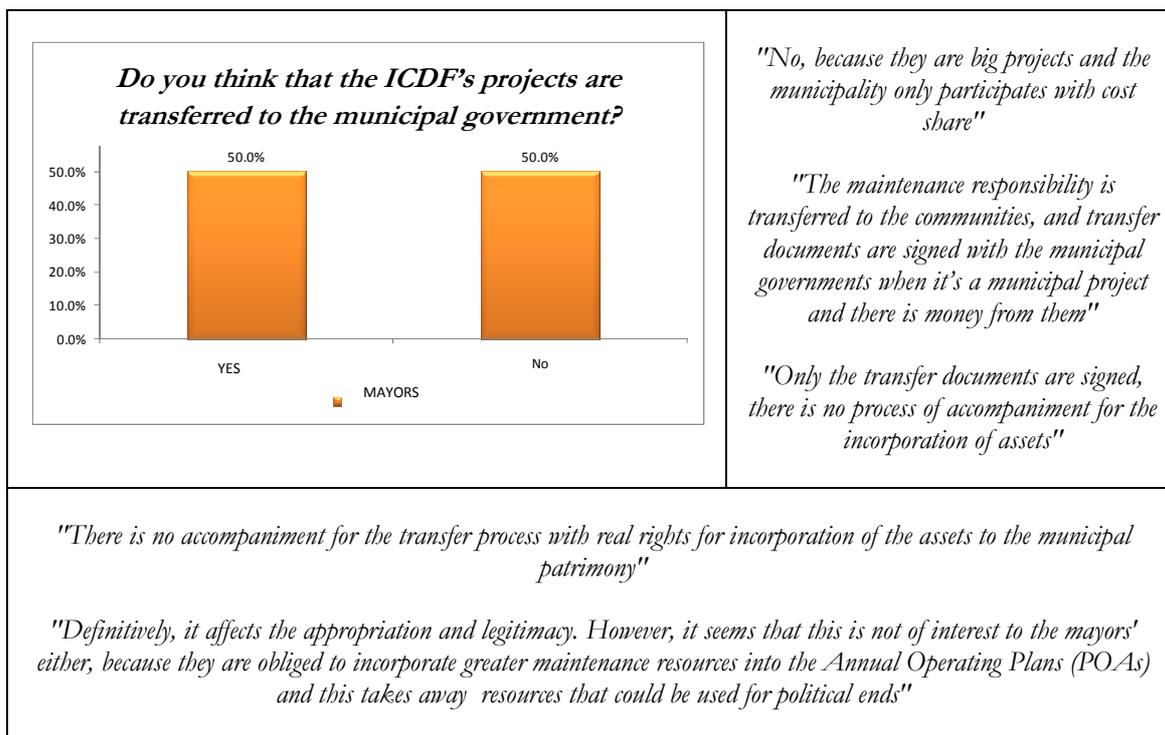
The remaining 25 percent who responded yes, made reference to the existence of mechanisms (signed documents or agreements, *Actas de Entrega* in Spanish) that indicate the "handing over" of the

⁶⁷ Ver Anexo Gráfico N° 25.

infrastructure works to the communities, municipal governments, decentralized entities of the central government, or to the UAC-CP. However, the evaluation team found no evidence of mechanisms to comply with the legal regulations for the incorporation of the works as part of the assets of these entities, in order to ensure that these can later be reflected in their financial balance sheets as owned assets.

Although this characteristic may not be a problem, it has direct effects on the physical sustainability (maintenance) of the projects, since it does not create necessary incentives for the allocation of maintenance resources in the municipal POA.

Other characteristics, such as the verification of property rights to the land where the infrastructure projects are constructed, or the legal validity of the transfer documents (*Actas*) signed between the ICDF and the beneficiary organization, are also in doubt.



6. OTHER ASPECTS OF THE EVALUATION

6.1. Gender perspective in the ICDF's intervention

The word gender describes the characteristics, roles and responsibilities of women and men, and boys and girls, which are socially constructed. Gender refers to how we are perceived and expected to think and act as women and men because of the way society is organized, not because of our biological differences⁶⁸.

"Gender equity" means that women and men, independently of their biological differences, are entitled to just and equal access to the use, control and benefit of the same goods and services provided by society; as well as, to the decision making processes in their social, economic, political, cultural and family ambits. That is, the acceptance of the differences between men and women, and that neither unjustly benefits the expense of the other one⁶⁹.

ICDF has integrated a gender approach into each stage of the formulation and implementation of its community and economic development projects. The goal is to provide equal opportunities for men and women to participate; recognizing the roles and capacities of each to facilitate the correction of inequalities and to contribute to the improvements in the living conditions of both men and women.

The stages in which the ICDF motivates and facilitates the active participation of women in the implementation and formulation of **community development projects** are:

- **Identification of the project:** during which the community participates in determining not only the location, or the appropriate technology, but also, discussing the benefits the project will contribute to the family, and clarifying the responsibilities and obligations of the families as a key factor for the sustainability of the project.
- **Implementation of the project:** during which the community often participates through the contribution of labor for tasks such as cleaning, and collecting and/or transporting local materials, in accordance with the signed cost-share agreement and the resources at their disposal.
- **Social control:** whereby the community participates through their own grassroots organizations; which may include mothers' clubs, neighborhood boards, health committees, parent-teacher associations; and organizations with greater representation in rural areas (e.g. Bartolina Sisa Women's Federation).
- **Continuous training:** in which the community participates as participants; learning about their rights and obligations. This stage is the most important in the process of integration, since both men and women are responsible for the generation of behavioral changes at the household level.
- **Post project:** in which the community participates through their own grassroots organizations in the management and administration of potable water, sanitation, health, education, and community infrastructure systems as a key element for their sustainability.
- **Appropriation and replication:** in which the community participates as the responsible party for the replication of the knowledge acquired during the training, and for transmitting it into each home. For example, the health committees supervise health facilities to make sure they are properly run and maintained; the mothers' clubs or school boards perform follow-up to ensure their children are receiving a good education and preventive maintenance is being done

⁶⁸ World Health Organization Gender and Health: technical paper 1998 http://www.who.int/reproductive-health/publications/WHO_98_16_gender_and_health_technical_paper/WHO_98_16.introduction.en.html

⁶⁹ http://es.wikipedia.org/wiki/Equidad#Equidad_de_g.C3.A9nero

at their schools; or as beneficiaries of potable water and sanitation systems, they promote good hygiene habits and healthy practices in the home.

Likewise, as a cross-cutting activity, the ICDF trains project participants in: i) community development practices for potable water and sanitation projects; ii) health sector guidelines for work with SEDES; and iii) regulations for the formation of school boards and/or parent-teacher associations in the education sector. Afterwards, the ICDF leaves the self-determination and decision-making authority to the members of these entities.

In the implementation of **economic development projects**, equal access for men and women to supported enterprises is encouraged. For example, in the case of sewing businesses or livestock management the ICDF demonstrates that there are no quantifiable differences in the success of the businesses due to the presence of a man or a woman as manager.

During field work and administration of surveys and interviews, it was observed that both men as well as women from the communities and municipalities visited were very familiar with the work done by the ICDF, the role that they, the community members, play during the project prioritization process, the community labor provided as counterpart during project implementation, and the training processes associated with the community development projects.

7. CONCLUSIONS

After having collected, analyzed and systematized the information, the evaluation team has reached the conclusion that the ICDF's implementation in the Yungas region:

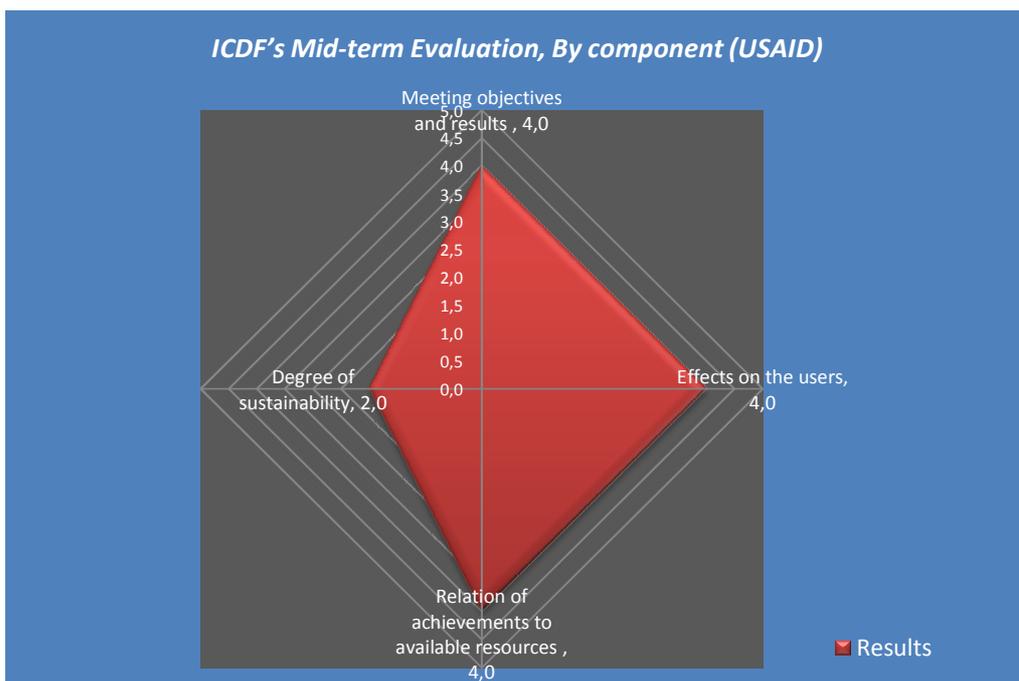
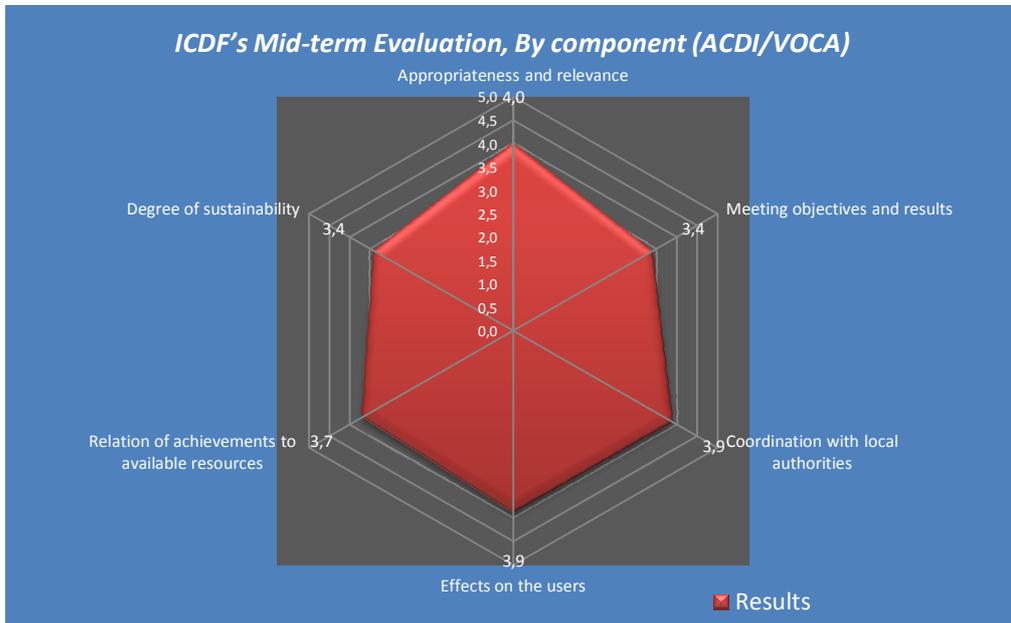
- Has decreased the incidence of poverty in the Yungas region as measured by the NBI Index by 3.4 percent on average through the combined implementation of community and economic development projects.
- Has decreased the incidence of poverty in the Yungas region as measured by the NBI by 2.2 percent on average through the implementation of community development projects alone in both urban and rural environments.
- Has decreased the incidence of poverty in the Yungas region as measured by the NBI by 2.1 percent on average through the implementation of community development projects alone in rural areas.
- Through the implementation of economic development projects alone, the ICDF has decreased the incidence of poverty in the Yungas region as measured by the PL by 0.82 percent on average using the high poverty line, by 1.28 percent for the low poverty line, by 1.59 percent for the extreme poverty line and by 1.24 percent considering consumption correlated to NBI.
- Has strengthened the conditions for economic and community development in the perception of all ICDF users and actors.
- Has increased sales and generated employment through economic and community development projects as well as through support of the UAC-CP, an aspect that is reflected in the results of the models of reduction of the incidence of poverty measured through the NBI and PL.

Likewise, it is evident that the perception of ICDF users and actors is that the results and objectives of the program have been met, mainly due to the technical, logistic and financial capacity of the ICDF, as well as the willingness of all the actors to participate, dialogue, agree, and prioritize the community and productive projects implemented in the Yungas region.

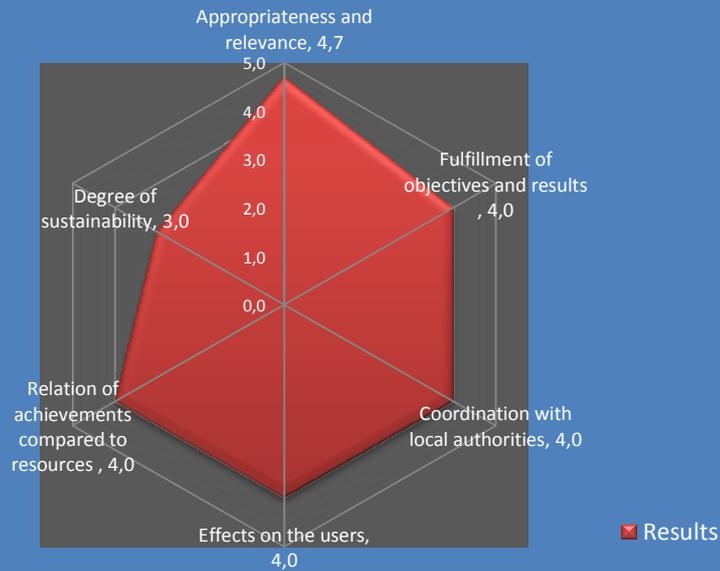
	ACHIEVED	%
COUNCIL	4.4	88%
MAYORS	4.4	87%
SUBCONTRACTORS	4.2	83%
MUNICIPAL OVERSIGHT	4.2	83%
LOCAL LEADERS	4.1	83%
USERS	4.1	82%
VICE MINISTRY	3.9	79%
CARMEN PAMPA	3.9	78%
ACDI/VOCA	3.7	74%
USAID	3.5	70%
TOTAL		81%

The ICDF's users are the ones that have granted higher ratings to each one of the components and subcomponents evaluated, giving average ratings above 80 percent. The other entities surveyed

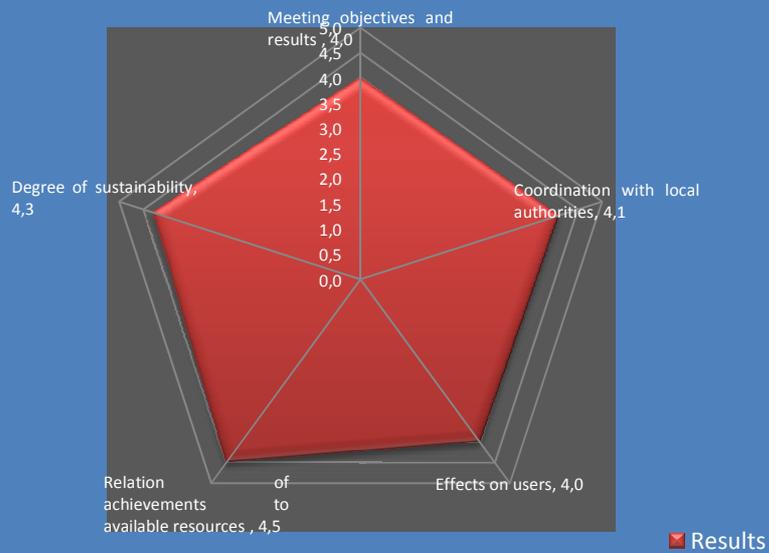
evaluated the ICDF above 70 percent, and are more critical regarding the technical and administrative considerations relevant during the ICDF's implementation.



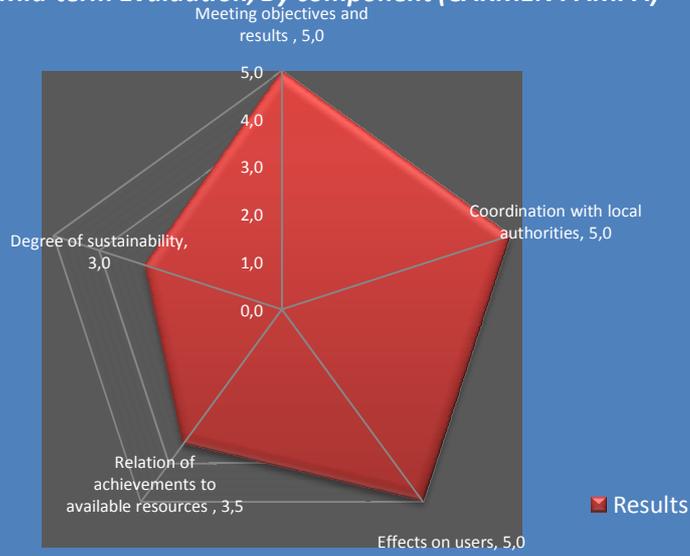
ICDF's Mid-term Evaluation, By component (VM)



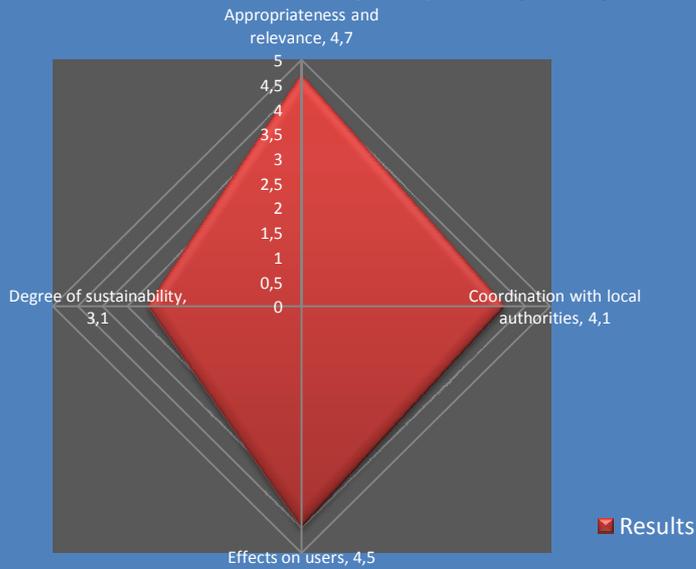
ICDF's Mid-term Evaluation, By component (Subcontractors)



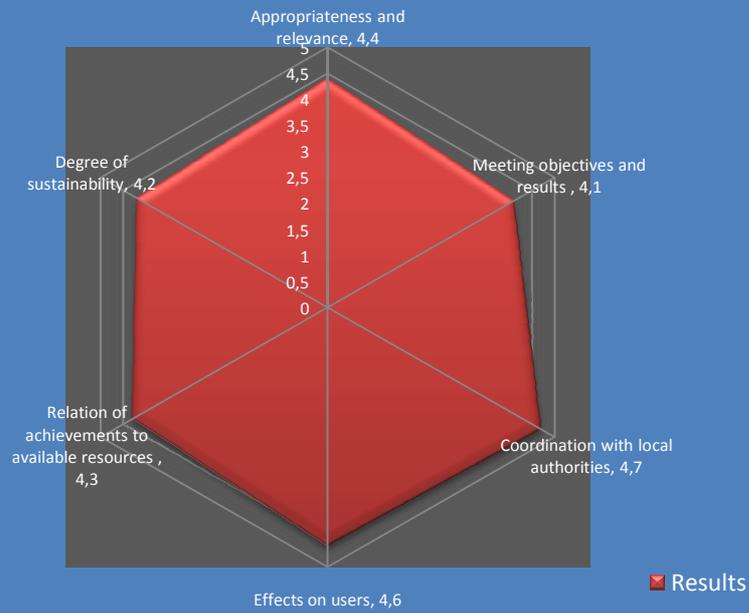
ICDF's Mid-term Evaluation, By component (CARMEN PAMPA)



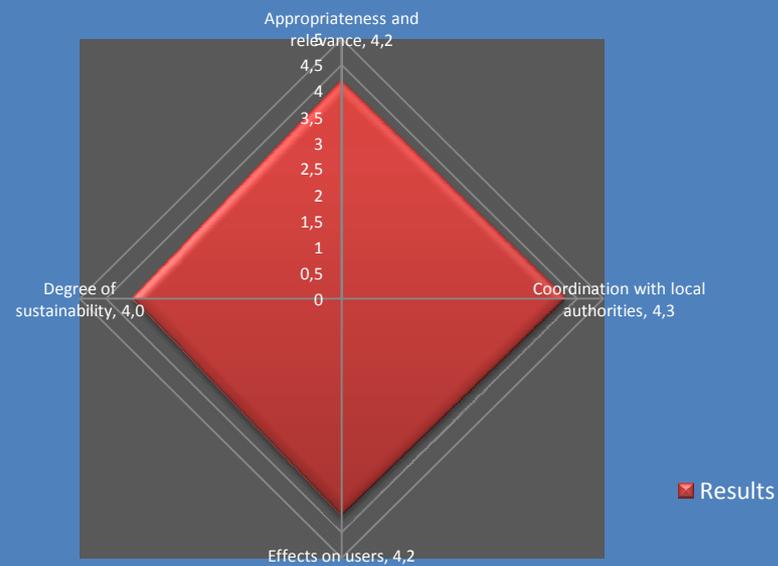
ICDF's Mid-term Evaluation, By component (USERS)

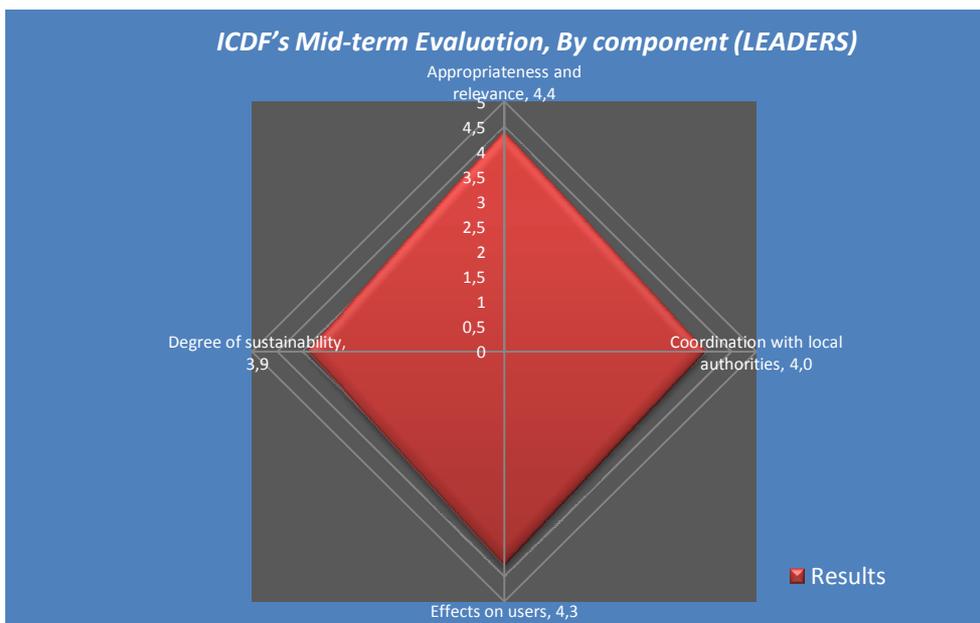
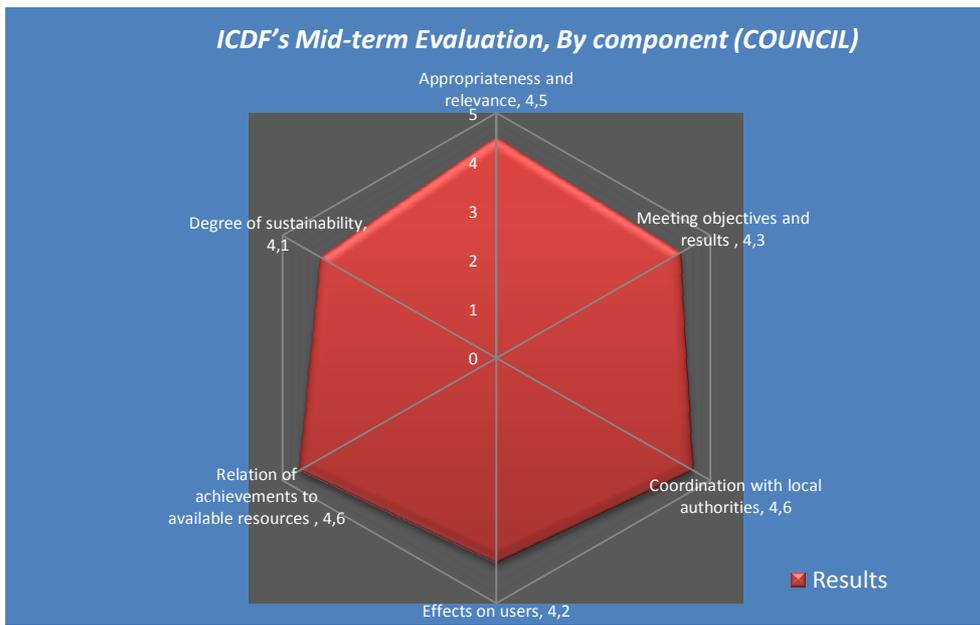


ICDF's Mid-term Evaluation, By component (MAYORS)

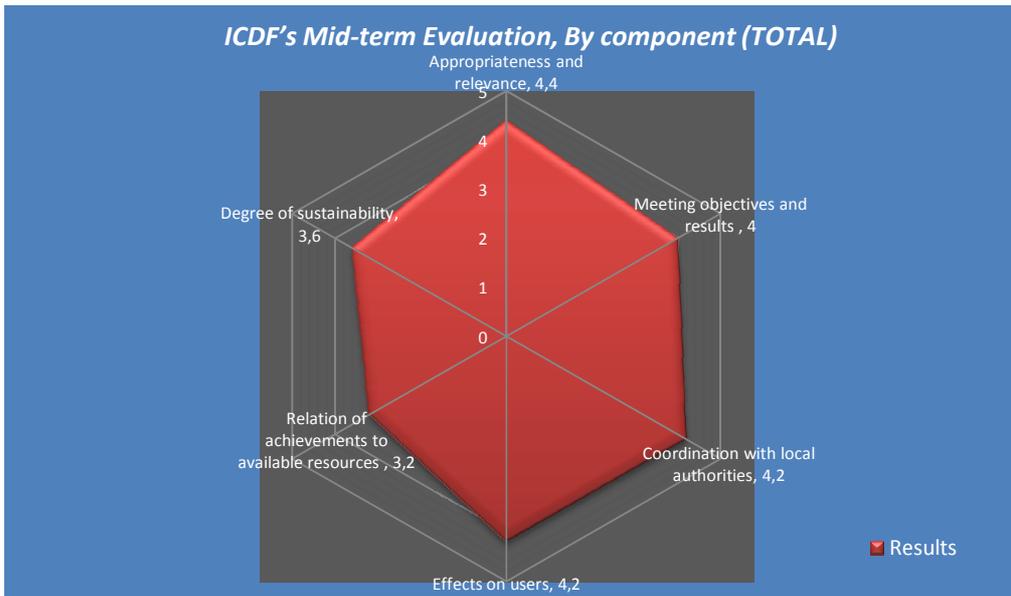


ICDF's Mid-term Evaluation, By component (MUNICIPAL OVERSIGHT COMMITTEES)

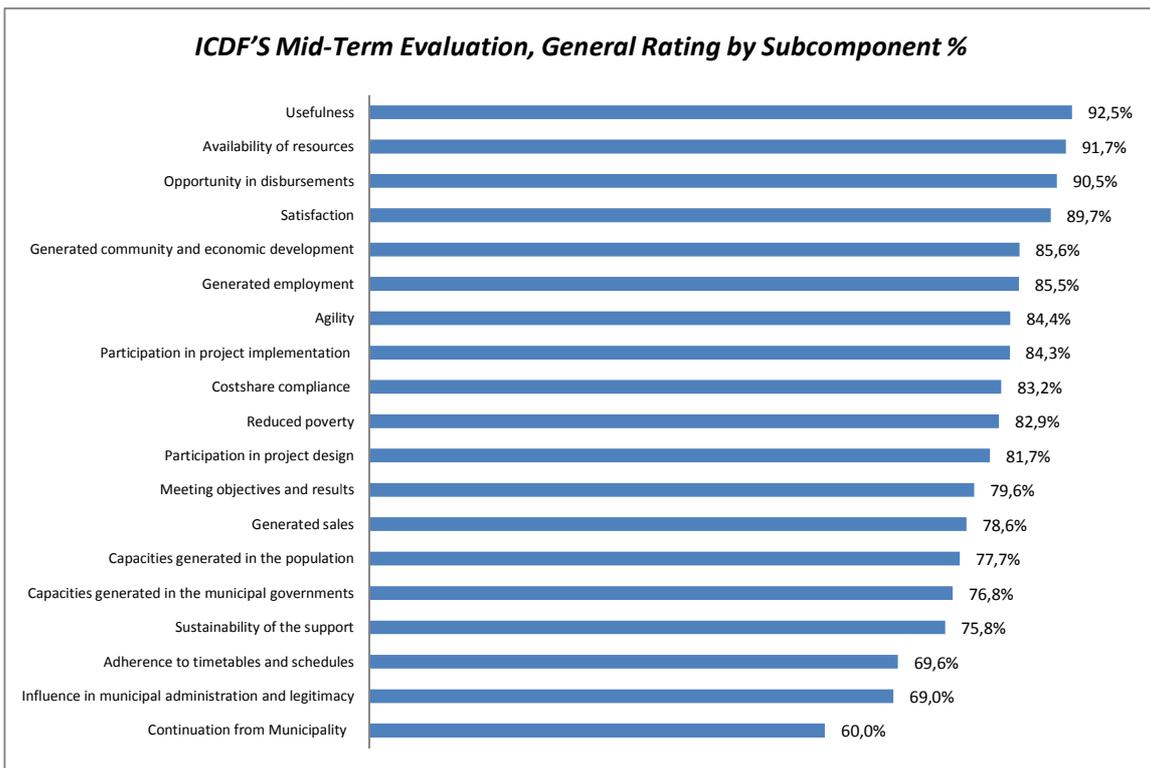




The preceding graphs show the results of the evaluation used to determine the ICDF's overall performance ratings. The most outstanding results of the evaluation are the positive perceptions regarding the, "appropriateness and relevance of the ICDF", at 88.9 percent; the, "coordination with local authorities", at 83.1 percent; the, "effects on users", at 83.1 percent; and the, "relationship between results and available resources", at 83.1 percent. Also receiving high marks were, "meeting objectives and results", which received a rating of 79.6 percent; and the, "degree of sustainability" at 71.9 percent, which is the component that generates the greatest concern among all the interviewees.



In the evaluation of the subcomponents we have the following assessments:



It is evident that the users perceive very positively both the usefulness (92.5 percent) as well as satisfaction (89.7 percent) with the ICDF; they also perceive that important effects have been generated in their lives through the support to economic and community development (85.6 percent), the generation of employment (85.5 percent), increase in sales (78.6 percent), and the reduction in poverty (82.9 percent). Consequently, 79.6 percent of users perceive that the ICDF has achieved its objectives and results, although with some delay in meeting project schedules (69.6 percent).

ICDF users perceive that these achievements are possible thanks to strengths like the availability of resources (91.7 percent) and the timeliness of disbursements (90.5 percent); that in comparison to other projects and donor agencies, users rate the ICDF as having a high level of agility (84.4 percent). Likewise, the community commitment stands out not only through the high degree of participation and involvement of the users in the formulation (81.7 percent) and implementation (84.3 percent) of the community development projects, but also in the compliance with cost-share commitments, through both in-kind and cash contributions (83.2 percent).

The weakest aspects of the evaluation have to do with the perceived degree of sustainability that the ICDF's cooperation may have (75.8 percent) as well as the projects it has implemented. The capacities generated in the user population (77.7 percent) may not be enough for them to sufficiently take ownership of the management and administration mechanisms necessary for the sustainability and maintenance of the infrastructure. A similar concern surfaced when evaluating the capacities that had been generated within the municipal governments (76.8 percent); although in this specific case, the employees of the entities involved with the ICDF, as well as the users were generally unaware of ICDF institutional strengthening assistance provided to municipal governments.

Likewise, although it is perceived that the ICDF's support, in some way, could have transferred benefits of increased legitimacy and management capacity to the municipal mayors (69 percent), the perception of the majority is that the ICDF should work directly with the communities and informal leaders in order to avoid problems derived from municipal intermediation. Finally, the worst-rated subcomponent has to do with the unanimous perception of all the interviewees that the municipal governments are not in the best condition to give continuity to the ICDF's support once it comes to an end (60 percent) due to their financial and technical weaknesses.

Consequently, the weaknesses in the ICDF's implementation are perceived mainly due to the uncertainty of ICDF users and actors with respect to the sustainability of the support that was provided; as well as in the absence of reliable and useful systems for the systematization of the monitoring and evaluation of the impact of the community and economic development projects. However, it should be mentioned that these weaknesses, at the time this evaluation report was prepared, were being addressed as part of an internal ICDF institutional strengthening process.

8. RECOMMENDATIONS

8.1. Sustainability

Although this is perceived as the most evident weakness in the ICDF's implementation process, this should not be surprising, as it is one of the biggest concerns for almost any development project. The sustainability of development projects constitutes the principal measure of their quality, and in order to achieve sustainability, requires that the public institutions, the community, or the recipient families participate and assume the responsibility for the maintenance or administration of the infrastructures and goods created through the assistance received. This same characteristic constitutes a weakness for implementing entities, such as ACIDI/VOCA, since in order to be able to meet the sustainability objectives, they must depend on external variables; namely that a public institution, the community, or the families will be responsible for ensuring the sustainability of the activities once the implementing entities are no longer present⁷⁰.

In the specific case of the ICDF, one positive aspect that the evaluation team was able to verify was the ICDF's concern with sustainability and that the beneficiary communities' contribute to achieving it; this constitutes an objective that the ICDF is trying to achieve. The perception of the evaluation team improves even more when they are able to see that the initiatives undertaken involve the institutional strengthening of the organizations with whom the ICDF has worked in the Yungas region: i) UAC-CP and ii) local development organizations (e.g. NGOs or the *Mancomunidad de Municipios de los Yungas*).

This characteristic is essential since it institutionally strengthens local entities, which then allows for the replication of these strengths; that is, it allows for the development of medium and long-term strengths appropriate to what the development projects require in order to achieve sustainability through third parties (users/beneficiaries).

Some of the initiatives identified by the ICDF to increase the probability of project sustainability are:

- Technical and administrative training projects to provide replacements for those operators and administrators who, for whatever reason, leave or abandon projects and communities; in this way local knowledge and skills are not lost (development of local capacity).
- Development of administrative processes that contribute to the incorporation of assets (including those that are a result of ICDF community development projects) into the municipal governments' fixed assets inventory.
- Formulation of a project to implement technical training in plumbing and building trades with the objective of improving the maintenance conditions of the infrastructure built.

These examples of interventions are well oriented, since in order to guarantee the sustainability of the projects, it is necessary to ensure that those in charge of maintenance (government, community, individuals) have: i) the technical and administrative capacity necessary to maintain the activities or structures generated by the ICDF, which is the aim of the training projects; and ii) enough resources to finance the daily operational costs (wages, repairs) that the maintenance will generate in the medium and long term, an aspect frequently forgotten in development projects. Regarding the second aspect, it should be noted that the incorporation of fixed assets into municipal government inventories generates

⁷⁰ "In this sense, we have to take into account that certain people or groups may not see a certain project as desirable or sustainable, since it could negatively affect their interests or situation. For example, certain interventions could enable certain services in the community, but at the expense of increasing the unpaid work of women. Therefore, the search for positive and lasting changes through the use of donor funding demands a good understanding of the dynamic and social interrelations among the members of the community; for example, through an analysis of capacities and vulnerabilities, including a study of gender relations. The sustainable interventions should start from the negotiations among the different interests in the community, as well as from a compromise between what is desirable and what is possible in practical terms, taking into account the political context and the resources available". Eade, D. & S. Williams (1995), *The Oxfam Handbook of Development and Relief*, Oxfam UK and Ireland, Oxford.

incentives to budget maintenance resources into the corresponding Annual Operating Plans (POAs in Spanish), as well, technical training allows the creation of new jobs in the maintenance and operation of the infrastructure.

8.2. Information systematization

There is a unanimous perception, both among ACDI/VOCA employees as well as ICDF users and other actors, that there is a structural weakness in the generation of useful, timely and reliable information. Not only to systematize the progress and impacts of the implemented projects, but also to make the use of cost-share transparent. Conceptually we could say that the systematization is a *"constant and additive process of building knowledge after the experience in a specific reality..."*⁷¹.

Although information management systems have been developed in the ICDF, and information has been collected from the community and economic development projects, it is perceived that the purposes for which the information will be used has not been clearly conceptualized and developed. Therefore, when one wants, for example, to determine specific effects or impacts of the projects, or type of users (gender, age, race, economic status, among others) or to determine the type of project that is most cost-effective in reducing poverty or generating employment or increasing sales or making communities more satisfied, it turns out that the information generated is insufficient, fragmented, and therefore not opportune.

In addition, the collection, input, and storage are the responsibility of multiple people, reason for which the perception is that obtaining information is like *"solving a puzzle"*, that not only generates opportunity costs, but also different ways of data collection and consequently, problems in data input.

Consequently, some recommendations to obtain better results in the monitoring, evaluation and systematization of ICDF implementation are provided below.

- Clearly determine the ends that the systematized information will support⁷².
 - Answer the initial questions:
 - Why do we want to systematize? (define the objective)
 - Which experiences do we want to systematize? (the objective)
 - Which central aspects are we interested in systematizing? (the axis of the systematization)
 - For example:
 - Measurement of the impact in the reduction of poverty measured through (NBI, PL, or other).

⁷¹ *"The most frequent use of systematization is linked basically to two areas: i) the systematization of information; that is, the ordering and classification (under established criteria, relationships and categories) of all types of data (data bases); and ii) the systematization of experiences; that is, experiences are seen as processes developed by different actors in an established period of time, within an economic and social context, in a specific institution"*. Excerpt from: *Diccionario Informático*, <http://www.alegsa.com.ar/Dic/sistematizacion.php>; and *Programa Especial de Seguridad Alimentaria (PESA) de Centroamérica*. 2004. (Central America Special Food Security Program) *Guía Metodológica de Sistematización*. (Methodological Guide to Systematization)

<http://www.grupochorlavi.org/php/doc/documentos/2005/GuiaMetodologica.pdf>

⁷² N.A. Probable means, the need of an internal discussion in ICDF, with the support of experts, in order to establish the measurable objectives and results that are expected to be obtained from the execution of the project; and consequently, identify the type of information required to generate data bases and later systematize the experience.

- Disaggregate each one of the objectives into its corresponding variables up to the levels that are useful. For example:
 - NBI: i) housing, ii) basic sanitation, iii) education, iv) health.
 - Housing: i) Construction materials ii) Availability of space
 - Housing construction materials: i) Wall, ii) Roof, iii) Floor
- Develop data collection methods for the variables specifically identified, and determine the timeframe for collecting the information.
 - Establish a "base line" (measuring levels of deficiencies).
 - Establish recurrent measures and analysis of variations in the variables studied.
- Develop forms for data collection on ICDF beneficiaries.
 - Gender, age, race, economic status, family (number of members, activities inside the household), among others.
- Identify logistical needs for logistic, training and technology required in order to implement the data collection processes.
- Establish a unique but decentralized organizational structure for follow up and collection of data derived from the actions implemented by the ICDF in the target regions.

Finally, the communities and local public entities should be included and given training through the aforementioned processes for strengthening sustainability-related capacity, in the systematization of ICDF monitoring and evaluation. An example for this could be coordination with the UAC-CP.

8.3. Impacts not evaluated

During the process of preparing this evaluation, the evaluation team notes the existence of impacts perceived by ICDF users that have not been identified as part of normal ICDF monitoring and evaluation data collection activities. Impacts include the following:

- Information (databases) of users by gender, age and race; as well as their initial living conditions before becoming ICDF project beneficiaries.
- Evolution of the capacities of women, measured before and after receiving training, to lead the administration and maintenance activities of the community infrastructure built.
- Cost/efficiency of each type of project on the reduction of poverty; for example, determine whether a sewer system project is more cost efficient for the reduction of poverty than an electrification or education project, among others. Or, whether a community development project is more cost effective than an economic development project on the reduction of the incidence of poverty.

8.4. Others

8.4.1. Education⁷³

There are international and national experiences and lessons learned that could be incorporated into the ICDF's activities in order to achieve greater impacts in the variables that have indirect results⁷⁴. For example:

⁷³ <http://www.educared.edu.pe/docentes/articulo/1377/cuatro-estrategias-contra-la-repitencia-y-la-deser;>

-
- Generate favorable living conditions for teachers so that they are motivated to reside in the same community where they are teaching. This leads to both an increase in attendance indexes and a reduction of repeated grades.
 - Consolidate basic services infrastructure (separate boys and girls bathrooms) in schools in order to motivate attendance and reduce girls' dropout rates.
 - Incorporate, on an extracurricular basis, knowledge on the development of the "entrepreneurial spirit" and the definition of "a life project" in order to improve levels of motivation among high-school youths by increasing their access to knowledge. The goal is to improve critical thinking about their lives and environment and how they see themselves in the context of their own reality. This generates constructive bonds with their institution, their teachers and their communities.

8.4.2. Health

- Generate favorable living conditions for health professionals, motivating them to take up permanent residence in the same community where they work, and motivating their interest in spending their year of province-work in the Yungas region.
- Certified training program (technician level) for ambulatory midwives in order to increase the rate of specialist-assisted childbirth.

⁷⁴ N.A. We have identified as indirect results those that are obtained utilizing variables that are not directly related with the occurrence of a measured phenomenon for NBI purposes. For example, the equipment of educational establishments provided by the ICDF does not directly affect the attendance or permanence in school as a system of educational integration would have done, or of school transportation, the presence of educational multiservice centers, or scholarship programs.