



UNFPA
Bolivia
country
programme
evaluation

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COUNTRY MAP



COUNTRY DATA

General information	Data		
Capital	Sucre (the seat of the national government is in La Paz)		
Currency	Boliviano		
Official languages	Spanish and all the languages of native and campesino peoples, the most prominent being Quechua (33.5%) and Aymara (21.2%). A smaller percentage of the population (less than 1%) speaks Guaraní, Araona, Baure, Bésiro, Canichana, Cavineño, Cayubaba, Chácobo, Chimán, Ese Ejja, Guarasu'we, Guarayu, Itonama, Leco, Machajuyai-Kallawaya, Achineri, Maropa, Mojeño-Trinitario, Mojeño-Ignaciano, Moré, Mosetén, Movima, Pacawara, Puquina, Sirionó, Tacana, Tapiete, Toromona, Uru-Chipaya, Weenhayek, Yaminawa, Yuki, Yuracaré and Zamuco).		National Institute of Statistics https://www.ine.gob.bo/index.php/bolivia/aspectos-politicos-y-administrativos/ and http://anda.ine.gob.bo/index.php/catalog/53/variable/V2189?name=s2a_07bcod
Political-administrative division	Bolivia's territory is divided into 9 departments, with 112 provinces and 340 municipalities.		
Territory	Data	Source	
Geographical location	Bolivia is located in western-central South America and is bordered to the east by Brazil, to the south by Argentina, to the west by Paraguay and to the southeast by Chile.	National Institute of Statistics https://www.ine.gob.bo/index.php/bolivia/aspectos-geograficos/	
Area	1,098,581 square kilometers.		
Population	Data	Year	Source
Total population	Estimated population: 11,216,000 inhabitants (female: 50.7%; male: 49.3%)	2018	National Institute of Statistics https://www.ine.gob.bo/index.php/la-poblacion-en-bolivia-llega-a-11-216-000-habitantes/
Average annual rate of change of population size	1.4%	2015-2020	UNFPA https://www.unfpa.org/data/BO

Government	Data	Year	Source
Form of Government	Social Unitary State of Plurinational Communitarian Law	2009	Instituto Nacional de Estadística https://www.ine.gob.bo/?s=idiomas
Current constitution	Political Constitution of the State (February 7 2009)	2009	https://www.oas.org/dil/esp/Constitucion_Bolivia.pdf
Economy	Data	Year	Source
GDP per capita (PPP ¹ in 2017 international \$)	\$ 8,554	2019	PNUD http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/es/BOL.pdf
GDP per capita - women/men (PPP in 2017 international \$)	Women: \$ 6,481 Men: \$ 10,610	2019	
GDP growth rate	5.3%	2021 (Jan-Apr)	Ministry of Economy and Public Finance https://www.economiayfinanzas.gob.bo/al-primer-cuatrimestre-de-2021-la-economia-boliviana-crece-53.html

¹ Purchasing power parity (PPP)

Social indicators	Data	Year	Source
Human Development Index	0.718	2019	PNUD http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/es/BOL.pdf
Gini coefficient	41.6	2019	World Bank https://data.worldbank.org/indicator/SI.POV.GINI?locations=BO
Unemployment rate	8.7 (preliminary)	2021	National Institute of Statistics https://siip.produccion.gob.bo/noticias/files/2021-5f550-3empleo.pdf
Life expectancy at birth	Women: 75 years Men: 69 years	2021	UNFPA https://www.unfpa.org/data/BO
Total fertility rate, per woman	2.6	2021	UNFPA https://www.unfpa.org/data/BO
Health Expenditure (% of GDP)	6.3%	2014	UNFPA https://www.unfpa.org/data/BO
Progress towards SDGs			
SDG 3: Ensure healthy lives and promote well-being for all at all ages			
Maternal mortality ratio (number of maternal deaths per 100,000 live births)	155	2019	PNUD http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/es/BOL.pdf
Prenatal care coverage (more than one prenatal care visit)	95.6%	2016	National Institute of Statistics https://www.ine.gob.bo/index.php/en-bolivia-96-de-las-mujeres-reciben-atencion-prenatal-calificada/
Adolescent birth rate per 1,000 girls ages 15 to 19	71 births per 1,000 adolescents ages 15 to 19	2003-2018	UNFPA https://www.unfpa.org/data/BO
Childbirths attended by skilled health personnel	72%	2014-2019	UNFPA https://www.unfpa.org/data/BO
Child mortality rate	21 per 1,000 live births	2019	United Nations Inter-agency Group for Child Mortality Estimation https://childmortality.org/data/Bolivia%20(Plurinational%20State%20of)
Under-five mortality rate	26 per 1,000 live births	2019	
HIV prevalence in the general population	0.13%	2018	UNFPA https://www.unfpa.org/data/BO
Contraceptive prevalence rate in women aged 15-49, any method.	All women: 48% Women married or in union: 67%	2021	UNFPA https://www.unfpa.org/data/BO
Unmet family planning need rate - women aged 15-49	All women: 12% Women married or in union: 16%	2021	UNFPA https://www.unfpa.org/data/BO

SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Gender parity index, total net enrollment rate, primary education	1	2010-2020	UNFPA https://www.unfpa.org/data/BO
Gender parity index, total net enrollment rate, lower secondary education	0.99	2010-2019	UNFPA https://www.unfpa.org/es/data/BO
Gender parity index, total net enrollment rate, higher secondary education	1	2009-2019	UNFPA https://www.unfpa.org/es/data/BO
Illiteracy rate (15 and above)	6.15%	2020	INE-Encuesta Nacional de Hogares 2020 https://www.ine.gob.bo/index.php/encuesta-de-hogares-educacion/#
Total net enrollment rate, primary education (%)	94.82%	2020	Ministerio de Educación http://seie.minedu.gob.bo/reportes/tablas/previa/8121ff274e22d7acd-8fa9cdd68d953ab0b7cb61e
Primary school completion rate (%)	97%	2014	Ministerio de Educación http://seie.minedu.gob.bo/pdfs/Dossier2014.pdf
Transition rate from primary to secondary school	92.7%	2002-2014	Ministerio de Educación http://seie.minedu.gob.bo/pdfs/Dossier2014.pdf
Total net enrollment rate, lower secondary education (%)	87%	2010-2019	UNFPA https://www.unfpa.org/es/data/BO
Total net enrollment rate, higher secondary education (%)	79%	2009-2019	UNFPA https://www.unfpa.org/es/data/BO
School enrollment by geographical area	Urban: 70.7% Rural: 29.3%	2020	Ministerio de Educación http://seie.minedu.gob.bo/reportes/estadisticas/grupo1/matricula
Average years of schooling (population ages 19 and above)	10.06 years	2019	INE-Encuesta Nacional de Hogares 2020 https://www.ine.gob.bo/index.php/encuesta-de-hogares-educacion/

SDG 5: Achieve gender equality and empower all women and girls

Proportion of seats in parliament held by women (%)	51.8%	2019	UNDP http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/es/BOL.pdf
Intimate partner violence, last 12 months	44%	2015-2016	Survey on Prevalence and Characteristics of Violence against Women 2016
Child marriage by age 18	20%	2016	EDSA 2016; CEPALSTATS

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We hope the Country Office and different stakeholders find this report useful so we can drive and accelerate the changes sought as part of UNFPA's mandate.

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ACRONYMS AND ABBREVIATIONS

AOP	Annual Operating Plan	DTH	Direct Tax on Hydrocarbons
AWP	Annual Work Plan	EM	Evaluation Manager
A&Y	Adolescence and Youth	EmONC	Emergency Obstetric and Newborn Care
CAE	<i>Cadena de Atención Estatal</i> / State Care Chain	GAIE	<i>Gabinetes de Atención Integral a Estudiantes</i> / Comprehensive Students Support Units
CAIs	<i>Comités de Análisis de Información</i> / Information Analysis Committees	GPS	Global Programming System
CEASS	<i>Central de Abastecimiento y Suministros de Salud</i> / Center for Provisioning of Health Supplies	GSV	Gender and Sexual Violence
CELADE	<i>Centro Latinoamericano y Caribeño de Demografía</i> / Latin American and Caribbean Demographic Centre	HCT	Humanitarian Country Team
CEP	<i>Centro de Estudio de Población</i> / Population Studies Center	HIV	Human Immunodeficiency Virus
CEPAL	<i>Comisión Económica para América Latina</i> / Economic Commission for Latin America and the Caribbean	HR	Human Rights
CIDES-UMSA	<i>Postgrado en Ciencias del Desarrollo- Universidad Mayor de San Andrés</i> / Development Sciences PhD Programme - Higher University of San Andrés	ICPD	International Conference on Population and Development
CIMPDS	<i>Comité Interinstitucional de las Metas del Plan de Desarrollo Económico y Social y del Desarrollo Sostenible</i> / Interinstitutional Committee on the PDES and Sustainable Development Goals	IDB	Inter-American Development Bank
CO	Country Office	IDCA	Integrated and Differentiated Care for Adolescents
CP	Country Programme	IDIF	<i>Instituto de Investigación Forense</i> / Institute of Forensic Investigations
CPD	Country Programme Document	IDIS	<i>Instituto de Investigaciones Sociológicas</i> / Sociological Research Institute
CSE	Comprehensive Sexuality Education	IIISP-TS	<i>Instituto de Investigación, Interacción Social y Postgrado de la Carrera de Trabajo Social</i> / Social Work Career Research, Social Interaction and Postgraduate Studies Institute
DEX	Direct Execution	INE	<i>Instituto Nacional de Estadística</i> / National Institute of Statistics
DHS	Demographic and Health Survey	IPs	Implementing partners
DNA	<i>Defensoría de la Niñez y Adolescencia</i> / Ombudsmen for Children and Adolescents	LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
		LNOB	Leave No One Behind
		MC	Montevideo Consensus

MEFP	<i>Ministerio de Economía y Finanzas Públicas</i> / Ministry of Economy and Public Finance	SNIS	<i>Sistema Nacional de Información de Salud</i> / National Health Information System
MISP	Minimum Initial Service Package	SP	Strategic Plan
MPD	<i>Ministerio de Planificación del Desarrollo</i> / Ministry of Development Planning	SPIE	<i>Sistema de Planificación Integral del Estado</i> / Comprehensive National Planning System
MSD	<i>Ministerio de Salud y Deportes</i> / Ministry of Health and Sports	SRH	Sexual and Reproductive Health
NEX	National Execution	SRR	Sexual and Reproductive Rights
ODA	Official Development Assistance	ToC	Theory of Change
OECD/CAD	<i>Organization for Economic Co-operation and Development</i> / Development Assistance Committee	ToR	Terms of Reference
PDES	<i>Plan de Desarrollo Económico y Social</i> / Economic and Social Development Plan	UDAPE	<i>Unidad de Análisis de Políticas Sociales y Económicas</i> / Unit for Analysis of Social and Economic Policies
PDO	Population and Development Observatory	UNCT	United Nations Country Team
PME	Planning, Monitoring and Evaluation	UNDAF	United Nations Development Assistance Framework
PPP	Purchasing power parity	UNDP	United Nations Development Programme
P&D	Population and Development	UNEG	United Nations Evaluation Group
QCPR	Quarterly Comprehensive Policy Review	UNFPA	United Nations Population Fund
RCO	Resident Coordinator Office	UNICEF	United Nations Children's Fund
SAFCI	<i>Salud Familiar Comunitaria Intercultural</i> / Intercultural Community and Family Health	UNS	United Nations System
SDGs	Sustainable Development Goals	VIO	<i>Viceministerio de Igualdad de Oportunidades</i> / Vice-Ministry of Equal Opportunities
SEDES	<i>Servicio Departamental de Salud</i> / Departamental Health Service	VIP	Visibility-Inclusion-Participation
SIS	Strategic Information System		
SLIMs	<i>Servicios Legales Integrales Municipales</i> / Comprehensive Municipal Legal Services		

1. INTRODUCTION

1.1. COUNTRY PROGRAMME EVALUATION PURPOSE AND OBJECTIVES

In line with the United Nations Population Fund (UNFPA) Evaluation Policy ² and in preparation for the design of the next programme cycle, the evaluation of Bolivia's Sixth Country Programme (2018-2022) **aims to** contribute to accountability of results achieved and resources used, inform evidence-based decision-making, and promote institutional learning to improve the implementation of the commitments of the International Conference on Population and Development (ICPD), within the context of the 2030 Agenda for Sustainable Development and the Montevideo Consensus (MC) on Population and Development.

The purpose of this evaluation, which is formative and summative, is to improve organizational learning and **strengthen or maximize UNFPA Bolivia's country programme.** It focuses on **identifying strengths and weaknesses** with the aim of suggesting corrective measures and/or identifying

new opportunities. Within this context, it also identifies and analyzes **lessons learned, good practices and innovations** to evaluate their value and potential replication and scale-up, and also for evidence-based decision-making.

The evaluation was tasked to an independent evaluation team, and its objectives are the following:³

General objective

To conduct an independent evaluation of UNFPA Bolivia's Sixth Country Programme (2018-2022), results achieved, and internal and external factors that influenced its performance, with a focus on accountability and learning for decision-making, reaching conclusions and making strategic recommendations to guide the design of the next programme cycle.

² <https://www.unfpa.org/admin-resource/unfpa-evaluation-policy-2019>

³ The objectives of the Terms of Reference (ToR) were defined during the design phase, and the changes were reported in the corresponding report.



Specific objectives

- i. To determine the relevance, efficacy, efficiency and sustainability of UNFPA Bolivia's cooperation within the context of the Sixth Country Programme (2018-2022).
- ii. To provide an assessment of UNFPA's strategic position, added value and capacity to address emerging needs, as well as the role it plays in the United Nations System (UNS) coordination mechanisms in Bolivia and the Humanitarian Country Team, given the needs of the context, public policies and the priorities of the national development agenda.
- iii. To provide an assessment of UNFPA's comprehensive response to the COVID-19 health emergency –within the context of the UNS Socio-economic Response Plan– and its contribution to preventing the disruption of sexual and reproductive health services, differentiated adolescent comprehensive care and care for gender-based violence.
- iv. To identify key findings, lessons learned, good practices and innovations, in addition to making strategic recommendations for the design of the next programme cycle.



1.2. SCOPE OF EVALUATION

1.2.1. THEMATIC SCOPE

The evaluation focuses on UNFPA Bolivia's Sixth Country Programme, approved by the Executive Board for the 2018-2022 period. It covers the interventions of the four programme areas implemented by UNFPA (Sexual and Reproductive Health; Adolescence and Youth; Gender Equality and Women's Empowerment; and Population and Development), including those financed with core, non-core and government funds, as well its cross-cutting, operations, communication, and monitoring and evaluation functions, resource mobilization, innovation and strategic partnerships.

The evaluation also considers the human rights, gender equality⁴, interculturality, persons with disabilities⁵ intergenerational and life cycle approaches, as well as the 2030 Agenda and the Sustainable Development Goals (SDGs), with a focus on the mandate of "leaving no one behind", including the most vulnerable populations.



1.2.2. GEOGRAPHICAL SCOPE

Tabla 1: Country Programme geographical coverage

DEPARTMENT	MUNICIPALITIES
Chuquisaca	Camargo, San Lucas, Sopachuy, Tomina
Cochabamba	Punata, Sacaba, Tiquipaya
La Paz	Viacha
Pando	Cobija, Gonzalo Moreno, San Lorenzo
Potosí	Llallagua, Potosí, Tupiza, Uncía

The evaluation took into account the geographical coverage of work done within the context of the Country Programme, both at the national and subnational levels, in five departments and 15 municipalities (Table 1).

Source: Terms of Reference.

Another aspect evaluated was its influence in other geographical areas given the context needs or as an extension of its work in capital cities.

1.2.3. TIME FRAME

The evaluation covers the implementation period from January 2018 to June 2021. It also takes into account those initiatives that were launched in the previous Programme cycle and continued into the current cycle, adjustments driven by context-related factors (for example, social conflicts, national elections and the COVID-19 health emergency), and strategic decisions made to ensure UNFPA's relevance in terms of the country's needs.

⁴ United Nations Evaluation Group - UNEG (2014). Integrating human rights and gender equality in evaluations Guidance. <http://www.unevaluation.org/document/detail/1616>

⁵ United Nations Population Fund (December 2020). Guidance on disability inclusion in UNFPA evaluations. https://www.unfpa.org/sites/default/files/admin-resource/2020_Guidance_on_Disability-Inclusive_Evaluation_FINAL.pdf

1.3. METHODOLOGY AND PROCESS

1.3.1. EVALUATION CRITERIA AND QUESTIONS

The Terms of Reference (ToR) establish **six evaluation criteria: four criteria on relevance, efficacy, efficiency and sustainability** (from the Organization for Economic Cooperation and Development - OECD / Development Assistance Committee - DAC) and **two additional criteria on coordination and coverage**.

The evaluation questions also correspond to the ToR of the Evaluation, with some adjustments made as a result of conversations held with key stakeholders during the initial phase. The evaluation matrix (Annex 5) was designed based on the following questions:

Box 1: Evaluation questions

RELEVANCE

1. To what extent the UNFPA Country Programme: (i) responds with strategies appropriate to the needs of the population, including those of marginalized and highly vulnerable groups?, (ii) is aligned with national development policies and strategies?, (iii) adapts and responds to emerging and context-related changes?, (iv) is aligned with UNFPA's strategic direction and objectives?, (v) systematically incorporates the intergenerational, human rights, gender, disability and interculturality approaches?, (vi) is aligned with the priorities of international frameworks and agreements, particularly ICPD, the Montevideo Consensus and the SDGs?

EFFICACY

2. To what extent were the Country Programme outputs achieved, and to what extent did they contribute to achieving the expected outcomes? How did the COVID-19 response affect the outcomes? How and to what extent have capacity-building, advocacy and political dialogue, knowledge management and strategic partnerships contributed to the outcomes?
3. Does the decentralized model favor/hinder the programmatic approach and achievement of outcomes, taking into account the establishment of coordination links and partnerships with subnational stakeholders?

EFFICIENCY

4. To what extent did UNFPA optimize human, financial and administrative resources to achieve the outcomes? What are the mechanisms to ensure outcomes are achieved during the time frame/with resources planned? In which aspects did the processes to adapt to the pandemic (for example, remote work, online meetings, online approval mechanisms, etc.) resulted in innovative actions related to the use of human, administrative and financial resources that can be maintained and strengthened to optimize the efficiency of the next Country Programme?
5. To what extent did the Country Office management model, with a national office and several departmental project offices, optimize the use of resources to achieve the expected outcomes?

SUSTAINABILITY

6. To what extent have UNFPA's strategies and mechanisms contributed to generating political, technical and financial sustainability in its actions, as well as the appropriation and durability of effects achieved, in favor of the most vulnerable populations, mainly women, adolescents and young people, as well as Afro-Bolivians, persons with disabilities and sexually diverse persons?

COORDINATION

7. To what extent has UNFPA contributed to strengthening the coordination mechanisms of the UNCT, Results Groups, Inter-agency Groups and the HCT? To what extent has UNFPA assisted in interinstitutional coordination and results management in support of the Economic and Social Development Plan and the SDGs? What is UNFPA's position, role and added value compared to other international cooperation actors?
8. What are UNFPA's main contributions to the implementation of UNDAF and joint programmes, including the COVID-19 response?

COVERAGE

9. Have UNFPA's interventions, through its Project Offices, enabled implementation at the department level and effective support for the most vulnerable populations, including indigenous women, Afro-Bolivians, persons with disabilities and sexually diverse persons?

1.3.2. EVALUATION APPROACHES

The evaluation relied on the following reference approaches: a) **Principle-Focused Evaluation**⁶, which provides a context and environment-sensitive approach, addressing principles such as the object of the evaluation; b) **Theory-Driven Evaluation**⁷, which considers the programme theory as a hypothesis that can be tested and refined, which leads to; c) a **Realist Evaluation**, which is aimed at identifying the underlying generative mechanisms of the intervention and the influence of the context on outcomes; and d) the **Utilization-Focused Evaluation**⁸, which involves the utilization of findings to inform decisions and improve performance.

As part of the realist evaluation, and based on the construction of a **Theory of Change (ToC)** proposal -developed with a participatory approach during the design phase-, the evaluation sought to compare that proposal with explicit and implicit processes and logics of interventions both at the national level and in specific contexts, to understand what works/ does not work, in which conditions and for whom and, based on **findings and existing experience and evidence, to provide feedback for a proposal to develop an adjusted ToC** that shows “what actually happened” and the underlying logic of the responses, in particular in political crisis contexts and in response to the pandemic.

Box 2: Key elements of the gender equality and human rights approaches

- » Particular attention is paid to gender inequalities and intersectionality.
- » Analysis based on women’s human rights standards.
- » Horizontal and respectful relationships during the process.
- » The political dimension of the evaluation is acknowledged and power relations are analyzed.
- » The experience and ways of getting to know women are valued and reflected.
- » Disaggregation of information by sex to ensure an adequate analysis.
- » Mixed (qualitative and quantitative) methods, participatory and inclusive methods, capacity building and valuing the experience.
- » They use knowledge generated to promote social justice.
- » They put people first, especially discriminated groups.
- » They identify rights holders and duty bearers.
- » They consider the normative framework and progress in international instruments.
- » They focus on a common understanding of human rights.
- » They promote the empowerment of participants.
- » They analyze both processes and results.

6 <https://www.cehd.umn.edu/OLPD/MESI/spring/2017/Patton-Principles.pdf>

7 Chen Huey T. Theory-Driven Evaluation: Conceptual Framework, Methodology and Application. https://www.ceval.de/modx/uploads/pdf/Chen_presentation.pdf

8 See Enfoque de Igualdad de Género y Derechos Humanos en la Evaluación. Sistematización de la práctica en América Latina y el Caribe. https://www.betterevaluation.org/en/plan/approach/utilization_focused_evaluation

It is worth noting that the evaluation applies the **gender equality and human rights approaches**. It introduces and considers **intersectionality**⁹ both as an approach and an evaluation theme, and looks into the transformative nature of interventions. In addition, the human rights dimension, considered both as an evaluation aspect and an approach, guided the ethical aspects of the evaluation. It also relies on the **Appreciative Inquiry** methodology, which is useful to identify good practices associated with what is being evaluated and promotes a high level of participation of stakeholders. This approach promotes organizational change by focusing on strengths, rather than weaknesses.¹⁰

Generally speaking, the evaluation takes into account the guidelines included in the Evaluation Norms¹¹ and Standards¹² established by the United Nations System, as well as UNFPA's Evaluation Policy and the Evaluation Manual *How to design and conduct a country programme evaluation at UNFPA*¹³. Finally, it was conducted with a gender perspective¹⁴.

1.3.3. DATA COLLECTION AND ANALYSIS METHODS

Data collection, which was done completely online due to the COVID-19 pandemic was based on 6 different and useful techniques to compare and exemplify information gathered:¹⁵

Bibliographical review. A review of documents generated in the context of the Programme and its different areas, in addition to an external one. The scope of this review is based on documents made available by the Country Office (CP) to the evaluation team via Google Drive.¹⁶

Technical sessions/workshops. Ten (10) online work sessions were held with the UNFPA Country Office team. The first session consisted of a detailed presentation of the Country Programme. Two additional sessions were required for the participatory construction of a Theory of Change framework. Work sessions were held thereafter with the teams of individual strategic areas, as well as with the administrative-financial, communications, monitoring and evaluation and emergency teams. This approach allowed for the application of the Appreciative Inquiry methodology.

Semi-structured individual and group interviews. Interviews were held with institutions and key stakeholders from the Country Office and partners, including the United Nations System and rights holders. Interviews with a future perspective were also conducted with actors not currently related to UNFPA to explore potential partnerships for the next Country Programme. In this regard, a total of 164 persons were interviewed¹⁷: 62 through individual interviews, 30 with individual questionnaires¹⁸ and 72 by means of 18 group interviews (see details in Table 3 below).

9 "Intersectionality refers to the way in which multiple forms of discrimination –based on gender, race, sexuality, disability and class– overlap and interact with one another to shape how different individuals and groups experience discrimination." (see UNFPA, December 2020).

10 Better Evaluation (n.d.).

11 United Nations Evaluation Group - UNEG (April 2005). United Nations System Evaluation Norms

12 United Nations Evaluation Group - UNEG (April 2005). United Nations System Evaluation Standards; United Nations Evaluation Group - UNEG (2016). Evaluation norms and standards.

13 <https://www.unfpa.org/EvaluationHandbook>

14 UN Women (2021). Evaluation Handbook: How to manage gender-responsive evaluation <https://www.unwomen.org/en/digital-library/publications/2015/4/un-women-evaluation-handbook-how-to-manage-gender-responsive-evaluation>

15 United Nations Population Fund (April 23, 2020). Adapting evaluations to the COVID-19 pandemic. <https://www.unfpa.org/admin-resource/adapting-evaluations-covid-19-pandemic>; United Nations Population Fund (2021). Adapting evaluation questions to the COVID-19 pandemic. https://www.unfpa.org/sites/default/files/admin-resource/Adapting_evaluation_questions_to_COVID-19_final.pdf

16 The design report included a document mapping with all the information shared by the CO.

17 It is worth noting that several participants were reached through more than one data collection technique.

18 Given the significant number of persons to contact for individual interviews in the SRH and A&Y areas, the decision was made, in coordination with the Evaluation Manager and the evaluation team, to design an online individual questionnaire targeted at key stakeholders not reached by the interviews.

Focus groups. Four focus groups with 28 participants were held. Through the use of this technique the evaluation reached rights holders – groups of women, adolescents, young people and parents– and service providers (trained health workers). This technique was essential for case studies.

Case studies. To identify success stories, lessons learned or innovations, three case studies were conducted: “Sopachuy: A case of lessons learned around sustainability; “Catholics for a Free Choice: a successful strategic partnership experience”; “Adolescent Pregnancy Prevention Departmental Plan in Pando: an evidence-based and coordination of stakeholders experience”. A downscaling logic was applied as part of this technique to gather relevant information, considering the large number of interviews and challenges posed by field work limited the implementation of other techniques and, in particular, the initial ambition of having more developed or detailed cases. The cases captured lessons learned and documented “the most significant changes”.

Questionnaire/survey. The purpose of the survey was to gather quantitative information on the relevance of the intervention with regard to the needs and priorities of duty bearers and rights holders, UNFPA’s added value and comparative advantages, its efficacy to contribute to outcomes and changes in evaluation criteria, the establishment of strategic partnerships, sustainability and capacity building. A single integrated questionnaire was designed mainly with closed questions and a few open-ended questions. It was administered virtually (via Google Forms) to all the key implementing partners (see Table 3) to evaluate UNFPA’s achievements and comparative advantage within the context of the work done in strategic areas and also with respect of coordination mechanisms of the United Nations Country Team (UNCT) and the Programme coverage.

The CO did a follow-up to maximize the response rate. 21.5% of 144 persons who were invited to take the survey did so.¹⁹ The results were systematized in a report that can be found in Annex 7.

As regards the **analysis of information**, and based on the participatory methodology and dynamics of the evaluation, we relied on the use of social research techniques and quantitative and qualitative methods. Quantitative methods produced objective and objectifiable data for numerical analysis -without being statistically representative- mainly through existing monitoring systems and the survey itself. Qualitative methods produced data to identify the intervention’s particularities and specificities in an effort to obtain an accurate representation of reality.

Box 3: Stakeholders surveyed

- » **Public sector:** Authorities and officials from national and subnational government institutions, other related state institutions.
- » **Civil society representatives:** Social organizations / women rights defenders.
- » **Non-government organizations.**
- » **Leaders from rights defense organizations:** women, indigenous people, adolescents and LGBTI+ and Afro-descendant persons.
- » **Academics.**
- » **UNS agencies** (representatives and technical level, in particular from coordination/joint work initiatives).
- » **Media outlets.**

¹⁹ Based on previous experiences, a response rate of between 15 and 30% was expected; however, it is worth noting that the survey does not have statistical representativeness at the geographical level or by type of stakeholder.

The combined action of both methods allowed us to respond to the evaluation questions, develop arguments and identify situations that affect the intervention implementation, as well as associated trends or procedures. On the other hand, it enabled us to identify lessons learned, good practices and innovations; recognize the added value of UNFPA and its partners in the intervention; and formulate recommendations collectively. In addition, both methods produced credible, reliable and evidence-based data, particularly on the extent to which the intervention has made progress (or not) towards expected outcomes.

The definition of data collection techniques (described above) sought to improve the quality of evidence and triangulate different information sources. For purposes of the analysis, information for each question was processed to obtain tabulations and conclusions, which became valuable inputs for the evaluation.

Preliminary findings were also validated by means of a presentation to the Country Office team and the Reference Group ²⁰. These sessions were aimed at clarifying information and obtaining additional information ²¹.

1.3.4. SELECTION OF STAKEHOLDERS SAMPLE

The sample selection was based on the mapping of stakeholders prepared by the CO for each of the different programme areas. That sample, which was used to develop a stakeholders map that includes the diversity of stakeholders with which we liaised during the programme implementation, is based on tool 4 (stakeholders mapping table) of the Handbook.

Through the application of the above-mentioned information collection techniques, 223 representatives of all the stakeholders with whom UNFPA worked during the review period, as well as UNFPA-LACRO and UNFPA Bolivia officials, were consulted (see list in Annex 2), through a total of 116 activities. It is worth noting that several of the 223 persons consulted were reached through more than one of these information collection techniques. A total of 181 persons were consulted (this number does not include the persons participating in more than one activity). The activities with the highest percentage of persons consulted (60%) were group interviews (32% of the total number of persons reached) and individual interviews (28% of the

total number of persons consulted). Table 3 shows the details of the global reach and the number of activities for each technique, and Graph 1 shows the percentage distribution of persons reached through the different techniques.

Table 2: Information collection techniques and number of activities carried out

Technique	No. of activities	No. of persons	%
INTERVIEWS	110	162	73
Individual interviews	62	62	28
Individual questionnaires	30	30	13
Group interviews	19	72	32
FOCUS GROUPS	4	28	13
SURVEY	1	31	14
TOTAL	116	223*	

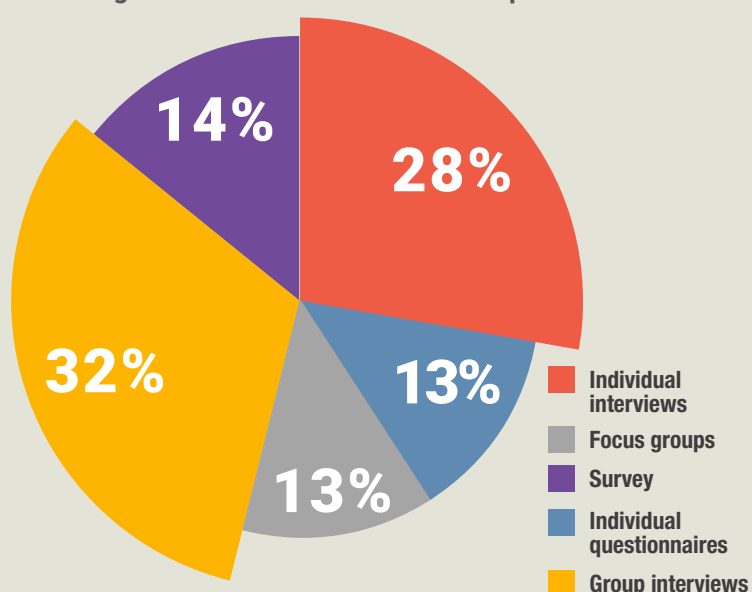
Source: Prepared by the authors.

* Several persons were reached through more than one technique.

20 The main objective was to provide technical feedback for the design report and the draft evaluation report. The group was made up of: María Dolores Castro, Coordinator of the Maternal Mortality Observatory; Martha Lanza, Coordinator of the Bolivian Monitoring and Evaluation Network; and José Rocha, President of the Network to Fight Violence.

21 In addition, as a result of the draft report review, an audit trail was prepared with all the comments and observations made by the UNFPA team and the Reference Group, all of which were addressed.

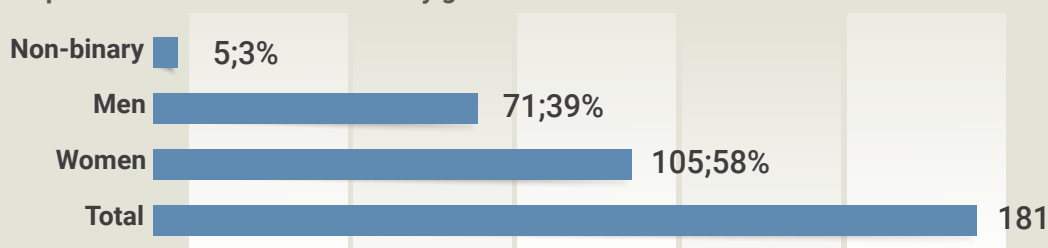
Graph 1: Percentage of persons consulted through information collection techniques



Source: Prepared by the authors.

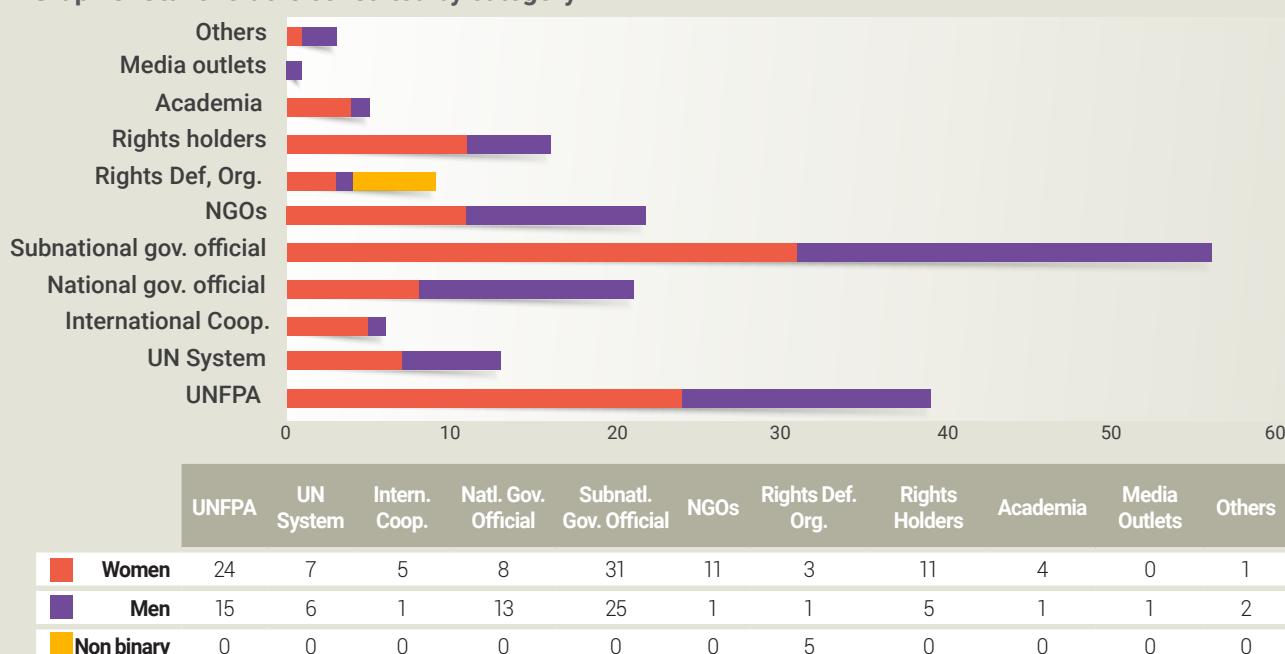
Graph 2 shows the participation, disaggregated by gender, of the total number of persons consulted (181), with a majority of women (58%) consulted during field work. Graph 3, on the other hand, shows the stakeholders map, with 11 stakeholders in total, and evidence of participation by sector. It is worth noting that the largest number of persons consulted corresponded to partners and allies at the subnational level, the totality of the CO staff and the UNFPA-LACRO advisors team. In the case of rights holders, the survey included direct beneficiaries (12 adolescents and young people²², 2 women receiving Dignity kits) and indirect beneficiaries (6 parents and 14 health workers trained). In the case of NGOs, 5 national NGOs (rights and gender equality) and 3 international NGOs (2 working on SRR and 1 working with persons with disabilities) were consulted.

Graph 2: Stakeholders consulted by gender



Source: Prepared by the authors.

Graph 3: Stakeholders consulted by category



Source: Prepared by the authors.

22 Of this total, 8 are rights holders and 4 are young people responsible for Municipal Youth Units.

1.3.5. MAIN LIMITATIONS OF THE EVALUATION

The main limitations found during the evaluation process were divided into two areas, one related to organization and management –mainly in three categories: access to stakeholders, response from stakeholders and online development of field work–;

and another related to information analysis– linked to indicators and monitoring, amount of technical information and theory of change of the country programme.

Table 3: Limitations of evaluation and mitigation measures applied

RISK AREA	CATEGORY	CAUSE	MITIGATION STRATEGIES IMPLEMENTED	PERSONS RESPONSIBLE
ORGANIZATION AND MANAGEMENT	Limited access to stakeholders	<ul style="list-style-type: none"> - Change of authorities (difficulty to contact authorities and government officials). - No access to national and state personnel due to lack of authorization from the corresponding higher authority. - High turnover of state personnel at subnational level. 	<ul style="list-style-type: none"> - Interviews with former authorities and officials. - CO support so key personnel and consultants could hold more interviews. - Validation of information with document review and also with the CO. 	<ul style="list-style-type: none"> - Evaluation Manager - Evaluation team
	Response from stakeholders	<ul style="list-style-type: none"> - Stakeholders did not respond to information requests, mainly online (for example, the survey). - Difficulty to contact and schedule interviews online (limited use of digital technologies and too many online activities). 	<ul style="list-style-type: none"> - With support from the Evaluation Manager (EM), the persons responsible for the different areas and project offices did a follow-up to maximize the level of participation. - Flexibility and adaptation to reach the largest number of stakeholders possible. 	<ul style="list-style-type: none"> - Evaluation team - Evaluation Manager
	100% virtual field work	Coronavirus pandemic	<ul style="list-style-type: none"> - Virtual interviews - Flexibility and adaptation to reach the largest number of stakeholders possible. - Rigorous follow-up on the schedule of interviews in coordination with the EG. 	<ul style="list-style-type: none"> - Evaluation team - Evaluation Manager
ANALYSIS	Results monitoring and indicators	At the corporate level, there are no reports on indicators and results on changes or effects.	- Information on indicators and results achieved was complemented through the use of mixed methods.	- Evaluation team
	Technical information	Large number and dispersion of activities with a focus on the SRH area.	- Focus on main activities identified in coordination with the CO and also based on the budget.	<ul style="list-style-type: none"> - Evaluation team - UNFPA Team
	Theory of Change	Lack of a Theory of Change for the Country Programme	- Participatory reconstruction of Theory of Change with the UNFPA team (workshops).	<ul style="list-style-type: none"> - Evaluation team - UNFPA Team

Once the implementation of the above-mentioned strategies came to an end, risks for the organization or management of the evaluation and analysis were satisfactorily mitigated with no impacts on the quality of findings and the final report. In particular, the results and the level of rigor achieved are considered satisfactory, taking into account the reach of the field work, the triangulation of data collection sources and the high level of participation of relevant stakeholders involved, despite the health crisis and a new government administration. Data gathered

through the use of mixed methods helped to mitigate the lack of results indicators related to changes. Initial findings and a draft report were submitted to provide feedback both to the UNFPA team and the Reference Group. To this we must add the feedback in writing received in connection with two draft reports. The evaluation team responded to each and all of the comments received through the audit trail, which is included with this report. Particular attention was paid to coherence and interrelationship between findings, conclusions and recommendations.

2. NATIONAL CONTEXT

2.1. DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

Population dynamics

With 1,098,591 km², Bolivia has a wide geographical diversity with three main regions: the high plateau in the southwest of the country, valleys in the central region and plains that occupy most of its territory. According to its political division, Bolivia is divided into 9 departments and 340 municipalities. Since 2010, departments and municipalities have had autonomous authorities²³.

Based on population projections released by the National Institute of Statistics (INE), as of 2021 Bolivia had 11.8 million inhabitants and an annual demographic growth of 1.4%²⁴. The population's average age is 26 years, an indicator that reflects a young population, with 10% of the total population being below 5 years of age and, on the opposite end of the spectrum, 7% above 65 years of age. Demographic projections for Latin America, on the other hand, show that as of 2020 Bolivia's urbanization level was 75%, 5 percentage points below the regional average, only above Paraguay and Ecuador in the South American subregion.

Bolivia is currently in a demographic transition characterized by the presence of a demographic bonus reflected by changes in the population pyramid and a growth of its working-age population above that of its dependent population (NU, CEPAL, CELADE, 2020). Between 1950 and 2021, the gross birth rate declined from 47 to 20.5 births per 1,000 inhabitants, while the gross mortality rate went down from 24.4 per 1,000 inhabitants to 6.1, respectively. Vital statistics also show the number of births reported declined between 2012 and 2019, from around 319,000 to close to 238,000, respectively, while the number of marriages reported rose until 2012, with a significant decline until 2019²⁵.

23 Law 031 on Autonomies and Decentralization.

24 Proyecciones demográficas, revisión 2020, Instituto Nacional de Estadística.

25 Dossier de Estadísticas No. 20. <https://www.udape.gob.bo/>

Economic and social situation

Between 2018 and 2021, UNFPA's Sixth Country Programme implementation period, Bolivia faced an economic context characterized by three key moments: (1) since 2015, the country has experienced an adverse international economic scenario due to the reduction of international prices of raw materials, which led to a decline in tax revenue, (2) a political crisis in late 2019 that weakened institutions and the public administration, and (3) the COVID-19 pandemic, which was addressed with containment measures, including a strict lockdown from March to May 2020 that was eased in early June that year and resulted in an 11% economic contraction²⁶, led to school closures, efforts to address emergencies in the health system and weakened protection services for the most vulnerable population.

Thanks to the country's economic performance, extreme poverty experienced a slow decline between 2017 and 2019 (with 12.9% in the latter year) after which it rose again to 13.7% (preliminary figures - UDAPE, 2020). While a high risk of setbacks in social achievements is recog-

nized, statistical systems have failed to release up-to-date indicators on the social situation. Some of the statistical data available include a 4% decline in school enrollment between 2019 and 2020, especially at the preschool level (-14%) (INE, 2021); on the other hand, in 2019 there was a record number of cases of domestic violence (31,293 cases), and in 2020 a record number of rapes of babies, children and adolescents (1,562 cases reported to the State Prosecutor General Office).

As of 2021, the international economic context still remained uncertain and the country's growth perspectives crucially depended on the management of the COVID-19 pandemic, progress in COVID-19 vaccination of the population and efficacy of economic reactivation measures. For the 2022 State expenditure budget, the government has projected a 5.1% economic growth, 3.4% inflation and an 8% fiscal deficit, with a stimulus through public investments and a focus on productive projects²⁷.

Box 4: Pillars of the 2025 Patriotic Agenda

1. Eradication of extreme poverty.
2. Socialization and universalization of basic services with sovereignty for Living Well.
3. Health, education and sports for the formation of an integral human being.
4. Scientific and technological sovereignty with self-identity.
5. Financial community sovereignty, without servility to financial capitalism.
6. Productive sovereignty with diversification and integral development, free of the dictatorship of the capitalist market.
7. Sovereignty of our natural resources with nationalization, industrialization and commercialization, in harmony with Mother Earth.
8. Food sovereignty by learning how to nourish ourselves for Living Well.
9. Environmental sovereignty with comprehensive development and respect for Mother Earth.
10. Complementary integration of the peoples with sovereignty.
11. Sovereignty and transparency in public administration under the principles of not stealing, not lying and not being lazy.
12. Happiness and enjoyment of our holidays, our music, our rivers, our Amazonia, our mountains, our snow-capped mountains our clean air and our dreams.
13. Sovereign reunion with our joy, happiness, prosperity and our sea.

Source: UDAPE, 2021.

26 Estadísticas económicas – Producto interno bruto anual y trimestral. www.ine.gob.bo

27 Ministerio de Economía y Finanzas Públicas – Presupuesto General del Estado 2021. <https://repositorio.economiayfinanzas.gob.bo>

Patriotic Agenda 2025 and the Economic and Social Development Plan

In 2013, Bolivia launched the Patriotic Agenda for the Bicentennial 2025, which proposes a vision shared with the Sustainable Development Goals (SDGs). In addition, in 2015 the government enacted Law 650, which incorporates this vision of development based on 13 pillars of the Dignified and Sovereign Bolivia.

As a strategic framework for action, in March 2016 the government enacted Law No. 786, which approved the 2016-2020 Economic and Social Development Plan (PDES), which defines goals, results and actions to be implemented up until 2020. This law proposes 340 outcomes, the majority of them aligned with the targets of the Sustainable Development Goals (SDGs). In the context of the 2016-2020 PDES, the government enacted Law No. 777 of the Plurinational State Integrated Planning System to guide planning at the different levels of the State. In 2021, the approval of the 2021-2025 PDES took into consideration the need to further the Economic Model with goals aimed at reducing extreme poverty, the universalization of basic services such as water, sewer systems and housing, universal access to health and education, development of knowledge and technology in productive areas, consolidation of a plural and diversified economy, ending hunger and achieving food security and sovereignty, comprehensive development in harmony with Mother Earth, a comprehensive foreign policy that defends life and peace, public administration at the service of the population and building a new plurinational identity (Estado Plurinacional de Bolivia, 2021)²⁸.

In 2018, UNFPA assisted in the preparation of the country report on the Plurinational State of Bolivia's progress on the implementation of the Montevideo Consensus (MC) on Population and Development²⁹. That report highlights achievements made in the

dynamic and integration of their population into sustainable development, with equality and respect and the free exercise of human rights, taking into consideration the vision of the future outlined in the Patriotic Agenda. It also describes the situation and challenges in the field of social protection, children, adolescents and youth, aging and protection, health care and motherhood, contraception, fertility, adolescent pregnancy, infant and child mortality, women's political participation, gender violence and international migration. Finally, the report highlights the need to strengthen institutional mechanisms, social resilience, monitoring and information transparency systems, communication for empowerment and enforceability mechanisms (MPD, 2018). A National Commission assisted in the preparation of the Country Report and brought attention to major achievements and challenges in the areas of: (1) universal access to sexual and reproductive health services, (2) rights, needs and demands of children and adolescents, and (iii) gender equality. (MPD, 2019).

As regards the SDGs, the 2021 Voluntary Review of SDG implementation³⁰ submitted by the Government states that, between 2016 and 2019, positive results were achieved, including the following: *"poverty reduction, improved child nutrition and food production; increased access to health services and quality education; women's participation in the State's political decisions; more people have access to water and sanitation services; progress has been made in renewable natural sources energy generation; job creation and the reduction of economic inequalities"* (Estado Plurinacional de Bolivia, 2021). That report highlights the Bolivian State's commitment to link the PDES and the Bicentennial Patriotic Agenda to the SDGs and, more specifically, its efforts to mobilize State entities to align the PDES goals, develop follow-up

28 To follow up on the PDES goals and the SDGs, the government created the Interinstitutional Committee on the PDES and Sustainable Development Goals (CIMPDS), which is made up of representatives of the Ministries of Development Planning, Economy and Public Finance, Health and Sports, Education, Justice and Institutional Transparency, Environment and Water, and Rural Development and Land, as well as other decentralized bodies. A comparative table of the 2021-2025 PDES vs. the previous PDES and the Patriotic Agenda is included in Annex 8.

29 Estado Plurinacional de Bolivia – Ministerio de Planificación del Desarrollo (2019). Informe de país sobre los avances del Estado Plurinacional de Bolivia, en la Implementación del Consenso de Montevideo, sobre Población y Desarrollo.

30 Estado Plurinacional de Bolivia (2021). Informe Nacional Voluntario 2021.



indicators and organize information contained in statistical information systems.

Some of the indicators highlighted in the Bolivia Voluntary Review are related to UNFPA's Sixth Country Programme, in particular those on HIV prevalence based on data released by the Ministry of Health, the proportion of women married or in union who experience or have experienced intimate partner violence, and data by type of violence.

Sectoral strategies

Within the context of Law No. 777 of the Plurinational State Integrated Planning System (SPIE), the 2016-2020 Living Well Comprehensive Development Sectoral Plan was developed. This plan outlines a process to transform the Health System³¹ and points to a series of challenges in the System, including the segmentation and fragmentation of services, exclusion and inequalities, inefficient health expenditure, a weak leadership of health authorities, the need for a plan to improve the

operation of hospitals and rebuild a single information system, and the need to optimize the use of technological health resources. Some of the priorities identified by the Sectoral Plan include the right to health; community, family and intercultural health services; a Unified Health System, quality health services, an autonomous health system, health governance, traditional medicine and intercultural health. The Sectoral Plan shares some of the objectives and goals established in the PDES.

In addition, in 2017 the 2016-2020 Sexual and Reproductive Health National Strategic Plan was launched with the objective of ensuring universal access to quality sexual and reproductive health services, taking into consideration the specific needs of men and women, adolescents and young people, gay, bisexual, transsexual and intersex (LGBTI) persons, older adults and persons with disabilities and, in particular, the population living in rural and remote areas, within the context of the Intercultural Community and Family Health (SAFCI) policy.

³¹ Ministry of Health and Sports, 2016.

Current situation of UNFPA's programmatic areas

Maternal mortality: Bolivia has the second highest maternal mortality rate in Latin America, with 155 deaths per 100,000 live births for 2017³². While it is not completely comparable, the disaggregation of this indicator shows maternal mortality is four times higher among indigenous communities, with the departments of Cochabamba, La Paz and Potosí reporting the highest levels. Over two thirds of maternal deaths occur among young, poor and indigenous women, mainly in rural and periurban areas. One third of maternal deaths occur among women under the age of 24, and 14% among adolescents ages 15 to 19³³.

94 maternal deaths were reported between January and August 2020: 5% among girls and adolescents (ages 10 to 19) and 48% among young women (ages 20 to 29), with the main causes of death being hemorrhages in 30% of the cases, non-obstetric causes in 23% of the cases (one of the main causes was SARS-COV2) and hypertensive disorders in 17% of the cases³⁴.

Adolescent sexual and reproductive health: Adolescent pregnancy has a high prevalence in the country: the fertility rate for adolescents ages 15 to 19 is 71 births per 1,000 adolescents, which is higher than the average in Latin America and the Caribbean (62 births). 14% of adolescents (ages 15 to 19) had been pregnant at some point in their lifetime. This percentage is higher in rural areas and in the country's low alluvial plain regions (Beni, Santa Cruz and Pando), where most of these adolescent girls have only completed primary school and whose mother tongue is a native language³⁵.

91.5% of adolescents living in union know about modern contraceptive methods, but only 32.3% use them³⁶. The unmet need for family planning among adolescents, either to space or limit the number of children, is 48.1%, compared to 26.4% among young women ages 20 to 24.

Gender and sexual violence: Sexual violence and femicide rates are among the highest in Latin America. Bolivia has the highest level of physical violence reported in Latin America: 7 out of every 10 Bolivian women stated they had been the victims of some form of ill-treatment. 64% of women ages 15 and above reported they had experienced intimate partner violence in their relationships, and 44% reported they had been the victims of sexual violence (sexual abuse or rape) at some point in their lifetime³⁷.

In 2020, 5,607 reports of sexual violence crimes (sexual abuse, sexual harassment and rape) were received, 28% of which correspond to rape of children and adolescents. 113 femicides were reported that same year³⁸.

Population and development: With regard to the generation of evidence and information on population and development, the COVID-19 pandemic had a negative impact on a series of milestones planned, in particular national statistical projects that had to be postponed, including the 2020 National Population and Housing Census and the Demographic and Health Survey. The National Statistics System prioritized the implementation of statistical projects with continuous activities, while backlogs were identified in the implementation of the National Statistical Development Strategy.

32 Data obtained from UNFPA, based on estimates of the inter-agency group (WHO, UNICEF, UNFPA, The World Bank, UN). <https://www.unfpa.org/data/world-population/BO>

33 Ministerio de Salud (2016). Estudio Nacional de Mortalidad Materna 2011.

34 Observatorio de Mortalidad Materna y Neonatal (2021). Mortalidad materna en el contexto de la emergencia sanitaria por COVID- 19 en Bolivia.

35 Instituto Nacional de Estadística (2017). Encuesta de Demografía y Salud (2016)

36 EDSA, 2016. Bolivia: Indicadores priorizados. INE, 2017.

37 Instituto Nacional de Estadística (2017). Encuesta de Prevalencia y características de Violencia contra las Mujeres (2016).

38 Fiscalía General del Estado (2021). Informe de rendición de cuentas 2020.

2.2. THE ROLE OF INTERNATIONAL COOPERATION

Over the last decade and a half, the net Official Development Assistance (ODA) received as a percentage of the gross national income declined from around 7.3% in 2006 to 1.8% in 2019 ³⁹. Likewise, in 2019 (the latest data available) the net development assistance amounted to 716.1 million USD.

Table 4: Official Development Assistance

	2017	2018	2019
Net Official Development Assistance (million USD)	949.2	728.8	716.1
as a % of Gross National Income	2.6	1.9	1.8

Source: OECD – DAC.

The most important donors and financiers include the Inter-American Development Bank (IDB), with approximately 341 million USD, the French government's bilateral assistance (102.4 million USD), European Union entities (55 million USD) and other stakeholders with smaller amounts. Almost 34% of the ODA was used for social infrastructure, 30% for economic infrastructure and services, 15% for health and population, 8% for education and the rest in other sectors, including humanitarian aid.

That reduction was associated to a large extent with the country's good economic performance, which led to Bolivia being considered a middle income country. On the other hand, to finance national strategies, the State made the decision to mainly use its own resources, with more autonomy from international cooperation. Since 2006, the State has assumed a leadership role and more autonomy in public policy decisions and increasingly aligned its international cooperation actions with the priorities established in national plans (Paz, 2016).



³⁹ Based on World Bank data and harmonized by OECD. oecd.org/dac/stats/idsonline

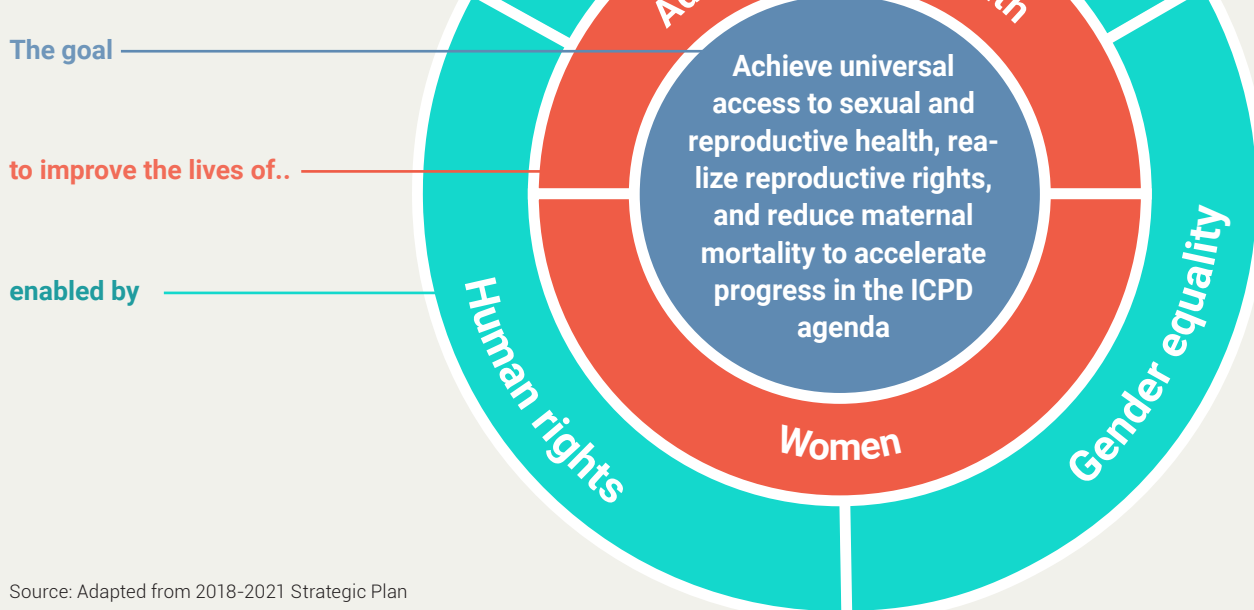
3. THE UNS AND UNFPA PROGRAMMATIC RESPONSE AND STRATEGY

3.1. UNFPA'S STRATEGIC RESPONSE

All of UNFPA's interventions are guided by a global corporate strategy outlined in its Strategic Plan ⁴⁰. The **2018-2021 Strategic Plan** is the first of a series of three plans towards 2030 that describe the transformative results to achieve the SDGs, in particular those related to health and wellbeing, gender equality and the empowerment of women and adolescents, under a global approach to eradicate poverty.

UNFPA's Strategic Plan (SP) is fully aligned with the ICPD Platform for Action, the Montevideo Consensus on Population and Development and the SDGs (mainly goals 3, 5, 10, 16 and 17), and its main objective is to "achieve universal access to sexual and reproductive health, realize reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of the Programme of Action of the International Conference on Population and

Graph 4: UNFPA's main objective (Bull's eye)



Source: Adapted from 2018-2021 Strategic Plan

40 UNFPA (2019). Evaluation Handbook How to Design and Conduct a Country Programme Evaluation at UNFPA. Chapter 3. p. 44.

Development (ICPD), to improve the lives of women, adolescents and youth, enabled by population dynamics, human rights and gender equality”.⁴¹

UNFPA’s strategic direction organizes its work around three transformative and people-centered results:

- 1) End preventable maternal deaths.
- 2) End gender-based violence and all harmful practices, including early pregnancy and child marriage.
- 3) End the unmet demand for contraceptives.

To achieve these results, the SP highlights the need to strengthen partnerships and innovation, as well as coordination within the United Nations System, to ensure a coherent, integrated and effective response to achieve the SDGs.

To achieve the objectives of the Strategic Plan ⁴², it proposes **four outcomes**:

1. “All women, adolescents and young people everywhere, especially those furthest behind, exercise their reproductive rights and utilize integrated sexual and reproductive health services, free of coercion, discrimination and violence.”

UNFPA’s actions are aimed at increasing the use of integrated sexual and reproductive health services, promoting the reproductive rights of those furthest behind, and building national capacities.

It prioritizes actions to address the sexual and reproductive health needs and the reproductive rights of those furthest behind (first-time young and adolescent mothers, indigenous women, women with disabilities and population groups living with HIV or exposed to contracting it).

2. “All adolescents and young people, in particular adolescent girls, are empowered to have access to sexual and reproductive health and reproductive rights, in all contexts.”

The SP considers it is essential to focus on girls in their early adolescence years: making good decisions **in this stage can prevent adverse outcomes in the health and development of girls, the community and society**. UNFPA stresses the importance of strengthening policies and raising awareness to achieve sustainable large-scale comprehensive sexuality education that reaches young people both in school and out of school.

UNFPA promotes and advocates young people’s fundamental right to participate in civic and political life and play an essential role in their own development and that of their communities.

3. “Gender equality, the empowerment of all women and girls, and their reproductive rights are advanced in humanitarian and development contexts.”

In an effort to promote gender equality and the empowerment of women and girls, UNFPA reinforces policy, legal and accountability frameworks, and considers that addressing gender violence is essential.

41 UNFPA 2018-2021 Strategic Plan https://lac.unfpa.org/sites/default/files/pub-pdf/18-044_UNFPA-SP2018-EN_2018-03-12-1244.pdf

42 United Nations Population Fund. UNFPA 2018-2021 Strategic Plan https://lac.unfpa.org/sites/default/files/pub-pdf/18-044_UNFPA-SP2018-EN_2018-03-12-1244.pdf

4. “Everyone, everywhere, is counted, and accounted for, in the pursuit of sustainable development.”

UNFPA focuses on strengthening the national population data systems necessary to identify and prevent inequalities and, thus, favor universal access to sexual and reproductive health, even in humanitarian crises, as well as the Sustainable Development Goals, by identifying the population groups furthest behind.

In addition, **UNFPA’s 2022-2025 Strategic Plan** – the second of three plans towards 2030– launched an **urgent call to action** to achieve universal access

to sexual and reproductive health, the realization of reproductive rights for all, and accelerate the implementation of the International Conference on Population and Development (ICPD).

For a prospective overview of the evaluation, a detailed review of the regional strategic framework was also conducted, mainly in connection with the Latin America and the Caribbean Regional Programme (2022-2025), the 2018-2021 Regional Interventions Action Plan, and the “Leave No One Behind: Accelerating the Promise” strategy. Summaries for each of these documents, which can be found in Annex 4, were prepared to gain a better understanding of UNFPA’s programmatic response.

3.2. UNFPA’S RESPONSE THROUGH THE COUNTRY PROGRAMME

3.2.1. UNFPA’S CURRENT COUNTRY PROGRAMME

UNFPA’s cooperation in Bolivia⁴³ began in 1972, and it is currently in its sixth Country Programme (2018-2022), which was approved with a total of 14 million USD (4.5 million USD corresponds to UNFPA core resources and 9.5 million USD to co-funding resources).

The Country Programme is aligned with the national priorities identified in the Patriotic Agenda 2025, the 2016-2020 Economic and Social Development Plan (PDES), the 2018-2022 UNDAF, SDGs 3, 5 and 17, and the Montevideo Consensus on Population and Development.

Its programmatic focus includes supporting the government’s efforts to reduce socioeconomic, gender, cultural and generational inequalities in

the areas of maternal mortality reduction, and prevention of adolescent pregnancy and violence against women, including sexual violence, through 4 strategies to implement the Programme: i) advocacy and political dialogue, ii) strategic partnerships, iii) capacity building, and iv) knowledge management.

The programme has a national and subnational scope that includes in particular the departments of Cochabamba, Chuquisaca, La Paz, Pando and Potosí, with a focus on women, adolescents, young people, especially those living in rural and periurban areas; indigenous peoples, Afro-Bolivians, sexually diverse persons and persons with disabilities.

According to the 2018-2022 programme document⁴⁴, the programme is structured around four areas:

43 Adapted from Final Evaluation of the Sixth Country Programme (2018-2022) of the United Nations Population Fund in Bolivia. Terms of Reference.

44 Approved on July 3 2017 by the United Nations Development Programme Executive Board, the United Nations Population Fund and the United Nations Office for Project Services.

AREA 1: Sexual and Reproductive Health

Output 1. "Capacity building at the national level to ensure universal access to high-quality integrated sexual and reproductive health services and information, in rural and periurban areas, for women, indigenous peoples, Afro-Bolivians, adolescents and young people, sexually diverse persons and persons with disabilities, including in humanitarian crisis situations."

The key interventions in this area are:

- a) Implementation of sexual and reproductive health policies, plans and protocols, at the national and subnational level, with a focus on reducing maternal mortality and adolescent pregnancy.
- b) Strengthen the supply chain of contraceptive commodities and essential medicines to reduce maternal mortality.
- c) Develop the competencies of health workers, including training for obstetric nurses, for the provision of Emergency Obstetric and Neonatal Care (EmONC).
- d) Capacity building for the provision of family planning services, modern contraceptives management, differentiated care for adolescents and young people, and sexual violence prevention and care.
- e) Social control and monitoring of sexual and reproductive health public policies.

AREA 2: Adolescence and Youth

Output 2. "Capacity building at the national level to provide young and adolescent girls, especially those at risk of early unions, adolescent pregnancy and sexual violence, with skills and knowledge on sexual and reproductive health and rights, including the right to comprehensive sexuality education."

The key interventions in this area are:

- a) Development and implementation of the sexual and reproductive health and rights legal frameworks for adolescents and young people.
- b) Implementation of Comprehensive Sexuality Education programmes, with a focus on adolescent pregnancy and sexual violence prevention.
- c) Promote the participation of adolescents and young people in the planning, implementation and monitoring of youth policies and programmes, including sexual and reproductive health and rights.



AREA 3: Gender equality and empowerment of women

Output 3. "Capacity building to promote gender equality and empower women and girls so they can realize their sexual and reproductive rights and are protected from gender violence, in particular sexual violence, including in humanitarian settings."

The key interventions in this area are:

- a) Realization of the sexual and reproductive rights of indigenous populations.
- b) Build the capacities of civil society organizations, especially women, indigenous people, people of African descent, adolescents and young people, persons with disabilities and sexually diverse persons, so they can follow up on, and demand the enforcement of, national and international laws and standards on sexual and reproductive rights, including the right to a life free of violence.
- c) Strengthen intersectoral mechanisms, including that for indigenous justice, to provide a timely and quality response to gender-based violence, particularly sexual violence, including in emergency contexts.

AREA 4: Population and Development

Output 4. "Capacity building in population data systems for identification and mapping of inequalities, through the generation, analysis and use of high-quality disaggregated data, with the aim of guiding evidence-based policies."

The key interventions in this area are:

- a) Strengthen the National Statistics Systems to follow up on the Patriotic Agenda 2025 and the PDES within the context of the SDGs and the Montevideo Consensus on Population and Development,
- b) Preparation of the National Population and Housing Census as part of the 2020 Census Round.
- c) Capacity building at the national and subnational level for the generation of quality disaggregated data, in particular on maternal mortality, adolescent pregnancy and sexual violence, with a focus on the generation and use of administrative records.
- d) Generation of evidence of population dynamics and their linkages to poverty, sustainable development and sexual and reproductive health.
- e) Promote the study of National Transfer Accounts with respect to the Demographic Dividend, including the formulation of public policy recommendations.

The four programme areas have an explicit definition of the chain of outcomes, indicators, baselines and goals sought. They are also aligned with the process to achieve results of UNFPA's Strategic Plan, UNDAF and the SDGs, as shown in the tables below:

Table 5: Strategic alignment of the Country Programme with UNDAF, UNFPA's Strategic Plan and the SDGs

Country Programme	Area 1: Sexual and Reproductive Health	Area 2: Adolescence and Youth	Area 3: Gender equality and empowerment of women	Area 4: Population and Development
Country Programme Output	Capacity building at the national level to ensure universal access to high-quality integrated sexual and reproductive health services and information, in rural and periurban areas, for women, indigenous peoples, Afro-Bolivians, adolescents and young people, sexually diverse persons and persons with disabilities, including in humanitarian crisis situations.	Capacity building at the national level to provide young and adolescent girls, especially those at risk of early unions, adolescent pregnancy and sexual violence, with skills and knowledge on sexual and reproductive health and rights, including the right to comprehensive sexuality education.	Capacity building to promote gender equality and empower women and girls so they can realize their sexual and reproductive rights and are protected from gender violence, in particular sexual violence, including in humanitarian settings.	Capacity building in population data systems, for the identification and mapping of inequalities, through the generation, analysis and use of high-quality disaggregated data, with the aim of guiding evidence-based policy.
UNDAF	Outcome 1: Increased access to quality, sustainable, affordable and equal access services in the areas of education, health, water, sanitation and hygiene promotion.	Outcome 1: Increased access to quality, sustainable, affordable and equal access services in the areas of education, health, water, sanitation and hygiene promotion.	Outcome 3: State institutions have designed and applied efficient and effective policies aimed at a rights-based and social protection agenda that promotes living together without violence, as well as intercultural and parity democracy on an equal basis, with access to quality justice, citizen security and sectoral public services, in a permanent dialogue with, and the effective participation of, civil society.	Outcome 4.1: Contributions have been made to the effective realization of individual and collective rights of native indigenous, campesino and Afro-descendant peoples, taking into account their institutions, knowledge, wisdom, norms and procedures within the context of intercultural democracy to Live Well. Outcome 4.2: The formulation and implementation of laws and policies and the provision of gender-sensitive services and budgets have been strengthened in line with international commitments that promote women's rights, to advance gender equality and dismantling patriarchy.
UNFPA 2018-2021 Strategic Plan	Outcome 1: All women, adolescents and young people everywhere, especially those furthest behind, exercise their reproductive rights and utilize integrated sexual and reproductive health services, free of coercion, discrimination and violence.	Outcome 2: All adolescents and young people, in particular adolescent girls, are empowered to have access to sexual and reproductive health and reproductive rights, in all contexts.	Outcome 3: Gender equality, the empowerment of all women and girls, and their reproductive rights are advanced in humanitarian and development contexts.	Outcome 4: Everyone, everywhere, is counted, and accounted for, in the pursuit of sustainable development.
SDGs	SDG 3: Ensure healthy lives and promote well-being for all at all ages.	SDG 3: Ensure healthy lives and promote well-being for all at all ages.	SDG 5: Achieve gender equality and empower all women and girls.	SDG 17: Promote just, peaceful and inclusive societies.

Source: Adapted from the document submitted by the UNFPA Bolivia Office; SDGs from the United Nations Development Programme, UNDP: <https://www.undp.org/es/sustainable-development-goals> and UNFPA Strategic Plan 2018-2021: <https://lac.unfpa.org/es/publications/plan-estrat%C3%A9gico-de-unfpa-2018-2021>.

Table 6: Alignment of Country Programme outputs

Country Programme (outcome)	Strategic Plan (outcome)	UNDAF (outcome)	SDG	National Priority ⁴⁵ (pillar)
1	1	1	3	3
2	2	1	3	3
3	3	3	5	11
4	4	3	17	11

Source: Adapted from the document submitted by the UNFPA Bolivia Office; SDGs from the United Nations Development Programme, UNDP: <https://www.undp.org/es/sustainable-development-goals> and UNFPA Strategic Plan 2018-2021: <https://lac.unfpa.org/es/publications/plan-estrat%C3%A9gico-de-unfpa-2018-2021>

3.2.2. PROGRAMME FINANCIAL STRUCTURE

UNFPA's Sixth Country Programme began with a budget of \$4,500,000 USD of core funds, plus the commitment to obtain \$9,500,000 USD of co-funding funds, for a total of 14 million USD for the period 2018-2022.

At the time of the Evaluation, despite the lack of external resources, UNFPA had managed to obtain other co-funding resources that have been mainly targeted to the intervention municipalities and have resulted in a larger number of actions and resources with a direct benefit for the communities that need them the most. Thus the UNFPA Bolivia Office was able to mobilize a total of \$10,860,056 USD, \$1,360,056 (14.3%) above the original amount committed.

As far as our programmatic priorities are concerned, as shown in Graph 5, at the time of

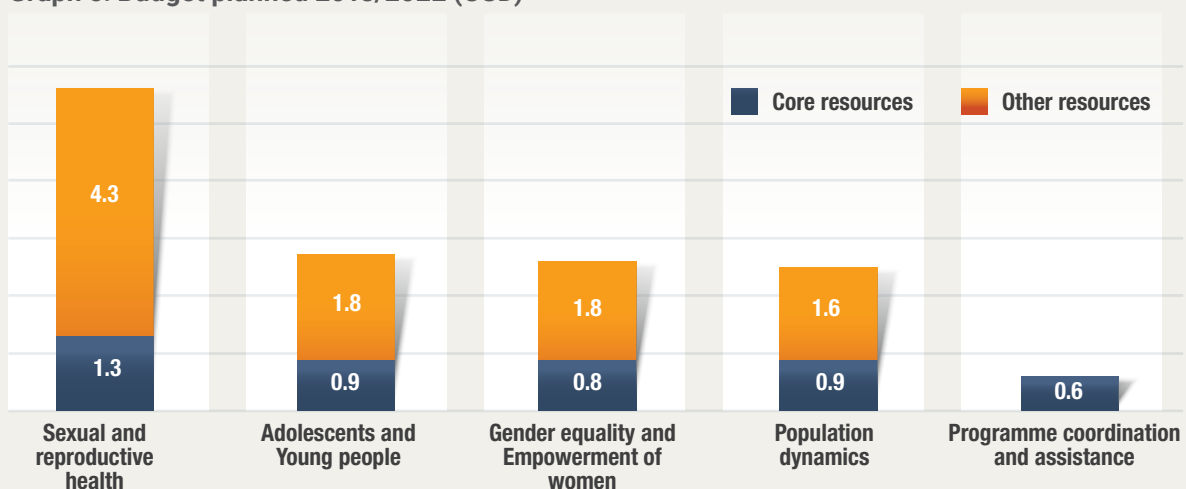
signing the Sixth Country Programme in 2017, the sexual and reproductive health area was the one receiving the largest amount of core and co-funding funds, followed by the Adolescents and Young People area, the Gender Equality area and, finally, Population and Development.

Table 7: Country Programme Budget by origin of funds

FUNDS	BUDGET PLANNED 6th CPD	ALLOCATION %
Core funds	4,500.000	32%
Other resources	9,500.000	68%
Total allocated	14,000.000	100%

Fuente: Presentación del Programa País al equipo evaluador.

Graph 5: Budget planned 2018/2022 (USD)

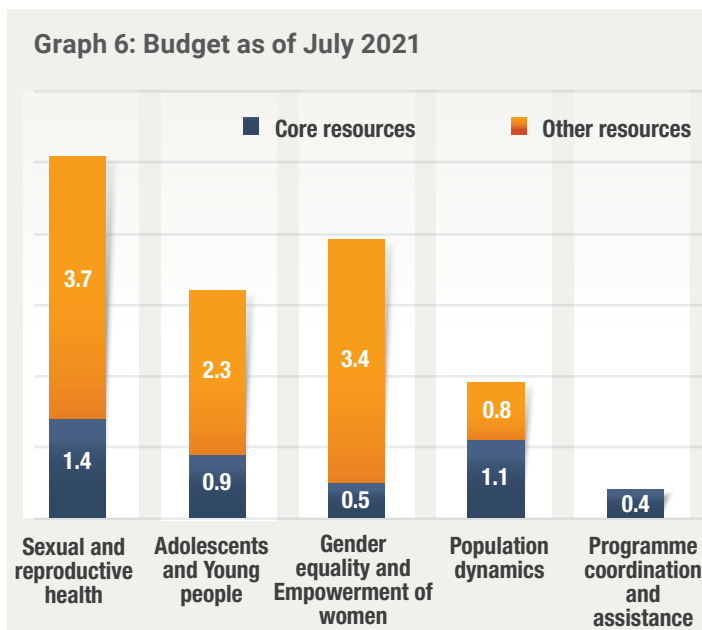


Source: UNFPA, presentation - Induction Workshop (08-04-2021).

45 Patriotic Agenda 2025.

With the co-funding resources available and according to Graph 6, as of July 2021 Gender area was the second area with the largest funding after Sexual and Reproductive Health, and followed by the Adolescents and Young People area. This new ratio clearly shows the window of opportunity UNFPA offers to external donors in the most sensitive work areas, which also correspond to the most vulnerable populations.

The main funders of the Sixth Country Programme during the evaluation period, as shown in Table 9, were Sweden, with 57.8%, followed by Core Resources and the Global Programme to Enhance Reproductive Health Commodity Security - ZZT05.



Source: UNFPA, presentation - Induction Workshop (08-04-2021).

Table 8: Budget and annual execution by funding source (USD)

CODE	SOURCE	2018	2019	2020	2021	TOTAL	PERCENTAGE
FPA90	UNFPA Core Funds	1,100,000	1,004,427	1,250,000	1,100,000	4,454,427	27.79%
SEA82	Sweden Adolescents and Young People's Sexual and Reproductive Rights; and Prevention, Treatment and Punishment of Sexual Violence in Bolivia 2016-Phase II	94,684				94,684	0.59%
SEA92	Sweden Sexual and reproductive rights in Bolivia	2,638,145	2,939,564	2,370,414	1,316,209	9,264,332	57.80%
UDC49	UNPRPD Disability Fund		20,458	49,679	-	70,137	0.44%
UDD09	UNDP MPTF Office			3,380	124,504	127,884	0.80%
UQA73	UNAIDS UNAIDS UBRAF2021 Country envelopes				36,919	36,919	0.23%
UZJ23	Switzerland Life without Violence Programme	233,277	98,945	31,537		363,759	2.27%
ZZM22	Multiple donors ICPD25& Nairobi Summit		12,213			12,213	0.08%
ZZT05	Múltiples Multiple donors UNFPA Supplies	874,999	381,900	186,000	159,841	1,602,740	10.00%
Total		4,941,105	4,457,507	3,891,010	2,737,473	16,027,095	100.00%

Source: Prepared by the authors with UNFPA financial information.

3.2.3. THE PROGRAMME'S THEORY OF CHANGE

The Sixth Country Programme does not include an explicit Theory of Change (ToC). However, this was considered a valuable tool for the evaluation, especially considering the context challenges faced by the Programme and the guidelines for the design of the next Country Programme, which will require developing a Theory of Change. The Terms of Reference of the Evaluation include an annex with Theories of Change for each area

based on the Global Strategic Plan. While these theories are considered a significant achievement, it was deemed important to reconstruct a Theory of Change for the Country Programme based on a proposal of the Evaluation Team, with the participation and feedback from the Country Office team. The section on finding 5 includes an analysis of efficacy based on the Theory of Change.

4. FINDINGS

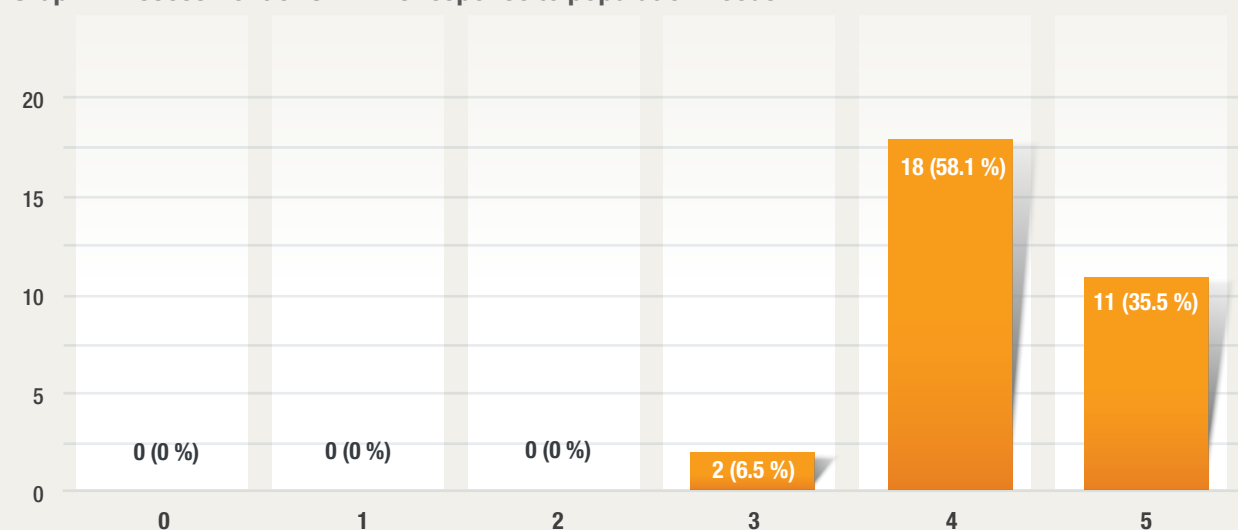
4.1. RESPONSE TO EVALUACIÓN QUESTION 1 (RELEVANCE)

FINDING 1. Generally speaking, the Country Programme has responded with strategies appropriate to the needs of the population, including those of marginalized and highly vulnerable groups. It has also responded to emerging changes in the current context resulting from the political situation and the pandemic by generating information, avoiding the disruption of SRH services and mitigating the situation of several highly vulnerable groups. In the case of adolescents and young people, since this one of UNFPA's work areas, our approach was more continuous and systematic, while in other cases the support provided was more targeted (for example, sexually diverse older adults). The pandemic particularly affected actions targeted at indigenous and rural populations but, at the same time, our humanitarian work included the distribution of dignity kits to some groups, especially those affected by the pandemic.

Based on the evaluation of UNFPA's four work areas, including the Survey results (Graph 7), the conclusion reached is that the strategies implemented under the Country Programme, both in terms of building capacities of the State as a duty bearer, and our work with civil society –with and in favor of rights holders– addressed the needs of marginalized and highly vulnerable groups, such as adolescents, indigenous women and the LGBTI population. The main areas of action were the following: (i) Reinforcing SRR and leadership training for young people to help them improve their professionalization plans and increase their contribution to reducing circles of violence, (ii) leadership, participation and realization of rights of indigenous women, both within their organizations and before the State, and (iii) support to LGBTI older adults by supporting their organizations, their visibility and the inclusion of their specific needs in the agenda.

Work with persons with disabilities, on the other hand, is relatively new for UNFPA. With the aim of promoting the statistical visibility of persons with disabilities, in August 2022 UNFPA began working with the Ministry of Justice on a "Sociodemographic analysis of people with disabilities". The political crisis and the change of government delayed this process, and the document is currently under review for publication by the corresponding authorities. The strategic partnership with *Humanity & Inclusion*, an organization with a lot of international experience, enabled us to develop CSE and SRR materials for young people with disabilities. In addition, in 2017 UNFPA began assisting in the preparation of the SRH Guidance and Standard for Persons with Disabilities through consultancies hired directly. A Guide for Caregivers, which is currently in the process of being approved by the Ministry, was also developed. These materials will help to improve the quality of service delivery for this vulnerable group.

Graph 7: Assessment of UNFPA's response to population needs



Source: UNFPA Country Programme Evaluation Survey

In the particular case of information and knowledge generation, it is also worth noting that in 2019 the preliminary study *Bolivia joven: juventud, inversión social y políticas públicas* ("Young Bolivia: youth, social investment and public policy") (UDAPE) was presented. This study identified the different factors that affect the wellbeing of young people. Also, between 2019 and 2020, UNFPA provided support for a study on the demographic bonus with information from national accounts and household surveys, the dissemination of which was postponed due to the crisis, which means its use has been limited.

In the municipalities selected by the Country Programme, capacities were built for the provision of sexual and reproductive health and gender violence care services. In addition, the distribution of materials such as contraception supplies and others has enhanced the response of services to the population that needs them the most, thus preventing their disruption (although not in all cases) during the pandemic, given disruptions in the supply chain and product shortages. Another important aspect is that of training on obstetric emergencies provided to health workers as a strategy to reduce maternal morbidity and mortality, the prevalence of which is higher among indigenous and rural populations.

The distribution of Dignity Kits, on the other hand, helped to mitigate the needs of specific vulnerable groups during the pandemic, including those of health workers who had to stay in health facilities in Pando, women working in Cerro Rico de Potosí, who had to stay in the mine where they were employed and were unable to go back home for several weeks, and women victims of violence housed at the Cobija shelter during the lockdown period. Interviews held showed the respondents valued and found this support useful, inasmuch as it addressed some of their financial needs and the lack of access to supplies associated with the health emergency. The survey also showed that "as part of our everyday Disaster and Emergency response work, the application of UNFPA's concepts and guidelines, as well as their support, have been invaluable to improve the situation of the most vulnerable groups affected in the Bolivian territory" (Civil Defense national authority).

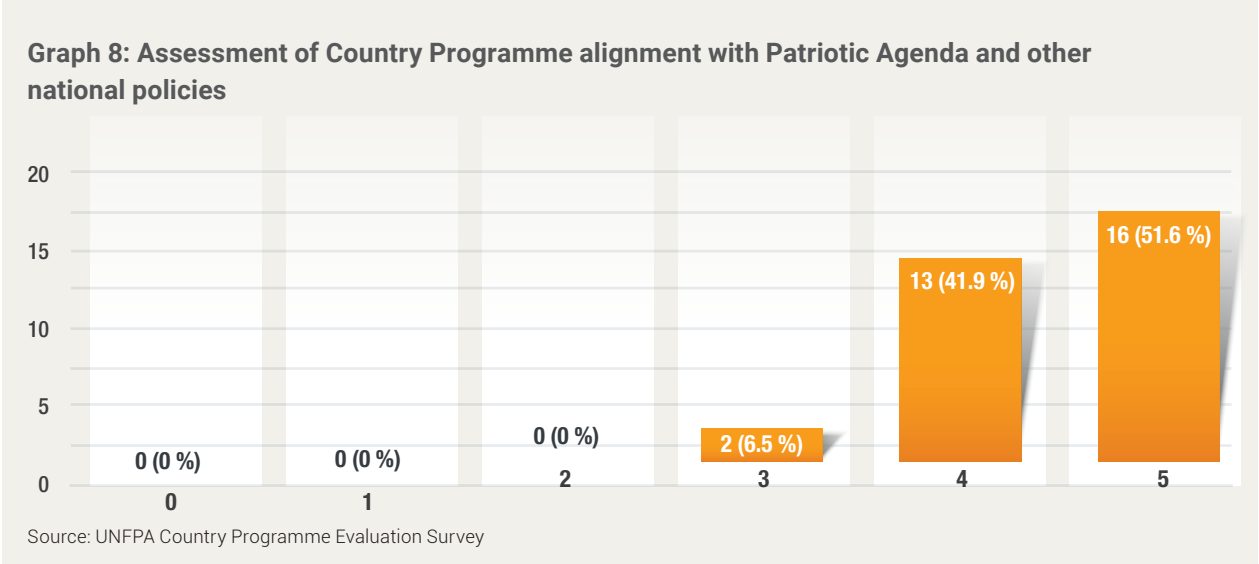
It has been widely recognized that UNFPA's work with civil society, which is "based on trust and without antagonism with the government" (according to a former UNFPA officer), is a comparative advantage in terms of its capacity to address the needs of the most vulnerable groups.

On the other hand, while the Project Offices, due to their closeness to the population, have a better

understanding of the context and the actual needs of the most vulnerable populations, this knowledge was not considered in all cases, neither did it influence the planning processes led by the National Office, due to weaknesses in communication and coordination channels and mechanisms. Seen from a different angle, while the vision of individual Project Officers regarding the priorities and strategies in their Department allowed for relevant and creative responses to the needs of vulnerable populations, the lack of clear programme guidelines on the subnational approaches and strategies limited its consistency, comparability, replication and learning, as well as a larger scale results-oriented approach.

During the pandemic, UNFPA prioritized knowledge generation to enhance the State’s responses to

the needs of the most vulnerable populations; for example, it facilitated the conduction of a study on violence experienced by women with disabilities during the COVID-19 pandemic. It also conducted an assessment of protection and gender systems related to the humanitarian response with shelters along the border, in addition to deficiencies and bottlenecks in the violence prevention and care chain. Based on its results, training was provided to approximately 1,000 government officials in coordination with the Vice-Ministry of Equal Opportunities to improve the relevance and specificity of the State’s response in light of the increased prevalence of gender violence. There is no information available on the changes and results generated as a result of this training.



FINDING 2. The Country Programme and the actions of UNFPA's different areas, which are aligned with national policies and plans, contributed to strengthening institutions in the country, but the assessment and prioritization of achievements by the authorities are different in some cases, especially in the health sector, which can be attributed to the need for increased coordination under the SAFCI policy and its operational branches at the municipal level. The organization can maximize the impact of its contribution by increasing its focus on high-level political dialogue, both identifying the main needs of the government and different sectors, and prioritizing agendas, including those related to specific areas of UNFPA's mandate (for example, legal termination of pregnancy), new agendas (for example, positive masculinities), conditions to guarantee SRR (such as the secular State) and work with different populations with a focus on vulnerable populations.

As regards the design of the country programme, the alignment of UNFPA's actions with national plans and policies has been clear and has strengthened the institutional framework, in the context of Pillars 1 ("Eradication of extreme poverty") and 3 of the Patriotic Agenda 2025 ("Health, education and sports for the formation of an integral human being"), and the 2016-2020 Economic and Social Development Plan (PDES). Due to the 2019 political crisis and the 2020 health emergency, which had a negative impact on the continuity of agreements and activities, it became more difficult to create or maintain the conditions necessary for political and strategic dialogue for efficient coordination, which in recent months forced UNFPA (as well as other UN agencies) to maintain a low profile in the political dialogue at the national level. Thus, in the context of a challenging period, and despite being aligned with the government's guidelines, the scale of priorities and the assessment of this contribution are not necessarily shared by UNFPA and its state partners, which means the new authorities have not yet taken ownership of some of the achievements presented by UNFPA.

Generally speaking, the assessment of the relationship with the Ministry of Education points to a situation of limited dialogue and political advocacy. In the case of the Ministry of Health and Sports (MSD), despite existing agreements, the evaluation found a different scale of interests and assessment of the contribution in some of UNFPA's substantive areas, for example, the SAFCI policy vs. obstetric nurses. On the other hand, and according

to different authorities, the MSD has an unmet need for information for decision-making that UNFPA could meet. In general, a joint discussion about the National Statistical Plan is required to bring attention to the importance of other surveys in addition to the Census, which are necessary for key sectors (for example, the Demographic and Health Survey and the survey on violence), and analyze their feasibility and UNFPA's potential contribution to their implementation with a good level of quality.

The Ministry of Development Planning, on the other hand, valued our technical assistance between 2018 and 2019 to address the issues and priorities of the Patriotic Agenda and the State Integrated Planning System (SPIE). In 2018, UNFPA began assisting in the process of preparing the 2022 National Population and Housing Census. In more general terms, UNFPA's support to strengthen the National Statistical System is highly recognized, mainly in connection with the development of statistics to follow up on the State's international commitments and support to the PDES and the 2025 Agenda.

Finally, with regard to the Ministry of Justice, and in particular the Vice-Ministry of Equal Opportunities (VIO), there is a high level of recognition and ownership of UNFPA's support, especially its alignment with the priorities of that government agency, including its capacity and willingness to respond to changing and emerging needs and priorities. UNFPA's contribution is particularly important for the VIO, considering they are responsible for the formulation of policies targeted

to the populations and issues considered a priority in the Country Programme under the LNOB approach. However, it is also possible that, since the VIO is not a priority or highly visible entity within the state structure, they find UNFPA's contribution is essential to build their internal capacities and improve their position and capacity of response and influence within the State itself.

According to different actors, including implementing partners, former authorities and international cooperation representatives, UNFPA addresses priority issues that already are in the public agenda, has incorporated emerging issues in it, and brings attention to the needs of diverse populations, as a substantive contribution in response to a rather compartmentalized and even subordinated approach towards specific populations in institutional structures (for example, Vice-Ministries working with specific populations and issues, vs. their integration at the highest levels of public policy). All of this contributes to more intersectoral, comprehensive and structural responses to address the needs of the most vulnerable populations and groups. By way of example, in 2019 an SRH guide for persons with disabilities, parents, guardians and caregivers was developed. Another aspect worth noting is the support provided for the preparation of the agenda of priorities and the Action Plan for LGBT older adults.

In regard to subnational policies, as part of the implementation of the Country Programme, UNFPA has promoted the development of municipal and departmental policies aligned with national policies on key areas of its mandate.

One of the main **lessons learned** is the importance of planning together with our partners, the involvement of, and dialogue with, the government bodies responsible for planning in the different bodies or agencies, and coordination with other cooperation agencies within and outside of the system so resources are allocated with a shared vision to address priorities in the context of current policies and generate changes. Since 2017, one of the main good practices identified was the creation and continuity of the Gender Committee of the Judicial Branch, which gathers information on the contributions of the different agencies and promotes coordination. This Committee launched a proposal for the creation of the Justice and Gender Observatory and the generation of evidence of the application of the Protocol for Trials with a Gender Perspective. According to the 2019 Annual Report of the *Life without Violence Project*, 24.12% of sentences met the variables to measure the mainstreaming of the gender and human rights perspective, that is, 13.12% more compared to 2017. It is worth mentioning that this is a good example of the type of indicators beyond the output that must be integrated in the M&E system for all areas.



FINDING 3. The Country Programme is aligned with relevant policy frameworks and international agreements, particularly ICPD, the Montevideo Consensus and the SDGs, as well as with UNFPA's global priorities and strategic direction. However, there is internal and external recognition of the need to transition, beyond what is already being done, to another stage with more significant and verifiable results in terms of changes. This can be achieved by improving the strategic alignment and relevance of UNFPA Bolivia's contribution, its added value, scaling up efforts and improving its results-oriented management.

The Country Programme is aligned with international standards and the commitments of the ICPD, the Montevideo Consensus (MC) and the Sustainable Development Goals (SDGs) (mainly goals 3, 5, 10, 16 and 17), and contributes to their achievement in the country. Government agencies and bodies value UNFPA's contribution to the preparation of Bolivia's progress reports on international commitments such as CEDAW, the Belém do Pará Convention, the Montevideo Consensus and the Beijing Platform. Another important aspect highlighted is UNFPA's support for Bolivia's participation in the Latin America and the Caribbean Regional Preparatory Meeting for the Nairobi Summit (Puebla 2019) and the Nairobi Summit (2019), where government representatives, civil society organizations and the private sector participated and ratified their commitment to the ICPD Programme of Action. Prior to that, UNFPA supported Bolivia's participation in the Regional Conference on Population and Development held in Lima in 2018, where Bolivia was proposed as the host of the 2021 Conference, which had to be postponed due to the pandemic and the change of government.

In the academic sphere, UNFPA assisted in the curricular design and implementation of the Master's degree course on Population and Development of CIDES-UMSA (the first and only one in the country) whose main areas of action are based on the Cairo Population Programme of Action (1994). This master's degree programme is aimed at developing a critical mass with awareness of the issues related to the global, regional and national population and development agenda, but it is also designed to

build capacities in the areas of interdisciplinary research and analysis of inequalities and the different issues it covers, in addition to integrating students and graduates into the design of plans by municipal governments, incorporating population and development approaches. Between 2019 and 2021, 20 master's degree theses were submitted in connection with topics related to children and adolescents, gender and generational issues, women's participation in urban labor markets, housing and habitat, identification of gaps and inequalities, the digital divide and gender, multidimensional poverty, lifestyles and others.

In 2019, as part of the Country Programme, UDAPE and UNFPA conducted a preliminary assessment of institutional capacities for follow-up on indicators of the Montevideo Consensus. Their report highlights weaknesses in the generation of indicators defined for follow-up at the regional level, among other things, due to the absence of guidelines to link the monitoring of the MC to the indicators of the PDES and the 2030 Agenda. The study identified 33 indicators (23% of the total number of indicators) that are not produced or for which there are no sources. This is in addition to 42 indicators that are not produced but for which there are sources. The assessment also showed their disaggregation capacity is limited and very basic, and is generally limited to data by sex, geographical location and sometimes by age group, which mainly affects disaggregation by ethnicity and disability. The preliminary assessment also highlights the need to establish procedures for the generation of recurrent information, guidelines for increased

disaggregation in national surveys, and the intersectorality and intersectionality of indicators to follow up on international commitments on population and development.

In 2020 UNFPA began working to strengthen the population and development area of the Public and Social Policies Observatory. The creation of a core group made up of IDIS-UMSA; the Research, Social

Interaction and Postgraduate Studies Institute of the Social Work Career (IIISP-TS), and the Population Studies Center (CEP) of the Cochabamba Higher University of San Simón, was proposed. In 2021, that support resulted in the launch of the Population and Development Observatory (Box 5), a significant milestone and a “promising practice” to influence Population and Development policies.

Box 5 Creation of the Population and Development Observatory (PDO): An advocacy partnership

In 2016, after the first Plural Meeting of Observatories linked to public universities, the importance of strengthening the generation and analysis of evidence for public policy was recognized, and in 2018 the Sociological Research Institute (IDIS-UMSA) organized a meeting for the creation of a Population and Development Observatory. In 2019 the conditions were right to promote a body specializing in P&D after the presentation of the government progress report on the implementation of the Montevideo Consensus on Population and Development.

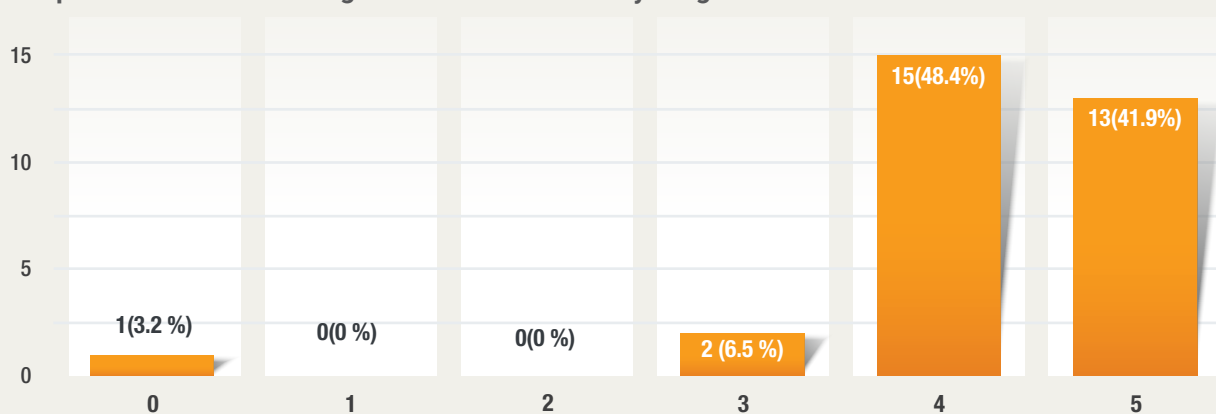
In 2020 UNFPA began working to strengthen the population and development area of the Public and Social Policies Observatory. The creation of a core group made up of IDIS-UMSA; the Research, Social Interaction and Postgraduate Studies Institute of the Social Work Career (IIISP-TS), and the Population Studies Center (CEP) of the UMSS, was proposed. The preparatory work concluded with the launch of the PDO in November 2021 through a virtual meeting and the presentation of a situational analysis of P&D in the region and an assessment of progress on the MC.

For its operation until 2023, the PDO presented an institutional strategy with the four above-mentioned components: information; research; interaction and advocacy, and training. Its priority lines of research include: i) population aging, ii) excess mortality associated with COVID-19, iii) migration and inequalities, and iv) adolescent pregnancy. In all cases, rigorous and high-quality policy impact work is proposed.

For the 2021-2023 period of the PDO Institutional Strategic Plan, the Observatory has an estimated budget of 2.1 million Bolivianos, 1.9 million of which will be provided by sources other than participating universities. While the PDO requires less resources than UNFPA's programmes, this initiative has the potential to influence national policies through the involvement of several institutions and the consolidation of a long-term agenda.

Sources: PDO Strategic Plan, Report to strengthen the population and development component of the Public Policy Observatory. Interviews with IDIS and CEP authorities.

Graph 9: Assessment of alignment between Country Programme and international



Source: UNFPA Country Programme Evaluation Survey

The Country Programme is also aligned with UNFPA's priorities and global strategic direction, the main objective of which is to "achieve universal access to sexual and reproductive health, realize reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of the Programme of Action of the International Conference on Population and Development, to improve the lives of women, adolescents and youth, enabled by population dynamics, human rights and gender equality".⁴⁶

Despite the above, and as explained in detail in the following paragraphs, strategic and programmatic weaknesses were identified that limit the relevance of UNFPA Bolivia's work in terms of a more substantive and verifiable contribution, with a focus on the transformations (outcomes) sought at the global level.

"Designing a stronger programme that responds to UNFPA's mission and mandate with few implementing partners" not only reflects a vision shared by several of UNFPA's internal stakeholders, but also shows that, within the organization, there is clarity and coincidence around the need for a strategic and programmatic review to achieve results in response to the bull's eye and the three transformative results. The need to focus on the needs of the most vulnerable populations with an intersectional approach, the reduction in the

number of IPs (with a total of 32 in 2018 and 2019 and their qualification), the need for a stronger results-oriented approach, and a strategic review of the decentralized work model, are the four core ideas identified in the different internal interviews.

The programmatic structure does not contribute to a response oriented to the bull's eye or the transformative effects of the Strategic Plan because, despite improvements:

- ▶ Working in silos in the different programme areas is still common, with weaker and more circumstantial interconnections.
- ▶ There is a low level of institutionalization of key elements of quality and UNFPA's specific contributions (for example, cross-cutting approaches, and a focus on highly vulnerable populations).
- ▶ There is a strong influence of individual leaderships on the decisions and priorities of thematic areas, sometimes to the detriment of more strategic perspectives that have gained consensus and evidence-based innovative proposals.
- ▶ Coordination between population and development and emergencies work with the rest of the areas is poor.

46 UNFPA 2018-2021 Strategic Plan https://lac.unfpa.org/sites/default/files/pub-pdf/18-044_UNFPA-SP2018-EN_2018-03-12-1244.pdf

Certain agendas that have not been prioritized represent an opportunity for broader and more sustained and relevant work. These include the agendas of excluded and vulnerable groups such as the Afro-Bolivian population, in the context of the Montevideo Consensus and the 2015-2025 International Decade for People of African

Descent. Other visionary agendas such as that of the secular State that, in a context of increasing fundamentalisms, has more strategic relevance to contribute to an enabling environment for UNFPA's mandate and priorities, have also been addressed by UNFPA, but in a more targeted fashion.

FINDING 4. UNFPA implements actions aimed at the most disadvantaged and vulnerable groups of the LNOB strategy, conducts studies and affirmative actions, helps the State build response capacities and implements cross-cutting approaches. However, there is not a clear evidence-based, coherent, systematic and cross-cutting approach for the integration and operationalization of the LNOB framework, which must be strengthened in all its areas and actions as a criterion of quality for the new LNOB strategy.

As shown in Finding 1, there is a shared understanding and clarity of UNFPA's work with marginalized and vulnerable populations. The subnational presence reinforces this link with the population in the territories. Studies and affirmative actions targeted at vulnerable populations were also implemented. This contributed to their visibility, promoted their organization, integrated new issues into the agenda and helped the State to build its capacity of response to their specific needs.

While specific work with adolescents and young people can be considered an affirmative action strategy in favor of a disadvantaged population group, its coordination with the diversity and disability approach (through CSE and SRR materials for young people with disabilities) is a **good practice** to mainstream the generational approach, which should trickle down to all of UNFPA's actions. And it is from an intersectional perspective that UNFPA can make a significant contribution that complements the work in favor of persons with disabilities. Generally speaking, at the programmatic level, progress towards improved coordination and interaction between the different areas has resulted in more comprehensive responses to address the

needs of the most disadvantaged and marginalized groups. However, it is still necessary to develop more systemic approaches, in particular the conceptualization of the theory of change and the integration of strategies to increase the relevance of the response to complex issues.

There are several innovations in the more comprehensive approach to the needs of vulnerable populations that have a potential for replication, such as the creation of services that do not discriminate LGBTI persons in Cochabamba and the promotion of inclusive Information Analysis Committees (CAIs) in Chuquisaca.

As already mentioned, UNFPA has generated a significant body of knowledge about different populations and situations of inequality and rights violations among different groups, but there is still room to improve the systematization of its work in the generation and utilization of data on inequalities, as well as in the monitoring of the implementation of public policies and programmes based on that evidence, in addition to studies and evaluation of results of its own interventions.

In general terms, the application of cross-cutting approaches and actions targeted to the most disadvantaged and vulnerable populations shows different levels of continuity, systematization, quality and strategic value, even if we consider the particular situation of the crises that have occurred (see Annex 9). On the other hand, the interculturality and masculinity approaches do not necessarily respond to a common understanding within the office, nor among partners. The organization's work in general is not based on a joint conceptual, strategic and operational framework for the implementation of a systematic approach towards particular and interconnected exclusions and inequalities, or the implementation of cross-cutting approaches. In addition, there is no evidence of the

integration of these approaches into indicators (for example, for the differentiation of age subgroups in maternal mortality indicators), and the same applies to the existence of an internal mechanism for accountability regarding their effective application. The limited availability of official data and the variability of age ranges used by the different sectors have a negative impact on this aspect.

Consequently, there is a need to build capacities and develop internal mechanisms for the implementation of the Leave No One Behind (LNOB) Strategy, taking into account the two-pronged approach and the VIP (Visibility-Inclusion-Participation) Strategy, which aims to:

Box 6: VIP Strategy



Source: Strategy Leave no One Behind (LNOB): Accelerating the promise (LACRO).

This also applies to implementing partners, many of whom have experience and can inform definitions, but an institutionalized approach is still necessary. The LNOB approach and cross-cutting issues must become verifiable quality criteria for UNFPA's work and are key to achieving a greater impact. In this context, one of the main **lessons learned** is that the more specific the population to help, the more

specialized capacities are required. The closure of the IDCA pilot medical office for adolescents with disabilities in Chuquisaca, for example, produced lessons on the importance of developing expertise and specialized training for future actions with specific vulnerable populations, combined with a local sustainability mechanism.

4.2. RESPONSE TO EVALUATION QUESTION 2 (EFFICACY)

FINDING 5. Generally speaking, and despite the political and health crisis, the outputs established in the Country Programme were achieved, but there is no solid evidence of the effects of such outputs and the changes resulting from them. Weaknesses in the M&E system, strategic reflection and organizational learning hinder the gathering of more evidence of transformative results. The Theory of Change analysis, a participatory activity carried out in the initial evaluation phase, provides elements to identify bottlenecks in the proposed strategy and the underlying cause-effect logic of change that interconnects the different levels.

About the monitoring and evaluation system

As already explained, the monitoring and evaluation system has limitations that do not allow for an evidence-based strategic assessment of the extent of UNFPA's contribution to changes or transformations. Data available is not enough to verify changes in behaviors, the exercise of rights, access to opportunities and quality of life, among other aspects. This points to a planning issue in the identification of indicators, which can be summarized in three key aspects: 1) The large number of indicators, including a series of non-essential indicators; 2) the lack of effects indicators, and 3) the lack of indicators to specifically measure changes in the situation of vulnerable populations.

The review of data and annual reports has also revealed weaknesses in data entry and types of data reported, which affects data clarity, understanding and comparability. This is associated with a results-oriented culture currently being developed (between September and December the team has participated in results-based management trainings organized by the headquarters). However, that culture must still be consolidated, considering there are weaknesses

in the type of monitoring information from IPs entered, with a limited focus on achievements and results, also as a consequence of non-standardized planning processes.

The problem is compounded by the existence of two follow-up platforms, one focused on financial resources management (GPS) and another, the Strategic Information Systems (SIS), which focuses on the strategic alignment with the definition of results and indicators (annual). The GPS generates quarterly progress reports, while the SIS strengthens alignment, but both tools do not communicate with each other. The SIS is centralized and global and does not reflect the local reality or inform strategic decisions in everyday operations. We expect to solve this issue with a series of adjustments to the *Enterprise portal*, which will hopefully be finalized in 2022.

On the other hand, the large volume of indicators required globally, as a result of a thorough alignment with the global strategy, the Country Programme document and projects, has caused the organization to lose its strategic focus.

Analysis based on the Theory of Change

For the current Country Programme –developed in 2017–, UNFPA’s policy did not identify the need for a Theory of Change. For this reason, the Theory of Change of the programme was reconstructed during the early stage of the evaluation with a participatory

approach. In technical terms, the exercise had a positive result, although in the future we would expect more accuracy regarding the underlying logic of change and cause-effect relationships, interconnections and assumptions.

Graph 10: Analysis of compliance of 2018-2022 Country Programme Theory of Change



Source: Prepared by the authors with inputs from the programme document and an internal workshop with the UNFPA team (August 16 and 17).

This Theory of Change is based on a retrospective context analysis since 2018 with the following main elements: multicultural, geographical, political and health complexity; economic crisis; poverty and inequality. These elements translate into a loss of opportunities for the realization of rights, particularly SRR; the State's weakness as a duty bearer, decision-making not based on evidence, and the demographic bonus.

The cross-cutting approaches taken into account by the Theory of Change include the gender, human rights, interculturality and generational approaches.

The Theory of Change graph shown here, which includes a comparison against what actually happened ⁴⁷, shows the critical or non-compliance areas (in red), with the aim of providing an analysis of what happened/did not happen and why. In this regard, based on information from different sources, we can highlight the following:

- While the context of the demographic bonus is seen as an opportunity in the context analysis, and a study about it was conducted in the first period of the Country Programme, it has not been addressed enough in the Country Programme design and implementation beyond some work in the area of Adolescence and Youth to amplify the voice and participation of organizations and the promotion of policies and an institutional framework, with small verifiable achievements from the standpoint of realization of rights and effective participation in public policy.
- With regard to strategies in general are concerned, and as analyzed in more detail in the findings, there is not enough evidence to validate their efficacy in terms of generating changes and preconditions, or the sustainability of progress and results achieved. This has to do in part with the fact that, given the limitations of the monitoring and evaluation system, there is not enough information to show its efficacy in terms of changes at the level of outcomes, a situation compounded by external factors that, particularly in this period of crisis, affected its continuity and efficacy.
- In addition to the above-mentioned limitation, it is important to note that the definition and scope

of some strategies are limited and do not result in the generation of changes and implementation of capacities built, especially for the realization of rights. That is the case, for example, of the communications work, which has not resulted in behavioral changes, or knowledge management, where there is still room to improve the use of evidence, in particular for the design of public policies. There is a bigger weakness in the systematic integration of learning in organizational activities, which is not considered something additional, but a strategic investment for replication and scale-up.

- There is an underlying dilemma between advocacy at the national level through political dialogue and the provision of local services. The evaluation recognizes that there is an increased focus on, and strengthening of, the local strategy, in contrast with a weaker political dialogue.
- In the case of strategic partnerships –one of the strategies that was brought to the attention of the evaluators– it is considered that they can be strengthened to make a more significant contribution to the implementation and the transformative results sought. This requires, to begin with, a more accurate definition of the term “strategic partnership”, who are/are not strategic partners, in addition to developing a strategy and a methodology for their creation and management.
- Mainstreaming in general is a multi-faceted weakness; on one hand, there is no evidence of a clear or systematic integration of the Emergencies and Population and Development work in the different areas. Similar limitations were also observed in the implementation of cross-cutting approaches and, more generally, in the integration of the LNOB approach in all actions, as explained in detail in different parts of this report.
- Based on level 1 of the Theory of Change (preconditions), which refers to the initial changes or requirements necessary to achieve changes at the next level, there is not enough evidence to validate the achievement of five of the changes (circled in red). This has an impact on the next levels of effects and transformational changes we seek to contribute to, which cannot be confirmed.

⁴⁷ The validation was done by the evaluation team as an exercise to inform the analysis and internal reflection.

With regard to the assumptions, the table below shows the level of validation based on the evaluation findings, by way of analysis, from the perspective of the evaluation team and based on the findings, analysis and assessment that can be validated by the UNFPA team in the future from the perspective

of the next country programme. This exercise clearly reflects the importance of the timely management of the Theory of Change assumptions, to minimize the impacts on outcomes expected, when these (the assumptions) are not confirmed or they change.

Box 7: Validation analysis of Theory of Change assumptions

1. The national Government and the corresponding subnational governments are committed to the priorities of UNFPA's agenda, the achievement of SDGs 3 and 5, and follow-up on the Montevideo Consensus on Population and Development.	Orange
2. The government is committed to, and prioritizes, the follow-up and presentation of reports on progress towards the SDGs and other relevant international commitments.	Orange
3. There is a political will and sufficient mechanisms for the design and implementation of evidence-based public policies and disaggregated data (by sex, age and ethnicity).	Orange
4. The generation of evidence through studies and research allows for a comprehensive approach towards inequalities and, in particular, the problems associated with maternal mortality, adolescent pregnancy and gender-based violence/sexual violence.	Yellow
5. Policy impact and advocacy efforts are an effective strategy to position SRR issues at different levels of the State and also to raise awareness and disseminate truthful and timely information among civil society.	Yellow
6. Continuous education and the development of competencies for the provision of quality services contribute to the realization of users' rights.	Green
7. Training on P&D for the development of partners' human resources is key to promoting the Population and Development agenda at the national and subnational levels.	Yellow
8. Heads of sector in the national government responsible for disaster risk management and protection acknowledge the importance of mainstreaming the areas of SRH, gender and protection.	Green
9. UNFPA has sufficient experience and resources to care for the most vulnerable population.	Orange
10. Capacity building for rights holders and empowering them strengthens their participation, demands, social control and capacity to assert their rights.	Yellow
11. Strategic partnerships within and outside of the UNS are essential to ensure the full exercise of SRR and achieve the SDGs.	Yellow
12. The media is an ally in the promotion of access to quality services and contributes to the realization of SRR.	Yellow
13. Implementing partners have sufficient knowledge and capacities to fulfill their role.	Green

Source: Prepared by the authors based on findings.

References: Green, accomplished; yellow, partially accomplished; orange, requires review.

Based on the previous analysis and generally speaking, there are important assumptions in the Country Programme's reconstructed Theory of Change that have been validated or are still relevant, but there is also a significant number of partially validated assumptions that must be adjusted and updated, while those in orange require an in-depth review. The latter are mainly assumptions related

to different levels of the State that have also been affected by the crisis. This is important in light of the next Country Programme, because achieving a wider reach and better results requires planning based on assumptions highly likely to be accomplished. However, it is also important to reaffirm the need for a periodic review of those assumptions, especially taking into account increasingly changing scenarios.

Analysis of results

Sexual and Reproductive Health

50% of the SRH indicators analyzed (6 out of 12) show a good performance; in other words, the goals defined for the cycle were achieved, while three (3) indicators (in yellow) show an acceptable performance, and two (2) indicators show a critical performance, the first on the incorporation of the Minimum Initial Services Package (MISP) in the preparation and implementation of the pandemic response, where zero progress was reported, and the second on the number of managers trained, which only accounts for 25% (see Annex 10).

In the case of the MISP, the report *Update on Monitoring of Reproductive Health during the COVID-19 Pandemic in Latin America* (August 2021), states that “as part of SRH services, in the month of May the MSD released the Protocol for Management of Pregnant Women and the Coronavirus (COVID-19); however, no other policies, actions or measures were implemented to prioritize and maintain the continuity of SRH services as essential services.” In the case of training, it is possible to conclude that, due to the political and health crisis, in 2020 not a single manager was trained, which to some extent brings into question the capacity to respond to the pandemic, although this is a situation that can be reversed.

An **annual behavior analysis** found in the same Annex shows that several indicators (highlighted in red in column 3, for 2020) have been adversely affected by the health emergency, due to a decline in figures reported this year, in particular indicators 1-CPD and 2-CPD, 3.4a-SP and 3.4b-SP of the SRH area, which refer to the implementation of plans, IDCA services (there is a disruption in 2 of the 8 services implemented in 2019), and Couple Years of Protection (CYPs).

According to the survey, work in the area of Sexual and Reproductive Rights (SRR) has produced significant changes thanks to increased awareness of the issue, as well as a better response to maternal

mortality and adolescent pregnancy, contributing to the realization of these rights:

“In my opinion, the biggest change is the fact that women can make choices regarding the number of children they desire and not having too many children they cannot provide for. The distribution of contraceptives and the training workshops we attended were of great help; and we also had the opportunity to train other health workers so we can work together” (Health worker, Working Mothers Health Clinic, Llallagua, Potosí).

It is worth noting that UNFPA is the only cooperation agency that distributes contraceptives in the country and, therefore, it has a major responsibility in terms of guaranteeing SRR and the exercise thereof. The Rotatory Fund is an important contraceptive sustainability strategy in the context of the Universal Health System. However, the CEASS is a decentralized body of the Ministry of Health that is highly politicized and has a high staff turnover and weak managerial capacity. The interviews revealed weaknesses in basic aspects such as contraceptive management, which has led to shortages and reduced stocks in municipalities and requires immediate technical assistance. Current authorities blamed their predecessors for not submitting reports on time. On the other hand, there is evidence at the local level of “irregular” purchases due to the CEASS’ lack of commercialization strategies.

With regard to adolescent pregnancy, Comprehensive Sexuality Education (CSE) work experiences at the Comprehensive Student Support Units (GAIE) have shown an effective reduction of adolescent

pregnancy rates, according to interviews held. However, as stated in the document on the Systematization of the GAIEs in Chuquisaca, released in 2017⁴⁸, “an important aspect yet to be developed is that of measuring the effective contribution of the GAIE to the reduction of pregnancies in the education units it works with, the reduction of violence in dating relationships among adolescents and other issues this service helps to prevent.”

GAIEs in themselves are awareness raising and training tools that help teachers and students trained to become a driving force of social control and realization of rights, considering they demand opportunities and quality of care in the areas of sexual and reproductive health and CSE.

It is worth noting that the GAIE model has been promoted by UNFPA and it abides by national, departmental and municipal standards and regulations. These particular experiences –in 2019 GAIEs were operating in 16 municipalities, 5 in Chuquisaca, 3 in Cochabamba and 8 in Viacha and La Paz– must be demonstrative to be able to scale up their actions, including urgent care for the population under the age of 15, in addition to establishing a link to sexual violence care and prevention.

A **good practice** worth highlighting, considering lessons learned from it, is the experience, supported by UNFPA, of the Multisectoral and Departmental Plan for Adolescent Pregnancy Prevention in Pando, although it is worth mentioning that its continuity is currently at risk and requires immediate actions.

Box 8: Departmental Plan for Adolescent Pregnancy Prevention in Pando: an experience based on evidence and coordination between stakeholders

BRIEF CONTEXT DESCRIPTION	<p>In 2016, the Ministry of Autonomies, with support from the United Nations Population Fund (UNFPA) conducted the ethnographic study entitled: <i>Early Motherhood, Poverty and Violence in Pando; a Challenge to Autonomies</i>, which pointed to evidence of sexual violence (rapes, incest, statutory rape, violation of rights, impunity, normalization of violence) as one of the main causes of adolescent pregnancy in Pando. Based on the recommendations of the study, the Government of Pando initiated a process for the design of a Departmental Plan for Adolescent Pregnancy Prevention that also addressed a permanent demand of children and adolescents who were part of the Children and Adolescents Departmental Committee (2012-2018).</p> <p>The objective of the Plan is to reduce adolescent pregnancy by promoting the exercise of human rights and sexual and reproductive rights, through the institutional strengthening of education, justice and health services.</p>
MAIN RESULTS ACHIEVED	<ul style="list-style-type: none"> ✦ In 2017 they began working on the development of the first Adolescent Pregnancy Prevention Plan proposal, with the participation of different stakeholders, mainly from the health, education and justice sectors. ✦ The <i>International Event to Exchange Experiences for Adolescent Pregnancy Prevention</i> was organized together with UNFPA. ✦ With the passing of Departmental Law No. 092, 2019 was designated as the Year for the Prevention of Pregnancy in Girls and Adolescents. This law established the obligation to formulate and approve a departmental public policy to prevent pregnancies and reduce the high pregnancy rate in the department. ✦ That same year, through a highly participatory and inclusive process, the Multisectoral Departmental Plan for the Prevention of Pregnancies in Girls and Adolescents in Pando (2019-2025) was developed. This plan was approved by Departmental Law No. 102 in September 2019. ✦ Incorporation of a Programme in the structure of the Human Development Secretariat of the Government of Pando, with a budget allocated for the execution of the Plan. ✦ The Plan was developed through a participatory process, its implementation is multisectoral and it involves different institutions and levels.

48 <https://bolivia.unfpa.org/sites/default/files/pub-pdf/SISTEMATIZACION%20GAIE%20dic-2017.pdf>

KEY DRIVERS

Support from several Ministries and the Women's Plurinational Service, which incorporated the issue as one of its priorities in the fight against violence towards women. The Ministry of Health is already working on the design of a national adolescent pregnancy prevention national strategy, and the Ministry of Education was working on a teachers' training project for the prevention of pregnancies and sexual violence against girls and adolescents.

LESSONS LEARNED

- ▾ Importance of a communication strategy that supports and contributes to the implementation of the plan, with strategic actions instead of small-scale isolated actions.
- ▾ Implementation actions in indigenous communities must be differentiated and appropriate, to which end an implementation strategy specific for this population must be developed.
- ▾ Advocacy efforts and communication actions led more than 100 public and private institutions to join the strategy. These actions brought more attention to the issue, which has been normalized, and started a process to denormalize early pregnancy and motherhood, as well as harmful practices against girls and adolescents.

RECOMMENDATIONS

- ▾ The Implementation of the strategy should be prioritized in all areas, considering it is a comprehensive policy that involves all of UNFPA's work areas and will help the organization to fulfill its mandate.
- ▾ It is important to reinforce advocacy actions targeted at municipal authorities in order to obtain the commitment of new municipal authorities.
- ▾ The plan must be combined with a monitoring and evaluation system and indicators to measure the chain of results.

METHODOLOGY AND INFORMATION SOURCES

Interview with the UNFPA Project Officer in Pando; review of annual reports, rules and plans.

Video on the process to develop the Plan: <https://www.facebook.com/watch/?v=375359506959939>

With regard to maternal mortality, there is an internal perception of a certain level of stagnation but, at the same time, this is considered a key moment for the promotion of valuable and innovative initiatives and contributions that have been supported by UNFPA. On one hand, the Maternal and Neonatal Mortality Observatory, which has undoubtedly made significant contributions in the areas of knowledge generation, capacity building and incorporating the issue in the agenda, is in a decisive moment with regard to its sustainability. On the other hand, while it has been recognized that obstetric nurses should be a strength for the health system, an official of the Ministry of Health and Sports (MSD) stated that *"they are not hired by the Ministry, are not aligned with our policies and do not report the services they deliver."* Consequently, he stated that *"they should work in coordination with the Ministry to strengthen their actions, institutionalize*

their services and recognize them as part of our human resources." However, there are more than 32 obstetric nurses hired under Ministerial Resolution No. 0150 of February 25 2014 of the MSD. It is clear that UNFPA must intensify its advocacy efforts with the Ministry of Health to achieve the recognition and full inclusion of obstetric nurses in the National Health System. Of course, their institutionalization and formal recognition is important; however, UNFPA must also work with the MSD authorities, on the basis of evidence, to show their alignment and contribution to community health policies and the delivery of services, so they can be fully incorporated as part of the health personnel and support the implementation of, and compliance with, health policies related to SRH. To this end, UNFPA should also implement the transition "from funding to financing", one of the new approaches of the 2022-2025 Strategic Plan.⁴⁹

49 The New Strategic Plan can be found at: <https://www.unfpa.org/es/strategic-plan-2022>

Adolescents and Young People

100% of the indicators analyzed (a total of 5 indicators) were accomplished (see Annex 10), which clearly shows the progress in this area towards the goals established in the CPD and the Strategic Plan in terms of the country's contribution to global targets, although we can also ask ourselves if the planning has fallen short and has failed to reflect the potential of the area. In a previous section we already mentioned the limited efforts in terms of dialogue and advocacy with the Ministry of Education, a situation that requires immediate attention. The COVID-19 pandemic had a negative impact on indicator 1-CPD of the A&Y area in 2020, related to the implementation of measures for the prevention of adolescent pregnancy in municipalities.

Different stakeholders have highlighted the importance and value of working with adolescents and young people at the municipal level, which should be the basis for UNFPA's next steps in that regard. Now that the awareness raising and training process has come to an end, actions should focus on the development of competencies of youth leaders under the SRR and Human Rights approach. Actions should also focus on young people's effective participation in public policy decision-making.

One of the main achievements in this area is the work done on legislation, public policies and the institutional framework. One example is the creation of municipal youth councils, the formulation of municipal standards under the DS 25290 decree and the National Youth Law.

Even though UNFPA's work on A&Y is one of its distinctive "seals", several internal stakeholders have raised some doubts and questions regarding its incorporation as a specific area in the Country Programme, which is not the case with other populations. In other words, it is considered that populations should be targeted under the same principle following the recommendation of the LNOB Strategy to prioritize the most vulnerable populations, and also that a matrix organizational chart would allow for an analysis of the contributions from each area to the different vulnerable groups.

Gender and Sexual Violence

71% of the indicators analyzed (5 out of 7 indicators) were accomplished (see Annex 10). Three (3) indicators were accomplished before 2020 (2-CPD, 3-CPD and 11.4-SP). Two (2) indicators have not been accomplished yet, and indicator 11.3b is identified as critical. This indicator refers to the number of girls victims of violence who have accessed the Essential Services Package. Indicators 1-CPD and 2-CPD exceeded the target levels originally planned. The pandemic had an impact on indicator 3, which refers to the number of national institutions linked to the chain of care for victims of violence that provides quality services following established protocols. Indicator 11.5 of the SP has not been accomplished: "The country has been affected by a humanitarian crises and has an interinstitutional coordination body working to address gender-based violence as a result of UNFPA's orientation and leadership, with the required number of functional areas (5 or more of the 7 areas listed in the metadata.)"

Even if we consider that this agenda is shared with several other agencies, the importance of UNFPA's support for the prevention and care of violence against women through normative implementation, capacity building and coordination of multi-stakeholder networks is highly recognized. In late 2020 UNFPA began assisting the VIO in several activities to amend Law 348, including aspects related to the systematization of inputs.

In the case of the Institute of Forensic Investigations (IDIF), UNFPA is one of the few institutions providing support to this institution. In 2018 a study promoted by UNFPA and the *Juana Azurduy* Center was conducted under an Agreement entered into by both institutions. The purpose of the study was to provide information on the level of satisfaction of women, parents and/or guardians of children and adolescents victims of violence with the quality of Integrated Municipal Legal Services (SLIM), Children and Adolescents Defender's Offices (DNAs) and the Institute of Forensic Investigations (IDIF). The study was conducted in the Departments of Chuquisaca and Potosí, in the municipalities of Sucre, San Lucas, Camargo, Potosí, Tupiza, Llallagua and Uncía. A total of 14 heads of services and 129 users were interviewed. 87% of the clients stated the

quality of care provided was good, which clearly shows the respondents highly value these services compared to others. With regard to the influence of the service on the resolution of cases, 25% responded yes, while 63% responded their influence was partial. In contrast with the results of the study on the characteristics of cases of femicide and the response of the justice system in the nine capital cities and El Alto (2021), there is evidence of the presence of systemic signs of violence in victims in 52.32% of the cases, which reflects the failure to adopt immediate and timely measures prior to the fatal outcome for the victim. On the other hand, data shows that in 85.91% of the cases an autopsy was performed within 24 hours of the facts, in other words, as part of the due diligence process. However, one aspect of concern is that in 14.09% of the cases an autopsy was not performed during such period.

Another major contribution to the process of building the capacities of the State as a duty bearer in the area of violence against women prevention and care is that of the School of Judges and the School of Prosecutors. In both cases the idea is that, at some point in the future, they can become institutionalized and sustainable training solutions. Another important aspect in the area of work with judges is the Contest “Sentences with a Gender Approach”, an initiative that has gained international recognition.

In the opinion of several persons working for UNFPA, significant emphasis has been laid on access to justice in this approach, to the detriment of more comprehensive work based on the identification of bottlenecks in the care chain. Also, it is considered that not enough importance has been given to the Essential Services Package, an aspect related to the limited progress made in indicator 11.3b. In the opinion of several members of the UNFPA Team (at the national and regional levels) there is not a good understanding of the Package and the added value it offers.

There is a shared vision of the need to focus on and develop renewed strategies. As regards the former, the opportunity lies in focusing efforts on the approach towards sexual violence, “*which is not*

limited to rape”. In addition, there is a growing trend in the number of early pregnancies and situations of violence among adolescents that clearly shows the need to work more with girls under the age of 15.

Population and Development

50% of the indicators analyzed (3 out of 6) were accomplished (see Annex 10), one indicator has an acceptable performance, and one is still considered critical; the latter corresponds to the generation of data by micro-areas with estimates for sexual and reproductive health and reproductive rights indicators. Only one indicator, 2-CPD, exceeded the original goal. This indicator refers to strategic plans developed with UNFPA’s support to improve administrative records. Also, the Census project was completed. And another aspect worth mentioning is that the indicator on the conduction of rapid assessments of populations affected –including pregnant women– during humanitarian crises was accomplished.

In previous sections reference was made to a series of studies, actions to improve the statistical system, assistance for the development of the Census project, and support and contributions to strengthen academic projects, including observatories. The authorities value UNFPA’s technical assistance and use of networks to address priority issues of the Montevideo Consensus, such as support for vulnerable populations, violence against women, and sexual and reproductive health.

The INE, with support from UNFPA and CELADE (the Latin American and Caribbean Demographic Center), recently updated its population projections with disaggregation at the subnational level and by specific population group. However, given the limited development of the country’s statistical systems in general, particularly statistics relying on administrative records, it is important to promote the generation of data on vulnerable populations (people of African descent, indigenous people, persons with disabilities and LGBTI populations). Likewise, one of the future challenges faced by UNFPA is that of creating relationships by facilitating coordination between sectors, mainly the MPD, INE,

UDAPE and the Ministries of Education, Health and Sports, and Justice and Institutional Transparency.

Internally, it is important for UNFPA to increase the use of existing data on populations, with a focus on the most vulnerable, for purposes of analysis and strategic decision-making both in individual areas and between areas.

Analysis of the impact of COVID-19 on efficacy

As already explained, the impact of COVID-19 on indicators were variable, and there is not a specific evaluation of UNFPA's response to the pandemic, although the 2020 report contains highly relevant information and lessons learned.

In general, as already mentioned and as shown in the different documents on the response strategies implemented by the UNS and UNFPA in particular (see Annex 10), the strategies adopted in response to the pandemic focused on the continuity of SRH care, prevention and care of violence against women, girls and adolescents, and the supply of contraceptive methods.

The following are some examples:

- ✦ In the case of advocacy, it is possible to affirm that UNFPA played a key role in getting some of the areas of its mandate, such as SRH, on the agenda. However, there is no evidence of results or changes for all cases, at least up until 2020.
- ✦ Donations of contraceptives and other life-saving drugs were key for the continuity of services. Thanks to a series of advocacy efforts and coordination with the Ministry of Health, UNFPA was able to provide technical assistance for the preparation and implementation of a Technical Guide to ensure the continuity of integrated and differentiated care for adolescents (IDCA), with a focus on sexual and reproductive health, but there is no information available on its implementation. However, two of the 8 IDCA services that were operating in 2019 were suspended in 2020.

- ✦ In the case of A&Y, while in 2020 a decline was reported in connection with indicator 1-CPD, related to the implementation of adolescent pregnancy prevention standards and plans, there was a significant achievement –the continuity of service of 9 GAIEs during the entire pandemic period.
- ✦ In the area of GSV, UNFPA developed a telephone support guide to assist women and girls experiencing violence during the COVID-19 lockdown. This guide was developed and validated by the Chuquisaca office and later implemented as part of services available in the departments of Cochabamba, Potosí and Pando. The guide was the basis for the development of GSV training courses for public servants providing telephone assistance to women and girls, and it was recognized globally as an innovation at the 2021 Gender *changemakers* contest. However, there is no data available on its effective implementation, reach or continuity of its use beyond 2020.
- ✦ Biosecurity supplies worth approximately 1 million USD were also distributed, an amount the office had never managed before. Approximately 800 providers were reached through IPs. Procurement delays were reported in the early stages of the pandemic due to supply shortages in the international market. And even though *fast track procedures* were authorized in response to the emergency, most of the biosecurity supplies needed were not available in the national market with the quality required and, therefore, it was necessary to purchase them in the international market, which meant additional lead times that, in many cases, were longer due to border closures in several countries and bans on PPE exports to meet domestic demand in some countries.
- ✦ The organization was unable to work with indigenous populations (digital gap). The digital gap has several facets, including the problem of limited Internet coverage, digital literacy and the economic dimension.

- ▶ Sharing Internet data with adolescents and young people to ensure their connectivity was a good practice.
- ▶ Despite UNFPA's advocacy efforts, in several municipalities the pandemic had a significant impact on the budgets for certain services (SLIM, DNA) and, therefore, on the continuity of activities, which also had a negative impact on outcomes achieved.
- ▶ The COVID-19 pandemic forced stakeholders to build capacities to adapt and innovate in different areas (for example, through the use of self-training AI platforms). The potential of virtual media to reach certain populations and expand the reach of capacity-building and service delivery became evident. UNFPA has supported strategies to reach the population through telemedicine, teleconsultations, telecounseling and telepresence, all of which have clear cost efficiency benefits, not to mention the new opportunities for dialogue and communication they offer. Another important aspect is the implementation, in partnership with the *Gregoria Apaza* Center, of an online psychology service known as *#YoTeEscucho* ("I listen to you"), as well as the production and broadcast of 24 TV programs on CSE topics that have had significant coverage in 6 municipalities. However, the

absence of a good monitoring system to generate evidence of these innovations and validate their efficacy, efficiency and sustainability, limits the analysis of their potential integration in the new Country Programme.
- ▶ Through the UNS, UNFPA provided technical support for the preparation of the document/plan *Socioeconomic Impact of the COVID-19 pandemic in Bolivia*, a process led by the Office of the Resident Coordinator with the participation of all the UN System agencies in Bolivia. UNFPA's contribution focused on giving visibility to the most vulnerable populations, especially women, adolescents, indigenous people, Afro-Bolivians, persons with disabilities and sexually diverse persons, in addition to making key recommendations to ensure the continuity of sexual and reproductive health services, gender-based violence support services, and the generation of information with the highest levels of disaggregation possible. The recommendations included in this document will be a source of reference for the design of the next country programme, in the context of a health crisis that is expected to continue in the mid-term, and given the widespread context of volatility, uncertainty, complexity and ambiguity that must be addressed to be able to achieve good results in the future.

FINDING 6. The different strategies implemented have contributed to the achievement of results. Based on experience gained and lessons learned from their implementation, there is still room to increase their efficacy by improving aspects such as clarity, monitoring, focus and innovation, in addition to the review of mechanisms and criteria for the selection of NGO Implementing Partners (IPs) and their commitment to raising the visibility of UNFPA.

In general, and based on findings of achievements and results, we can affirm that the strategies implemented have increased efficacy. By way of example, in February 2020 a study to assess the cost efficiency and cost efficacy of the project “Life without Violence”⁵⁰ was conducted. In particular, this study analyzed the training, education and specialization outcome, and it concluded that the different entities involved in the State Chain of Care for women experiencing violence implemented actions to strengthen the institutional framework and build capacities in that chain to improve care for Women in Situations of Violence. It also found that duly trained and specialized human resources facilitate the implementation of due diligence standards in the area of human rights, which in turn facilitates the implementation of a comprehensive quality response to victims of violence.

However, as explained in the study, there is not enough evidence for a constant validation of the extent and structure of their actions or the sustainability of achievements and results. One of the main investment costs of the Country Programme has to do with training. Training is essential to improve the quality of services and empower rights holders, but there is no evidence of a results measurement, follow-up or data update system.

The advocacy strategy must be operationalized in the different areas and monitored for its progressive improvement and adaptation to the political environment. Strategies must bear the UNFPA “seal” based on their added value, with key distinctive elements. Strategies to be implemented should also specify the form of adaptation and operationalization at the subnational level, understanding that the relevance of UNFPA’s actions in specific contexts is a key factor.

Local action is important to achieve replicable and scalable impacts with proven changes. Political advocacy efforts at the highest levels are essential but, at the same time, pose a challenge

to the achievement of sustainable changes through favorable public policies. UNFPA must implement the Political Advocacy Plan at the highest levels. So far, efforts in this regard have been effective in municipalities, more or less effective in prefectures and limited in the case of Ministries. This includes providing evidence and highlighting the value of strategies promoted by UNFPA, some of which have been highly innovative and effective for the country, but are little known and less valued, as already explained in the case of obstetric nurses⁵¹.

Strategies developed or adopted and, where applicable, adapted for their operationalization –as in the LNOB strategy– will also promote a “common language” with and between IPs in their role as implementers that is not only based on their capacities and comparative advantages, but also represents the vision and approaches of their strategic partnership with UNPA. In addition to increased harmonization and comparability, this will position UNFPA and will promote the recognition of its contribution and added value beyond funding. The evaluation showed that, in several cases, and in particular at the subnational level, IPs have not given enough visibility to UNFPA’s contribution.

An important decision that has to do with the efficacy of strategies and UNFPA’s visibility is the selection of partners. The relationship with NGO IPs relies on a framework that somehow combines a strategic partnership with the delivery of a service. The former revolves around shared interests and a shared agenda, which means the selection of IPs combines a mission and common objectives, co-funding and joint results. But the “service” dimension, which is also considered important, may require further analysis and accuracy, because it has to do with work that must be done in accordance with quality standards and oriented towards verifiable results. It should also address important issues where the model as such has not always produced positive results, such as the lack of visibility of UNFPA, the need for better standards and the integration of the “UNFPA” seal, among

50 Consultora Sistemática. Proyecto “Vida sin Violencia”. Resumen evaluación del costo eficiencia y costo efectividad. February 2020

51 The IDB conducted an evaluation of health indicators in Potosí that included a partial and indirect analysis of the work of obstetric nurses, although there is not a direct correlation. This same institution also has plans to conduct an evaluation of the work of the obstetric nurses it hires in 2025.

other things. In many cases, on the other hand, IPs do not provide sufficient information to identify results at the outcome level. This is the result of a way of working, planning and monitoring that is the responsibility of UNFPA and must be reviewed to identify bottleneck(s) (both general and specific) and guide UNFPA's demand for quality and results from IPs.

UNFPA has guidelines for the selection of partners. As regards comments made by some of the respondents about the need to create opportunities for other NGOs operating as IPs, UNFPA has launched several calls for participation with varying results, including somewhere not enough candidates have responded. On the other hand, partners are many and diverse when it comes to the resources they receive. And this demands significant programme and administrative efforts by the CO officers that are not equally reflected in the achievement of outcomes or sustainability. As shown in Table 9, in 2018 and 2019 there were a total of 32 IPs (with

the corresponding number of annual plans), but this number dropped to 20 in 2020 and 10 in 2021. This reduction, in turn, has led to a decline in the number of "multi-area" IPs/AWPs, especially in the case of autonomous municipal governments.

In addition, as shown in Table 10, annual transfers by type of organization reflect, for all years, larger average allocations to NGO IPs compared to state IPs (municipal governments, departmental governments, entities of the executive branch and academia (state universities)) This, as already explained, has capacity building and sustainability implications for state entities.

In the case of knowledge management, Table 11 shows the number of knowledge outputs by year and their funding source, based on the database available. An important aspect is the possibility of access to knowledge outputs via a platform. Another good practice worth mentioning is the *Study on children and adolescents orphaned due to femicide in the department of Chuquisaca* (2020), which provides information about the consequences of an issue often overlooked and its costs for society. The results of the study were shared with institutions at the national level that have reinforced actions to incorporate the issue of care for orphans who are indirect victims of femicide into Law 348, which is in the process of being amended. At the subnational level, the Chuquisaca defender's office has submitted a draft project to pass new municipal laws, and Camargo has also passed a municipal law.

In the case of knowledge management, Table 11 shows the number of knowledge outputs by year and their funding source, based on the data-

Table 9: Number of implementing partners by year

Área	2018	2019	2020	2021
SRH	4	4	4	3
A&Y	3	5	2	2
GSV	4	4	4	3
P&D	5	4	3	2
Multiareas	16	15	7	-
TOTAL	32	32	20	10

Source: Prepared by the authors with information on annual plans - UNFPA.

Table 10: Annual amounts transferred by type of organization (as of June 30 2021 USD)

Type of organization	2018			2019			2020			2021		
	N° IPs	Amount	Average amount	N° IPs	Amount	Average amount	N° IPs	Amount	Average amount	N° IPs	Amount	Average amount
State IPs	8	379,853.06	47,481.63	8	325,360.31	40,670.04	5	163,155.85	32,631.17	1	19,49	19,49
NGO Ips	9	1,052,468.39	299,405.28	9	915,930.27	30,446.66	8	506,202.55	176,454.37	2	21,218.93	10,609.47

Source: Prepared by the authors with UNFPA's financial information.

Note: State IPs include those partners from the executive and legislative branches and academia.

base available. An important aspect is the possibility of access to knowledge outputs via a platform. Another good practice worth mentioning is the *Study on children and adolescents orphaned due to femicide in the department of Chuquisaca* (2020), which provides information about the consequences of an issue often overlooked and its costs for society. The results of the study were shared with institutions at the national level that have reinforced actions to incorporate the issue of care for orphans who are indirect victims of femicide into Law 348, which is in the process of being amended. At the subnational level, the Chuquisaca defender's office has submitted a draft project to pass new municipal laws, and Camargo has also passed a municipal law.

In addition to good practices, despite the generation of valuable and strategic knowledge, there is no evidence of a systematic approach in implementation of the recommendations of these studies, the review of plans and strategies based on findings, or the use of evidence to influence decision-making at different levels.

In the communications sphere, while progress towards a more systemic approach is recognized,

Box 9: Factors enabling outcomes

Flexibility and adaptation
Horizontal dialogue
Trust
Relationships with civil society
Expertise
Access to knowledge
Unique and highly specialized inputs

Table 11: Number of Knowledge Outputs

Years	Number		
	DEX	NEX	Total No.
2018-2019	4	-	4
2020	9	4	13
2020-2021	4	1	5
2021	15	2	17
2021-2022	1	-	1
2022	3	-	3
Totals for all periods	36	7	43

Source: Prepared by the authors with information from the knowledge outputs database-UNFPA.

with a focus on external communication and advocacy, there is still room for a more strategic approach and a transition to communication for development, which aims at influencing changes in norms and behaviors and creating conditions for substantive changes in living conditions, in particular those of the most disadvantaged groups. The incorporation of a new communications Strategic Plan for development creates an opportunity and a challenge for the new Country Programme, including the need to analyze the internal capacity gap.

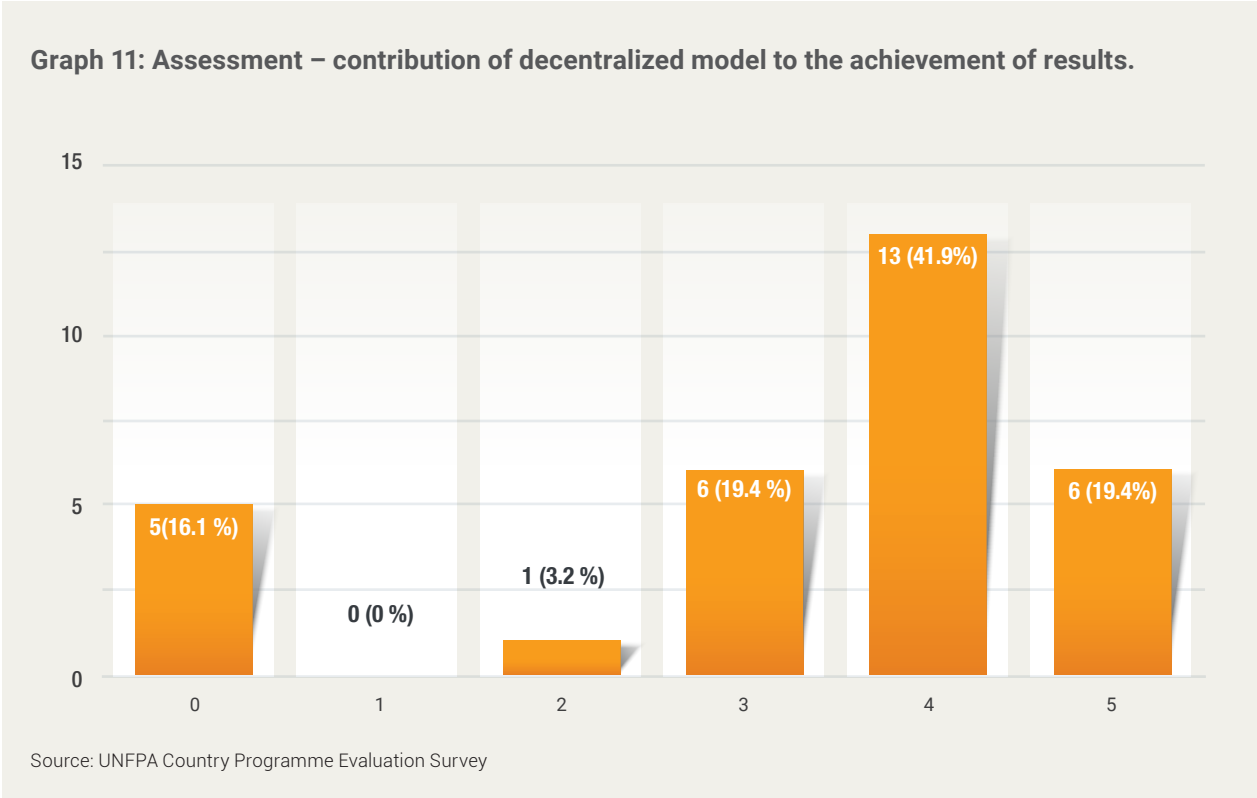
Finally, evidence was found of several factors (see Table 9) that have facilitated the achievement of results and combine technical aspects with a role and a way of establishing relationships that UNFPA has incorporated in its actions both as a facilitator and connector –an aspect widely recognized and valued by different stakeholders participating in the evaluation that, in particular, made reference to the current juncture of division and polarization.

4.3. RESPONSE TO EVALUATION QUESTION 3 (EFFICACY)

FINDING 7. The assessment of the contribution of the decentralized model to the achievement of results shows significant variations. Reaching territories where the most vulnerable populations live, as well as improving the focus, interconnection and strategic value of those interventions, is considered important.

The close relationship with partners facilitates the implementation of actions and identifying the direction of implementing partners. However, results vary in a comparative analysis of the performance of individual Project Offices, and the Survey results on the contribution of Project Offices to results are also variable (Graph 11). In addition, each individual Office has a different orientation of results and understanding of the concept of results. The document review shows that while there is a guiding plan with indicators and specific goals that specifies overall results in the field, it is not enough

to assess the contribution of the work done at the local level to produce changes and impacts at the national level that, in turn, contribute to the impacts expected of the Country Programme. Furthermore, even though UNFPA’s monitoring system gathers information generated locally in an aggregated fashion, it does not reflect changes expected in the target population, an aspect considered a significant bottleneck when it comes to monitoring changes towards the 3 people-centered transformative results.



Few actions are cross-cutting to all the Offices monitored. The professional profile is not standard in terms of key competencies but, to a large extent, it determines the strengths of each office. Work experiences in the different municipalities are not regularly systematized, which reduces the number of learning opportunities and hinders the strategic assessment of actions in the field. Good practices are not scaled up systematically and lessons learned are not shared, which reflects a weak culture of documentation and analysis of experiences. The lack of evidence of outcomes, on the other hand, is a major factor that limits the documentation, systematization and assessment of actions.

When it comes to costs, there is no information disaggregated by subnational offices, only information by IP. Resources allocated to the subnational level in 2018 amounted to approximately \$1.3 million USD (31% of available resources), which were spent in local initiatives (autonomous municipal and departmental governments, as well as NGOs), while the remaining 70% corresponds to UNFPA's direct execution and transfers to central government entities, universities, research centers and other agencies of the United Nations System. In 2020, execution at the local level accounted for less than half of this amount (approximately \$560,000 USD), or a little over 16%. This trend points to a reduction in the execution of resources in local initiatives and a higher concentration thereof at the national level. Due to the reduction in the amount of resources in the hands of IPs and their relative importance in execution, it is more difficult to expect effective results oriented towards sustainability.

In this regard, several interviewees made reference to the limited amount of funds at the subnational level, which would limit their potential and results. Another aspect worth highlighting is the limited room for maneuver, considering that, while offices are managed at the subnational level, the main strategic decisions are made at the National Office. While Project Offices give UNFPA more visibility and have a close relationship with partners, according

to the staff of these Offices the hiring modality – something the National Office has no control of– limits their activities to some extent and affects the efficiency of their actions. This hiring modality means Project Offices cannot make decisions regarding the use of resources (all the way down to their petty cash); those decisions and that responsibility correspond to the National Office. In other words, they have a decentralized model, but decisions are made by the National Office. It is important to note that, in addition to the limitations resulting from the type of contract, there are different ways of working, an institutional culture and decision-making sometimes with little coordination between UNFPA's national and subnational levels and, in particular, with little involvement of Project Officers in planning processes with partners. These aspects limit the performance and contribution of Project Officers, who are in everyday contact with their partners or target populations, to planning processes.

Another important aspect has to do with UNFPA's possibilities to leverage cooperation resources based on this decentralized model, considering that, as a middle income country, Bolivia will face a progressive reduction of international cooperation resources in the near future. In this context, Project Offices have a future potential role in the coordination of stakeholders in the areas of advocacy, policy development and resource leveraging. In the opinion of some of the persons interviewed, the model has made it possible to channel new resources (for example, from KOICA, the Korea International Cooperation Agency). However, it is precisely from the perspective of this donor that it is important to adopt a new approach to work at the subnational level to give it a higher strategic value. Work at the local level must focus more on experimentation and validation –something several stakeholders are in agreement with– for the design, implementation, testing and consolidation of replicable and scalable models to inform public policy and develop experiences or strategies that can be adopted in other municipalities or at the national level.

4.4. RESPONSE TO EVALUATION QUESTION 4 (EFFICIENCY)

FINDING 8. While UNFPA's global financial and administrative rules and procedures are clear and rigorous, and promote credibility and transparency, they limit efficiency and innovation. Several aspects related to programmes, planning and management can be reviewed to increase efficiency.

UNFPA has a standardized system and administrative-financial rules and procedures defined by the Headquarters. While the system is rigorous and favors transparency and credibility; it does not seem to be that flexible when it comes to small programmatic actions, especially for those IPs working in areas far from the central office and/or with limited institutional capacities, because complying with those rules is time-consuming and requires significant attention from our partners' officers. It was also found that this rigidity is a limitation when it comes to innovations and emerging activities that require quick reactions, as explained in the following quote:

"UNFPA's strict control of resources executed is interesting, but this rigidity prevents us from supporting emerging activities or promoting innovations that are often made during the implementation of projects" (municipal authority).

While we cannot make a blanket statement, in the opinion of community promoters interviewed the main challenges have to do with rules and procedures "that hinder actions at the municipal level", the time it takes to schedule activities, the need to use public transport, the time it takes to report expenses, and obtaining clearance to travel.

Internal planning processes, on the other hand, are not synchronized with those of our partners. This results in bottlenecks and a low level of implementation and relevance, poor quality of processes and results, and even the need to return unused funds, all of which hinders the execution

of plans, the achievement of changes sought and accountability.

As regards work with state, national and subnational entities or bodies, the involvement of planning directorates is variable, which limits the possibilities of a more strategic, interconnected and results-oriented approach and institutional ownership. The Ministry of Justice, for example, considers that more detailed planning, with the involvement of the operations teams of partners, would facilitate the follow-up process in the Annual Operational Plan (AOP).

In the particular case of programme management, UNFPA officials made reference to the little time dedicated to strategic reflection, learning and innovation. The time required for administrative tasks, like filling out and reviewing forms and records, is multiplied by the number of IPs and activities, which makes the analysis of results achieved more difficult. As some of the people interviewed said, "less can be more". Added to this is the need to improve internal planning to avoid dispersion of efforts and last-minute actions that do not contribute to efficacy and efficiency.

Another important aspect is that of internal coordination between areas, where weaknesses were identified. The organization *Humanity & Inclusion*, for example, works on Adolescence and Youth (disability) both with the Vice-Ministry of Equal Opportunities and the Ministry of Health and Sports, but UNFPA failed to coordinate internally the design of SRH Guidelines for persons with disabilities, which means it ended up working only with the VIO, without seeking intersectoral coordination.

The human talent management approach, on the other hand, has focused on some “reconversion and placement” opportunities (for persons already hired), as well as the retention of talent through competitive processes based on specific profiles and competencies required. Despite the existence

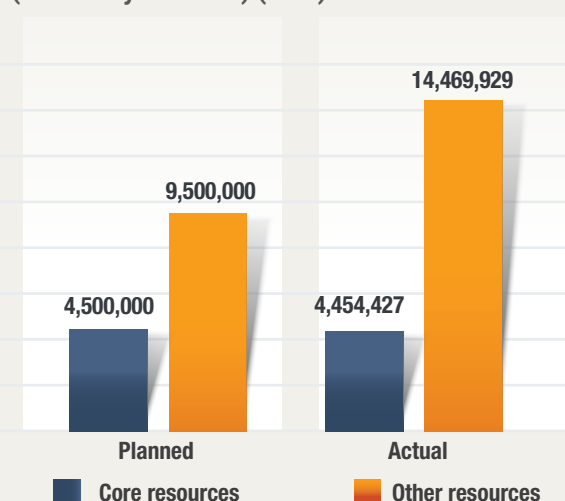
of induction protocols, these are not completely standardized or documented. In fact, in the opinion of several of the persons from the organization interviewed, staff members should receive clear information about the organization’s hiring expectations from the beginning.

FINDING 9. The budget mobilized exceeds the original budget. However, since 2019 the direct execution of resources has increased, the allocation of resources to IPs has declined and the execution percentage has increased. On the other hand, even though the monitoring tools established in the annual plan and work plans contain detailed information on the execution of resources by each implementing partner, the analysis of, and information on, the contribution of each activity and output to the results is insufficient.

With regard to availability of funds, despite the pandemic, UNFPA managed to increase the amount originally budgeted thanks to successful efforts to mobilize additional resources, as shown in Graph 12.

Due to the COVID-19 health emergency, UNFPA negotiated the reformulation of the budget with donors in order to address immediate needs, including efforts to ensure the continuity of essential sexual and reproductive health services, as well as the biosecurity conditions necessary to prevent infections among health workers. At the same time, and even before the pandemic, efforts were made to seek new resources or ensure the continuity of financing.

Graph 12: Resource mobilization - 2018-2021 (as of July 31 2020) (USD)



Source: UNFPA, presentation - Induction Workshop (08-04-2021).

Table 12: Budget and execution by year (USD)

Year	Budget	Execution	Level of execution (%)
2018	4,941,105	4,089,912	82.8%
2019	4,457,507	4,039,340	90.6%
2020	3,891,010	3,775,761	97.0%
2021	2,737,473	1,367,344	49.9%
Total	16,027,095	13,272,357	82.8%

Note: As of July 23 2021.
Source: Atlas - UNFPA

Table 13: Budget and execution by type of funds 2018-2021 (USD)

Type of funds	Budget	%	Execution	%
Non-core funds	11,572,668	72%	9,504,993	72%
Core funds	4,454,427	28%	3,767,364	28%
Total	16,027,095	100%	13,272,357	100%

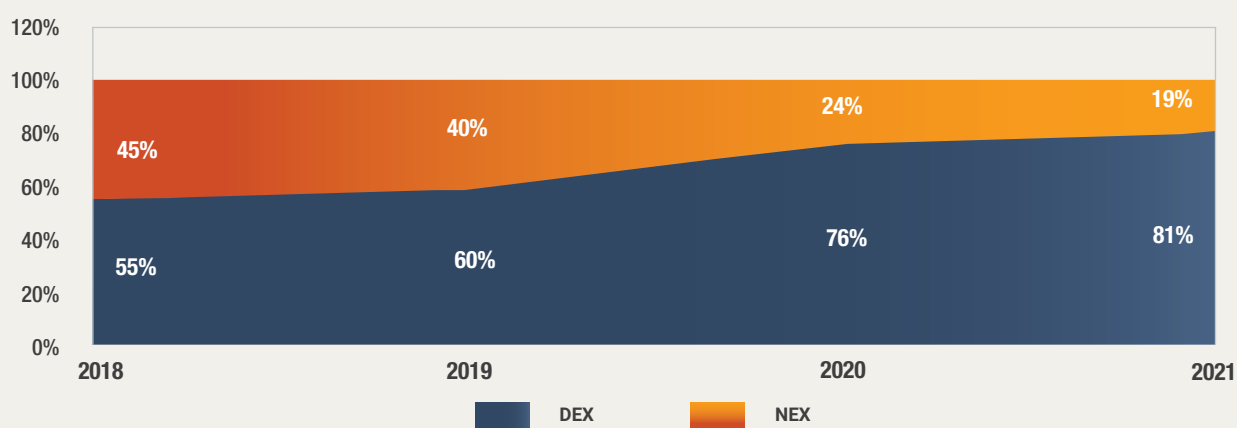
Source: ATLAS - UNFPA.

As shown in Table 12, the annual amounts budgeted declined during the 2018-2021 period, and budget execution mechanisms were adjusted to reach a level of 97% in 2020.

Depending on the type of programme execution funds, the Country Programme is financed with non-core funds (72% of the total resources), and almost 28% of core funds (Table 13).

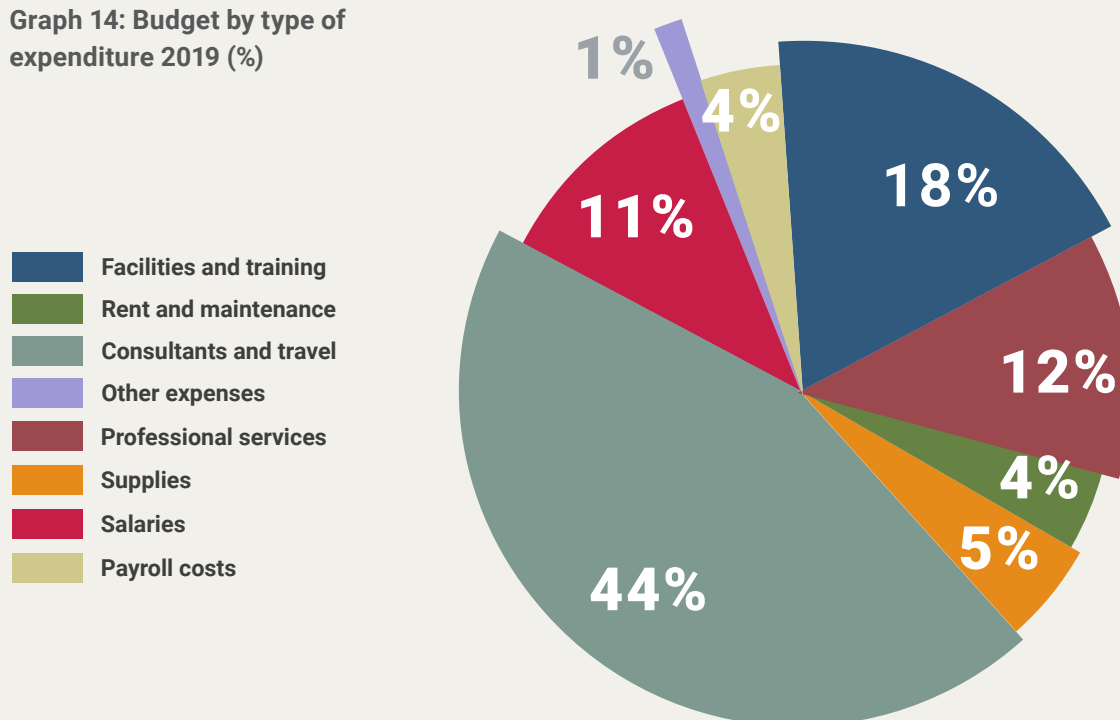
In recent years, and given the political and health crises, the trend of funding for UNFPA's activities has increasingly shifted towards direct execution (DEX). Direct execution went from approximately 55% in 2018 to 81% in 2021 (with partial data as of July 2021). The DEX modality does not show UNFPA's financial contribution to its partners, does not build capacities at the national level, nor allows for appropriation or accountability. However, it facilitates the fulfillment of agreements and the execution of projects, especially co-financed projects, in times of crisis.

Graph 13: DEX-NEX Implementation, 2018-2021 (July 31) (USD)



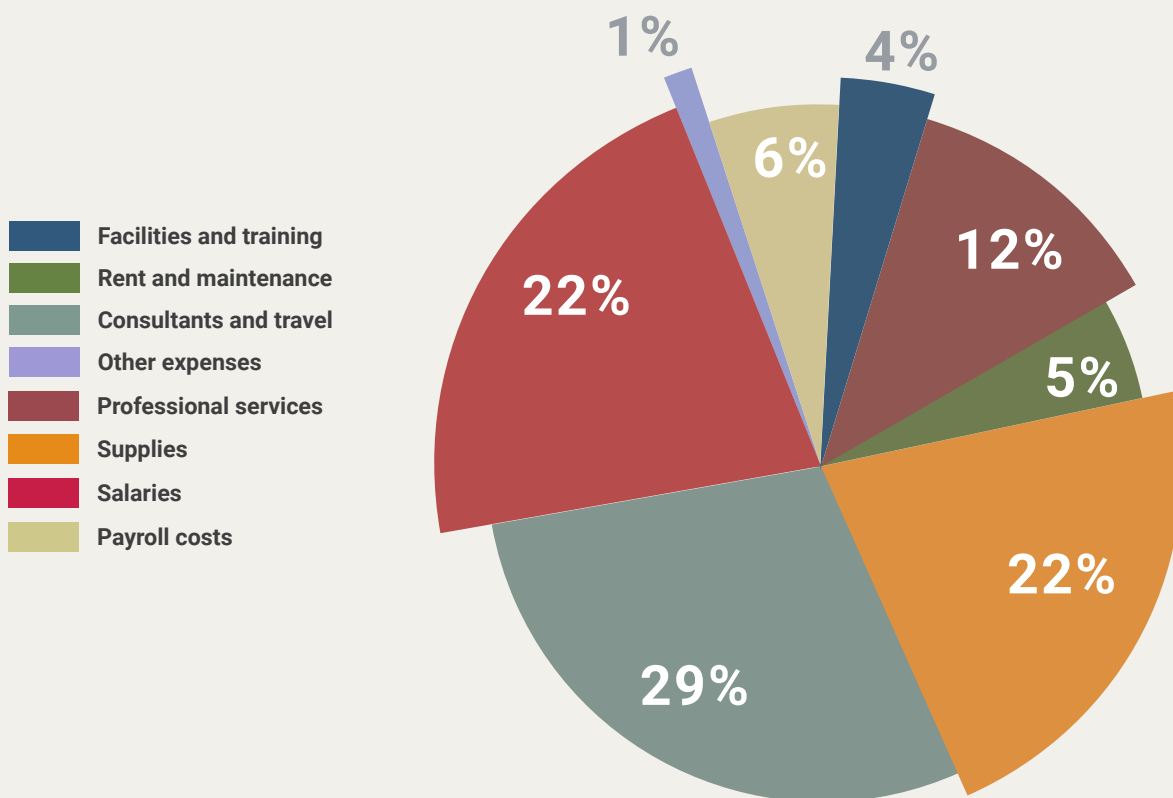
Source: UNFPA, presentation - Induction Workshop (08-04-2021).

Graph 14: Budget by type of expenditure 2019 (%)



Source: Prepared by the authors based on ATLAS - UNFPA.

Graph 15: Budget by type of expenditure 2020 (%)



Source: Prepared by the authors based on ATLAS - UNFPA.

Between 2019 and 2020, UNFPA's budget also showed changes by type of expenditure. In 2019, budget allocations mainly focused on consultants and travel, professional services, training and salaries (partner employees). These budget lines accounted for 85% of the resources allocated to activities. In 2020, allocations for consultants and travel declined. Travel was no longer possible due to the pandemic, and the cost of salaries and supplies (as shown in the two graphs below) increased. Expenses for professional services remained steady and allocations for events and dissemination and training activities declined. In a context characterized by the health emergency, new government authorities and changes in the funding structure, UNFPA had to change its priorities and strategies and, therefore, adjust its allocation of resources.

An overwhelming response in terms of criteria of efficiency and the impact of the pandemic on efficiency warrants a more thorough analysis and detailed information. These changes are reflected in the organization's budget changes by type of implementing entity and type of expenditure in 2019 and 2020 (see Annex 12).

With the exception of UNFPA, which must incur expenses in all the different budget lines, other implementers, such as autonomous municipal governments (AMGs) had a total allocation for both years (2019-2020) of almost \$16,870 USD per year, with a variation coefficient of 0.75 (which is considered low). This shows that AMGs receiving UNFPA's support receive similar amounts. Between 2019 and 2020, AMGs spent the financial support they received mainly in consultants, professional services and training. The situation is basically the same for autonomous departmental governments (ADGs).

Between 2019 and 2020, UNFPA carried out a series of activities with entities of the central government, mainly with the INE, the State Prosecutor General Office, UDAPE, the Ministry of Justice and the Plurinational School of Public Administration, with varying amounts (between \$10,000 USD and \$2.7 million USD) by entity and year, with support concentrated in the INE in 2020⁵². NGOs/ Foundations, on the other hand, receive amounts similar to those of AMGs. However, the amounts are more variable. They use the funds they receive

mainly to pay for consultants, travel, dissemination and training workshops. Finally, universities receive larger amounts with small variations, and use the funds received mainly to pay for consultants and travel.

While the information gathered is preliminary, the analysis by type of entity and final use of funds gives us an idea of the combination of inputs to achieve results, as long as implementers are efficient.

4.5. RESPONSE TO EVALUATION QUESTION 5 (EFFICIENCY)

FINDING 10. The decentralized model by itself is not enough to increase efficiency and its strategic potential is underutilized. New projects represent an opportunity to implement a new way of approaching and capitalizing work at the subnational level.

With a decentralized model (i.e. a national office and operating departmental offices) UNFPA faces an apparent dilemma between increasing efficiency and leading actions to leave no one behind. It is rather evident that reaching the most vulnerable populations involves an additional cost that can be significant due to travel costs, scattered populations and difficulties in the delivery of services, a situation that has an impact in all cases regardless of the particularities of each department. On the other hand, having a local presence in communities with high levels of multidimensional poverty and institutional fragility provides an opportunity for effective work if we follow the principle of leaving no one behind. Of course, resource optimization in such contexts must be strict to ensure sustainable results and, thus, determine whether the decentralized model reached its maximum potential or if there is room for the strategic optimization of actions, results and lessons learned at the subnational level, maximizing efficiency.

As regards the impact of weak internal coordination, both vertical and horizontal, on the potential for efficiency, it is worth mentioning, for example, that the *Punto Joven* (“Youth Point”) programme in Cochabamba, which is in the process of being developed, ignores the strategy of the *Punto Joven* programme in Pando, and obstetric nurses do not work in coordination with the A&Y area, despite working on similar issues. On the other hand, officials from these departments report that receiving a response to their queries takes a long time or their queries are not answered at all.

A reconceptualization of the decentralization model –which is currently characterized by distortions and limitations, such as dispersion of efforts, excessive autonomy in certain decisions related to the agenda, and excessive centralization of decisions, all of which results in bottlenecks– would not only help to solve problems that have a negative impact on efficiency, but would also increase the value of decentralized work and, therefore, its efficiency.

52 Information available is not enough to determine the type of funding (DEX/NEX) provided by UNFPA to state entities.

4.6. RESPONSE TO EVALUATION

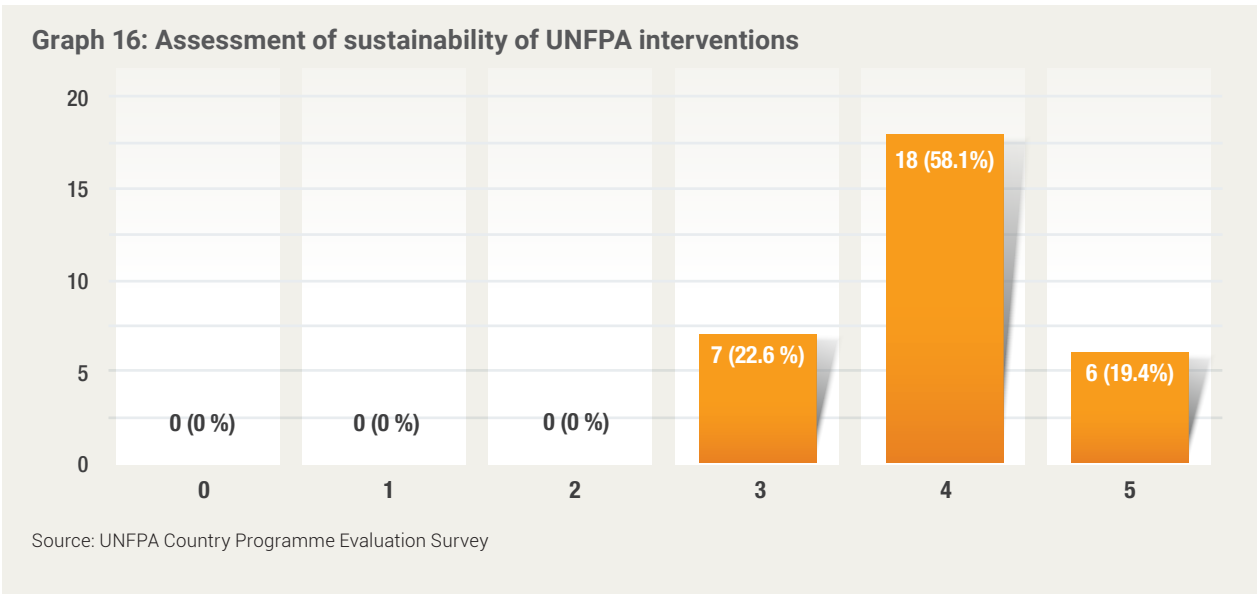
QUESTION 6 (SUSTAINABILITY)

FINDING 11. Despite several achievements that should provide lessons learned on success factors, sustainability remains a critical aspect that deserves particular attention going forward. While it is true that there were external factors that hindered the achievement of results, including changes of authorities and government officials, as well as other impacts resulting from the political and health crises, there is no evidence that UNFPA has a strategic vision and a clear position around the sustainability and implementation of exit strategies. We recommend the incorporation of replication and scale-up strategies in the new Country Programme.

In general terms, based on the survey results (see Graph 16), there is a positive opinion about the sustainability of UNFPA's interventions. The survey and several interviews brought attention to several achievements in the institutionalization of entities and positions, for example, those related to the agenda and policies in favor of adolescents and young people in municipalities, as well as others related to policies to strengthen SRH services and care for cases of violence. Another achievement worth noting is the institutionalization of the Master's Degree Course on Population and Development developed in partnership with CIDES-UMSA, which has had a steady demand and has an added value for professionals mainly working for local governments. In addition, its high level of

recognition allows the participants in the course to engage in dialogue with other stakeholders and influence public policy.

However, the evaluation has concluded that, in general terms, sustainability has not been explicitly and strategically incorporated into planning and implementation processes. It must be made clear, from the very beginning, that UNFPA's programme support has a limited cycle and includes an exit phase where the local government is expected to take over the programme activities. Based on the above, both parties should work together on the design of the exit plan during the implementation phase, so that favorable conditions can be created through dialogue and advocacy.



In some cases, this has led to situations like that in Punata, where work has been done in the same territory for more than a decade, and yet the current situation is not very promising in terms of ownership and sustainability, due to factors such as a 40% budget reduction in part as a result of the pandemic, and concerns such as the fear of

becoming “orphans” if UNFPA leaves. In other cases, as in Sopachuy, where UNFPA made the decision to leave during this programme cycle, the impact of this decision in terms of reversing results achieved through the SRH Project was almost immediate, as shown in Box 10, which describes an important lesson learned on sustainability.

Box 10: Sopachuy: A case of sustainability in municipalities - lessons learned.

BACKGROUND

The Sopachuy municipality was one of four priority municipalities selected in Chuquisaca under the 2013-2017 and 2018-2022 Country Programmes. The programme made a gradual exit from this municipality between 2018 and 2020, with a complete exit of Output 3 - GSV, a partial exit of Output 2 - A&Y, and maintained several of the activities of Output 1 - SRH.

UNFPA made the decision to exit from Sopachuy and Tomina for three reasons:

1. Population criteria: considering the small population of adolescents and young people and the fact that it is a municipality with a high rate of out-migration of adolescents and young people.
2. Results achieved under UNFPA's cooperation framework.
3. The lack of commitment of new municipal and education authorities to sustain achievements made, including a series of budget cuts, especially for care and support services (SLIM, DNA and GAIEs).

MAIN RESULTS ACHIEVED

Significant progress was made and important results were achieved during the implementation period, including capacity building in the area of SRH and municipal policies and plans (Municipal Organic Charter, which included aspects such as SRR, SRH, EAP, care for cases of violence; municipal laws on adolescents and young people and laws against sexual violence; Municipal Adolescence and Youth Plans, and a Municipal Adolescent Pregnancy Prevention Plan), Institutionalization of the A&Y component (Municipal Youth Council, Student Governments), and creation of certified IDCA services and the first rural GAIE.

An analysis of several indicators shows that, during the project period, there was zero maternal mortality, zero pregnancies among girls under the age of 15, and pregnancy rates among adolescents ages 15 to 19 remained low (below 17%). Once the Project came to an end, these indicators gradually rose to more than 2% in 2018 among girls under the age of 15, and 37% among adolescents ages 15 to 19 in 2020.

Year	Population ages 10 to 29	Adolescent pregnancy	
		< 15 years	Ages 15 to 19
2016		0	17
2017	3,006	0	15.6
2018	3,017	2.6	23.38
2019	3,028	2.63	19.74
2020	3,041	2.02	37.37
2021 (Jan-Jul)		0	19.15

Source: SNIS.

The use of contraceptive methods also declined gradually after UNFPA left the municipality, as shown by decreasing indicators on the total number of counseling sessions for adolescents and young people.

Year	Total No. of counseling sessions
2017	337
2018	345
2019	291
2020	276
2021 (Jan-Jul)	157

Source: SNIS

KEY DRIVERS

- There was not a well-designed exit strategy, with clear commitments, from the beginning of the project implementation, including efforts to develop a sense of ownership both among the population and authorities.
- Change of authorities at the AMG and changes of District Education Directors, which had a negative impact on results achieved and reduced the partners' budget.
- Since the beginning of the project, the timing of UNFPA's programming and that of the local government were different, and did not coincide with the formulation of the budget and the AOP, a situation that led to delays in budgeting or resources and the implementation of activities originally planned, as well as a reduction in the allocation of UNFPA resources due to the low level of execution of the municipality. It was not possible to overcome these challenges during the implementation of UNFPA's initiatives. An evaluation prior to the exit was not conducted and these risks were not measured.

LESSONS LEARNED

- The lack of an exit plan and limited community resources hindered the sustainability of interventions after changes of authorities.
- The lack of inclusion criteria based on sustainable and replicable impact results (for example, municipalities with high rates of out-migration of adolescents and young people were selected), ends up creating unfulfilled social and political expectations.
- The sustainability approach must define strategic actions, engage organized civil society in efforts to demand the realization of rights, and propose an exit plan from the early stages of negotiation and agreements so interventions can strengthen the institutional framework and become sustainable.
- A sense of ownership by authorities and the population must be developed gradually and monitored to avoid the erosion of hard-fought gains and rights acquired.

CONCLUSIONS

Decentralized work makes it possible to reach rights holders with direct interventions. However, it tends to create high expectations and, therefore, UNFPA must define inclusion criteria based on sociodemographic information, the impact results of the Country Programme, and aspects such as sustainability and scalability.

The design of programmes with the municipality (authorities and civil society) must be strategic and, from the early stages, have impact, ownership and sustainability indicators, as well as monitoring and exit plans.

Annual programmes must be gradual steps towards the achievement of results and should be timely developed. Budget ceilings and partner funds must be previously agreed and respected.

METHODOLOGY AND INFORMATION SOURCES

- Interview with the Chuquisaca Project Officer.
- Information collection based on AWP Progress Reports.
- Municipality files were documented
- Consultations with personnel still working in the municipality.
- Personal criteria on the progress and impacts of the project exit.
- SNIS data.

The above clearly shows a strong dependency on technical aspects, the budget and agendas, as well as medium and high risks of disruption of processes and results achieved. By way of example, the cost efficiency analysis conducted for the project *Vida sin Violencia* (“Life without Violence”) in 2020 concluded that education, training and specialization processes contributed to the institutional strengthening of entities of the State Chain of Care. However, they still require support in the form of supervision and monitoring processes aimed at sustainability, by ensuring the existence of duly trained human capital and budgetary resources timely integrated into annual plans. It is worth noting that UNFPA’s new Strategic Plan involves a significant change of mindset, from donations to financing.

Some of the external factors that have a negative impact on the potential for sustainability include several over which UNFPA has no influence, such as the high turnover of state officials and budget restrictions of state partners, which are associated, to a large extent, with a limited political will to favor the priorities of UNFPA’s agenda. However, as already explained, there are other aspects that have to do more with strategies UNFPA can strengthen, such as political dialogue to promote a sense of ownership and institutionalization based on evidence, as well as participatory monitoring mechanisms (for example, those for CSE and IDCA) that can continue to operate despite changes of authorities, the exit of the project, etc.

However, there are other realities that can also create a high risk of dependency, such as the decision to fund a high percentage (a 70% was mentioned) of SRH actions in Pando, and the permanent payment of salaries for service personnel or entities in some municipalities, which led the organization to assume, to a certain extent, the role of the State.

In more general terms, the sustainability strategy and assumptions of the work model in itself are not fully evident and, without a doubt, must be reviewed. The idea of expanding the reach of work done at the subnational level and linking it to national

policies by scaling up good practices and models, provides an additional and strategic perspective of sustainability that is not limited to what happens or does not happen in a particular context, even though it does not solve the problem. Currently there are replicable and scalable models and good practices, such as the Comprehensive Student Support Units (GAIEs) and inclusive Information Analysis Committees (CAIs). However, something that is not necessarily evident is the incorporation of a sustainability strategy that considers the aspects of replication and scale-up.

One of UNFPA’s comparative advantages is its work with civil society and the empowerment of rights holders, which contribute to sustainability by acting as a “countervailing power” in the sense that it contributes to their knowledge and assertion of their rights and, broadly speaking, to the exercise of social control. The survey results clearly show UNFPA’s main contribution to sustainability has to do with the needs of the most vulnerable populations and rights holders and their interest in the continuity of its actions. Thus, work with local agents of change, in particular with traditional midwives, community promoters and health care volunteers, reinforces the contextual relevance of its actions, empowerment and the potential for sustainability.

Work with civil society and rights holders, in particular with the most vulnerable groups, is particularly important in a context of increased threats to the realization of SRR due to the rise of fundamentalisms and different conservative expressions, as well as their influence on all spheres of public policy, with a particular focus on those that shape culture and seek the naturalization of social and gender norms and, consequently, of inequalities and conditions of subordination and oppression of certain groups and populations. Box 11 shows a long-standing work experience with a feminist NGO advocating SRR that, despite some periods of inactivity, began in 2007 and was resumed after a few years, exactly in 2018.

Box 11: Catholics for Choice (CfC), a successful strategic partnership experience.

BRIEF DESCRIPTION OF THE CONTEXT	Bolivia is characterized by a poor and deficient implementation of public policies for the protection of rights, in particular Sexual and Reproductive Rights (SRR) and the Right to a Life Free of Violence (RLFV), a situation that has brought increasing attention to a number of unfinished agendas and inequality gaps that mainly affect women, as well as high rates of adolescent pregnancy, maternal morbidity and mortality, clandestine and unsafe abortions, gender-based violence, and limited access to legal termination of pregnancy
CASE RATIONALE	CfC is a feminist organization that works to generate changes in social dynamics, public policies and cultural patterns locally, nationally and internationally, through advocacy processes to strengthen the effective exercise of SRR, women's right to choose and the right to a life free of violence. This NGO also has a long history of interinstitutional relationships as a strategic partner in different joint projects, such as the Observatory of Sexual and Reproductive Rights, an initiative created and promoted by UNFPA in 2008.
MAIN RESULTS ACHIEVED	Some of the main results achieved by this organization between 2018 and 2021 include a series of advocacy and policy efforts to promote SRR and access to legal termination of pregnancy, implemented by CfC together with other civil society organizations, in addition to other processes for the follow-up and realization of human rights at the regional and international levels, and their participation in the preparation of shadow reports and monitoring and realization of SRR. Relying on their broad expertise, they generate knowledge in the field of SRR and contribute to strengthening civil society organizations working on the SRR agenda.
KEY DRIVERS	<p>UNFPA's involvement has facilitated the implementation of actions through partnerships, complementarity and permanent guidance, all of which has a highly positive impact on the achievement of results and goals expected.</p> <p>CfC's work with UNFPA has allowed them to implement actions to strengthen organizations or specific population sectors, in addition to the design of public policies and standards related to the SRR agenda of different populations (people of African descent and LGBTI older adults).</p>
LESSONS LEARNED	
<p>The factors that have had a positive impact on this partnership and have facilitated the achievement of sustainable results are:</p> <ul style="list-style-type: none"> ▸ An open dialogue for the implementation of an Annual Work Plan to create a shared vision of objectives and ways of working. ▸ A permanent relationship and constant follow-up with high quality and efficiency parameters for execution, which has resulted in constant improvements, the design of innovative proposals and quality management by CfC. ▸ Mutual support and joining efforts in partnership with networks of SRR defenders and promoters facilitates the consolidation of a political and strategic process of collaboration between the feminist movement and sexually diverse groups in their shared struggle to bring attention to the particular demands of their agendas. That form of collaboration also results in a better impact on social and political advocacy strategies. ▸ Social advocacy and gradually reaching a larger number of different groups, organizations and stakeholders, in addition to involving them gradually in different initiatives, had a positive impact in terms of reducing levels of dependency although, according to several stakeholders, such as the Sexual and Reproductive Rights Working Group, <i>Comité pro Laicidad</i> ("Pro Secularity Committee"), <i>Mira que te Miro</i> ("Watch me Watching You") and <i>Alerta Montevideo</i>, "they cannot work without UNFPA". 	
CONCLUSIONS	
<p>CfC believes their strategic partnership with UNFPA, which is aligned with the organization's Strategic Plan, is highly positive and fundamental, among other things, thanks to the joint work for the definition and implementation of Annual Work Plans in the context of a mid-term agreement.</p> <p>The decision to include strategic partnerships to strengthen the coordination of actions and networks in the programme guidelines is considered highly relevant and, therefore it also strengthens and contributes to the SRR agenda, both in terms of key joint advocacy actions and strengthening and expanding the social movement for the promotion, recognition, defense and protection of SRR.</p>	
METHODOLOGY AND INFORMATION SOURCES	
Annual reports and materials produced during the 2018 and 2021 period..	

The pandemic led to several innovations with a potential for sustainability, for example, in the development of platforms and the use of artificial intelligence for self-training processes, an alternative that contributes to a stronger institutional framework, permanent availability of resources and their standardization. It will be important to monitor their impact in terms of costs, the effectiveness of capacity-building and the use of those resources, among other things, taking into account the digital gap.

By way of summary and looking into the future, a greater focus on transformations or changes would facilitate the development of more comprehensive sustainability strategies with a better potential for success. In this context, **a good practice** worth mentioning is the work done with journalists in

Cochabamba and Potosí to broaden the scope and ensure the continuity of efforts to address violence against women, contributing to deeper and more sustainable cultural (attitudinal) changes.

A monitoring report on six media outlets in Cochabamba with whom contents of the Manual for the Informative Treatment of Cases of Violence against Women were shared shows that, in effect, they are no longer revictimizing victims, the violation of defendants' rights is less common, and they are making efforts to share more information on the cycle of violence prior to a femicide in their coverage of cases of violence. However, it was also found that they still lack a clear understanding of their role in society, because they still fall short when it comes to fulfilling their role as human rights defenders and watchdogs.

4.7. RESPONSES TO EVALUATION QUESTIONS 7 AND 8 (COORDINATION)

FINDING 12. UNFPA's efforts and attitude towards inter-agency coordination, through the different groups, mechanisms and initiatives, are seen as positive. However, it has been pointed out that the current efforts (of the System as a whole) are not enough to move towards a more strategic incorporation of UNFPA's issues and actions, and an orientation towards long-term results of inter-agency actions within the framework of the UNS cooperation. It is considered that UNFPA can play a key role in that direction.

Within the UNS, the efforts of the UNFPA team to promote dialogue, coordination and joint work, led by the representative, are widely recognized. In general terms, UNFPA is considered one of the UN agencies with the greatest commitment to interagency work (reference was made to its coordination "vocation"), and its support to the Office of the Resident Coordinator on strategic issues, also in reference to the pandemic and the political crisis, is highly valued. UNFPA, for example, provided evidence and performed analyses during the political dialogue to pacify the country in November 2019, strengthening

the political role of the Resident Coordinator at the time.

Within the UNS, UNFPA's added value is acknowledged in two dimensions: in the outside world by pushing important agendas in the four areas of its mandate. Internally, UNFPA makes a significant contribution in key groups such as those of M&E and Public Policy Management, the Protection subgroup, and cross-cutting groups on interculturality and gender, in addition to its participation in the youth and communication groups, contributing with

its expertise and learning. As highlighted in the 2020 report of the office, in the section on lessons learned, *“working in coordination with the Human Rights group of the UN System has been important, because it has enabled us to support civil society organizations in advocacy actions, for example, for the recognition of the first same sex union, which was recognized by means of Resolution No. 003/2020 of December 9 2020.”* Another aspect worth mentioning is the role played by UNFPA in the case of a girl in Santa Cruz who became pregnant after having been raped by a family member, where UNFPA fulfilled its mandate (bodily autonomy and the right to legal termination of pregnancy), but also led and coordinated the publication of a UNS joint statement that was highlighted as a good global practice on UN News. (see <https://news.un.org/-es/story/2021/10/1499132>). Another good example is the Census, considering that, thanks to the support of the Resident Coordinator and UNFPA’s advocacy actions, it was possible to bring together a group of different stakeholders (UNFPA/UN, CELADE, donors and the World Bank) in a single high-level commission led by the Minister in charge of making timely and strategic decisions.

In summary, significant progress has been made in the coordination of actions around UNFPA’s priorities, but it is still necessary to position its mandate within the UNCT, results groups, humanitarian teams and all relevant coordination mechanisms so they can not only coordinate actions with individual agencies, but also leverage collaboration efforts within the UNS and its power as an entity. The CCA process and the development of the new cooperation framework represent important opportunities.

Based on an opinion shared by several agencies around the need for the UNS to transition into a long-term results-oriented approach, UNFPA is identified as a key actor in the process of bringing stakeholder together, for example, through interministerial, intersectoral and multi-stakeholder SRR platforms to position complex issues. Without a doubt, expanding the scope of actions and results with the perspective of “leaving no one behind” requires complementary efforts between UNFPA and other agencies (especially UN Women and UNICEF).

In the case of UNDAF, the evaluation also concludes that it has been one of the most proactive agencies in all of the groups where it participates. UNFPA has internalized the joint work done in the different results groups, as a leader or co-leader, and also in other groups working on cross-cutting issues such as interculturality and gender equality, where it has shown its willingness and initiative (for example, in groups 4.1 and 4.2 and the communications group), as well as within the humanitarian team. It is also worth mentioning that UNFPA is promoting the restructuring of the humanitarian team. Based on all of the above, several agencies recommended UNFPA should be more strategic in the coordination and integration of the programmatic efforts of different agencies, which for the time being are summative. This is a valid recommendation in connection with UNDAF that could be extended to other leaderships in the work team.

With regard to the pandemic, the evaluation acknowledged the role played by UNFPA in the continuity of health services and promoting complementary efforts with other agencies. However, it also has the capacity to improve its strategic position within the UNS and also as a key stakeholder in the areas of preparedness and risk management, by building its internal capacities and systematically integrating these issues in all areas and working with the most vulnerable populations.

The close similarity between some mandates and roles, such as that of gender violence, has hindered coordination and even created competition in several cases. However, it is important to mention significant progress has been made in the coordination of efforts with UN Women. It is also important for UNFPA to define, develop and take advantage of its focus on sexual violence and adolescents under the age of 15, both of them critical issues. Having more clarity and a stronger position with respect to these issues will not only help UNFPA to have a clearer focus and increase its added value, but will also improve coordination and collaboration with other agencies, as well as the generation of transformative results.

In regard to the 2017-2020 Coordinated Gender Strategy ⁵³ an important aspect worth mentioning is the spirit of the exercise and its methodology. UNFPA participated in and contributed to this Strategy, which was considered a **good practice** despite several limitations that affected its full implementation. Another specific achievement mentioned is the support for the second meeting of Afro-Bolivian women.

The joint development and launch of the World Values Survey with UNICEF, which includes adolescents between the ages of 12 and 17, is an example of highly valuable interagency and interinstitutional work. It required significant collaboration and technical coordination, but the results were successful. At the territorial level, the evaluation concluded that Cochabamba can be a departmental model of interagency coordination and collaboration, taking advantage of the presence of both agencies to achieve better results and increase cost-effectiveness in the management of resources. This is a strategic opportunity that has not been taken advantage of to date.

On the other hand, there is a potential for coordination with some agencies that has not been explored, for example, with UNDP in their role as recipient of the Global Fund, with whom it would be possible, for instance, to conduct a joint study on pregnant women with malaria. It is also necessary to engage in a strategic dialogue with PAHO/WHO, considering their high level of access to the authorities of the Ministry of Health and Sports, to avoid overlapping agendas and promoting the creation of synergies and joint learning. UNFPA's SRH mandate is very similar to the work of PAHO/WHO.

Despite the existence of good examples, there is not a strategic and sustained coordination with/ between UNS agencies. In other words, it has not become part of their DNA and ways of working, both within the UNCT and on the ground, which limits the possibility of leveraging UNFPA's willingness. However, this void represents an opportunity for UNFPA to assume a strong leadership in that coordination. Joint initiatives, such as the SDG Fund project, have not managed to go beyond the sum of individual and independent actions, a situation that hinders integration and harmonization.



⁵³ The design of the strategy was based on a previous analysis of programmes implemented by UNDP, UN Women, ILO, UNODC, UNFPA and UNICEF with funding from Sweden (see Annex) to identify their priority issues, strategies, areas of focus and gender actions.

FINDING 13. In the international cooperation landscape, UNFPA, its capacities and its role are highly valued, but it is also considered they can still be improved.

Bilateral cooperation values UNFPA's agenda and capacities, with reference being made to the trust it has earned from State bodies and agencies. Therefore, donors value previous joint experiences with the organization. They also value the continuous support they receive, the possibility of participating in new collaboration projects and future possibilities with potential partners such as Canadian cooperation.

From the perspective of coordination of efforts, and based on the experience of the joint development of the Census, one of the main aspects highlighted was that of the trust in UNFPA and its willingness to collaborate, in addition to its agility and capacity to coordinate common interests: *"The coordination with UNFPA was easy, useful and efficient."* UNFPA's facilitation and coordination capacity, which some see as a "vocation", are highly valued.

Representatives of different cooperation agencies have emphasized the aspect of innovation; on one hand, they referred to the innovative experience of joint planning for the project Vida sin Violencia ("Life without Violence"), which was referred to as a model that can be replicated. Other voices made reference to the need to "boost" UNFPA's innovation capacity, that is, innovation as a cross-cutting strategy applied to its way of working and methodologies, but also to the design of proposals to address the core issues of its mandate, incorporating ideas from municipalities and supporting their pilot implementation (through seed capital, technical assistance, etc.). These comments can be associated to the limited progress on indicator EEO 1-13a-SP: "number of innovation initiatives tested (projects implemented in a limited setting to test assumptions and demonstrate the efficacy of a concept)" (see Annex 10).

An important aspect related to UNFPA's partners has to do with its visibility and positioning. On one hand, reference is made –both internally and in other agencies– to its broad agenda and a certain difficulty to understand or define the UNFPA "brand", whose mandate in itself is difficult to explain. The evaluation also concluded that UNFPA should work to better position the issues of its mandate and raise the visibility of its contributions. At the same time, there is the perception that there are certain issues the organization prefers not to talk about.

By way of example, UNFPA and Marie Stopes/Ipas established a strategic partnership based on their institutional mandates with the aim of designing and implementing training courses. Physicians trained by both IPs were asked if they knew about UNFPA and its health mandate to assess the visibility of UNFPA and its partners. In a focus group with physicians trained by the IP with resources from UNFPA's Country Programme, none of them knew about UNFPA's health mandate. In another group, only one participant knew UNFPA worked on SRH, but he identified UNFPA as an NGO.

Experiences with journalists from different media outlets aimed at bringing attention to the issue of child and adolescent pregnancy, as well as training for obstetric nurses in Potosí, are **good practices** that clearly show the importance of partnering with the media. Currently, actions to raise the visibility of certain issues are only carried out on emblematic dates; in other words, they are not permanent or systematic given the complexity of those issues and an adverse context of emergence of conservative and fundamentalist movements.

4.8. RESPONSE TO EVALUATION QUESTION 9 (COVERAGE)

FINDING 14. Through its Project Offices and support for capacity building, UNFPA has reached the most vulnerable populations, including women, indigenous people, Afro-Bolivians and persons with disabilities. However, there is no disaggregated and comparable data that has been systematically gathered and analyzed to assess the actual reach and impact of its actions in terms of closing gaps and reducing exclusion. A key aspect in this regard has to do with limitations in the process of selection of municipalities, such as the failure to prioritize the most vulnerable populations and deficiencies in the strategy's efficacy, efficiency and sustainability.

Existing criteria for the evaluation and selection of municipalities do not rely on the use of data for their selection by vulnerable groups. Management variables (implementation capacity, response from authorities), as well as other programme variables are considered, including advocacy efforts to address UNFPA's priority themes and issues. However, the documents received do not include specific figures for vulnerable populations, including

indigenous women, Afro-Bolivians, persons with disabilities and sexually diverse persons, that allow for a comparison between municipalities selected and other municipalities in the country, or identifying the specific weight of this variable in the selection process. The color-coded system has been useful and demonstrative, but it has not been enough to validate the selection of municipalities based on population vulnerability criteria.



Even though the organization has worked in these municipalities for well over a decade, there are no clear mechanisms to review the selection criteria or assumptions to justify its presence for such a long time or, if applicable, its exit. It has also been pointed out, on the other hand, that the definitions applied to municipalities, for example, with a larger presence of indigenous people, have not necessarily involved a clear strategy or sustained work with indigenous populations, their organizations and leaders.

Added to this is the fact that Project Offices are not required to file specific reports regularly and do not have a monitoring and evaluation system to collect or generate data disaggregated by sex, ethnicity, etc., that enables them to improve strategies or adapt them based on evidence, in addition to showing results among specific vulnerable groups. It is worth noting that this is a problem that also affects the analysis, planning, monitoring and evaluation processes of the National Office.

The population group most commonly referred to by interviewees was that of adolescents and young people. This, without a doubt, has to do with the existence of an area dedicated to A&Y that, according to some of the interviewees, should be reviewed, while other stakeholders consider that UNFPA should strengthen it as one of its priorities and comparative advantages, also taking into account the role it has played at the national and subnational levels in the design of specific guidelines on adolescent pregnancy prevention.

In most cases, there is not enough evidence of results at the outcome level. In addition, budget limitations, as well as limitations in the Project Office teams –which typically focus on managerial aspects rather than technical competencies–, and

the distance to/between municipalities, especially if staff members do not have vehicles of their own, also hinder the continuity and efficacy of efforts to reach priority populations under the current decentralized model.

The decentralized approach allows Implementing Partners (IPs) to work closer and more directly with the target populations, but it must be reconsidered and adjusted to increase their efficacy and efficiency. The changes required include an increased alignment of actions based on the matrix structure proposed at the national level, a greater focus on the design and implementation of innovative, replicable and transformative solutions, and a redesign of the way of working between the national and subnational levels. In addition, actions should be more results-oriented, ensuring the generation of evidence with disaggregated data.

There must be clear and well-defined criteria for the selection of municipalities that take into account aspects such as the scattering of the population, distance, etc., in a context of limited resources. It is also necessary to reconsider the structure of the local office and the human resources/capacities required. The same applies to the mainstreaming of approaches and the LNOB principle in strategies and actions and their follow-up. As already explained in this report, political dialogue and work at the national level is essential to have an impact on public policies, the prioritization of actions and more integrated and comprehensive structures and strategies of care and support for the most vulnerable groups. These efforts must be combined with periodic studies and evaluations of results, especially given the need for a more effective implementation of standards and policies.

5. CONCLUSIONS

These conclusions are based on, and summarize, the main findings of the evaluation, which were described in detail in the previous chapter.

5.1. STRATEGIC LEVEL

CONCLUSION 1: RELEVANCE

UNFPA's partners and the international community consider its agenda is crucial, strategic and visionary for the country, and also that it is aligned with national plans and policies and relevant international standards. However, raising the level of political dialogue, based on evidence, can increase its potential influence on the agenda of priorities and related public policies in the different sectors. Coordinated actions to address key issues with an approach based on the most vulnerable populations is a highly relevant combination with a high potential for transformation. There are other agendas that bear UNFPA's seal and will be crucial going forward, such as legal termination of pregnancy (LTP) – where, according to a source, UNFPA's position is “lukewarm” – and the Secular State. Work with obstetric nurses is another of UNFPA's distinctive areas of focus that can be strengthened. In general,

UNFPA is well known for pushing groundbreaking agendas, such as work with adolescents and young people. In the international cooperation landscape, UNFPA, its capacities and its role are highly valued, but it is also considered they can improve. During the pandemic, and in light of a series of setbacks in the area of sexual and reproductive health and rights, UNFPA generated data and supported the continuity of SRH services, including contraceptive availability. Its efforts to prevent the disruption of violence support and prevention services, as well as services for adolescents and young people, have been less successful.

Origin: findings 1, 2, 3, 4, 7, 12, 14

Associated recommendations: 1, 2, 3, 4, 5, 7, 8.

CONCLUSION 2: SPECIFICITY AND ADDED VALUE

UNFPA's work in its different areas of focus is widely recognized. At the same time, however, attention is brought to the need to increase its particular added value and consolidate its comparative advantage. In that context, and considering that several agencies work on the issue of violence, it is important for UNFPA to focus on sexual violence, an issue that, generally speaking, has not been addressed enough and is part of UNFPA'S specific mandate.

In addition, the increasing number of pregnancies in adolescents under the age of 15 is a niche where UNFPA can make a greater contribution. In the case of humanitarian emergency responses, in response to the weakening of the humanitarian country team, UNFPA hired a person responsible for that area. This allowed the organization to improve its relationship with state agencies and bodies, in particular as a result of its contribution to the

integration of the protection, inclusion and gender approaches in emergency responses. Despite the above-mentioned achievements, the incorporation of Emergency work in all of UNFPA's areas of action is still a pending task.

It is worth noting that positioning the UNFPA "brand" not only requires important decisions, but

also increasing its visibility. In addition, UNFPA must also participate more actively in the dialogue at the national level by building its capacity to do context analysis and implement advocacy actions.

Origin: findings 1, 4, 5, 6, 7, 8, 12, 13, 14.

Associated recommendations: 1, 2, 3, 5, 7, 8.

CONCLUSION 3: LEAVE NO ONE BEHIND

Integrating the aspects of inclusion and protection in emergency responses has been a major achievement in UNFPA's work in favor of the rights of vulnerable persons. However, despite progress made, there is no evidence of a clear, systematic and evidence-based approach to ensure the implementation of UNFPA's cross-cutting areas, in particular the LNOB approach, as a standard of quality in all its actions. In this context, the

lack of disaggregated data on indicators makes it impossible to assess if achievements and results have a timely impact on the target populations and are helping to bridge gaps, except in the case of adolescents and young people, which is a specific work area.

Origin: findings 1, 3, 4, 5, 7, 10, 11, 12, 14.

Associated recommendations: 1, 2, 3, 4, 5, 7, 8.

CONCLUSION 4: DECENTRALIZATION

UNFPA's presence in the territories by itself is a comparative advantage that allows the organization to effectively reach the priority groups of its mandate, in particular those who are most vulnerable, such as women, indigenous people, Afro-Bolivians, persons with disabilities and adolescents and young people. However, the criteria to evaluate and select municipalities, based on data available, have proven insufficient to validate their selection based on population vulnerability criteria. UNFPA develops affirmative empowerment actions aimed at different

populations and their organizations, helps the State build response capacities for service delivery, and applies cross-cutting approaches. An aspect worth highlighting is that of its efforts to raise the visibility of older adults and LGBTI persons and support for persons with disabilities.

Origin: findings 1, 2, 3, 4, 7, 10, 14.

Associated recommendations: 1, 2, 3, 4, 5, 6, 8.

CONCLUSION 5: FOCUS OF ACTIONS

The dispersion of actions and highly targeted support schemes undermine UNFPA's outcome-oriented actions and result in more demanding administrative and management processes and policies that reduce the time government officials can dedicate to strategic analysis, learning and strategic monitoring. The analysis of the Theory of Change and efficiency points to the need to review

the strategy to improve integration and the focus of actions of the different areas to achieve better outcomes.

Origin: findings 2, 3, 4, 5, 6, 7, 8, 10, 11, 14.

Associated recommendations: 1, 2, 3, 6, 7, 8.

CONCLUSION 6: SUSTAINABILITY

In general, the evaluation concludes that not much attention has been paid to the development of exit strategies in municipalities. This has led to dependency relationships that have been exacerbated by constant changes of authorities and, in this particular period, by the current political crisis. Other multi-stakeholder spaces promoted by UNFPA (for example, the SRR Working Group) also show high levels of dependency. Sustainability is an aspect that requires a joint analysis and the design of an operational framework that involves the joint development, from the early stages of the process, of an exit strategy. Replication and

scale-up must be integrated in the sustainability approach. As regards the capacity building strategy (UNFPA's strategy with the largest budget), it is necessary to increase efforts to improve follow-up and generate sustainable changes. Experiences of UNFPA's presence in and support to municipalities for over a decade, where there is still a high level of dependency and vulnerability after UNFPA's exit, also reveal the need to review the criteria for selection of municipalities.

Origin: findings 5, 10, 11, 14.

Associated recommendations: 1, 2, 4, 5, 6, 7, 8.

CONCLUSION 7: FACILITATION AND COORDINATION

There is a widespread and highly valued perception of UNFPA as a stakeholder promoting horizontal dialogue and facilitating and promoting consensus at different levels, including inter-agency coordination and implementation at the local level. It is considered that UNFPA can play a key role in that direction. The current UNDAF has been an interesting participatory exercise, although insufficient to maximize the transformative results of actions implemented. At the state level, this potential role is highly valued, and the same applies to the focus on populations, which stands out vs a compartmentalized approach towards vulnerable groups. UNFPA must leverage those external positive perceptions to strengthen its position

with new authorities, make its achievements and contributions more visible, and promote, within the UNS, a more dynamic dialogue –under the ONE UN framework– and better coordination with state agencies or bodies. Amid a highly polarized and conflictive climate in the country, where multiple forms of violence and ignorance about “the other” prevail, the evaluation concludes that UNFPA could strengthen its role as a facilitator of dialogue and connections, in favor of the core issues of its mandate, to develop a culture of peace.

Origin: findings 2, 7, 12, 13.

Associated recommendations: 1, 2, 3, 5.

CONCLUSION 8: INNOVATION

UNFPA has a conceptual framework and strategic guidelines to apply innovation as part of its regular activities. It has also developed innovative practices in different projects during the pandemic, for example, in the areas of response and adaptation, in addition to multiple local experiences that, once systematized, can inform the development of replicable and scalable models. In the area of maternal mortality and the fight against gender violence, the need to renew its strategic proposal and develop a new discourse is recognized internally.

Despite all of the above, the organization has not managed to apply the innovation approach to give way to renewed strategies and effective responses to current and even growing issues. Different external stakeholders, in particular donors, partners and other agencies, have brought attention to the need to promote innovation in the next programme cycle.

Origin: findings 5, 6, 8, 10, 13.

Associated recommendations: 1, 5, 7, 8.

5.2. PROGRAMMATIC LEVEL

CONCLUSION 9: INTEGRATION

Despite its efforts to improve coordination and integration between areas, UNFPA's structure and everyday operation are still quite compartmentalized. This makes it difficult to have a more coherent, consistent and comprehensive response to the different issues and, in some cases, has led to duplicity and lack of coordination of efforts, as already explained in the analysis of efficiency. This situation is compounded by the challenges of the decentralized model, which, despite enabling a valuable presence on the ground and a closer interaction with vulnerable populations,

has significant limitations in the capacity to scale up its strategic contributions and linkages to programmes, and is highly dependent on, and invisible to, IPs. As already explained in other parts of the report, weaknesses in communication and coordination, both vertically and horizontally, limit the potential replication and scale-up of good practices and models validated in municipalities.

Origin: findings 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14.

Associated recommendations: 1, 2, 5, 6, 7, 8.

CONCLUSION 10: EFFICACY

In general, the outputs established in the Country Programme were achieved, but there is no solid evidence of the effects of such outputs and the changes resulting from them. The corporate monitoring system does not provide evidence of results at the outcome level, a situation compounded by the large number of indicators that could affect the strategic value of information for management and decision-making. Data available shows the pandemic has had a variable impact on the performance of indicators, in some cases leading to setbacks (for example, two IDCA medical offices were closed), but in general

there has not been an impact on achievement of results. As far as strategies are concerned, there is still room to increase their efficacy by improving the interconnection of several of them (for example, knowledge management and advocacy, communications and training), and seeking a clear and viable integration of cross-cutting approaches and the LNOB principle in strategies.

Origin: findings 3, 4, 5, 6, 7, 8, 10, 14.

Associated recommendations: 5, 6, 7, 8.

CONCLUSION 11: EFFICIENCY AND RESULTS-ORIENTED ACTIONS

There is not enough information, especially at the level of outcomes, to analyze the cost efficiency of interventions. Despite this situation, there are monitoring, programming and communication processes that can be improved to increase efficiency. The decentralized model by itself, on the other hand, is not enough to increase efficiency and its strategic potential is underutilized. New projects represent an opportunity to implement a new way of approaching and capitalizing work at the subnational level, by linking it to innovation and political advocacy. In the case of resource mobilization,

positive results, as well as adapting to a predominantly DEX modality, allowed for continuity and adaptation of work in light of the political and health crises. There is consensus within UNFPA around the need to maximize its added value and achieve transformations and visible and verifiable changes to advance UNFPA's global priorities and strategic direction.

Origin: findings 3, 4, 5, 7, 8, 9, 10, 11, 14

Associated recommendations: 1, 2, 3, 4, 5, 7, 8

6. RECOMMENDATIONS

6.1. STRATEGIC LEVEL

RECOMMENDATION 1: Promote a more results-oriented approach, with a focus on seeking transformative changes, in the development of the new CPD and the Theory of Change.

Conclusions: 1, 2, 3, 4, 5, 6, 7, 8, 9, 11.

Priority: High

Period: 1 year

For: CO

Operationalization:

- Include strategies aimed at producing **transformative changes** in the new Country Programme, verifying the implementation of training and promoting cultural changes, as well as changes in social gender and generational norms (for example, communication for behavioral change). Focus on priority issues where UNFPA has a comparative advantage, based on its mandate, existing needs, relevance and added value.
- Define, in the next Country Programme, the way **innovation** will be strategically and systematically integrated in the programme proposal and its implementation.
- Focus** on the design of the new Country Programme, concentrating resources and efforts on the priority areas of UNFPA's mandate where it has comparative advantages.
- Review the **programmatic structure** for the new CPD in order to have a new matrix structure that facilitates integration and collaboration between areas based on the bull's eye of the current strategic plan and its new theory of change (2022-2025 Strategic Plan), especially taking into account transformative results, new strategic priorities and their operationalization.
- The process to construct the **Theory of Change** for the next Country Programme should be participatory and innovative, facilitating synergic and collaborative work from this early stage, both between areas and with partners and stakeholders from the different sectors. The Theory of Change should be reviewed annually to ensure timely decisions and adaptations so we can maintain a results-oriented approach, especially taking into account the VUCA (volatility, uncertainty, complexity and ambiguity) context that we anticipate as part of the "new normality".
- Use the new CPD development process as an opportunity to analyze the situation of **Planning, Monitoring and Evaluation (PME)**, identifying bottlenecks, assessing whether existing human resources in the PME area are sufficient, and identifying capacities to build in all areas. In general, the recommendation is made to strengthen PME by: i) using existing guidelines and tools, together with regular learning and strategic information analysis opportunities; ii) prioritizing and disaggregating indicators and data by vulnerable population, developing a curriculum and specific evaluations to report and analyze differentiated data and the impact on gaps and the situation of vulnerability; and iii) conducting periodic assessments, with the participation of rights holders (for example, significant changes), regarding the use or application of new knowledge or training.
- Strengthen the culture of documentation and analysis of **good practices and lessons learned**.
- Analyze **existing capacities within UNFPA** with respect to the new challenges and needs identified in the new Country Programme, and develop a capacity building plan.

RECOMMENDATION 2: Strengthen the strategic position and increase the visibility of UNFPA'S mandate areas of focus in the context of the new UNSDCF and the government's national priorities.

Conclusions: 1, 2, 3, 4, 5, 6, 7, 9, 10, 11.

Priority: High

Period: 6 months

For: CO, Project Offices, LACRO

Operationalization:

- Maximize the value proposition and relevance of UNFPA's agenda by showing its **results** and generating **evidence** for their use in public policy decision-making based on: i) data on vulnerable populations; ii) the systematization of experiences that can be potential models the government can replicate and scale up at the national level; and iii) the evaluation of public policies relevant to UNFPA's mandate.
- Strengthen its role as a **promoter and facilitator of opportunities** for multi-stakeholder dialogue around the key issues in its agenda and the agenda of the country, including the dissemination and discussion of policy documents or public policies (for example the amendment of Law 348), the systematization of experiences at the subnational level and the LNOB strategy, among other things.
- Build internal **communication** capacities, including the communication and spokesperson skills of the team in general, to increase UNFPA's visibility and bring attention to its activities and achievements.

RECOMMENDATION 3: Increase political dialogue and strategic partnerships to accelerate the achievement of transformative results.

Conclusions: 1, 3, 4, 5, 7, 11

Priority: High

Period: 12 months

For: National Office and Project Offices

Operationalization:

- The National Office should focus on **political dialogue** based on a mapping of State counterparts to identify opportunities to influence decision-making beyond the perspectives of individual sectors, as the basis for the design of a political dialogue strategy and building relationships with the government. Seek windows of opportunity to achieve an impact on sensitive issues based on an analysis of the situation and stakeholders, as well as a risk mitigation strategy.
- One way to position UNFPA, generate opportunities and gain access to the highest government authorities is by **directly involving mid-level authorities** "with a strong technical and political influence" (second and third levels) on joint planning "from the perspective of the authorities", as well as on the evaluation of national and local actions, with the aim of generating evidence that can then be translated into inputs for political dialogue and advocacy.
- Based on a self-evaluation of the strategic nature of current partnerships, plan, in detail, the **strategic partnerships** necessary for the new Country Programme, and how they will be achieved and managed.
- Explore potential partnerships with the **private sector**, in particular in the context of the Global Pact.

- Strengthen work with **civil society**, taking into account the increasing emergence of fundamentalisms, with a broader approach more inclusive of other organizations.
- Taking advantage of the organization's position within the UNS as a good facilitator and coordinator of efforts, work towards an UNSDCF that promotes **synergies and strategic complementarity** between the different agencies. Explore joint work opportunities with agencies with whom we do not currently have strategic collaborations or with whom these collaborations can be strengthened.
- Develop "ONE UN" **subnational experiences** (for example, in Cochabamba) to expand the reach and be able to provide more comprehensive local responses within the context of the new UNSDCF.

RECOMMENDATION 4: Develop a sustainability, replication and scale-up framework strategy, taking into account UNFPA's global policies, to increase the contribution of governments and ensure the continuity of achievements made in several municipalities.

Conclusions: 1, 3, 4, 6, 8, 11

Priority: High

Period: 12 months

For: National Office and Project Offices

Operationalization:

- Based on an understanding of the social, economic, political and cultural context, institutionalize the design of **exit plans** from the beginning or during the initial stage of implementation of any intervention, including commitments by all the parties to gradually create conditions for sustainability. Promote a joint periodic review of these plans with municipal authorities and stakeholders, and create the conditions necessary for their effective implementation.
- Promote and reinforce **monitoring, social control and enforceability** participatory mechanisms for compliance with AWP, the quality of interventions and implementation of exit plans.
- Develop or adopt **replication and scale-up** methodologies based on the systematization of successful experiences and models.
- Coordinate **work plans** under a multiannual strategic proposal to ensure the continuity of AWP and achieve better results, which should be identified as a result of the Programme's Theory of Change. Planning should be a strategic component of the entire programme cycle, and AWP must represent successive steps to achieve strategic results agreed upon by all stakeholders.
- Define in the Country Programme a roadmap for the strategic implementation of actions and the application and monitoring of the new Strategic Plan sustainability approach. *"from funding to financing,"*
- In regard to the **capacity building** strategy, which is UNFPA's strategy with the largest budget, it is important to increase efforts to improve the follow-up on indicators measuring mid and long-term changes.

6.2.PROGRAMMATIC LEVEL

RECOMMENDATION 5: Strengthen the decentralized model by promoting the replication and scale-up of good practices and solutions validated at the national level, in addition to generating evidence as an input for evidence-based public policy decision-making.

Conclusions: 1, 2, 3, 4, 6, 7, 8, 9, 11

Priority: High

Period: 2 years

For: National Office and Project Offices

Operationalization:

- ▼ Review and define vulnerability criteria and the methodology for the **selection of municipalities**.
 - ▼ **Translate and operationalize the Country Programme ToC** with a focus on results and sustainability, integrating key indicators to measure results among vulnerable populations.
 - ▼ Develop clearer **programmatic guidelines** on subnational strategies and approaches to increase consistency, comparability, replication, mutual learning and a large-scale results-oriented approach.
 - ▼ Introduce the concept of “laboratory municipality” (or “model” municipality, although this term leaves less room for experimentation and error)
 - ▼ Based on the above, review and build the competencies of **subnational teams**.
- in the next Country Programme, as a space for the development and validation of innovations, replicable solutions and models based on evidence (for example, cost-effectiveness and impacts), which can then be used in advocacy and political dialogue with authorities for their sustainable replication at the national level. During the innovations pilot testing stage, develop a model, an implementation roadmap and a systematization, analysis, validation and scale-up methodology, and define advocacy actions for replication and public policy impact.

RECOMMENDATION 6: Abiding by transparency standards for resource management, develop alternative strategies to promote work at the territorial level and increase efficiency, cost efficiency and sustainability.

Conclusions: 4, 5, 6, 9, 10, 11

Priority: High

Period: 18 months

For: National Office and Project Offices
(and LACRO/Headquarters)

Operationalization:

- ▼ To optimize work in municipalities, it is important to **participate in global (or LACRO) consultations** on administrative and operational issues that affect efficiency and viability, to propose, based on experience, the creation of agile and efficient mechanisms at the territorial level, combining compliance with **procedures** and **flexibility** to connect with the reality of territories.
- ▼ Improve the **alignment between UNFPA's programming schedules and processes** with the formulation of government budgets and AOPs, through the use of mechanisms such as multi annual or biannual work plans for the effective negotiation of partner provided funds, and avoid delays in budgeting processes and the financial execution and implementation of activities scheduled.

- Work on the gradual implementation of a **competitive process for the selection of IPs** at the NGO level, based on a review of selection criteria to make the process more transparent, inclusive and fair, and reduce the number of implementing partners.
- Conduct, as part of the Mid-Term Review of the new Country Programme, a **cost-efficiency** analysis of the most relevant interventions.

RECOMMENDATION 7: Strengthen work in the different areas by establishing priorities, identifying good practices and developing innovation areas.

Conclusions: 1, 3, 5, 6, 8, 9, 10, 11

Priority: High

Period: 1 year

For: National Office and Project Offices

Operationalization:

- Analyze **the impacts of the pandemic on the performance of indicators** to identify good practices and lessons learned and enhance risk mitigation and adaptation strategies for implementation in future crises.
- With regard to **violence**, UNFPA should focus on addressing sexual violence and promote the Essential Services Package more consistently and systematically, monitoring its application. The sphere of prevention is complex, but requires urgent attention and prioritization.
- In the case of **adolescent pregnancy**, the organization should focus on adolescent girls under the age of 15. In addition to the long-acting methods campaign, it is also important to promote the confidential distribution of contraceptives at IDCAs under Law 1152, as well as through other local mechanisms facilitating access to them.
- With regard to **maternal mortality**, UNFPA must promote intersectoral work to reduce the cost of these determinants of women's health and propose innovative measures to reduce delays leading to maternal deaths. In this regard, the country is at a standstill, and we cannot expect improvements if we continue to push the same strategies.
- In the case of **contraceptive availability**, an evaluation of the Rotatory Fund is warranted, to which end it will be necessary to promote political dialogue to seek its implementation. Based on the situation observed, UNFPA must provide continuous on-site training to managerial and technical personnel and, in particular, develop, together with the Ministry of Health, an Emergency Plan for the management of the Rotatory Fund (for example, consumption analysis, forecasting, commercialization, etc.). UNFPA can also work "outside of the box" with other contraceptive suppliers (for example, NGOs, pharmacies, private businesses) and other key stakeholders to ensure the availability of quality contraceptive commodities and quality contraceptive services in priority municipalities.
- UNFPA has made significant efforts to train **obstetric nurses** and, based on the new Strategic Plan, it should work with the Ministry of Health to achieve their recognition and institutionalization, based on the generation of evidence of their work, achievements and results (for example, by means of a joint evaluation). It is also important to identify a strategy to ensure sustainability or a gradual and progressive transition from funding to financing to continue to train obstetric nurses and integrate them into the Ministry of Health and Sports.

- ▼ In the area of **CSE**, it is essential to engage in dialogue with the Ministry of Education to provide evidence of the results achieved through the GAIEs and other sexuality education strategies to ensure the systematic incorporation of CSE in the education system, with a quality follow-up mechanism.
- ▼ Another challenge for UNFPA is that of engaging in political dialogue, based on its high level of specialization and evidence, to make a relevant contribution acknowledged and valued in the context of the new **Economic and Social Development Plan**. Areas 1 (Reconstructing the economy, regaining macroeconomic and social stability), 5 (Education), 6 (Health) and 7 (Judicial reform, digital and transparent public administration and defense with national

sovereignty) of the PDES, are the gateways to work on an agenda together with UNFPA.

- ▼ For the next CPD, it will be important to ensure that the **humanitarian-development-peace** triple nexus is cross-cutting to all areas; in that regard, an internal committee could be created to promote integrated and comprehensive work. The organization must leverage positions around issues related to SRR of national humanitarian response mechanisms, for example, within the UNS or the country humanitarian team, and also through the humanitarian protection group, which is co-led by UNFPA, where it can capitalize its actions. Finally, it is important to have an internal strategy to integrate the triple nexus in the new CPD.

RECOMMENDATION 8: Based on the results defined in the next Country Programme, with a focus on the most vulnerable populations, maximize intervention strategies and their efficacy, taking into account the LNOB strategy and cross-cutting approaches.

Conclusions 1, 2, 3, 4, 5, 6, 8, 9, 10, 11

Priority: High

Period: 6 months

For: National Office and Project Offices

Operationalization:

- ▼ Systematize **innovations** developed and implemented during the pandemic, and analyze their results and potential integration into strategies.
- ▼ Strengthen the **use of evidence and knowledge** to adopt, adapt and strengthen strategies.
- ▼ Continue to build **internal capacities** in the areas of advocacy, policy impact and political dialogue, through the implementation of specific strategies to facilitate the achievement of programme outcomes and increase sustainability, based on experience gained.
- ▼ Develop **LNOB training and appropriation** processes simultaneously with the development

of the new CPD, and build our partners' competencies to apply the LNOB approach.

- ▼ Proposals for the **operationalization of the LNOB approach, in addition to cross-cutting approaches** in all areas that facilitate an institutional approach. These approaches must be described and explained in the new CPD, with data or evidence to justify them. Follow up on the implementation of the LNOB principle and cross-cutting approaches, with results indicators as quality criteria and also as part of UNFPA's added value.

