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Dar a la población rural
pobre la oportunidad
de salir de la pobreza

República de Bolivia

Programa sobre oportunidades estratégicas nacionales

Junta Ejecutiva — 92º período de sesiones
Roma, 11 a 13 de diciembre de 2007

Para **examen**

Nota para los Directores Ejecutivos

Este documento se presenta a la Junta Ejecutiva para su examen.

A fin de aprovechar al máximo el tiempo disponible en los períodos de sesiones de la Junta Ejecutiva, se invita a los Directores Ejecutivos que deseen formular preguntas técnicas acerca del presente documento a dirigirse al funcionario del FIDA que se indica a continuación antes del período de sesiones:

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Expedientes principales

Expediente principal 1: Rural poverty and agricultural/rural sector issues

(La pobreza rural y las cuestiones relativas a los sectores agrícola y rural)

Expediente principal 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

(Matriz de organizaciones [análisis de las fortalezas, oportunidades, debilidades y amenazas – análisis FODA])

Expediente principal 3: Complementary donor initiative/partnership potential

(Posibilidades complementarias de asociaciones o iniciativas con donantes)

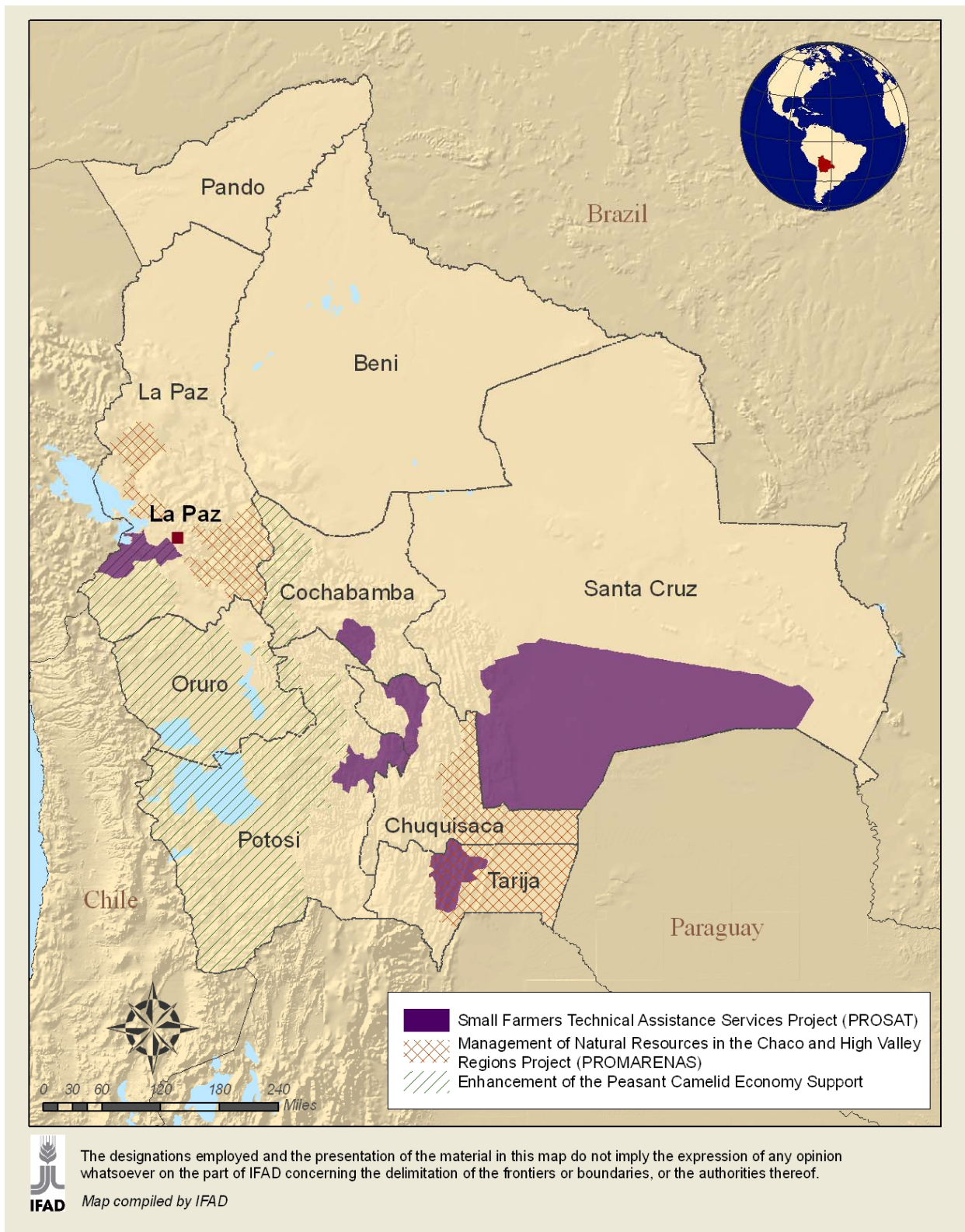
Expediente principal 4: Target group identification, priority issues and potential response

(Identificación del grupo-objetivo, cuestiones prioritarias y posible actuación)

Abreviaturas y siglas

CAF	Corporación Andina de Fomento
COSOP	programa sobre oportunidades estratégicas nacionales
PROCASUR	Corporación Regional de Capacitación en Desarrollo Rural
PROMARENA	Proyecto de Manejo de Recursos Naturales en el Chaco y Valles Altos
Proyecto VALE	Proyecto de Apoyo a la Valorización de la Economía Campesina de Camélidos

Mapa de las operaciones del FIDA en el país



Fuente: FIDA

Las denominaciones empleadas y la forma en que aparecen presentados los datos en este mapa no suponen juicio alguno del FIDA respecto de la demarcación de las fronteras o límites que figuran en él ni acerca de las autoridades competentes.

Resumen de la estrategia en el país

1. El presente programa sobre oportunidades estratégicas nacionales (COSOP) basado en los resultados es el segundo para Bolivia. El primero se realizó en 1998 y la preparación del siguiente se retrasó debido a los cambios que sufrió la administración pública en los últimos años. Para la elaboración de este documento se realizaron numerosas consultas con las autoridades gubernamentales, los posibles beneficiarios de las futuras intervenciones del FIDA y la comunidad de donantes en Bolivia. De conformidad con lo acordado con el Gobierno, este COSOP abarcará el período 2008-2012.
2. La situación de la pobreza en Bolivia no ha cambiado significativamente desde 1998, y el nivel de desigualdad en la distribución de los ingresos es uno de los más altos de la región. El Gobierno ha intentado aplicar estrategias de reducción de la pobreza desde 2001, pero las circunstancias sociales y políticas han dificultado la iniciativa. Las autoridades gubernamentales actuales prepararon el plan nacional de Desarrollo para 2006-2010 que incorpora objetivos y prioridades para la reducción de la pobreza y estrategias sectoriales. En coordinación con el plan nacional, en 2007 el Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente elaboró un plan de desarrollo del sector que integra estrategias concretas para el desarrollo rural.
3. En el marco del plan nacional y los planes sectoriales de desarrollo, se acordaron con el Gobierno los siguientes objetivos estratégicos para este COSOP.
 - **Objetivo estratégico 1. Aumentar los activos (humanos, naturales, materiales, culturales y sociales) en que se basan los medios de vida de los pobres rurales y promover la adopción de innovaciones tecnológicas y conocimientos nuevos mediante el fomento del acceso de los pobres a una amplia gama de servicios.** Este objetivo responde a las prioridades estratégicas del Gobierno que consisten en fortalecer las capacidades económicas y sociales de la población pobre y vulnerable. Además, se orienta a la conservación de los recursos naturales y la promoción y adopción de nuevos conocimientos e innovaciones tecnológicas.
 - **Objetivo estratégico 2. Fomentar el manejo y aprovechamiento integral y sostenible de los recursos naturales en áreas territoriales determinadas, con la debida consideración de aspectos socioculturales.** Las prioridades centrales de este objetivo estratégico son: el manejo y aprovechamiento integral y sostenible de los recursos forestales y las medidas de conservación que pueden posibilitar la generación de ingresos. Los recursos naturales y forestales constituyen un importante activo para las poblaciones locales. Se incluye también el apoyo a la prestación de servicios ambientales que toman en cuenta la autogestión de las comunidades campesinas e indígenas.
4. La ejecución del COSOP será flexible y tomará en cuenta los cambios en las circunstancias del país, así como los resultados logrados durante la ejecución. El programa ha adoptado un enfoque participativo que, combinado con el diálogo político activo y permanente, ayudará a reducir los posibles riesgos durante la ejecución. Con objeto de garantizar los mejores resultados posibles, el FIDA realizará un seguimiento y una supervisión directa de las operaciones, además de reforzar su presencia en el país. Una de las estrategias activas que aplicará el FIDA para su participación en Bolivia durante el período del COSOP será el establecimiento de asociaciones con otros organismos de cooperación.

5. La cuantía de los fondos del FIDA para el período de ejecución se basa en la asignación anual establecida para el primer año del COSOP, que asciende a USD 6 078 495, aproximadamente (cuadro 1). La asignación correspondiente a Bolivia en la Séptima Reposición (2007-2009) se estima en USD 18 336 140.

República de Bolivia

Programa sobre oportunidades estratégicas nacionales

I. Introducción

1. Este es el segundo programa sobre oportunidades estratégicas (COSOP) para Bolivia. A fin de lograr que este documento se orientara más a los resultados y reflejara el sentido de apropiación del Gobierno, se preparó de conformidad con las recomendaciones del Plan de acción del FIDA para mejorar su eficacia en términos de desarrollo y las decisiones de la Junta Ejecutiva. El documento anterior, elaborado en 1998, abarcaba un período de cinco años y se centraba principalmente en el acceso a los servicios financieros y no financieros y el manejo de los recursos naturales. Para la elaboración del presente se realizaron numerosas consultas con las autoridades gubernamentales, los posibles beneficiarios de las futuras intervenciones del FIDA y la comunidad de donantes en Bolivia. El proceso de formulación del COSOP constó de tres etapas: i) Una misión inicial visitó Bolivia en noviembre de 2006 para familiarizar a las autoridades con los principios en que se funda el nuevo documento basado en los resultados. ii) A petición del Gobierno, en enero de 2007 una segunda misión visitó el país y se organizaron varios talleres con la participación de personal del Gobierno, pequeños productores, grupos campesinos e indígenas. Paralelamente a la formulación del COSOP, el FIDA elaboró un estudio de caso sobre la estrategia de reducción de la pobreza y el desarrollo rural en Bolivia en el contexto de una iniciativa financiada por diversos donantes.¹ Varias de las conclusiones de dicho estudio resultaron de utilidad para la formulación del COSOP. Durante el período de formulación, tuvieron lugar una serie de cambios en las estructuras del Gobierno y las autoridades electas. iii) En junio de 2007 las autoridades finalizaron la preparación de un Plan de Desarrollo Sectorial denominado "Revolución Rural, Agraria y Forestal" que sirvió de base para la introducción de una serie de cambios al documento original del COSOP solicitado por las autoridades de gobierno. A tal efecto, en julio de 2007 se realizó una tercera visita al país con objeto de finalizar la preparación del documento y asegurar la apropiación por el Gobierno de las propuestas estratégicas. Tal como se acordó con las autoridades gubernamentales, este COSOP abarcará el período 2008-2012. En el apéndice I se ofrece un resumen del proceso de consultas, y en el apéndice IV se presentan los resultados del COSOP anterior.

II. Contexto nacional

A. Situación económica, agrícola y de la pobreza rural

Antecedentes de la economía del país

2. Bolivia es un país sin salida al mar ubicado en el centro de América del Sur. Tiene una superficie de 1 098 581 km², una población que en 2006 alcanzaba los 9,3 millones de habitantes y una tasa anual de crecimiento demográfico estimada en un 1,8%. Bolivia es un país con ingresos medianos a bajos, una renta nacional bruta per cápita que en 2006 se estimaba en USD 1 100 (empleando el método Atlas), y una tasa de crecimiento anual del PIB que ese mismo año fue de 4,6%. Los datos correspondientes a 2006 indican que el superávit fiscal fue del 4,5% del PIB y la inflación alcanzó el 12,2%. El sector financiero registró una mayor estabilidad gracias a que los depósitos y el crédito aumentaron por primera vez en varios años, y la balanza de pagos se mantuvo sólida gracias a que las reservas oficiales de divisas llegaron a niveles históricos. En 2006, las exportaciones alcanzaron un valor

¹ Wiggins, S. y C. Toranzo (2007), *El enfoque de la Estrategia de Reducción de la Pobreza y el Desarrollo Rural – Estudio de caso: Bolivia*. FIDA, Roma.

récord de USD 4 000 millones, con un superávit comercial superior a los USD 1 300 millones y un superávit en cuenta corriente de 11,6% del PIB, al tiempo que las reservas internacionales netas alcanzaron los USD 3 000 millones. Los indicadores macroeconómicos para 2007 son alentadores.

3. Las consultas realizadas hace poco entre Bolivia y el Fondo Monetario Internacional indican que las perspectivas económicas del país en el corto plazo son favorables, aunque persisten dificultades a medio plazo. Para solucionarlas, será preciso fomentar políticas que permitan consolidar los avances recientes en la esfera macroeconómica, mejorar el clima de confianza y promover un crecimiento mayor, más diversificado y equitativo. Al mismo tiempo, ha de protegerse la estabilidad macroeconómica, fortalecer la gobernanza y la buena gestión del gasto público en todos los niveles del Gobierno y utilizar eficazmente los recursos de que dispone el país gracias al alivio de la deuda en el marco de la Iniciativa para el Alivio de la Deuda Multilateral.
4. A partir de la iniciativa, se prevé que la relación entre la deuda pública y el PIB disminuirá del 71% registrado a finales de 2005 al 51% a finales de 2006. También se espera que las reservas oficiales continúen incrementándose, como consecuencia del alto superávit corriente vinculado al elevado precio internacional de los combustibles y minerales. En el marco de la Iniciativa para el Alivio de la Deuda Multilateral, el Banco Mundial y el Fondo Monetario Internacional otorgaron a Bolivia un alivio de la deuda por un total aproximado de USD 1 700 millones. Por su parte, en el marco de la Iniciativa para la reducción de la deuda de los países pobres muy endeudados, el FIDA aprobó un alivio de la deuda para Bolivia por un total de DEG 6,5 millones.

La agricultura y la pobreza rural

5. En Bolivia, las condiciones climáticas y la altura de las elevaciones (que van desde 130 a 6 000 metros sobre el nivel del mar) varían ampliamente de una región a otra. El territorio boliviano se divide en tres regiones geográficas: i) el altiplano, en los departamentos de La Paz, Oruro y Potosí, donde se produce cebada, quinoa y papas y se crían camélidos sudamericanos y ovejas; ii) los valles andinos, en los departamentos de Cochabamba, Chuquisaca y Tarija, donde se produce trigo, maíz, papas, frutas y verduras, además de yuca, arroz, maíz, bananas, cítricos y coca en las partes más bajas; iii) las tierras bajas orientales, en los departamentos de Santa Cruz, Beni y Pando, que se caracterizan por una producción agrícola comercial orientada a la exportación, que consta principalmente de soja, arroz y caña de azúcar, además de nueces de Brasil en la región amazónica. Según el Censo de Población y Vivienda – 2001, el 30% de la población trabajaba en el sector agrícola en ese momento y, en el año 2004, dicho sector representaba el 15,7% del PIB. Se estima que hay 57 millones de hectáreas aptas para la agricultura y la explotación forestal controlada, de las cuales 3,7 millones (que equivalen al 3% de la superficie del país) podrían utilizarse para la agricultura intensiva. Un total de 53 millones de hectáreas están cubiertas de bosques, de las cuales 12 millones podrían destinarse a fines comerciales si se utilizaran adecuadamente. Entre 1990 y 2004, el área cultivable aumentó de 1,4 millones a 2,4 millones de hectáreas, con posibilidades de ampliación. Los resultados del sector son muy heterogéneos. Mientras que la producción de cultivos tradicionales del altiplano y los valles registró un incremento anual de apenas un 1%, en las tierras bajas los cultivos industriales de soja, sorgo y algodón aumentaron un 10%, aunque el efecto de dicho aumento en la seguridad alimentaria fue escaso. Por lo tanto, es necesario incrementar la productividad en el altiplano y en los valles para poder reducir la inseguridad alimentaria.
6. La agricultura y la ganadería son altamente vulnerables a las condiciones climáticas, que afectan directamente a la seguridad alimentaria. A principios de 2007, se registraron importantes pérdidas en las áreas cultivadas y en las cosechas a causa de la sequía, las temperaturas bajo cero y las inundaciones.

7. Bolivia presenta elevados niveles de pobreza y desigualdad de ingresos. En 2002, el 65% de la población vivía en condiciones de pobreza, y el 40% de esa población padecía una pobreza extrema. A mediados de la década de los noventa esos índices disminuyeron, pero actualmente se mantienen cercanos a los registrados a principios de esa década. La desigualdad de ingresos registró un incremento importante entre 1997 y 2002. Con un coeficiente de Gini estimado en 0,58, Bolivia es uno de los países con mayor desigualdad de ingresos de la región. La gran desigualdad de ingresos pone de relieve las marcadas disparidades en el acceso a los activos (tales como la educación y la tenencia de la tierra), el tamaño de los hogares y las diferencias en los ingresos por género, grupo étnico, ubicación y tipo de empleo.
8. En 2002, el 80% de la población rural se consideraba pobre. La pobreza rural se concentra en el altiplano y los valles, donde viven 2,1 millones de personas pobres, de las cuales 1,6 millones viven en condiciones de pobreza extrema. Se estima que en las tierras bajas habita medio millón de personas pobres, de las cuales 230 000 padecen pobreza extrema. La incidencia de la pobreza y la pobreza extrema entre la población rural es considerablemente superior entre quienes se dedican a la agricultura, especialmente entre las categorías de empleo familiar y autónomo, típicas de las economías rurales en el altiplano y los valles. A nivel nacional, los ingresos de los hogares rurales provienen principalmente de las actividades agrícolas. No obstante, casi el 48% proviene de actividades no agrícolas y de recursos no derivados del empleo, tales como pensiones y remesas, lo que indica que la diversificación de las fuentes de ingresos y la importancia de los vínculos entre las áreas rurales y urbanas van en aumento.²
9. Los niveles de pobreza y vulnerabilidad son más elevados entre los grupos indígenas, de mujeres y jóvenes de las áreas rurales. La mayoría de las mujeres de las áreas rurales trabajan en el sector agrícola, y muchas de ellas son cabeza de familia debido a la frecuente migración de los hombres. Estas mujeres enfrentan dificultades en el acceso a todo tipo de servicios, entre ellos, la asistencia técnica, que está orientada principalmente a los hombres. Generalmente reciben remuneraciones menores que los hombres por los mismos trabajos, tienen un acceso limitado a los recursos de capacitación, y su papel en la comunidad y su contribución a la economía familiar son menos valorados. La tasa de analfabetismo entre los jóvenes de 15 años de edad es del 21% entre las mujeres y 8% entre los varones. En promedio, las niñas de las áreas rurales tienen sólo dos años y medio de escolarización, mientras que los varones tienen 4,7. El índice de desarrollo relativo al género es 0,68, por lo cual Bolivia ocupa el lugar 86 entre 177 países.³ La pobreza rural afecta considerablemente a los jóvenes. Se estima que el 86,4% de la población menor de 25 años de edad es pobre. En general, los jóvenes se ven afectados por una tasa de escolarización baja y oportunidades de empleo escasas.
10. El hecho de que la pobreza persista incluso durante los períodos de crecimiento económico se debe a los siguientes factores: i) los sectores que contribuyen más al crecimiento de la economía boliviana (tales como la minería, el petróleo, el gas y la agricultura comercial extensiva) no requieren gran cantidad de mano de obra y no establecen vínculos con otras industrias o actividades nacionales; ii) las dificultades y los altos costos de las transacciones necesarias para acceder a los mercados y los servicios internos y externos; iii) la inestabilidad y la falta de continuidad política, combinadas con los conflictos sociales generados por los elevados niveles de

² Jiménez, W. y S. Lizárraga (2003), *Ingresos y desigualdad en el área rural de Bolivia*. Unidad de Análisis de Políticas Sociales y Económicas, La Paz.

³ *Informe de desarrollo humano 2006. Más allá de la escasez: Poder, pobreza y la crisis mundial del agua*. Palgrave Macmillan y el Programa de las Naciones Unidas para el Desarrollo, Nueva York.

desigualdad económica; iv) las deficiencias institucionales que afectan la formulación y ejecución de las políticas, y v) las políticas de inversión pública que se orientan a los sectores considerados con mayor potencial en lugar de orientarse a los marginados, principalmente a los pobres rurales.

B. Políticas, estrategias y contexto institucional

Contexto institucional nacional

11. Con objeto de llevar a la práctica el Plan Nacional de Desarrollo, el Gobierno ha modificado la estructura del poder ejecutivo con el propósito de aumentar la participación del Estado en el desarrollo económico y social. Los cambios institucionales han hecho especial hincapié en la participación del Ministerio de Planificación del Desarrollo como entidad coordinadora de todas las políticas sectoriales. La otra institución estrechamente vinculada con las operaciones del FIDA en el país es el Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente, que será la contraparte del FIDA en asuntos técnicos y sustantivos en el contexto de los planes de desarrollo sectoriales. Asimismo, otra institución del sector de los servicios financieros del ámbito público que podría contribuir al desarrollo rural y la reducción de la pobreza es el recientemente creado Banco de Desarrollo Productivo.

Estrategia nacional de reducción de la pobreza rural

12. Al asumir el poder, el Gobierno del Presidente Evo Morales preparó el Plan Nacional de Desarrollo cuya finalidad es sentar las bases para abordar una amplia lista de temas con vistas a la transformación política y económica del país. Antes de la adopción de este plan, Bolivia había elaborado una amplia estrategia participativa de reducción de la pobreza, que ahora ha sido sustituida por el plan. Sobre la base del marco general planteado en éste, el Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente preparó un plan estratégico que comprende tres objetivos principales: i) favorecer la seguridad alimentaria y la soberanía mediante el suministro seguro de alimentos sanos a la población en general, el énfasis en el desarrollo de la capacidad de los grupos indígenas y campesinos en materia de actividades agrícolas y forestales, el establecimiento de condiciones propicias más igualitarias para el desarrollo rural, la preservación de los recursos naturales y la erradicación de la pobreza; ii) profundizar la contribución de la agricultura y la actividad forestal al mejoramiento de los medios de vida de la población y al desarrollo del país mediante la ampliación de la base económica, considerando la posibilidad de la industrialización sostenible de los recursos naturales renovables, creando empleo e ingresos sostenibles para la población rural y consolidando los vínculos con las actividades no agrícolas, y iii) favorecer el manejo sostenible de los recursos naturales a fin de mejorar las condiciones de vida de los grupos indígenas y campesinos, y la sociedad rural en general, a través del uso de recursos naturales renovables (sin poner en riesgo a los ecosistemas, los paisajes naturales y la diversidad biológica) como proceso más amplio con la finalidad de minimizar el impacto de otras actividades económicas en la calidad del medio ambiente.
13. En el pasado, las deficiencias institucionales y la falta de continuidad en materia de políticas y programas limitaron la posibilidad de lograr mejores resultados por medio de las operaciones de desarrollo. El Gobierno ha decidido invertir ese proceso mediante el establecimiento de unidades de ejecución de programas y proyectos que tengan a su cargo la administración directa de los proyectos, programas y operaciones de desarrollo rural.

Armonización y alineación

14. La coordinación de los donantes en Bolivia fue destacable en el pasado, y en las recientes evaluaciones de los progresos logrados el país ha cumplido con los objetivos e indicadores establecidos en la Declaración de París sobre la Eficacia de la Ayuda al Desarrollo. En un informe elaborado por la Organización de Cooperación y Desarrollo Económicos se señala que en 2006 Bolivia recibió ayuda por un monto de USD 791 millones. Además, se indica que ese mismo año se realizaron 257 misiones

de donantes y 50 estudios analíticos, lo cual pone de relieve la necesidad de una mayor coordinación entre los donantes. Con objeto de contribuir a la armonización, el FIDA está trabajando en colaboración con la Organización de las Naciones Unidas para la Agricultura y la Alimentación y el Programa Mundial de Alimentos en la preparación de un plan para la reducción de la pobreza rural. Asimismo, está profundizando la relación con la Corporación Andina de Fomento (CAF) y el Organismo Alemán para la Cooperación Técnica, con el fin de aumentar la eficacia y la eficiencia de los programas relacionados con la microfinanciación, las cuestiones de género y el manejo de los recursos naturales. La presencia de un oficial de enlace sobre el terreno contribuirá a garantizar que las actividades del Fondo se coordinen con las de otros donantes (entre ellos, la Unión Europea, Bélgica, Dinamarca y Suiza) y se ajusten a las prioridades del Gobierno.

15. Las operaciones del FIDA en Bolivia continuarán utilizando donaciones regionales y subregionales para i) promover la reproducción y ampliación de las iniciativas innovadoras, ii) fortalecer la capacidad operacional de los proyectos basados en los préstamos mediante asistencia y capacitación técnicas específicas y iii) generar y compartir experiencias entre las iniciativas de inversión en la región de la División de América Latina y el Caribe del FIDA, y ayudar a las organizaciones rurales a acceder a los conocimientos externos en el contexto de las redes regionales.

III. Enseñanzas de la experiencia del FIDA en el país

A. Resultados, impacto y desempeño anteriores

16. En 2003 se llevó a cabo una evaluación del programa en el país.⁴ La evaluación comprendió el período 1979-2003 durante el cual el FIDA aprobó nueve proyectos para Bolivia, por un total de USD 81,3 millones. El acuerdo en el punto de culminación proporciona la base para las enseñanzas extraídas, junto con las evaluaciones de los proyectos. Asimismo, la evaluación externa independiente del FIDA analizó el impacto del Proyecto de Desarrollo Sostenible de los Pueblos Indígenas del Beni y del Proyecto de Servicios de Asistencia Técnica para Pequeños Productores. Desde la evaluación del programa en el país, el FIDA financió el Proyecto de Manejo de Recursos Naturales en el Chaco y Valles Altos (PROMARENA) y aprobó el Proyecto de Apoyo a la Valorización de la Economía Campesina de Camélidos (Proyecto VALE). Desde el COSOP anterior, el FIDA ha financiado operaciones que han contribuido al empoderamiento de las organizaciones de base de campesinos e indígenas mediante la transferencia de recursos y capacidades a las mismas, lo que permite a los pobres rurales poner en marcha iniciativas definidas y luego ejecutadas a través de estas organizaciones.
17. Las evaluaciones han puesto de relieve los resultados positivos que se han logrado, especialmente en materia de rehabilitación de tierras, microrriego y acceso al agua potable. Mediante las actividades de apoyo a las artesanías tradicionales se generaron importantes aumentos (superiores al 50%) en los ingresos de las familias de las mujeres indígenas que participaron en estas actividades, lo cual significó la valorización de sus activos culturales. El Proyecto de Desarrollo Sostenible de los Pueblos Indígenas del Beni, que finalizó recientemente, contribuyó al fortalecimiento de las organizaciones indígenas a través del proceso de formalización de los derechos de estas personas a más de un millón de hectáreas de tierra. En el marco del proyecto, el capital humano de los beneficiarios se vio incrementado gracias al apoyo que recibieron más de 700 estudiantes becarios (el objetivo original eran 250) cuyas oportunidades de obtener ingresos mejoraron gracias a la capacitación recibida.

⁴ Véase el apéndice V.

18. En lo concerniente a la sostenibilidad de las actividades realizadas, cabe destacar que una serie de componentes han tenido efectos positivos, a saber: i) en los proyectos por áreas geográficas, las inversiones y la diversificación de la producción han generado aumentos duraderos de los ingresos; ii) las organizaciones comunitarias se han fortalecido y han continuado funcionando eficazmente; iii) los ingresos en la cadena de producción de los camélidos se han incrementado gracias al desarrollo de la demanda de los productos y subproductos relacionados; iv) se ha agregado valor a la producción de los campesinos, y v) la consolidación de los títulos de propiedad de la tierra y el fortalecimiento de las organizaciones en las comunidades del Beni respondieron a las necesidades expresadas por los beneficiarios.
19. Los proyectos financiados recientemente por el FIDA en Bolivia han ayudado a proporcionar acceso a los servicios financieros a más de 5 000 familias rurales del altiplano (el objetivo original eran 2 800) cuyos ingresos provienen de la cría de camélidos sudamericanos y la venta de los productos derivados. Se estima que unas 20 000 familias campesinas han logrado acceder a los servicios de asistencia técnica, y se prevé que los proyectos actuales permitirán duplicar esa cifra.
20. No se considera que los dos proyectos en curso se encuentren en situación de riesgo. El Proyecto de Servicios de Asistencia Técnica para Pequeños Productores, que culminará en junio de 2008, cuenta con un saldo de USD 400 000 que será utilizado. La institución cooperante y el FIDA determinarán las cuantías de los retiros que podrán efectuarse, justificarán los gastos correspondientes a la cuenta especial y presentarán un informe final del proyecto y estados financieros auditados al 31 de diciembre de 2007. No obstante, preocupa ligeramente la situación del PROMARENA, que entró en vigor en agosto de 2003 y ha desembolsado solamente DEG 2 millones, lo que equivale al 20% de los DEG 9,3 millones, aproximadamente, otorgados al proyecto. Dado que la fecha de culminación es septiembre de 2008, será necesario realizar una evaluación a fin de establecer una prórroga y una posible reducción del alcance del proyecto, para lo cual se tomarán en cuenta las recomendaciones de la revisión a mitad de período y los resultados de la ejecución.

B. Enseñanzas extraídas

21. La experiencia acumulada en el país indica que es necesario considerar los siguientes puntos:
 - **Flexibilidad en el diseño de los proyectos.** En varios proyectos se han logrado resultados positivos principalmente gracias a la originalidad y flexibilidad del diseño de los componentes y la amplia y plena participación de los beneficiarios en el proceso de preparación. La formulación de operaciones futuras debería asegurar que se consulte a los posibles beneficiarios durante todo el proceso, y que en el diseño se incluyan medidas que permitan a los beneficiarios hacer un seguimiento constante de la ejecución a fin de garantizar la transparencia y eficacia de las intervenciones.
 - **Riesgos durante la ejecución.** Los últimos proyectos tropezaron con problemas de carácter institucional y fue necesario volverlos a diseñar mediante misiones de reorientación. Los proyectos se han visto afectados por las reorganizaciones y las deficiencias en la capacidad de ejecución del Gobierno. Además, los problemas se agravaron en parte a causa de la situación política del país. Aunque no hay forma de garantizar que no surgirán dificultades ni se producirán cambios institucionales, se deberían tomar medidas para asegurar que la ejecución pueda desarrollarse sin mayores contratiempos; por ejemplo, podría limitarse la interferencia política en la selección y el nombramiento del personal de los proyectos. Se ha sugerido mejorar los procesos de selección del personal de los

proyectos y ofrecer salarios adecuados con objeto de estimular el rendimiento. En general, se deberá adoptar un enfoque dinámico que permita realizar cualquier ajuste necesario en función de los cambios en los entornos económico, social y político.

- **Descentralización.** La marcada concentración de los procesos de adopción de decisiones en la capital dificulta las operaciones en el terreno. Es indispensable contar con unidades de ejecución en el terreno y financiar las actividades de los proyectos a través de los gobiernos locales. Se ha detectado que existen fondos de cofinanciación para las operaciones en curso que, en muchos casos, son superiores a los que están disponibles a través de los proyectos mismos.
- **Priorizar el suministro de activos y el acceso a ellos.** Es fundamental ofrecer respaldo a los grupos campesinos e indígenas, especialmente mujeres y jóvenes, para permitirles acceder a los servicios no financieros y los servicios financieros diversificados a fin de contribuir a su empoderamiento y al aumento de sus activos. Es esencial ayudar a los segmentos de la población que carecen de documentos de identidad, ya que esto limita su acceso a los servicios y la posibilidad de que se organicen con objeto de ejercer plenamente sus derechos civiles. Para lograr la reducción de las disparidades en el ámbito regional, las intervenciones deberían centrarse en las comunidades más pobres que viven en las tierras altas. La experiencia obtenida en Bolivia indica que los activos de capital social e institucional pueden incrementarse bastante rápidamente, en especial si se brinda apoyo a la gestión de los sistemas de microrriego y el establecimiento de pequeñas empresas.
- **Focalización y género.** Los proyectos ejecutados en el marco de este COSOP deberán incorporar las nuevas políticas del FIDA sobre focalización y género. De ese modo, las operaciones nuevas permitirán a las mujeres rurales aumentar su seguridad alimentaria, mejorar su nivel nutricional, ser reconocidas como ciudadanas al poseer documentos de identidad y establecer sus organizaciones legalmente. Las unidades de ejecución de los proyectos deberán garantizar la plena participación de las mujeres en todas las actividades realizadas en el marco de los proyectos y en los beneficios generados por éstos.

IV. Marco estratégico del FIDA en el país

A. Ventaja comparativa del FIDA en el país

22. En los últimos 15 años, el FIDA y los organismos de ejecución han aplicado distintos enfoques cuya naturaleza específica ha sido reconocida por las autoridades gubernamentales, y que han puesto de relieve la ventaja comparativa del FIDA en relación con otras intervenciones de desarrollo rural. Dicha ventaja comparativa en materia de desarrollo rural comprende cuatro contribuciones principales: i) el apoyo a las iniciativas basadas en los activos de los pobres, que se determinan por su potencial más que por una lista de necesidades; ii) la ejecución de actividades mediante un enfoque impulsado por la demanda y la inyección de dinamismo en los mercados financieros y no financieros privados; iii) el empoderamiento de los grupos campesinos e indígenas al brindarles acceso a los conocimientos básicos para la ejecución de iniciativas, y al transferir directamente a las organizaciones de los grupos-objetivo recursos financieros que les permiten obtener, en el mercado, los servicios necesarios para llevar a cabo sus propias iniciativas, y iv) la prestación, mediante sistemas competitivos, de apoyo y el suministro de recursos que pueden ser autogestionados, y el requisito de que las iniciativas sean cofinanciadas por los

beneficiarios y otros interesados directos. El enfoque participativo del FIDA, que se basa en el reconocimiento de que las poblaciones rurales pobres poseen activos y capacidades, le ha valido la confianza de las comunidades y organizaciones de los pobres rurales, así como la de los organismos gubernamentales.

B. Objetivos estratégicos

23. Este COSOP concuerda con el Marco Estratégico del FIDA (2007-2010), cuyo objetivo es que los hombres y las mujeres pobres de las áreas rurales logren un mayor acceso a: a) los conocimientos prácticos y la capacidad de organización; b) los recursos naturales; c) las tecnologías y los servicios agrícolas; d) los servicios financieros, y e) el empleo en el sector no agrícola y el establecimiento de actividades empresariales. Los objetivos estratégicos incrementarán la participación de los pobres rurales en la formulación de políticas nacionales y en los procesos de programación. Dichos objetivos se han diseñado sobre la base de los planes y programas del Gobierno y en función de un proceso de consultas que incorpora la experiencia del FIDA en Bolivia. Las actividades que se realizarán en el contexto de cada objetivo se complementan e interactúan entre sí.
24. **Objetivo estratégico 1. Aumentar los activos (humanos, naturales, materiales, culturales y sociales) en que se basan los medios de vida de los pobres rurales y promover la adopción de innovaciones tecnológicas y conocimientos nuevos mediante el fomento del acceso de los pobres a una amplia gama de servicios.** Este objetivo responde a las prioridades estratégicas del Gobierno que consisten en fortalecer las capacidades económicas y sociales de la población pobre y vulnerable. También tiene por finalidad la conservación de los recursos naturales y la promoción y adopción de nuevos conocimientos e innovaciones tecnológicas. Este objetivo profundizará la prestación de servicios diversificados no financieros, tales como la capacitación y la asistencia técnica, además de los servicios financieros y la obtención de la documentación formal necesaria para el ejercicio de los derechos civiles. Asimismo, se reconoce que las familias y los segmentos más pobres de la población poseen activos que pueden ser valorados e incrementados, lo que permitirá a estas personas salir de la pobreza.
25. **Objetivo estratégico 2. Fomentar el manejo y aprovechamiento integral y sostenible de los recursos naturales en áreas territoriales determinadas, con la debida consideración de aspectos socioculturales.** Este objetivo se ajusta a las prioridades estratégicas del Gobierno en relación con el manejo y aprovechamiento integral y sostenible de los recursos forestales y las medidas de conservación que pueden posibilitar la generación de ingresos. De conformidad con este objetivo, el diseño de los proyectos posibilitará el fortalecimiento institucional, el mejoramiento de las prácticas de gestión locales, la preservación de las identidades culturales de las comunidades campesinas e indígenas y el aumento de los ingresos entre las poblaciones del lugar.

C. Oportunidades de innovación

26. Las nuevas operaciones realizadas en el marco de este COSOP facilitarán la incorporación de tres enfoques innovadores. La primera característica innovadora consiste en desarrollar un mercado local privado para la prestación de servicios no financieros diversificados, tales como asistencia y asesoramiento técnico y comercial, además de proporcionar información y capacitación pertinentes. El empleo de los campesinos, los artesanos locales y los microempresarios como proveedores de servicios aumentará el alcance de esta innovación, que ha permitido lograr resultados positivos en proyectos anteriores financiados por el FIDA en la región andina. La segunda innovación se basa en la inclusión generalizada de elementos culturales en el contexto del desarrollo económico, lo que comprende la valoración del capital social de las organizaciones de campesinos y de pueblos indígenas para el desarrollo de la zona por medio de referencias a las identidades locales, al tiempo que se garantiza el cuidado del medio ambiente. La utilización de fondos públicos por

parte de los pobres rurales y las organizaciones de pueblos indígenas para su propio desarrollo favorecerá el diálogo democrático basado en las estrategias y las experiencias de los beneficiarios. La tercera innovación se relaciona con la inclusión de la población rural pobre en los servicios financieros diversificados que ofrece el sector bancario formal, principalmente a través de la movilización de ahorros destinados a la reducción de la vulnerabilidad de los pobres rurales, en especial las mujeres. El recurso a una institución nacional como el Banco de Desarrollo Productivo facilitará la ampliación del alcance del sistema bancario, lo cual permitirá que los pobres rurales queden incluidos y puedan ejercer sus derechos civiles. Las innovaciones se incorporarán mediante la inclusión de los campesinos mismos como proveedores de servicios de asistencia técnica, la financiación de iniciativas basadas en la cultura y los valores locales y el establecimiento de un mecanismo de movilización de los ahorros, particularmente entre las mujeres rurales.

D. Estrategia de focalización

27. Los estudios realizados a fin de establecer un perfil de la población rural de Bolivia han permitido identificar a varios grupos sobre la base de las características étnico-culturales y geográficas y los nichos ecológicos de las áreas donde viven. La generalización más amplia distingue entre la región oriental, representada por las planicies de las tierras bajas y la cuenca del Río Amazonas, y la región occidental, representada por el altiplano y los valles altos. Las comunidades andinas tradicionales, principalmente de origen quechua y aimara, viven en las tierras altas mientras que en las tierras bajas predominan los pueblos indígenas de origen amazónico, algunos de los cuales se encuentran dispersos, así como una población no indígena y, cada vez más, migrantes rurales provenientes de las montañas.
28. La formulación del COSOP se ajustó a la estrategia de focalización del FIDA. Mediante el uso de la focalización geográfica, ha sido posible determinar que las poblaciones rurales más numerosas se encuentran en las tierras altas, donde se observan niveles de pobreza extremadamente altos y donde las familias han desarrollado diversas estrategias para enfrentar las dificultades, para lo cual utilizan una serie de valores y activos comunitarios que pueden aprovecharse para mejorar su bienestar. Estas poblaciones se organizan básicamente en comunidades, o *ayllu*, que incluyen organizaciones socio-políticas locales con gran potencial para ayudar a solucionar complejos problemas relacionados con la pobreza. Los proyectos futuros deberán alcanzar un consenso sobre la ejecución de las iniciativas y actividades en lugar de crear nuevos comités o grupos sociales que puedan parecer adecuados para llevar a cabo las intervenciones, pero que pueden generar problemas en relación con el capital social existente. También cabe destacar que, en estas organizaciones, la participación de las mujeres es escasa, debido principalmente a la falta de un reconocimiento mínimo de los derechos civiles y la imposibilidad de las mujeres de generar sus propios ingresos. No obstante, si estos dos obstáculos pudieran corregirse, las mujeres podrían acceder rápidamente a posiciones de liderazgo y la desigualdad por razón de género se reduciría.
29. Se estima que en las tierras bajas la población rural pobre es de 500 000 personas, principalmente grupos indígenas, que requieren una atención específica. La experiencia indica que el trabajo con estos grupos requiere más tiempo, hasta 10 años, y una considerable dedicación a la creación de capital humano, en especial mediante la alfabetización y la capacitación en materia de liderazgo. Esta labor tendrá como propósito mejorar los procesos sostenibles de desarrollo autónomo que valoren los recursos naturales, culturales y biológicos que poseen estas poblaciones vulnerables.

30. La focalización geográfica basada en el análisis de la pobreza realizado por el Gobierno conducirá a la realización de intervenciones en favor de la población rural de las municipalidades y comunidades seleccionadas por éste a través de su programa Comunidades en Acción, que determinó que hay 148 municipalidades rurales que sufren una pobreza extrema.

E. Vinculaciones con las políticas

31. La administración boliviana actual decidió sustituir las estrategias de reducción de la pobreza adoptadas por las autoridades anteriores y está coordinando las intervenciones con el Plan Nacional de Desarrollo para 2006-2010, el Programa de Desarrollo Integral Comunitario y la estrategia sectorial del Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente aprobada recientemente. Los principales debates en torno a las políticas se vinculan con: i) la promoción de la producción agrícola y forestal con énfasis en la soberanía y la seguridad alimentarias, y el manejo integrado y sostenible de los recursos naturales; ii) el mejoramiento de las capacidades económicas de los pobres y la población que se encuentra en situación de riesgo, y la consolidación de mecanismos institucionales adecuados para la prestación de servicios financieros a los sectores tradicionalmente excluidos, y iii) el desarrollo tecnológico de la producción agrícola, la promoción del empleo rural no agrícola y la inserción en nuevos mercados, además de las actividades que complementan al programa Comunidades en Acción. Otros temas serán: a) la adopción de los mecanismos necesarios para permitir la transferencia directa de recursos a las organizaciones integradas por los pobres rurales; b) el establecimiento de un mercado para la prestación de asistencia técnica; c) el apoyo al ejercicio de los derechos fundamentales por parte de la población rural pobre; d) la promoción y el respaldo a la ejecución del manejo y aprovechamiento integral y sostenible de los recursos forestales y la conservación de la biodiversidad con la participación de los campesinos y los pueblos indígenas, y e) la complementariedad de la infraestructura y el equipamiento básico con las iniciativas llevadas a cabo entre la población rural pobre.

V. Gestión del programa

A. Gestión del COSOP

32. La ejecución del COSOP se llevará a cabo de conformidad con el programa de trabajo establecido por la División de América Latina y el Caribe para la Séptima Reposición. Podrá incluir el diseño y la formulación de tres operaciones en el contexto de los objetivos estratégicos del programa, al tiempo que se toma en consideración la cartera actual de proyectos. Se prevé que, durante el período correspondiente a este COSOP, se continuará ejecutando el PROMARENA (en relación con el cual se analizará la posibilidad de una prórroga). El programa será flexible y se podrán ir realizando ajustes a fin de tomar en cuenta los posibles cambios en las políticas nacionales y el marco institucional. Con objeto de contribuir a la ejecución del programa, el gerente del programa en el país respaldará el establecimiento de un equipo de gestión del programa integrado por dicho gerente, representantes de otras divisiones del FIDA, el oficial de enlace sobre el terreno, la institución cooperante y el personal de los proyectos en curso. Algunas entidades gubernamentales han expresado su interés en formar parte del equipo, por lo que se les invitará según resulte pertinente. También se considerará la participación de representantes de otros donantes, ONG y consultores especializados. En virtud de la adopción del marco de gestión de los resultados, el equipo de gestión del programa en el país contribuirá a la preparación del examen anual de la cartera del FIDA y otros estudios especiales, además de un informe anual sobre la aplicación del sistema de gestión de los resultados y el impacto (RIMS). Se prevé que el programa se someta a un examen anual durante la supervisión por parte del gerente del programa en el país y consultores especializados. Durante el primer año, se prestará especial atención a la marcha de la ejecución del PROMARENA, el inicio del Proyecto

VALE y el diseño de una nueva operación que será seleccionada por el Gobierno entre las tres que se describen brevemente en el apéndice IX. En 2010, se realizará una revisión a mitad de período conjuntamente con las entidades gubernamentales y los especialistas de los centros de investigación y las universidades que participan en el programa. Dicha revisión recomendará que se efectúen los ajustes a los objetivos y al marco de gestión de los resultados que las circunstancias requieran. En 2012, al final del período del COSOP, se examinarán los resultados del programa a la luz de los objetivos estratégicos y su contribución a las metas de reducción de la pobreza del país. El elemento fundamental del informe final sobre la ejecución del COSOP será un examen completo del marco de gestión de los resultados, e incluirá un taller en el que participarán todos los interesados.

33. Los proyectos del COSOP serán ejecutados, según corresponda a las negociaciones para cada operación, por las unidades desconcentradas del Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente (PASA-CRIAR, PAR-EMPODERAR y SUSTENTAR) constituidas en el Decreto Supremo N.º 29315 de 17 de octubre de 2007.

B. Gestión del programa en el país

34. La responsabilidad de la ejecución del programa corresponderá al gerente del programa en el país dentro de la subregión andina de la División de América Latina y el Caribe. La CAF continuará supervisando las operaciones que se lleven a cabo en Bolivia, como ha estado haciendo para el PROMARENA. No obstante, la supervisión del Proyecto VALE, recientemente aprobado, estará directamente en manos del FIDA de conformidad con las directrices sobre supervisión aprobadas por la Junta Ejecutiva. El FIDA se ocupará de que las funciones, los instrumentos y las actividades de los sistemas de seguimiento y evaluación de los proyectos actuales y futuros sean eficientes y eficaces. A pedido de las autoridades bolivianas, el FIDA prestará ayuda para la armonización de dichos sistemas en los proyectos financiados por él y en los de la unidad de seguimiento y evaluación del Ministerio de Planificación del Desarrollo. Las operaciones del FIDA seguirán contando con el apoyo de un oficial de enlace sobre el terreno y del personal del FIDA del área de administración financiera y desembolsos que se encuentra en la Sede.

C. Asociaciones

35. El Ministerio de Planificación del Desarrollo es el representante del prestatario, mientras que el Ministerio de Desarrollo Rural, Agropecuario y Medio Ambiente es la contraparte del FIDA en asuntos técnicos y fundamentales. Otros organismos nacionales y regionales también han participado en la ejecución de proyectos financiados por el FIDA. Se podrían reforzar y ampliar progresivamente los acuerdos operacionales con los gobiernos regionales y municipales (los 148 que constituyen una prioridad) sobre la base de los acuerdos que ya existen en el contexto de los proyectos actuales. Se intensificarán las asociaciones con las comunidades y organizaciones locales a medida que se consoliden los nuevos enfoques de desarrollo territorial y se reafirme la transferencia directa de recursos, decisiones y responsabilidades. Se establecerán asociaciones con el Instituto Nacional de Innovación Agropecuaria y Forestal con objeto de mejorar la capacidad de los campesinos originarios e indígenas para innovar y aumentar la productividad. Entre los principales asociados en materia de manejo de recursos naturales cabe mencionar el Centro de Investigaciones Forestales Internacionales y el Organismo Alemán para la Cooperación Técnica, y en cuanto a servicios financieros, la Agencia Suiza para el Desarrollo y la Cooperación y la CAF. Los contactos establecidos con un importante número de donantes durante la etapa de preparación del COSOP demuestran que es posible crear alianzas y acuerdos de colaboración en pos de los objetivos estratégicos.

D. Gestión de conocimientos y comunicación

36. Las nuevas operaciones financiadas por el FIDA incluirán mecanismos para la sistematización, divulgación e intercambio de experiencias con los asociados y otros en el país, la región y el extranjero; por ejemplo, con los centros internacionales de investigación que reciben donaciones del FIDA, tales como el Centro de Investigaciones Forestales Internacionales, el Centro Internacional de Agricultura Tropical, el Centro Internacional de Investigaciones para el Desarrollo y otros. El FIDA también procurará establecer asociaciones con institutos académicos y de investigación durante la ejecución de las actividades previstas en este COSOP. La utilización de las redes regionales financiadas por el FIDA, tales como FIDAMERICA, será fundamental para la divulgación de la información sobre las operaciones en el país. Se recurrirá a otros programas, como el programa de seguimiento y evaluación de la División de América Latina y el Caribe, para obtener apoyo a fin de crear bases de datos e indicadores de impacto pertinentes. Una donación del FIDA aprobada recientemente para la Corporación Regional de Capacitación en Desarrollo Rural (PROCASUR) facilitará el intercambio de conocimientos no solamente en Bolivia, sino en la región. Para ello, se aplicará el enfoque de "rutas" de aprendizaje, donde el personal de los proyectos y otras personas realizan visitas a otras iniciativas que han obtenido buenos resultados en diferentes áreas. Los principales temas que se investigarán y estudiarán serán: a) la movilización de ahorros entre las mujeres de las áreas rurales, b) el uso de los sistemas de selección competitivos, c) la autogestión de las transferencias financieras, d) el empleo del enfoque del desarrollo comunitario basado en los activos, y e) la incorporación del desarrollo cultural en el contexto del desarrollo económico general.

E. Marco de financiación con arreglo al sistema de asignación de recursos basado en los resultados (PBAS)

37. La cuantía de los fondos del FIDA para el período de ejecución se basa en la asignación anual establecida para el primer año del COSOP y asciende a USD 6 078 495, aproximadamente (cuadro 1). La asignación correspondiente a Bolivia en la Séptima Reposición (2007-2009) se estima en USD 18 336 140.

Cuadro 1
Cálculo para el primer año del COSOP con arreglo al PBAS

Puntuaciones del sector rural	Indicador	Primer año del COSOP
Marco jurídico y normativo de las organizaciones rurales		5,20
Diálogo entre el Gobierno y las organizaciones rurales		4,63
Acceso a la tierra		4,10
Acceso al agua para uso agrícola		3,86
Acceso a los servicios de investigación y extensión agrícolas		3,00
Condiciones propicias para el fomento de servicios financieros rurales		4,88
Clima favorable a la inversión para las empresas rurales		4,13
Acceso a los insumos y los mercados de productos agrícolas		4,25
Acceso a la educación en las áreas rurales		4,00
Representación		3,75
Asignación y gestión de los recursos públicos para el desarrollo rural		3,83
Responsabilización, transparencia y corrupción en las áreas rurales		3,94
Suma de las puntuaciones globales		49,70
Promedio de las puntuaciones globales		4,14
Calificación de los proyectos en situación de riesgo		6,00
Puntuación de evaluación de políticas e instituciones nacionales		3,71
Puntuación del país		5 361
Asignación anual (USD)		6 078 495

38. El cuadro 2 presenta una estimación de las variaciones positivas y negativas, dependiendo de los resultados de la ejecución.

Cuadro 2
Relación entre los indicadores de resultados y la puntuación del país

<i>Hipótesis de financiación</i>	<i>Calificación de los proyectos en situación de riesgo (+/- 1)</i>	<i>Puntuación de los resultados del sector rural (+/- 0,3)</i>	<i>Variación porcentual de la puntuación del país con arreglo al PBAS respecto de la hipótesis básica</i>
Hipótesis baja	5	3,84	-19,5
Hipótesis básica	6	4,14	0,0
Hipótesis alta	6	4,44	+5,8

F. Riesgos y gestión del riesgo

39. La ejecución del programa conlleva cuatro riesgos principales. El primero se relaciona con los aspectos jurídicos, institucionales y de políticas vinculados a la transferencia de recursos a las personas o las familias en lugar de a grupos más numerosos dentro de una comunidad. La iniciativa de servicios financieros para la movilización de ahorros basada en las transferencias condicionadas de efectivo a las mujeres pobres, aunque ya fue aprobada por el Gobierno, podría someterse a una revisión posterior. Este riesgo podría minimizarse mediante una rápida inclusión de personas y entidades institucionales para que se beneficien del acceso a los servicios financieros, creando así un consenso sobre los beneficios del enfoque. El segundo riesgo es de carácter político y operacional, y consistiría en que el Gobierno adoptara un enfoque centralizado en lugar de uno participativo y descentralizado, es decir, que se centralizara el suministro de insumos y la planificación y prestación de los servicios de asistencia técnica. Este riesgo podría mitigarse mediante la atención que el FIDA presta a las comunidades pobres y a los mercados relacionados con sus intereses y por medio del uso de la cofinanciación para pequeñas sumas. El tercer riesgo gira en torno a la capacidad de los grupos de beneficiarios indígenas para aprovechar las oportunidades comerciales correspondientes y otras actividades derivadas de los proyectos. Las intervenciones basadas en la transferencia directa de recursos financieros a los beneficiarios reducen este riesgo al asegurar un alto grado de supervisión comunitaria y un fuerte sentido de apropiación de las inversiones dentro de un sólido marco cultural y territorial.
40. Por último, el cuarto riesgo es el relativo a las condiciones climáticas. La extrema vulnerabilidad de Bolivia a las condiciones climáticas desfavorables podría afectar negativamente los resultados e impactos de las inversiones para la reducción de la pobreza. A fin de mitigar este riesgo, será necesario establecer medidas e iniciativas adecuadas en todas las operaciones futuras con objeto de aumentar el valor de la biodiversidad y los conocimientos locales orientados a hacer frente a las catástrofes naturales y contribuir positivamente a la reducción de los efectos del cambio climático en Bolivia y en el mundo.

COSOP consultation process

Background

The consultation process for the preparation of this document began with a country visit in November 2006, with the specific objective of defining the conditions, agreements and schedules necessary for formulation of the IFAD strategies document. The visit was coordinated with the Vice Ministry of Public Investment and External Financing within the Ministry of Sustainable Development and Planning. A consultant interviewed officials and representatives of Government agencies in order to establish Government priorities and expectations in the area of rural poverty alleviation and the possible contribution IFAD could make in this regard. Possible areas and priorities, as well as possible partners were identified on a preliminary basis. Meetings and field visits were also held with staffs of IFAD-funded projects currently being implemented in the country, PROMARENA and the Small Scale Farmer's Technical Assistance project. Meetings were also had with the Mission Leader of the Appraisal Mission for the VALE Project.

Discussions were also advanced with representatives of various international cooperation agencies, as well as with experts, researchers, academics, heads of non governmental organizations and other stakeholders involved in the issues of poverty and rural development. Material was gathered for analysis to help identify and define COSOP strategic objectives, and specifications were outlined for a rural poverty study in the country. In parallel, IFAD commissioned a study on Bolivia's Poverty Reduction Strategy as part of a five-country analysis of rural poverty reduction strategies.¹ This study has informed COSOP preparation, especially in the analysis of Government poverty-reduction strategies since the 1990s, and in its analysis of and comments on the dynamics of poverty in the country and the current Government's strategies.

A second COSOP formulation phase visited Bolivia on 15 January 2007. During a three-week period, the COSOP Formulation Mission collected documents and other reference material, met with officials and other stakeholders in La Paz and other cities and departments, and held participatory consultation events. The Country Portfolio Manager for Bolivia participated in a Consultation Workshop in the city of Sucre and in meetings in the capital. In May 2007 an IFAD Mission submitted a draft COSOP document to Government authorities. In June 2007, MDRAMAMA prepared a strategic plan which addresses main issues involved in its mandate. A description of this Plan, which has been considered in the formulation of the COSOP, is provided in appendix VIII. Bearing in mind the new approaches contained in the Strategic Plan the Government requested IFAD to review the draft COSOP. A Mission held meeting in La Paz with Government authorities and agreed on the strategic objectives outlined in the main text.

Consultation with local stakeholders

Two broad-based consultation workshops were held with representatives of rural organizations, non governmental organizations and the private sector from the departments of La Paz, Oruro, Chuquisaca, Potosí and Santa Cruz, as well as with representatives of regional and local government agencies, including those responsible for IFAD-supported projects. Total attendance at these events exceeded 50 participants.

Objectives and methodology

The main objectives of the consultation workshops were to: i) meet potential stakeholders and those involved in IFAD-supported projects, as well as representatives of related regional and local sectors and institutions in order to ascertain their views on factors that limit their ability to overcome poverty in each area, the strategies people use to address the situation, and actions needed to support these efforts; ii) exchange views on the National Development Plan's approaches for rural poverty reduction and rural community development, which could provide a framework for IFAD's cooperation;

¹ S. Wiggins and C. Toranzo C. "El Enfoque de la Estrategia de Reducción de la Pobreza y el Desarrollo Rural, Estudio de Caso: Bolivia," IFAD 2006.

iii) gather ideas on priorities for IFAD's support in terms of poverty reduction and rural development in the country; and iv) obtain information on possibilities for complementary actions with existing programmes and projects.

Each workshop lasted one day and included the presentation of each institution represented, along with its objectives, area of action including geographic, thematic and target population, and the principle results of their work. Introductory presentations were then made, with the help of visual aids, and groups of no more than eight people were formed to discuss issues related to the workshop objectives. After the group sessions, the participants summarized their conclusions for presentation and discussion in a final plenary session.

Findings and conclusions

The consultations provided the opportunity to exchange information that has been useful not only for preparing the strategic opportunities programme for Bolivia, but also for the beneficiaries and other organizations, with regard to Government strategies and priorities and IFAD's activities in the country. The information gathered from the group work and plenary sessions provided input for the definition of the following areas.

a) Limitations on income generation

Participants noted that although specific characteristics vary, the rural poor population basically consists of small-scale farmers, settlers and indigenous people. In general, they did not distinguish among degrees of poverty, saying there is no great difference among the rural poor in the geographic areas studied.

Among the obstacles that local people face in emerging from poverty, participants listed those directly related to the quantitative or qualitative availability of natural resources and transportation infrastructure, as well as: i) lack of entrepreneurial knowledge and guidance and low levels of formal education and productive technology; ii) lack of legal safeguards, lack of identity documents including legal recognition of their organizations iii) difficulties in accessing financial services; iv) inadequate recognition of their production in markets and low volume of commercial production; v) lack of refrigerated storage, animal and plant health problems; and vi) lack of Government support and of policies promoting rural productive development.

b) Income generation strategies and activities

Issues were discussed based on geographical areas. In the Bolivian High Plateau the main agricultural activity is livestock raising, mainly South American camelids. Traditional crop cultivation predominates in the valleys, mainly with potatoes and crops for family consumption, but there has been an increase in fruit cultivation mainly peaches. Dairy and cheese production are also important, as is hog fattening. Rural agro-industry is limited, with small-scale processing of grapes for wine in some areas. Neighbours traditionally collaborate in farm activities. Artisanal activities have a lower priority, although there are some areas where they are significant such as textiles, leather products and preserves. There is optimism regarding the potential for communal tourism and eco-tourism activities, but these are still very incipient and rudimentary. In some areas, especially in the central High Plateau, commerce and transportation have offered significant opportunities for increasing income. In general, seasonal and permanent migration by family members helps mitigate the limitations on income from local activities.

c) Suggestions for improving productive conditions

Among the actions suggested for improving productive conditions, participants highlighted: i) improving the supply of and access to markets through differentiated products and product processing and transformation; ii) developing agro-industry based on market demands; iii) creating conditions at the municipal level to support local economic development; iv) inserting rural economic organizations into this dynamic;

v) strengthening dairy production in appropriate areas; vi) taking advantage of the organic and fair trade markets; vii) promoting processes to add value to production and raw materials; viii) making it possible for small-scale farmers to gain access to appropriate financial services; ix) assisting with more technically improved agricultural infrastructure and practices and renovation of plantations; and x) training small-scale farmers in non-farm activities that are key for income generation.

d) Recommendations for new programmes and projects

Recommendations for new programmes, projects and cooperation support fell mainly into the following areas:

Training and technical assistance: Proposals in this area can be summarized as:

i) emphasizing training and building human, social and institutional capital; ii) implementing technical and vocational education systems in rural communities and providing specialized regional training; iii) promoting and supporting the development of rural business initiatives; iv) building people's entrepreneurial capacity through training and incentives; and v) technical assistance in production and management.

Access to financial services: Participants emphasized the importance of developing financial services that are accessible to the rural poor. There was interest in the possibility of establishing savings accounts in formal financial institutions and providing access to various services.

Access to markets and adding value: Various proposals focused on: i) promotion of and support for the processing and transformation of fruit and other agricultural products; ii) more technically advanced productive, commercialization and post-harvest processes; iii) support for the production of organic products and differentiated products; and iv) participation in fair trade initiatives.

Institutions and policies: Participants insisted on the need to include the following considerations in institutional programmes and public policies: (i) direct transfer to communities of financial resources for rural development, avoiding intermediaries; (ii) fostering conditions for municipalities to support local economic development, ensuring that their participation is not subordinated to opportunities created by Government institutions and international cooperation; (iii) establishment of an appropriate financial system for agriculture and development of rural areas; (iv) promotion of public policies aimed specifically at rural development and channelling resources for this purpose; and (v) promoting key associations among local governments, non governmental organizations, donors and their programmes in rural areas.

As a result of the stakeholder consultation the following emerged:

- There is acknowledgement that beyond natural and material limitations, it is necessary to assist in development of entrepreneurial capacities;
- The issue of legal safeguards arose repeatedly;
- Great importance is placed on education and training, particularly skills for implementing non-agricultural productive activities;
- There is strong insistence that financial resources from Government and international cooperation agencies for rural development and poverty-reduction programmes be transferred directly to communities and organizations;
- The importance of access to financial and market services, for the intensification and diversification of productive activities, was mentioned repeatedly;
- There is strong motivation for initiatives related to adding value to products, fair trade, organic production and ecotourism;

- There is still a lack of sufficient detailed information regarding Government strategies and programmes for rural areas. The “Communities in Action” programme appears to be creating the greatest expectations and;
- Great importance is placed on the participation of municipal governments in rural development.

Consultation with other donors

The meetings with donor agencies allowed for an exchange of information on programmes and strategies being implemented in the country. The COSOP Mission had the opportunity to explain to a broad group of donor agencies including those of the governments of Belgium, Denmark, Germany, the Netherlands, Sweden and Switzerland, and multilateral agencies represented in Bolivia such as the Commission of the European Union, the World Bank, the Inter-American Development Bank and the Andean Development Corporation the basic elements of the work being undertaken. The Mission responded to questions from donors and listened to comments and suggestions. Elements for possible collaboration with different organizations and programmes were considered. Possibilities arose for reaching agreements with the Andean Development Corporation, the Commission of the European Union, and cooperation agencies from Denmark, Germany and Sweden. In general, donors expressed interest in exploring mechanisms for coordination and future association, noting the importance of adequate, timely information. Some agencies also expressed concern concerning a lack of definition with regards to their cooperation areas, and the expectation was expressed that the Bolivian Government would take an active role in the definition and coordination of various cooperation programmes and initiatives to ensure harmonization.

Other consultations

Meetings with academics, researchers and others involved in the study of social and economic problems in Bolivia enabled the COPSOP Formulation Mission to hear opinions on issues of poverty reduction and rural development in the country, as well as national strategies adopted recently, and conclusions and suggestions for the formulation of future policies and strategies.

Some of those consulted underlined the importance of education in rural areas from a quantitative and qualitative point of view. There is a need to address the needs of rural youths who for lack of opportunities have to migrate. Development of an entrepreneurial vision was suggested as there were several examples in a number of communities where an entrepreneurial vision had led to success. The issue of land tenure was highlighted as this has not been resolved. Rural development plans should include consideration of value adding processes and should also include support for non agricultural activities.

Concerning public investment those consulted noted that this had been limited, short term and lacked. Investments have been largely concentrated in the lowlands, with marginal investment in the High Plateau and Andean Valleys. The dismantling of existing organizations at certain stages has been negative with difficulty in coordinating among public institutions. Other consulted indicated that they saw a return to a view of the Government as benefactor. In terms of poverty reduction those interviewed indicated that the country's economic growth does not lead to poverty reduction because it has such a narrow base with little creation of income and employment.

Country economic background

Land area (km² thousand) 2005 1/	1 084	GNI per capita (USD) 2005 1/	1 010
Total population (million) 2005 1/	9.18	GDP per capita growth (annual %) 2005 1/	2
Population density (people per km²) 2005 1/	8	Inflation, consumer prices (annual %) 2005 1/	5
Local currency	Boliviano (BOB)	Exchange rate: USD 1 =	BOB 7.76
Social Indicators		Economic Indicators	
Population (average annual population growth rate) 1999-2005 1/	2.0	GDP (USD million) 2005 1/	9 334
Crude birth rate (per thousand people) 2005 1/	29	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2005 1/	8	2000	2.5
Infant mortality rate (per thousand live births) 2005 1/	52	2005	4.1
Life expectancy at birth (years) 2005 1/	65	Sectoral distribution of GDP 2005 1/	
Number of rural poor (million) (estimate) 1/		% agriculture	15
Poor as % of total rural population 1/		% industry	32
Total labour force (million) 2005 1/	4.16	% manufacturing	14
Female labour force as % of total 2005 1/	44	% services	53
Education		Consumption 2005 1/	
School enrolment, primary (% gross) 2005 1/	113 a/	General government final consumption expenditure (as % of GDP)	14
Adult illiteracy rate (% age 15 and above) 2005 1/	n/a	Household final consumption expenditure, etc. (as % of GDP)	68
Nutrition		Gross domestic savings (as % of GDP)	17
Daily calorie supply per capita		Balance of Payments (USD million)	
Malnutrition prevalence, height for age (% of children under 5) 2004 2/	27	Merchandise exports 2005 1/	2 671
Malnutrition prevalence, weight for age (% of children under 5) 2004 2/	8	Merchandise imports 2005 1/	2 341
Health		Balance of merchandise trade	330
Health expenditure, total (as % of GDP) 2005 1/	7 a/	Current account balances (USD million)	
Physicians (per thousand people)	n/a	before official transfers 2005 1/	-150
Population using improved water sources (%) 2004 2/	85	after official transfers 2005 1/	498
Population with access to essential drugs (%) 2/	n/a	Foreign direct investment, net 2005 1/	-280
Population using adequate sanitation facilities (%) 2004 2/	46	Government Finance	
Agriculture and Food		Cash surplus/deficit (as % of GDP) 2005 1/	-4
Food imports (% of merchandise imports) 2005 1/	10	Total expenditure (% of GDP) 2005 1/	n/a
Fertilizer consumption (hundreds of grams per ha of arable land) 2005 1/	45 a/	Total external debt (USD million) 2005 1/	6 390
Food production index (1999-01=100) 2005 1/	110 a/	Present value of debt (as % of GNI) 2005 1/	38
Cereal yield (kg per ha) 2005 1/	1 787	Total debt service (% of GNI) 2005 1/	6
Land Use		Lending interest rate (%) 2005 1/	17
Arable land as % of land area 2005 1/	3 a/	Deposit interest rate (%) 2005 1/	5
Forest area as % of total land area 2005 1/	54		
Irrigated land as % of cropland 2005 1/	4 a/		

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* database

2/ UNDP, *Human Development Report*, 2006

COSOP results management framework

Country Strategy Alignment	Key Results			Institutional/Policy objectives
Poverty Reduction Strategy and Targets	Strategic Objectives	Outcome that IFAD expects to influence	Milestone Indicators (by projects)	Policy dialogue agenda
<p>1. Strengthen human, economic, social and cultural capacities of indigenous and <i>campesino</i> communities</p> <p>2. Support productive territorial development, food production ,integral management of indigenous territories and those of <i>campesino</i> communities and the sustainable management of natural resources</p> <p>3. Contribute to the development of <i>campesino</i> and indigenous family agriculture and community forestry management while identifying new economic opportunities</p> <p>4. Develop human settlements by strengthening organizational capacities, facilitating access and better management of goods and public services, provision of technical assistance and improved management of renewable natural resources.</p> <p>Baseline Rural Poverty (2002): Rural poor: 83% = 2.6 mil rural poor Extreme poor: 67% = 1.8 mil rural poor Poverty among women 58% of rural poor Malnutrition 24.2% in 2003</p> <p>Access to technical assistance services Approximately 70% of farmers with</p>	<p>SO 1: Enhancing the livelihood (human, natural, physical, cultural and social) assets of the rural poor, and promoting the adoption of technological and knowledge innovations by supporting their access to a wide range of services</p> <p>SO 2: Integrated and sustainable management and development of natural resources in defined territorial areas, with due regard for sociocultural issues.</p>	<p><i>By 2012</i></p> <ul style="list-style-type: none"> • 57 000 of rural poor families have improved their income and increased their patrimony by more than 20% (Baseline: 2002: income US\$40/month for poor farmers, US\$22/month for extreme poor farmers) • 35 000 (approx 11 000 women) organized in formal or informal groups with increased engagement in productive activities and/or valuing natural resources. • 23 000 individuals (60% women) empowered and with improved self-management capacities. • 28 000 individuals (80% women) with improved access to financial services • 4 000 of rural youths trained having profitable business ventures and adequate employment • 24 000 individuals (50% women) increased their social capital and improved legal and judicial security • 75 000 ha (belonging to approx 25 000 families) with improved natural management practices • 10 000 families with improved communal pasture management 	<ul style="list-style-type: none"> • # of social and economic organizations promoted and assisted in management, organizational development and income generating activities on a regular basis • # of women included in economic organizations and # of them in leadership positions • # of the rural poor , women and youths trained in management and administration and business ventures • # of organized producers with access to technical and management assistance on a regular basis • # of the rural poor women and youths assisted to access basic financial services • # of micro and small scale rural enterprises established and supported • # of communities and # individuals informed of their rights and assisted in obtaining essential documentation and in participatory and organizational processes • # of individuals receiving training and technical assistance for the development of their productive agricultural , forestry and other activities with identity and sustainable integral management of renewable 	<ul style="list-style-type: none"> • The projects M&E systems will be strengthened and linked to the COSOP M&E system, so that they measure project performance and outcomes as well as track lessons learned. • Adopt legal and regulatory norms for the direct transfer of financial resources to economic organizations of the rural poor • Develop a market for the supply of technical assistance services including State agencies, academic institutions , NGOs and individual independent technicians the <i>inter pares</i> exchange of knowledge • Identify and promote ways for accessing financial services for organizations and families of vulnerable rural communities • Linkages with relevant programmes aimed at providing access to productive support services to the rural poor and with national government programmes • Provide support by all levels of Government to the economic activities of the rural poor through provision of infrastructure and basic equipment • Coordinate activities with the Communities in Action programme and other

Country Strategy Alignment	Key Results			Institutional/Policy objectives
Poverty Reduction Strategy and Targets	Strategic Objectives	Outcome that IFAD expects to influence	Milestone Indicators (by projects)	Policy dialogue agenda
<p>farms smaller than 5 ha lack access to technical assistance services.</p> <p>Targets:</p> <p>Poverty indicators 2012: Reduced from 60 to 49.7%</p> <p>Extreme poverty from 38.1 to 27.1%</p> <p>Malnutrition from 24.2 to 19% by 2015</p> <p>IFAD's contribution (relevance) to target by 2012: Beneficiaries taken out of poverty: approx 57 000 families out of overall 2.6 mil rural poor people</p>			<p>natural resources</p> <ul style="list-style-type: none"> • # of communities and # of families included in programmes aimed at conservation of natural resources and/or sustainable management of forestry resources • # of communities who provide environmental services included in specific programmes 	<p>institutions in provision of support to basic services and other social protection programmes</p> <ul style="list-style-type: none"> • Support the exercise of citizen rights by supported communities • Support the participation of campesino and indigenous population in managing forests, biodiversity resources and environmental services • Consideration of territorial self – management and empowerment of poor rural communities • Coordination with national programmes aimed at regularizing territorial rights already established , protection of the environment , biodiversity, forest management and renewable natural resources • Support the economic activities of the rural poor by providing productive infrastructure support and other related activities • Coordination with the Communities in action programme and other institutions providing basic services and social protection programmes

Previous COSOP results management framework

	STATUS AT COSOP DESIGN	STATUS AT COMPLETION	LESSONS LEARNED
<p>A Country Strategic Goals: Government of Bolivia's National Action Plan (1998-2002). The overall objective of the Plan was to reduce poverty through higher sustainable growth projected to average about 5 per cent per annum.</p> <p>Specific objectives under each of the pillars</p> <ul style="list-style-type: none"> • Opportunity: (i) strengthening the financial sector, (ii) enhancing the regulatory framework for key infrastructure sectors and (iii) improving physical infrastructure • Equity: (i) increasing social expenditures, (ii) improving the efficiency and quality of social services and (iii) boosting the productivity of small farmers • Institutionality: (i) developing an efficient and transparent state, (ii) modernizing the legal framework for the private sector, (iii) strengthening the judicial system and (iv) deepening the decentralization process. 	<p>Economy GDP per capita Us\$ 930 (1997) GDP growth rate: 5.0 per cent (1997) External debt: 57.3 % GNP in 1996 Consumer prices: 6.7 per cent (1997) Contribution of agriculture to GDP: 14.1 per cent (1997)</p> <p>Poverty (1999) National poverty rate 63.5 per cent National extreme poverty rate 40.7 per cent Rural poverty: 84.0 per cent Extreme rural poverty; 69.9 per cent</p>	<p>Economy(2006) GDP per capita; US 1010 (2005) GDP growth rate: 4.6 (2005) External debt: 40.9 of GDP (2004) Consumer prices: 4.6 per cent (2005) Contribution of agriculture to GDP 16 per cent (2005)</p> <p>Poverty (2002) National poverty rate; 65.2 per cent National extreme poverty rate: 41.3 per cent Rural poverty: 83.4 per cent Extreme rural poverty 66.8 per cent</p>	<ul style="list-style-type: none"> - High political instability conspired against progress in achieving economic and social progress, - Considerable impact of debt relief - Political uncertainty and social instability prevented Bolivia from taking full advantage of improved economic conditions. - Growth is concentrated in the hydrocarbon sector with a danger of Dutch disease - Rural poverty has decreased due to contribution of commercial agriculture in the lowlands.
<p>B. COSOP Strategic Objectives: i) strengthening the stability, depth and access of financial services</p> <p>ii) enhancing decentralized provision of services, developing rural markets on a demand-driven basis while increasing rural productivity</p>	<p>Strong micro credit movement but limited experience in wider provision of other financial services</p> <p>Inroads were being made in decentralized provision of technical assistance services with IFAD support</p>	<p>Some experience gained in provision of credit under the Camelid Producers Development project in the Andean High Plateau;</p> <p>Considerable experience gained in provision of technical assistance in the context of the Small framers Technical Assistance project</p>	<p>Consider flexibility in project design in a full participatory basis by all stakeholders, and seek co-financing</p> <p>Maintain a strong policy dialogue to deepen consensus on COSOP implementation and pursue results based management</p> <p>Orient the lending programme toward, high priority issues and with high development impacts,</p>

<p>C. IFAD operations</p>	<p>Ongoing. -Camelid Producers Development project in the Andean High Plateau -Sustainable Development project by Beni Indigenous People -Small Farmers Technical Assistance Services project Proposed -Development of the Bolivian Chaco project -Indigenous Development Support project -Rural-urban Business Ventures project</p>	<p>Closed -Camelid Producers Development project in the Andean High Plateau -Sustainable Development project by Beni Indigenous People Ongoing Small Farmers Technical Assistance Services project (to be closed December 2007) Management of Natural Resources in the Chaco and High Valley region project Approved Enhancing the Productive Camelid Economy project</p>	<p>a) Support for the development of a technical assistance services market, helped increasing access to and quality of assistance as well as income from the productive activities receiving assistance.</p> <p>b) Most of the markets to which peasant farmers have access demonstrate weaknesses in structure, transparency and other functional areas; although some progress was noted in certain projects, significant progress was not seen in the development of more transparent markets with better performance.</p> <p>c) There were no significant achievements in the strategic objective of decentralization. For reasons related to the political and institutional situation, despite the decentralization strategy adopted by the country,</p> <p>d) Projects fell back on their own implementation structures with varying degrees of centralization and did not incorporate components for strengthening local public institutions.</p> <p>e) Community participation in the projects has been important, including direct management of the financial resources required for implementation.</p> <p>f) Women's participation has been achieved in the projects, and the productive components include a gender approach. Women still have not achieved significant representation in leadership positions</p>
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D. IFAD performance			
Policy dialogue	<ul style="list-style-type: none"> -Establishment of rural financial services and the creation of savings mechanism -Development of rural markets of goods and services and direct transfer of resources to local communities -Assurances for territorial development and land tenure issues for implementation of projects in favour of indigenous people 	<ul style="list-style-type: none"> - Some progress made on introducing savings mobilization programme in the context of the Enhancing the Productive Camelid Economy project -Some success in ensuring direct transfer of resources through the continued implementation of the Small Farmers Technical Assistance project - Limited participation in discussions on land issues -Limited contribution of FPO in advancing policy dialogue 	<ul style="list-style-type: none"> - Constant political changes conspire against pursuing constructive political dialogue. - Issues such as direct transfer of resources to beneficiaries require legislative changes although some forms of implementation can be found. - Mandates for FPOs are not sufficiently specific to ensure their participation in policy dialogue issues
Partnerships	<ul style="list-style-type: none"> -Possible collaboration with the World Bank on an Indigenous People's Learning and Innovation Loan and the with Danish Development Agency - Possible cooperation from the German Technical Assistance Agency in implementation of the Chaco development project 	<ul style="list-style-type: none"> -Proposed Indigenous People's Development project was not pursued thus collaboration with the World Bank did not materialize; - Collaboration with the German Technical Assistance Agency was pursued but did not come to fruition. - 	<ul style="list-style-type: none"> Mechanisms for establishing partnerships such as the Consultative Group meetings were discontinued due to the prevailing political uncertainty. Reviving the process or instituting a new modality is needed -Timing en project cycles does not coincide among possible partners which makes co financing difficult
Portfolio performance	<ul style="list-style-type: none"> -Portfolio performance was impacted by macroeconomic policies which affected traditional credit schemes -Reduction of the state apparatus impacted in project implementation -Disbursements had not lagged substantially 	<ul style="list-style-type: none"> The Small Farmers Technical Assistance project has disbursed nearly all loan proceeds and will close by December 2007 The Management of Natural Resources in the Chaco and High Valley regions has experienced serious disbursement problems 	<ul style="list-style-type: none"> Disbursement problems should be addressed in a timely fashion and root causes analysed with implementing agencies and Government to find acceptable solutions to this problem

CPE agreement at completion point

Introduction

In 2003, IFAD decided to evaluate its Bolivia programme, given the importance of its operations in the country, including the approval of nine projects totalling US\$ 81.3 million between 1979 and 2003. The evaluation was carried out during the first half of 2004 using the methodological framework defined by the Office of Evaluation in January 2004. A Mission carried out field work in Bolivia between 15, March and 17, April, 2004. The conclusions and recommendations provided in a Main Report were analyzed in a meeting with Government, the Office of Evaluation and the Latin America and Caribbean Division in July 2004. In December 2004, a further meeting was held to discuss the Agreement at Completion Point with the participation of Government officials involved with IFAD cooperation in the country, IFAD's Cooperating Institution in Bolivia, the Andean Development Corporation and IFAD's Latin America and the Caribbean Division.

Issues and recommendations agreed by all partners

(i) Alignment of intervention strategies

Future IFAD interventions should be aligned with other activities being carried out in Bolivia by the Government and international cooperation agencies, in an overall rural poverty reduction programme with a local and territorial focus on rural development.

(ii) Interconnection of interventions

The interventions must connect the social-economic capital that exists in each rural territory with social economy networks, municipalities, producer associations, non-governmental organizations, businesses, cooperation agencies, associations of residents abroad, among others. Communities and organizations must be empowered to reinforce their participation in political and administrative bodies in a given territory.

(iii) Institution building

To ensure the sustainability and effectiveness of future interventions, it was recommended that productive-commercial transformation be integrated with institution building, though training and strengthening of public and private institutions that provide services to sectors in which IFAD is directly involved at the national, departmental, municipal and *mancomunidad* (groupings of municipalities) levels.

(iv) Targeting the rural poor

Future interventions should incorporate an approach based on differentiated inclusion that makes it possible to address the circumstances and limitations of each community, facilitating access by the weakest sectors to the projects' services. This implies ensuring that services are provided in the people's language, and that there are different forms of accompaniment and different paces for each target group. To accomplish this, the community's participation in the design, implementation, evaluation and reformulation of the projects is crucial. Future efforts should continue to solidify progress made toward a gender and generational approach that promotes shared responsibility by men and women, youth and adults, in tasks and in leadership of community organizations.

(v) Income diversification

The structural limitations that the rural environment places on solving the problems of poverty mean that income for the rural poor must come not only from primary productive activities, but also from the transformation of products, with an approach based on market chains or added value, as well as other activities, such as handicrafts. Any future strategy must also include the identification of employment and income opportunities in other sectors of the economy, which allow for the design of alternatives for training and support for non-farm activities, to help emigrants from rural areas improve their

employment and income situation, fostering economic bonds with their communities of origin. Among other things, it is important to take into account opportunities for leveraging the monetary contributions of migrants within the country and abroad.

(vi) Technical assistance

Technical assistance services provided as part of projects has evolved from a supply-driven approach to the current approach, in which the beneficiaries express their demands and are responsible for arranging for the services, paying an increasing proportion of the cost. To ensure the sustainability and widespread implementation of this approach, it is recommended that a long-range strategy for development of technology supply and demand be designed, to ensure a systematic increase in the productivity and competitiveness of the rural poor. This implies reviewing certain aspects of the current strategy, such as: (i) the need to complement it with financing components; (ii) supporting it with medium- and long-range market studies and information systems for the products included in the sub-projects; (iii) limiting their increasing costs for poor farmers. The development of rural technical assistance services markets requires decisive support for those supplying these services, so they can acquire new know-how, especially through field visits and internships aimed at increasing their technical and managerial know-how and knowledge of markets.

(vii) Linkage with markets

Recent projects have helped promote demand for some peasant farm products, with positive impacts on adding value in market chains, but they have not included explicit components aimed at improving the structure and functioning of markets. A comprehensive vision of the agro-food chain must be adopted and problems of transparency and performance in essential functions must be resolved. With support from IFAD, local institutions such as municipalities must make investments that facilitate enterprises that directly improve markets for goods and services such as fairs, slaughterhouses, agricultural and animal health services, Internet access and others.

(viii) Rural financial services

Lack of access by the rural poor to rural financial services remains a critical aspect of operations supported by IFAD in Bolivia. Although Bolivia has one of the most developed microfinance systems in Latin America, poor farmers' access to rural financial services is still limited in terms of coverage and content. In the last five years IFAD operations have resulted in bringing into the system more than 5,000 rural poor families and 1,000 beneficiary organizations which represent more than 20,000 families who now have banking accounts in order for them to finance contracting of technical assistance services to implement business ventures through self identified and prepared business profiles and plans. However, non credit services such as savings micro-insurance, remittances, escrow funds, certificates and leasing should be substantially enhanced in order to guarantee access by the poor to formal and modern financial services.

(ix) Environmental dimension

The environmental dimension was not included systematically or given due weight in the formulation, monitoring and evaluation of projects until 2003, when a project for conservation and better use of natural resources began. Along with the experience gained from this project, it was recommended that all future interventions incorporate an environmental dimension in the definition of base lines, monitoring and evaluation, and planning for possible negative effects and corresponding mitigation measures, in accordance with Bolivia's current environmental legislation.

Bolivia is one of the richest countries in the world in terms of mega bio diversity, It will be necessary to value this huge diversity paying special attention to climate change issues and occurrence of natural disasters. This should be done in such a manner that activities benefit the rural poor. This poses an important challenge for future IFAD operations in Bolivia and should be adequately addressed in project designs.

(x) Decentralization and participation by beneficiaries

Grassroots participation, modernization of production, decentralization of municipal governments and groupings of municipalities, social development dialogue among various cultures, gender equity and environmental sustainability provide an appropriate framework for a rural poverty reduction strategy. There is a need to reinforce participation through the organizational capacity of peasant farmers and indigenous people, to enable them to take advantage of opportunities in their communities and establish linkages with third parties that allow them to effectively negotiate issues that affect their well-being.

An IFAD programme should strongly support decentralization, establishing mechanisms for allocation of project resources and locating technical personnel where they will be close to the people and local institutions and subject to community oversight. Resources provided by IFAD should complement the initiatives of local democratic community organizations, traditional organizations and municipalities.

(xi) Training and strengthening of organizations

Training and strengthening peasant organizations to take action in public spheres beyond the bounds of the projects is strategically very important for reducing poverty in countries such as Bolivia, where these organizations are a valuable asset with decades of consolidation and development. It is recommended that mechanisms be implemented to facilitate beneficiaries' participation in the projects and strength social capital to foster opportunities for broader participation.

(xii) Monitoring and evaluation

Weaknesses were observed in the monitoring, evaluation and systematic reorientation of projects; these were due, among other things, to the relative lack of emphasis on these areas, interruptions due to personnel turnover, small staff in implementing units and the resulting delays in the processing of information, lack of training for those responsible for monitoring and evaluation, and the strong emphasis on actions and spending, rather than results and impact, as performance criteria.

In order to contribute towards the establishment of an appropriate Monitoring and Evaluation aimed at strengthening a national statistical system and poverty reduction programme will require allocating resources through projects in order to guarantee compatibility and alignment of donor contributions and those assigned by the State.

(xiii) Project management

The IFAD programme in Bolivia had been conditioned by changes in public policies and institutions that led to organizational changes related to project implementation. Frequent institutional changes, including some associated with political influence in technical teams, had negative repercussions on the projects' progress. To avoid such distortions, independent implementation units were created, making it possible to reduce the risk of political interference in the selection of technical staff, use of resources, and continuity of interventions, and enhancing the specific results of the projects. Nevertheless, this also reduced the consistency and synergies between the projects and public policies and other poverty-reduction initiatives. Keeping in mind that the public and private institutional structure has serious weaknesses, future interventions should include components for strengthening the institutions involved. Project resources should strictly comply with guidelines established in the loan agreement, but there should also be appropriate linkages with the corresponding public policies and institutions.

(xiv) Programme sustainability

Circumstances such as changes in public policies, the weakness of public institutions, poor performance of financial markets and peasant farmers' products, and limited technical assistance reduce the overall sustainability of the projects. Appraisals did not include specific analysis of their sustainability or sufficient consideration of the interventions' exit strategy. The design of new interventions should include an

assessment with a comprehensive view of the sustainability of the projects' financial support on three levels: microeconomic, local-regional, and global-macroeconomic. It was also recommended that a future strategy take into consideration the strengthening of beneficiaries' social and economic organizations based on their adaptation to new contexts and their connections with various markets and national policy priorities.

(xv) Dialogue and strategic partnerships

The macroeconomic, institutional and policy context for rural development in the 1990s significantly conditioned the performance of projects and proved to be insufficient for reducing rural poverty. Investment in social infrastructure in the last decade had a positive impact on lowering indicators based on unsatisfied basic needs, mainly in urban areas. The many projects and programmes that exist for assisting peasant farmers and indigenous people are fragmented and scattered, undermining their effectiveness. A new IFAD strategy should be connected with a global rural poverty reduction programme; to achieve this, it is suggested that it contribute to further dialogue between the Government and civil society.

Baseline Poverty Analysis

Current situation

Poverty measured by income in 2002 indicated that the poverty line was Bs 289 (US\$40.25) a month per family, and the extreme poverty line was Bs 157 (US\$22) a month per family. Using these figures it was possible to determine that 65 per cent of Bolivia's population was poor and 41 per cent were in extreme poverty conditions. These rates were even higher in rural areas, where they reached 83 per cent and 67 per cent, respectively. The rural poverty index is 50 per cent higher than the urban rate, and the extreme poverty rate in rural areas is more than twice the urban rate. Bolivia has highly inequitable income distribution, with a Gini index of 0.56 at the beginning of this decade, and a Gini index for rural areas of 0.65. Non-farm and non-labour income from pensions and remittances is high. A higher value for agricultural production in the lowlands means that in these areas the contribution of non-farm activities carries less weight.

Evolution of rural poverty in Bolivia

In the past 50 years, the rural population in Bolivia decreased from 73 to 38 per cent of the national total, but in absolute terms it increased by more than 1 million people. Bolivia is the poorest country in South America. Per capita GDP in 2002 was US\$910 annually, compared to US\$3 280 for Latin America and the Caribbean as a whole. The country's poverty index particularly in rural area indicates that inequality has increased in rural areas. Between 1997 and 2002, the country's poverty index varied little, and in a negative direction (from 64 to 65 per cent), while in rural areas the deterioration was more marked, with poverty rising from 78 to 83 per cent and extreme poverty from 59 to 67 per cent.

Table 1.
Evolution of poverty and extreme poverty measured by income in percentages

National and Rural Indicators	1997	1999	2002
National poverty	63.6	63.5	65.2
Rural poverty	78.0	84.0	83.4
Rural extreme poverty	59.0	69.9	66.8

Source UDAPE INE

In the past two decades, there was a significant increase in social investment in Bolivia, but it mainly targeted urban areas. This helped reduce average national poverty indicators as measured by the unsatisfied basic needs method, which dropped from 85.5 per cent in 1976 to 59 per cent in 2001. In rural areas, however, the index fell only slightly, from 98.6 to 90.9 per cent, during those years.

Table 2.
Evolution Unsatisfied Basic Needs Index
By urban and rural areas in percentages

Areas	1976	1992	2001
Urban	66.3	53.1	39.0
Rural	98.6	95.3	90.9
Country total	85.5	70.9	58.6

Source: UDAPE-INE data

Location and characteristics of the rural poor population

Rural poverty is concentrated in the High Plateau and high valleys in the western part of the country. Of the total 2.6 million rural poor people nationwide of which 1.8 million of whom live in extreme poverty, 2.1 million live in those two areas, including 1.6 million who live in extreme poverty. Figures in the lowlands are significantly lower: 500 000 rural poor people, less than half (230,000) of whom live in extreme poverty. The departments of Potosí and Chuquisaca, in western Bolivia, have the highest poverty rates. The groups with the highest rates of poverty and vulnerability are indigenous people, women and youth. In the highlands, the population is mainly of Quechua or Aymara origin, with Quechua speakers predominating in the valleys and Aymara speakers in the High Plateau. In the Amazon tropical forest and subtropical areas, there is an indigenous population of approximately 345,000 people, who are mainly dedicated to hunting, gathering and subsistence agriculture. In the Chaco region there is a population of approximately 135,000 people, almost all of them of Guaraní origin, who are mainly dedicated to agriculture. Indigenous people in the lowlands are scattered or in small settlements and organized in Communal Lands of Origin, extensive enough to allow for future development. However, they lack legal safeguards, citizenship papers, education, technological training and other basic and production-oriented services. They generally live in extreme poverty with high vulnerability, with problems related to isolation, food insecurity, lack of public services, lack of legal safeguards, lack of identity documents, little knowledge of their fundamental rights, and a low level of formal education and technological training.

Although the difference between men's income and women's income is slight (Bs. 138 vs. Bs. 147), living conditions for women in Bolivia, especially in rural areas, are notably more precarious than for men. The poverty rate for rural women is 90 per cent, compared to 76 per cent for men. Most rural women work in agriculture, complementing the functions of the head of household, or taking full responsibility for them, because men frequently migrate. It is estimated that in the High Plateau as many as 87 per cent of women act as heads of households at some time during the year. They face difficulties in access to more technically appropriate production techniques, which are oriented more toward men; limited access to training, aggravated because of their lack of time; and the low value placed on their role in the community and the family economy although it is estimated that they contribute 47 per cent of the income in a peasant household. The illiteracy rate for women over age 15 is 21 per cent, compared to 8 per cent for men over age 15, and the average number of years of schooling is only 2.5 for rural women, compared to 4.7 for men. Overall, Bolivia's Gender Development Index is 0.68, placing it 86th out of 177 countries.

In the rural population pyramid, young adults are the group most affected by poverty, with a rate of 86.4 per cent among those under age 25, compared to 80 per cent for people between ages 25 and 64 and those age 65 and over. These differences are significant, given the generalized levels of impoverishment in rural areas.

Agriculture and rural poverty

More than 80 per cent of rural households depend on agriculture and livestock production for their income. Rural poverty and extreme poverty rates are significantly higher among those dedicated to agriculture (86.6 per cent and 71.9 per cent, respectively), and among the family workers and independent workers typical of the peasant economy of the High Plateau and valleys. Wage-earning workers have the lowest poverty rates, coinciding with the structure of the labour market in rural areas of the Bolivian plains, where commercial agriculture plays a larger role in the economy.

According to a study by the Social and Economic Policy Analysis Unit, the average structure of family income in rural households is as follows: 21 per cent from commercial agriculture; 19 per cent in family consumption; 12 per cent from livestock; 39 per cent from non-farm activities; and 9 per cent from non-labour-related income (pensions, remittances, etc.). In other words, approximately 52 per cent of income comes from agriculture and raising livestock, and 48 per cent from non-farm sources, reflecting a

growing diversification of income sources in rural households and diversification of economic intensity between city and countryside. This distribution varies by region, depending on potential for agriculture; the weight of income from outside the farm and non-farm sources is greater in the High Plateau and high valleys than in the lowlands.

One notable characteristic of Bolivia's rural population is the significance of seasonal and permanent migration. Statistics show a poverty rate of 74.9 per cent among the migrant population, significantly lower than in the non-migrant population (86.9 per cent). Average per-capita income in migrant households was Bs. 201, compared to Bs. 120 in non-migrant households, showing that migration strategies among people from the western part of the country are aimed at increasing income.

Rural poverty dynamics in Bolivia

Problems of low income levels are associated with structural conditions, with variations among regions. Factors include unemployment and underemployment; food insecurity; limited productive resources; inadequate infrastructure and rural services; lack of and poor performance of markets for inputs; products and services; insufficient creation and transfer of technology; lack of access by small farmers to financial services; low levels of formal education and inadequate quality of education; and serious shortcomings in health care services.

Rural poverty rates have varied little since the 1990s. At the departmental level, there are significant variations, some of which are negative. In departments such as Potosí, the poverty index increased slightly (from 95.1 to 95.4 per cent), while in the department of Santa Cruz it decreased significantly (from 92.5 to 81 per cent); the decrease in the indigence rate was even more significant (from 58.9 to 45.1 per cent).

Despite the country's economic growth and substantial investment in development programmes little has changed in poverty conditions. Various factors which are complementary and interact have influenced this. The sectors that have contributed most to Bolivia's economic growth include mining, petroleum and gas, and extensive commercial agriculture generate little demand for labour and do not establish significant links with other industries or activities. They may also contribute to structural problems that have not been satisfactorily resolved, which limit greater use of territory and greater incorporation of the productive capacity of marginal sectors. Other factors often mentioned are related to political instability and lack of continuity in the country, with serious social conflict provoked by sharp economic inequalities. This also contributes to the weakness of Bolivian institutions, as well as the traditional bias of public investment policy, which tends to target sectors with greater potential rather than marginal poor sectors that are mainly rural.

Agriculture and rural development issues

Background

Bolivia's geography is highly diverse, but the country can be divided into three main regions based on physical, agro-ecological, cultural and socio-economic characteristics: the High Plateau and inter Andean valleys, and the eastern tropical plains. The High Plateau, in the west-southwest of the country, covers approximately 27 per cent of the total area and concentrates about half the national population. It is a region of high mesas at an altitude of about 4,000 meters above sea level, and is surrounded by mountain ranges, with a cold climate that limits agricultural production. The inter-Andean valleys are located in the centre of the country, between Andean mountain ranges, at altitudes ranging from 2,200 to 3,400 meters above sea level. They cover about 13 per cent of the country and are home to one fourth of the population. The tropical plains in the eastern and northern part of the country are the most extensive and least populated region. They have great productive potential, both in the Amazon rain forest and in the eastern Chaco. The forested areas, mainly located in this region, represent about half of Bolivia's territory, approximately 500,000 km².

During most of the 20th century, most of the population and most employment were in the rural sector; in recent decades, however, there has been significant rural-to-urban migration. Nevertheless, the rural population is still a high percentage of the total reaching 37 per cent in 2002, down from 50 per cent in 1985. Agriculture remains the main employment-creating economic activity, not only in rural areas but in the country as a whole. Official estimates show that the share of agriculture-related employment has increased from 40 per cent to more than 42 per cent between 1999 and 2002.

Bolivia has about 57 million hectares of land suitable for agriculture and forestry, 3.7 million hectares of which are suitable for intensive crop cultivation or about 3 per cent of the total land area, 16.4 million for extensive agriculture and the rest for livestock. The huge area of tropical forests that covers the country contains great biodiversity. Agriculture is carried out in the country's various ecological niches, with some 660,000 farms. The agrarian structure varies by region. About 83 per cent of all farms and 23 per cent of the land under cultivation are located in the High Plateau and inter Andean valleys, while 17 per cent of all farms and 77 per cent of the land under cultivation are located in the eastern lowlands. The agriculture area under cultivation increased between 1990 and 2004 from 1.4 million hectares to 2.4 million hectares, still far below the total amount of land suitable for farming. The expansion of agriculture in the Bolivian tropics has occurred at the expense of forests; deforestation has proceeded at an average rate of 180,000 hectares a year before 2001 and 224,000 hectares between 2001 and 2004.

The Bolivian agriculture sector's performance is markedly heterogeneous. Between 1980 and 2005, production of traditional Andean crops such as quinoa and tarwi, mainly in the highlands, increased at a rate of about 1 per cent per year, while in the lowlands crops mainly aimed at agro-industry, such as soy, cotton and sorghum, showed an annual increase of more than 10 per cent. There has also been significant expansion of dairy farming, cattle ranching and production of fowl. One condition worth noting when discussing the difference in the dynamics of the various regions, besides specific natural conditions, is the fact that farms in eastern Bolivia have been the target of substantial public and private investment for several years, supported by appropriate policies and strong institutions, ensuring the necessary continuity. This has not been true in the west, especially in the case of small farms. This takes on greater significance given that public investment in Bolivian agriculture has amounted to less than 2 per cent of GDP, and less than 8 per cent of total public spending, representing barely 50 per cent of the sector's contribution to GDP.

The agriculture sector in the economy

Share of gross domestic product. Agriculture's share of total GDP in recent decades has been about 15 per cent, making it the second-largest sector of the national economy. Farm crops contribute 60 per cent of the sector's GDP, while livestock contributes about 30 per cent and forestry the remaining 10 per cent. The sector's average annual growth rate between 1980 and 2004 was 3.17 per cent, but this average conceals significant periodic differences, as average growth in the 1980s did not exceed 20 per cent. Only in 1992 did growth rates above the national average occur as a result of a sustained increase in exports, particularly vegetable oils. In 1998, the growth rate dropped again because of the economic crisis that occurred between that year and 2003. In 2002, the agriculture sector contributed 14.6 per cent of GDP, with moderate growth rates (2.7 per cent) that were lower than those of other economic activities. Public investment in the Bolivian agriculture sector has been less than 2 per cent of GDP and less than 8 per cent of total public investment, representing 50 per cent of the sector's contribution to GDP.

Sector growth. Growth in the agriculture sector in the past two decades was mainly linked to certain industrial areas such as soy, other oil-producing plants, and fowl. During that period, peasant agriculture's share of total agricultural production decreased systematically. Nevertheless, peasant farm production remains very important, representing half the sector's GDP contribution and more than 7 per cent of total GDP.

Table 1.
Contribution of *campesino* and large-scale agriculture in percentages

Type of production	1979-81	1984-85	1990	1995	1999
Campesino	71.6	66.5	57.9	49.4	50.1
Industrial	28.4	33.5	42.1	50.6	49.9

Employment. Approximately 87 per cent of the rural economically active population is employed in agriculture, making it the sector with the largest percentage of the economically active population. It is followed by the service sector, commerce, industry and construction. The amount of labour occupied in agriculture reflects the sector's overall importance and underscores the sector's employment base. Nevertheless, a growing number of farmers have been forced to diversify their income sources as a survival strategy, while fewer and fewer farm families obtain income exclusively from agricultural production. This is especially true in the western part of the country, where risks are higher and the agrarian structure is an obstacle to the expansion of agriculture (UDAPE, 2005). Another significant change in the structure of agricultural employment is the emergence of industrial and semi-industrial farms, defined as economic units in which owners, employers or partners participate directly in production (CEDLA, 1990). These have expanded significantly, mainly in the department of Santa Cruz. These farms hire labourers, use improved inputs and machinery, and take advantage of other specialized, market-oriented support services. They are responsible for Bolivian agriculture's increased and significant contribution to national revenue.

Rural income. More than 80 per cent of rural households obtain their income from farming. According to a study by the Social and Economic Policy Analysis Unit,¹ the average structure of family income in rural households is as follows: 21 per cent from commercial agriculture, 19 per cent in family consumption, 12 per cent from raising livestock, 39 per cent from non-farm activities, and 9 per cent from non-labour sources including pensions and remittances. In other words, approximately 42 per cent of income comes from farming and 48 per cent from non-farm sources, reflecting a growing diversification of income sources in rural households and the diversification of economic

¹ Jiménez, W. and Lizárraga, S. "Ingresos y desigualdad en el área rural de Bolivia," UDAPE (2003).

emphasis between city and countryside. This distribution varies from region to region, depending on agricultural potential. Non-farm income carries greater weight in the High Plateau and high valleys than in the lowlands.

Table 2
Rural family income structure by region
(1999-2001) in percentages

Income source	HIGH PLATEAU	VALLEYS	PLAINS
Commercial agriculture	9.7	23.8	25.5
Family consumption	27.6	19.4	22.3
Livestock and derivatives	14.5	8.4	16.0
Non-farm income	39.7	40.4	31.3
Other income (pensions, remittances, assistance)	10.8	8.0	4.9
	100.0	100.0	100.0

Source: UDAPE, based on Ongoing Household Survey (Encuesta Continua de Hogares) 1999-2001, INE

Migration. One characteristic of Bolivia's rural population is the importance of seasonal and permanent migration from rural to urban or peripheral urban areas or other rural areas. Seasonal migration is part of the peasant farm family's traditional production and survival strategy, especially in the highlands. Permanent migration to major cities is aimed at increasing family income, ensuring children's education and seeking access to various services. Permanent migration to the eastern lowlands is due to the lack of land, demographic growth and the persistence of rural poverty in the highlands, which has led to constant agrarian conflict.

The notable difference between the growth and share of industrial and non-industrial agriculture and livestock raising, along with significant changes in the sector's structure and forms of agricultural production as a result of the 1953 agrarian reform, the expansion of agriculture in eastern Bolivia and migration/colonization in Santa Cruz, Beni and the tropical regions of Cochabamba and La Paz, have modified the agricultural boundaries, the concentration of land, investment patterns, employment and the composition of production.

Limitations on agricultural and rural development

Generally low productivity in the agriculture sector is a key factor in rural poverty and ongoing rural-urban migration. Lack of skilled labour and other productive factors, resulting from years of low government investment in complementary public goods such as technology, rural education and physical infrastructure, are exacerbated by structural factors, such as a strong dependence on climate and geography, soil deterioration, and lack of access to financial and technical assistance services. As a result, agricultural productivity, especially in the highlands, is lower than in other countries in the region.

Access to land. Land distribution and ownership has historically been one of the most important problems of Bolivia's economy. Land ownership is highly concentrated, and most of the rural population has insufficient access to land. The 1953 Agrarian Reform sought to satisfy the demands of peasant farmers in the western region of the country while laying the groundwork for future agricultural development in the eastern lowlands, but the inequitable distribution of land has not changed substantially. Between 1953 and 1996, through the National Agrarian Reform Council and the National Colonization Institute, 52 million hectares were distributed to 1 million beneficiaries. Three per cent of landowners have 77 per cent of farms of more than 5 000 hectares, while 81 per cent of beneficiaries gained access to 3 per cent of the land in farms of less than 100 hectares. In practice, the Agrarian Reform established a structure of small farms between one-half to two hectares in the highlands, a size that is generally inadequate for meeting the basic needs of a peasant farm family. Production relies on traditional techniques, family labour

and inputs, with food production mainly for family consumption or for local and urban markets. The great distances between farming areas and markets and the difficult topography result in high costs for transportation, communication and services. The resettlement of part of the population in the lowland plains, both spontaneous and promoted by the government in past decades, has led to the migration of thousands of families from the Altiplano and high valleys to the eastern lowlands, but land concentration in the lowlands has persisted. The distortions created by the concentration of land ownership occur in all areas, from sale and purchase of land to working conditions for farmers, with imbalances in the agrarian structure and a decrease in the productivity and profitability of small and medium-size farms, which limits their possibilities for making the investments necessary for development. Besides poor land distribution, there are problems related to weak enforcement of legislation, overlapping land rights and a tendency to base land rights on possession rather than legal title.

Rural financial services. Bolivia as in most of Latin American countries had a State agricultural bank providing direct credit. The bank was closed in 1991 as a result of structural adjustment policies. It was replaced by a second tier institution the Peasant Development Fund which has later been disbanded. The provision of credit to small scale producers was taken up by numerous non governmental organizations which represent 10 per cent of the total amount of funds available for on lending to small scale producers which in turn represented 10 per cent of total lending to the agricultural sector

Water for irrigation. In the highlands, water is an important factor in production and risk reduction. There is a widespread lack of water, and access to water for irrigation is limited. In 2002, less than 4 per cent of the land under cultivation annually and permanently was irrigated. Most irrigation systems are small and rely on intakes from rivers with seasonably variable flows that are intermittent, unstable and dependent on rainfall, making production highly seasonal. Most of the systems are also old. Besides the lack of irrigation infrastructure, water management is inadequate, which has a negative impact on soil conservation.

Access to technology. Use of inappropriate technologies. There is a weak extension system, with no organization or specialized assistance for users of irrigation water. An estimated 68 per cent of family farms of less than five hectares lack access to technical assistance. Among peasants who have settled in the south, farms range in size from 20 to 50 hectares, but the agricultural system is slash and burn, and farmers tend to use obsolete technologies and poor soil management practices.

Electricity service. The rural electrification system's coverage is still low, while in some areas with electricity the system is underutilized, and is dedicated mainly to domestic use rather than production. Firewood and manure are still the most common energy sources for both domestic and rural industrial use.

Storage infrastructure. Because of the serious lack of adequate storage infrastructure, farmers cannot manage their supply of products when faced with price fluctuations.

Communication infrastructure. Bolivia suffers from high transportation costs, partly because of the rough geography of the highlands, but also because of the lack of highway development. Between 1990 and 2000, the highway system was expanded from less than 43 000 km to more than 53 000 km, an increase of about 25 per cent according to the World Bank.

Basic services: In the 1990s, there was a significant increase in resources dedicated to education, from 3.1 per cent of GDP in 1990 to 6 per cent in 2000. An educational reform in 1994 placed priority on rural education and introduced a bilingual, multicultural curriculum. Public investment in health services increased from 2.1 per cent to 4.1 per cent of GDP between 1990 and 1998.

Pre-2005 agricultural and rural development strategies and measures

Under previous administrations, a National Agricultural and Rural Development Strategy was defined, including policies, strategies and actions related to competitiveness, infrastructure and land, indigenous development and alternative development. It was based on the active participation of organizations in municipalities and groupings of municipalities called mancomunidades. There was also a Productive Agricultural Transformation Strategy, which emphasized investment in roads and irrigation, resulting in a significant increase in highway infrastructure, and a National Irrigation Programme implemented with a loan from the Inter-American Development Bank and support from the German Agency for Technical Cooperation for irrigation which added about 14 400 hectares to the approximately 128 000 hectares already under irrigation between 1996 and 2005. The earlier strategies are reported to have been biased, through a market chain approach, toward producers with greater potential and toward intermediaries and companies in the processing, storage and transportation sectors, sidelining peasant farmers with scarce resources.

Decentralization and participation laws passed in 1995 and 1994, respectively offered a series of advances and results with a positive impact on rural development and gave impetus to local democracy building, although a lack of planning and implementation capacity in municipalities and a bias toward social and non-productive investment resulted in inefficiencies.

In 1996, the National Institute for Agrarian Reform Law gave new impetus to the Agrarian Reform, facilitating the regularization of land titles and property rights. One new provision of this law included Government recognition of indigenous territories as "Communal Lands of Origin" More than 5 million hectares have been titled as under this modality for indigenous peoples in the lowlands, and more than 800 000 hectares have been recognized as women's lands representing 10,000 land titles. A nationwide cadastre is being prepared, to be handled by municipal governments.

To make agricultural research and extension more decentralized and responsive to demand, four foundations were created for the country's main geographic areas: the High Plateau, high valleys, Chaco and humid tropics. They began operating around 2000, with the establishment of the Bolivian Agricultural Technology System, which makes public resources available to groups of producers interested in improving their production, allocating resources by means of competitive funds.

The Bolivian Government has now outlined its strategies in the National Development Plan 2006-2011, which has sector-based components within a vision of a "productive Bolivia," as well as a more integral, community-based approach under the heading "Bolivia with dignity." The new administration of President Morales has also prepared a strategic plan to guide MDRAMA operations which set out a number of actions to guide Government action in favour of the rural poor. A more detailed description is provided in appendix VIII.

Summary of Strengths and Weaknesses of the National Poverty Reduction Strategies

Introduction

The current Government has focused its public policy objectives on strategic areas related to decreasing poverty; promoting more equitable distribution of income, employment, consumption, wealth and opportunities; and explicit recognition of the identity, culture and rights of original and indigenous peoples. In line with these objectives, it has drafted a National Development Plan as the main tool for public intervention for the five-year period from 2006 to 2010. The Plan suspends the Poverty Reduction Strategy process in Bolivia and modifies the processes and rationale of previous strategies. Its approach gives the Government a greater role and decreases the consultation process, but also places key emphasis on combating exclusion, especially of indigenous and peasant communities, and on the development of rural areas. The Plan has four dimensions: Bolivia with Dignity, Sovereign Bolivia, Productive Bolivia and Democratic Bolivia. Bolivia with Dignity includes the Social Protection and Integral Community Development Policy, which links the four dimensions through explicit action aimed at eliminating poverty and vulnerability among the country's individuals, families, communities and peoples, and building economic, territorial, environmental, and social and infrastructure capacity. Productive Bolivia outlines sector-based policies, including the proposal for agricultural development that is reflected in the Agrarian Structural Transformation Programme, which calls for permanent, sustainable solutions for poverty-related problems among indigenous peoples.

The National Development Plan's strategies

Social Protection and Integral Community Development Policy

This policy is designed to address the major national objectives of eliminating poverty and exclusion and ensuring universal access to basic services. The specific objectives are: (i) eradicating extreme poverty; (ii) eliminating all forms of internal and external exclusion; (iii) reducing inequality gaps; and (iv) decreasing risk factors, vulnerability and precariousness in people's living conditions. Policy guidelines based on these objectives place priority on: (i) restoring the rights and building the capacities of indigenous peoples and peasant farmers; (ii) strengthening the community model, reflected in collective decision making, traditional forms of organizations of local populations, direct community oversight and community values; (iii) deepening complementary action between communities and municipalities through groupings of municipalities known as *mancomunidades*, as the basis for eliminating poverty, with direct transfer of resources to local, peasant, indigenous, and neighbourhood organizations, to ensure more just and efficient distribution of powers, opportunities and resources; (iv) mobilizing the capacities of the local population; and (v) increasing and optimizing public investment and enhancing spending capacity through direct allocation to communities in the form of grants.

The Social Protection and Integral Community Development Policy includes the following programmes: (i) community economic initiatives (aimed at enhancing the economic capacities of the extremely poor local population, promoting their inclusion in the market through economic activities that enable them to reinforce their cultural identity); (ii) life with dignity (comprehensive enhancement of the human capacities of the poorest local populations, so that in light of their own cultural views they attain food security, access to high-quality education and health care and other basic services, such as potable water and sanitation, and other actions that facilitate their exercising of their full rights as citizens); (iii) environmental restitution (conserving, enhancing and restoring the natural capacities of the poorest population); (iv) enhancement of communal practices for self-sustainability (building socio-communal capacities through support for community practices at various organizational levels); (v) Infrastructure and social and productive equipment (meeting needs for social infrastructure and support for production in urban

and rural areas of extreme poverty and risk); as well as four supporting programmes. They are: (i) Knowledge and Innovation (development of knowledge in dialogue between local knowledge and practices and technical-scientific knowledge, incorporating successful integral development experiences); (ii) Territorial identity (identification and consolidation of territorial practices of local peasant, indigenous/original and community societies); (iii) Cultural identity (valuing and transmission of cultural practices and world view); and (iv) Regional development (connecting integral community development with regional scenarios). In light of these objectives and guidelines, Government interventions focus on three clearly-defined sectors of the population: (a) communities in action. communities were identified in 148 rural municipalities and chosen on the basis of the percentage of highly-vulnerable communities located within their boundaries; (b) reciprocal communities; and (c) communities in solidarity. The first two are defined by territorial criteria (the former rural and the second urban), while the third focuses on the people at greatest risk in both rural and urban areas.

Agrarian Structural Transformation

The National Development Plan's proposal for agrarian structural transformation is based on adoption of the following fundamental policies:

- a) *Transformation of the structure of land ownership and access to land*, based on the regularizing and granting of land titles (56 million hectares) will be implemented. The regularizing process is currently under way (2006-2007) for 36.9 million hectares, with a medium-range (five-year) goal of 31.3 million hectares. Certification is also expected for state-owned land: 2.2 million hectares are already certified, 2.3 million are in the title clearing process and 7.5 million more are to be processed. Distribution of land to indigenous peoples and campesinos: 20 million hectares (8 million have already been distributed as TCOs, while 12 million have been titled or are in the titling process, benefiting some 51 600 families). This includes three main programmes: (i) Regularization of property rights to land and territory; (ii) Redistribution of Government lands (including the reversion of lands under dubious ownership and non-productive lands to the State); and (iii) Land Administration System (includes a rural cadastre, national land title registry and land tax system).
- b) *Stimulation of the capacities of new communities and territories*: promotes the integral development of indigenous and original peoples on their communal lands of origin; provides technical and financial assistance to communities; supports the consolidation of new communities (equipment, infrastructure, markets, etc.).
- c) *Rights of indigenous and autochthonous peoples*. The goal is the full exercising of indigenous rights, especially to land and territory. Proposes collective development and implementation of a regulatory and institutional framework conducive to the full exercising of the rights of indigenous and autochthonous peoples.
- d) *Technological development of agricultural production*, stimulating research, inventories and validation of native technologies, adapting external technologies and promoting the participatory adoption of technological know-how. Proposals include creation of a National Agricultural Research Institute based on the restructuring of existing organizations, repositioning of the National Irrigation Programme or its equivalent.
- e) *Expansion of irrigation coverage* through technical assistance and public investment, along with the adoption of water and soil management technologies and agro-forestry around watersheds.
- f) *Food sovereignty*. Emphasizes the production of native products with high nutritional value, which would be purchased by Government programmes.
- g) *Rural development*. The National Development Programme sees this basically as support for non-farm activities through training, infrastructure and information. It

highlights development of local micro enterprises and small businesses, producers' associations and community economic organizations; support for the transformation of primary products in rural areas, including development of tourism potential; and promotion of domestic and external markets.

- h) *Industrialization of coca*: integral development of coca-growing areas, with transformation of coca leaves into legal products.

To complement these policies, the National Development Plan mentions two important elements related to rural development and poverty reduction, linked to the proposal for Agricultural Structural Transformation:

Communities in Action: This programme, which targets the poorest rural communities, includes two areas: social programmes and the promotion of community economic activities through seed capital and accompaniment.

National Financial System or Productive Development. The system's goal is to expand access to financial services for sectors that traditionally have lacked access. The fundamental instrument for this would be the creation of a Productive Development Bank, a second-tier institutions, which would channel funds for investment in agriculture, micro enterprise and small and medium-size businesses, for municipal and regional productive and social infrastructure, and for the development and transfer of technology.

The Rural, Agrarian and Forest Revolution Sector Plan

In June 2007, MDRAMA approved a sector development plan for 2007-2010. Objectives include:

- (a) Furthering food sovereignty of the country, assuring the supply of healthy foods for the population, emphasizing the development of the capacities in the agriculture and community-indigenous forestry for food production;
- (b) Enlarging the contribution from agricultural and forest production to the livelihoods of the population and the development of the country, facilitating the expansion of the economic base considering the industrialization of environmentally sustainable renewable natural resources, the expansion of sustainable sources of employment and revenues for the rural population, the consolidation of productive systems ecologically and environmentally responsible, and the recovery of the patrimony of natural resources for rural development, consolidating linkages with the non agricultural economies; and
- (c) Fostering the sustainable administration of natural resources that makes possible the improvement of livelihoods of the indigenous and *campesino* groups, and of the rural population at large, through the use of renewable natural resources, without putting at risk the conservation of ecosystems, natural landscapes and biological diversity.

The sector plan is consistent with the National Development Plan as it will support three processes simultaneously: (a) transform the holding structure and access to land and forests; (b) implement rural territorial development by means of furthering in specific territorial environments, linked to the degree of the population's vulnerability and the readiness of more forest resources and biodiversity, of two processes that articulate political territorial, sector policies: (i) develop actions to guarantee food production aimed at achieving food sovereignty; and (ii) stimulate actions linked to rural productive development; and (c) implement sector interventions that are guided towards valuing the contribution that renewable natural resources biodiversity can make.

Within the context of national policies and those of the strategic objectives of the sector, the sector plan prescribes seven main guiding principles, subject to a permanent process of adjustment, as a result of lessons to be learned, as well as of the permanent dialogue between the Ministry and rural actors:

- a) Transforming the holding structure and access to land and forests in order to change access conditions, use and management of land, forests and biodiversity;

- b) Introducing dynamism and integral restitution of productive capacities, benefiting particularly the poorest communities and in particular those of indigenous territories;
- c) Transforming production and food patterns by the simultaneous development of productive processes linked to the population's food security and rural productive development. Two main programmes will be implemented; (i) Creation of Rural Food Initiatives aimed at consolidating food security in the country; (ii) and the Rural Empowerment Programme aimed at self-management of rural productive development.
- d) Industrialization of renewable natural resources, to impel with the active participation of the State, the transformation of agricultural and forest production and commercialization;
- e) Conservation and sustainable use of biodiversity, to promote the conservation, the knowledge and the sustainable use of these resources;
- f) Sustainable agricultural and forestry management towards more integral management systems for lands and forests, promoting the restoration of the patrimony of natural resources; and
- g) Environmental management to strengthen the role of the State in the monitoring, prevention and control of the environmental quality.

Strengths and Weaknesses

Because of the nature of IFAD's interventions in Bolivia, the analysis of the strengths and weaknesses of the poverty reduction and agricultural development strategies in the National Development Plan for 2006-2010 and in the Rural Development Plan will focus on a few selected strategies. The following table lists the programmes with their strengths and weaknesses:

Policies/ Programmes	Strengths	Weaknesses
Communities in Action	<ul style="list-style-type: none"> - Integral interventions for alleviating extreme poverty in the country's poorest municipalities. - Targeting based on extreme poverty criteria. - Programmes to strengthen communities for better management and greater ownership of interventions. - Interventions differentiated by causes of poverty in western and eastern regions. - Respect for uses and customs in management of resources. 	<ul style="list-style-type: none"> - Falls outside framework of existing Popular Participation Law. - Likely to create patronage networks in the communities where it operates. - Design and institutional structure of interventions still undefined. - Lack of information about communities (INE data are at the municipal and departmental levels). - No explicit link to interventions of the Productive Bolivia Strategy (Development Bank). - No clear financing strategy. - Monitoring and community accountability mechanisms vague. - Legal framework still not adjusted to allow transfer of resources to private entities (communities). - Interventions not well defined. - Community participation processes not envisioned within context of existing institutional structure.
National Plan for Regularizing and Granting Land Titles	<ul style="list-style-type: none"> - Definition of goals for organizing land titling. - Includes strategy for strengthening (and decentralizing) INRA. - Identification of financial needs and strategy for obtaining resources for handling land titling. 	<ul style="list-style-type: none"> - Risks associated with affected interest groups. - INRA institution-building process faces potential problems of political influence. - Legal framework not fully defined (by Constituent Assembly). - Likely conflicts with groups that have established themselves on land in the past. - Conceptual loopholes related to property rights. - Financing not ensured after 2008.

Policies/ Programmes	Strengths	Weaknesses
Stimulating the capacities of new communities and territories	<ul style="list-style-type: none"> - Promotes the integral development of indigenous peoples on their communal lands of origin, provides technical and financial assistance to communities, and supports the consolidation of new communities (equipment, infrastructure, markets). 	<ul style="list-style-type: none"> - Well-designed action plans are needed to ensure the participation of the target population. - Isolation makes access difficult, complicating the intensity and continuity of the necessary actions. - Could require large investments.
Exercising of rights by indigenous and original peoples	<ul style="list-style-type: none"> - The goal is full exercising of and respect for indigenous rights, especially to land and territory, to foster a positive political framework and widespread awareness of the importance of the issue, both nationally and internationally, which ensures support, including financial support. - Legal land titling is essential to this process. 	<ul style="list-style-type: none"> - Specific mechanisms and instruments have not yet been precisely established. - Much of the population lacks identity documents and citizenship papers. - Opposing interests could arise. - It is necessary to consider significant efforts in training and information.
Rural Development	<ul style="list-style-type: none"> - Fosters the inclusion of non-farm productive activities, especially those related to adding value to production. 	<ul style="list-style-type: none"> - The National Development Plan proposal appears to be limited to infrastructure, agro-industry and markets, with a net separation of agricultural development (although it includes mechanization and insurance for production) and social and structural aspects. - Intervention mechanisms undefined.
Financing productive development	<ul style="list-style-type: none"> - Integral mechanism for development of production that includes financial and technical assistance and support for infrastructure. - Definition of financial mechanisms that complement credit and micro credit. - Merger of financial and non-financial institutions into a single institutional framework. - Integration of technical assistance programmes (irrigation, seeds, research and others). 	<ul style="list-style-type: none"> - Probable risks associated with disintegration of current micro credit system. - Need for high levels of interconnection and coordination, which currently do not exist in the public apparatus. - Implies modification of a large number of regulations and laws related to banking, public finance and property rights. - Mechanisms for control, repayment and sanctions not explicitly established. - Beneficiary groups not identified in detail. - The logistical, administration and financial alignment of financing sources could take some months. - One fundamental issue is maintaining the country's macroeconomic stability and healthy financial policies, in order to make large-scale efforts to promote a culture of savings.

Summary of Draft Programme Concept Papers

A. Valuing and Developing the Assets of the Rural Poor

Introduction and Justification

1. It is now widely agreed that the rural poor have assets which can be valued and developed in the context of existing national resources and their potential for development. It is also recognized that the rural poor have strategies and initiatives for increasing the value of their assets in order to overcome poverty conditions. Experience gained by IFAD funded projects in Bolivia demonstrates that supporting the strategies and initiatives of the rural poor can contribute to their wellbeing, providing ample justification for this proposed intervention.

Target areas

2. The proposed project would have national coverage focused on rural communities selected on the basis of their poverty and vulnerability conditions and their productive potential. It is estimated that the project's target groups would include 23,000 poor rural families, assembling at least 30,000 direct beneficiaries, organized in formal and informal groups.

Project Objectives

3. The purpose of the project would be to value and increase the assets of the rural poor by supporting the provision of non-financial productive services on a demand-driven basis and by transferring financial resources to beneficiary groups for them to identify, formulate, implement and monitor their own initiatives with gender equity considerations.

Project Components

4. The proposed project would include implementation of three main components: (i) Valuing and developing human and social capital by providing training for organizational capacity building and furthering citizenship rights; (ii) Deepening access to diversified non-financial services by providing incentives and instituting appropriate mechanisms for supporting the self-identified initiatives of the rural poor; and (iii) Knowledge management and policy dialogue by gathering, processing and disseminating information of the merits of the project's approach and (iv) project management, administration and monitoring and evaluation.

Project Costs and duration

5. Total project costs for an implementation period of 5 years have been estimated in US\$21 million of which IFAD would fund US\$14 million; the Government US\$4 million and beneficiaries would make cash contributions estimated in US\$3 million.

Next Steps

6. Bearing in mind that the existing IFAD funded Technical Assistance Services Project (PROSAT), which is similar in nature to this proposed project, and that PROSAT will be closing by end December 2007 it would be advisable to initiate earliest formulation of this operation with the expectation that the new proposed project would become on stream after a year from the start of formulation.

B. Rural Financial Services and Savings Mobilization Programme

Introduction and Justification

7. Within banking services, monetary savings by the poor constitutes the basis for all other financial services and is an effective instrument for citizenry inclusion. The Government of Bolivia has considered the possibility of progressively incorporating a high percentage of rural poor families into the banking system. Although this initiative would be new to Bolivia implementation would benefit from IFAD's experience with similar approaches in neighbouring countries.

Target Areas

8. The project would be implemented progressively as a pilot initiative for the provision of diversified financial services to an estimated 20 000 individuals mainly women and youths members of poor rural households in communities selected based on high poverty levels and vulnerability.

Project Objectives

9. The project's main objective would be to promote and facilitate, under market conditions, access by the rural poor to formal and diversified financial services so as to allow them to administer their own financial resources, manage risks more efficiently, reduce their vulnerability and increase their investment possibilities.

Project Components

10. The proposed project would have the following components: (i) administration of financial monetary assets, access to investment instruments and risk management; (ii) financial education and social intermediation aimed at strengthening beneficiary capacity in managing their own resources; (iii) introduction of regulatory and financial innovations and new technologies in pursuit of inclusive financial systems and (iv) project management and monitoring and evaluation.

Project Cost and Duration

11. The total cost of the proposed project is estimated at US\$5 million over a 3-year implementation period. The Government of Bolivia would fund US\$1.5 million while IFAD would contribute US\$3.5 million. IFAD and the Government of Bolivia would, from the outset of project formulation, seek co-financing from other multilateral and bilateral donors in order to expand coverage and targets.

Next Steps

12. Project design would be initiated by the end of 2009.

C. Territorial Development of Indigenous and *Campesino* Communities in the Amazon River Basin.

Introduction and Justification

13. The humid tropical forest of the Amazon River basin in northern areas of Bolivia is an ecosystem with great biodiversity and constitutes the principal mean for subsistence for local populations. The proposed project is justified by favouring initiatives aimed at improving the productive capacity of the area, facilitating access to markets and services by the local population and strengthening the assets of communities and

organizations while promoting alternative forestry, agriculture and non-agriculture economic activities and sustainable use of biodiversity resources.

Target Areas

14. The proposed project would be implemented in municipalities and communities in the departments of Beni, Pando and Northern La Paz more specifically in poor and vulnerable indigenous and *campesino* settlements giving priority to women and youths. It is estimated that the project's target groups would include 19 000 direct beneficiaries with 60% of women, organized in formal and informal groups.

Project Objectives

15. The purpose of the proposed project would be to strengthen economic and social development with identity while strengthen self-management capacities and empowerment of indigenous and *campesino* communities in northern areas of the Amazon River basin in Bolivia.

Project Components

16. The proposed project would include implementation of three components:
(i) Enhancing citizen rights and developing capacities for the integral management of renewable natural resources; (ii) Providing non-financial support services for carrying out self-identified indigenous and *campesino* initiatives and assisting in managing investment resources aimed at producing, transforming and marketing forest and biodiversity resources in a sustainable manner; (iii) Managing and monitoring project implementation.

Project Costs and duration

17. Total project costs have been estimated for a five-year implementation period in US\$12 million of which IFAD would contribute US\$8 million, the Government would fund US\$2.6 million and beneficiaries US\$1.4 million in cash and/or in kind. Additional funding would be sought during formulation in order to increase coverage.

Next Steps

18. It is foreseen that project design would be initiated no later than early 2009.

Key file 1: Rural poverty and agricultural/rural sector issues

PRIORITY AREAS	AFFECTED GROUP	PRINCIPAL ISSUES	NECESSARY MEASURES
Valuing, increasing and development of rural poor assets.	Especially households in Andean communities, particularly in the Altiplano.	Overcoming limitations on quality of and access to natural resources, particularly land and water. Sustainable management of lands. Practices and measures for the prevention, management and mitigation of environmental risks. Growth of financial assets and increase in investment. Increase in family assets. Identification and valuing of cultural and social assets. Valuing of landscape and natural surroundings.	Foster the integration and association of properties and non-fragmentation of land. Support rehabilitation of deteriorated land and recovery of lands. Improve production and facilitate access to water. Support and reinforce mutual aid (reciprocity). Support the diversification of rural employment and decrease seasonal unemployment. Adopt measures to decrease natural risks and their effects. Stimulate family savings in formal institutions and a culture of saving.
Increase in productivity and efficient management of productive resources.	All groups of poor farmers, particularly in the highlands.	Increase the technological and management capacities of the rural poor and develop initiatives for gaining access to sources of financing for investment and working capital, incorporating savings. Efficient management of natural resources and biodiversity. Secure rights to land and water. Creation of surplus and access to broader, more dynamic markets.	Support poor rural producers' access to technical assistance, as well as animal and plant health care as needed (demand driven) and other non-financial services. Foster and strengthen associations. Foster access to instruments for financing profitable productive activities and to other financial services. Ensure legal security for ownership of agricultural land. Develop programmes aimed at good management of natural resources. Place priority on assistance for good water use and management. Promote protection for water sources. Improve access to markets.
Alternatives for productive employment and non-farm enterprises.	Andean communities, especially women and youth of both sexes.	Raising educational level. Creation of opportunities for farm and non-farm employment in rural areas. Training for alternative employment in countryside and cities. Promotion of productive investment.	Support the rural poor, especially women and young people of both sexes, with training and other assistance for the identification, planning and implementation of small non-farm rural enterprises, and prepare them for profitable jobs related to value added chains in agricultural production or non-farm activities in their areas.
Social inclusion and affirmation of civic rights.	Groups of indigenous and peoples. Migrants.	Obtaining citizenship documents. Knowledge and exercising of fundamental rights, particularly for indigenous and original peoples. Literacy. Increase in educational level. Economic and social inclusion.	Information and training in fundamental rights and the particular rights of indigenous and original peoples, and support for the exercising of these rights. Include literacy in the formal educational system with an approach rooted in cultural identity. Build capacities for development of economies and territories, preserving cultural values and emphasizing biodiversity and sound environmental management. Reduce isolation, vulnerability, marginalization and exclusion.
Empowerment of women and ability to fully exercise their rights.	Women in various groups within the rural poor population.	Obtaining citizenship documents. Knowledge and exercising of fundamental rights. Effective protection against abuse. Effective access to literacy and formal education. Integration into economic and social organizations. Inclusion in leadership positions.	Facilitate and support women's access to literacy and formal education. Train women and their organizations to fully exercise their civic rights. Prioritize organizations with high participation by women and support women's promotion to decision-making positions.
Access to health, education and other basic services.	Andean communities and rural households in the lowlands, which are scattered or far from intermediate cities.	Actions to break down physical isolation. Equipment in communities. Improvements to make roads usable year-round. Increase efficiency of basic rural services.	Pay particular attention to and channel investments by various programmes, to expand and reinforce basic services and equipment for rural communities and promote and facilitate access to them, especially by mothers and children.

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
Ministry of Development Planning <ul style="list-style-type: none"> Vice Ministry of Planning and Coordination Vice Ministry of Public Investment and External Financing Vice Ministry of Territorial Planning and Environment 	<ul style="list-style-type: none"> Plans public investment policies and strategies for the country's integral development. Official counterpart for various multi- and bilateral bodies in negotiation of loans and donations for the country. Has qualified technical staff with extensive experience in public investment. 	<ul style="list-style-type: none"> Control of programmes and projects highly oriented toward financial indicators and indicators linked to percentage of progress made in producing outputs. Planning processes and activities too centralized. Lacks results-oriented monitoring and evaluation system. 	<ul style="list-style-type: none"> Funders' commitment to align their programmes/projects with ministry objectives. Economic environment conducive to increasing domestic public investment and obtaining better results. Risk that technical personnel may be politically influenced. 	Under the new executive branch structure, MDSP oversees all development policy and is the nerve centre for analysis and design of public policy. This establishes an implicit objective of separating government fiscal and financial areas from development-related issues.
Ministry of Rural Development, Agriculture and Environment <ul style="list-style-type: none"> Vice Ministry of Land Development and Agriculture Vice Ministry of Biodiversity, Forestry Resources and Environment 	<ul style="list-style-type: none"> Turnover among top authorities, with new officials showing signs of more effective management of sector policies and programmes. Encourages more efficient farm land titling Extensive experience with programmes/projects financed by multi- and bilateral entities. 	<ul style="list-style-type: none"> High turnover of technical personnel. Ministry lacks credibility with local and international entities. Inadequate process for hiring technical personnel. Weak coordination with prefectures. Lack of system for monitoring and evaluation of interventions and results. 	<ul style="list-style-type: none"> With appropriate political and technical leadership, could play a key role in a new, integral approach to development based on the National Development Plan. Direct dialogue with grassroots movements. Lack of credibility makes it difficult for the ministry to attract financial resources, because it has shown few results. Lack of control over land takeovers. 	After passage of the new law reorganizing the executive branch, this ministry absorbed two ministries and part of a third (Peasant and Agricultural Affairs, the Ministry of Indigenous Affairs and Original Peoples, and part of the former Ministry of Sustainable Development, which included land, environment and biodiversity). The National Development Plan proposes strengthening women's active participation in productive economic processes, establishing a culture of equity and equality, ensuring access to justice, the exercising of fundamental rights and life without violence.
Ministry of Water <ul style="list-style-type: none"> Vice Ministry of Irrigation 	<ul style="list-style-type: none"> Recently created ministry that has the opportunity to develop an organizational culture of technical capacity 	<ul style="list-style-type: none"> Because it is new, it is still institutionally weak at the national and departmental levels. Lack of operating capacity to ensure 	<ul style="list-style-type: none"> Enforce Law 2878 and its enabling regulations, which define the legal framework for planning the sector's 	

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
Ministry of Production and Microenterprise	<p>and efficiency that will give it credibility.</p> <ul style="list-style-type: none"> The first team of executives has developed a comprehensive, sustainable water policy to ensure the right to access to water for the entire population, with emphasis on environmental protection. There is a new law (Law 3525) for regulation and promotion of agricultural production and ecological, non-timber forest products Has the authority to take leadership role in promoting and encouraging enterprise among indigenous and peasant communities and civil society organizations, to develop tourism and ecotourism activities in coordination with the appropriate bodies. 	<p>good system for monitoring and evaluation of its work plan and to ensure that the plan is results oriented.</p> <ul style="list-style-type: none"> Irrigation projects are infrastructure oriented. High personnel turnover. Selection process for technical staff not oriented toward hiring the best. Weak coordination with prefectures and municipal governments. Weak coordination with prefectures and municipal governments for supporting programmes to increase productive initiatives. Lack of promotion of its programmes, which would encourage organizations and/or communities to take advantage of training for indigenous communities. Lack of dissemination of information about its strategy and work plans in rural areas. 	<p>development, based on collective rights reflected in "uses and customs."</p> <ul style="list-style-type: none"> Play a more active role in organizing investments, programmes and projects at departmental and municipal levels. Enormous potential in the various regions of the country to take advantage of biodiversity and foster eco- and ethno-tourism initiatives. Channelling technical assistance to assist municipal governments and associations that create initiatives for local and international tourism. 	<p>The National Development Plan proposes expanding women's participation in the labour force, enhancing their active participation in productive economic processes.</p>
<ul style="list-style-type: none"> Vice Ministry of Microenterprise and Small Business Vice Ministry of Tourism 	<ul style="list-style-type: none"> This is the technical body responsible for planning, implementing and consolidating the country's agrarian reform. Technical experience in land titling. Decentralized offices nationwide, with technical and legal teams. 	<ul style="list-style-type: none"> Cumbersome bureaucratic processes for clearing and obtaining land titles. Entity historically managed with criteria that are more political than technical. High turnover of technical staff. High administrative costs of technical processes. 	<ul style="list-style-type: none"> President's political commitment to support more effective processes for providing land. Willingness of financial cooperation bodies to support processes for clearing and obtaining land titles. 	<p>Progress in clearing land titles has been slow since Law INRA 1715 was signed (1996)</p> <p>The Bolivian government promulgates Law 3545 of Nov. 28, 2006, the goal of which is to modify and incorporate new provisions of Law 1715 of Oct. 18, 1996 (Law INRA).</p>

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
Bolivian Agricultural Technology System (<i>Sistema Boliviano de Tecnología Agropecuaria, SIBTA</i>)	<ul style="list-style-type: none"> Initiated an institutional process to ensure the technical quality of its services. Engaged in a decentralization process in its regional offices. 	<ul style="list-style-type: none"> Institutional solidification at risk because of political pressure in naming of technical personnel. Not all regional offices use technically correct processes and procedures. Does not make information about management and results public. 	<ul style="list-style-type: none"> Can support enhancement of competitiveness of agro market chains, from production to sale. Can help ensure sustainable use of natural resources. 	Entity is currently being questioned, and a new institutional structure has been proposed for research and agricultural extension. The proposal would centralize its operations in the national government, which could affect participatory models of demand-driven access supported by IFAD.
National Agricultural Health and Food Safety Service (<i>Servicio Nacional de Sanidad Agropecuaria e Inocuidad Alimenticia, SENASAG</i>)	<ul style="list-style-type: none"> Has received assistance to strengthen its institutional structure. Services and offices were decentralized and some have made notable progress in quality of services. Implementation of quality and certification processes has improved some services, such as school breakfast programme. Definition of technical processes for importing and exporting agricultural products. 	<ul style="list-style-type: none"> Suffers from political pressure and high turnover of technical personnel. Management has done little to make processes more transparent and overcome reputation for being a corrupt organization. 	<ul style="list-style-type: none"> Improving phytosanitary registration process. New ministry officials have the opportunity to lead a process to increase institutional solidity and increase transparency for enhancing services. 	<ul style="list-style-type: none"> There has recently been a new outbreak of hoof-and-mouth disease, with a negative impact on meat exports.
Superintendency of Banks and Financial Entities (<i>Superintendencia de Bancos y Entidades Financieras</i>)	<ul style="list-style-type: none"> Structured supervisory body for formal financial sector (banks, mutual savings banks, home loans, open savings and credit cooperatives, private financial funds). Mandate to protect national savings. 	<ul style="list-style-type: none"> Some shortcomings in supervision of formal microfinance activities, making it difficult for IFIs to gain access to rural areas. 	<ul style="list-style-type: none"> Recent external technical assistance (USAID) Approval, as of November 2006, of new regulations regarding "mandates for financial intermediation," through which formal IFIs can delegate their functions (capturing and lending) to contractually designated, legally established non-supervised entities, expanding their coverage. 	
Productive Development Bank (<i>Banco de Desarrollo</i>)	<ul style="list-style-type: none"> Second-tier public bank in process of formalization (by merger between 	<ul style="list-style-type: none"> Government structure still undefined. Mission includes providing both 	<ul style="list-style-type: none"> Risk of political influence undermining scrupulous management. 	<ul style="list-style-type: none"> Creation of the BDP was authorized by decree in January 2007, although

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
<i>Productivo</i> , BDP)	<p>NAFIBO and FONDESIF). It will be a mixed corporation with the state and the Corporación Andina de Fomento (CAF) as majority stakeholders.</p> <ul style="list-style-type: none"> ▪ Its mission is to refinance national productive development, with priority on microenterprise and small and medium-size businesses, especially in the rural sector. 	<p>financial (second tier) and non-financial (technological resources) services.</p> <ul style="list-style-type: none"> ▪ State as majority stakeholder. 	<ul style="list-style-type: none"> ▪ Political will to lower active rates in the short term. ▪ Willingness to greatly expand poor people's access to diversified financial services, fostering broader coverage with bank customer service windows throughout the country. 	<p>the merger of NAFIBO and FONDESIF, the two existing public development financing entities, has not been finalized.</p>
State-owned Union Bank (Banco Unión)	<ul style="list-style-type: none"> ▪ Extensive coverage nationwide, with intention of expanding existing network of customer service windows. 	<ul style="list-style-type: none"> ▪ Bank in process of recovery after near failure in 2003, which led state to become a shareholder (transformation of subordinate loans), which explains certain technical and operational weaknesses and obsolescence in the design of the products and services offered. 	<ul style="list-style-type: none"> ▪ There could be a risk of decision making based on non-financial criteria because of the ownership structure of the bank, which is a first-tier government instrument for implementation of the PND. 	<ul style="list-style-type: none"> ▪ To date there is no formal information about the bank's future strategic plan, which depends on future Bolivian government decisions.
Prefectures (in the nine departments of Bolivia)	<ul style="list-style-type: none"> • Top prefecture authorities have been democratically elected for the first time. • Prefecture revenues have increased with the direct tax on hydrocarbons. • Departmental policies have been aligned with national policies for projects involving local governments and other geographic entities or authorities and public and private agencies, within the framework of the PND and Departmental Development Plan. 	<ul style="list-style-type: none"> • Coordination between central government and prefectures is not optimal. • Representation of prefectures at department level generally weak (sub-prefectures). • Technical personnel usually not selected by competitive processes. • Competitive technical structures are not being formally established within most prefectures. • Most do not base their management on a sound monitoring and evaluation system. • Prefectures have not had a clear role in the decentralization process, creating gaps in relations with national government and municipal and local governments. 	<ul style="list-style-type: none"> • Strengthen institutional structures and presence in all provinces of departments, decentralizing certain technical and administrative levels to respond more effectively at the departmental level. • Strengthen coordination and efforts with mayors, in accordance with their functions. • Joint investment with municipalities within a comprehensive plan for departmental development. • There is political friction between the central government and prefectures that do not support its political position. 	<p>Positions that favour reducing the prefectures' autonomy and scope of action could gain strength.</p>

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
Municipal governments (327 nationwide)	<ul style="list-style-type: none"> • Democratically elected • The Popular Participation Law reinforces municipal authority and decentralization. • Participatory processes in municipalities for drafting annual operating plans. • Municipal government is the basic unit for planning, administration and management, which is important in functions related to control and oversight of resources transferred from the national level. • Partnerships with other municipalities through groupings of municipalities known as <i>mancomunidades</i>. 	<ul style="list-style-type: none"> • Politically influenced and often lacking institutional development. • Non-competitive hiring practices result in lack of qualified technical personnel. • Censure vote allows mayor to be changed every year. • Lack of continuity in policies and plans because political interests prevail over service to local residents. • The way districts are defined results in a popular participation process that is complicated by conflicts over boundaries and jurisdictions, overlapping or ambiguous borders, lack of geographic continuity, and sections of provinces or cantons that exist only on paper. • Political-administrative unit with sparse population and an enormous number of sections of provinces, many with small, scattered populations. • Groupings of municipalities (<i>mancomunidades</i>) are contractual entities for dealing with specific projects and certain regional matters, and for fostering technical and institutional support networks, but have not attained the necessary degree of specialization. • In general, municipal governments have prioritized spending on health and education infrastructure, neglecting production. • In general, little emphasis on or support for productive projects. 	<ul style="list-style-type: none"> • 85% of resources are to be dedicated to the implementation of plans and projects. • Equitable distribution and better administration of public resources. • Complementary revenue from direct hydrocarbon tax, approximately US\$202 million per year nationally. • Opportunity to carry out true local development. • Groupings of municipalities to make greater progress. • Technical assistance initiatives from international cooperation agencies. • The process of decentralization, expanding the role of municipal governments and forming clusters of municipalities (<i>mancomunidades</i>) attracted the attention of various cooperation agencies, and significant cooperation programmes and projects were designed. • The country's geographic conditions, due to which municipalities are scattered and distant from one another and from urban centers. • The inaccessibility of many municipalities, not only because of their remoteness, but also, and mainly, because of the lack of roads and other means of communication. • Legal recognition of the groupings of municipalities is still weak, as is the establishment of their organic structure and overall functioning. • Create opportunities at the departmental level to identify 	<ul style="list-style-type: none"> • The existing legal framework, based on decentralization and an expansion of the role of municipal governments, motivated local stakeholders to think in terms of local development. The formation of groupings of municipalities is mainly based on special legislation for their formation and operation. These laws stemmed from the need to respond to problems arising from implementation of the Popular Participation Law and the expansion of the role of local governments. • Groupings of municipalities (<i>mancomunidades</i>) were created to fill the planning space between the local and departmental levels, to stimulate concurrent investment with departmental prefectures. • The PND lists 148 priority municipalities, which would also be targeted by COSOP project activities. • Of a total of 327 existing municipalities, 285 (87.16 percent) belong to 76 departmental groupings of municipalities (<i>mancomunidades</i>).

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
Private generalist banks	<ul style="list-style-type: none"> ▪ Generally efficient in their traditional market niches. ▪ Financial criteria for decision making. 	<ul style="list-style-type: none"> ▪ Urban bias; tend to exclude the poor. 	<p>opportunities for technical and financial support.</p> <ul style="list-style-type: none"> • Sharing of experiences and lessons learned among the groupings of municipalities. • Political influence in the various municipal groupings' processes for achieving objectives. 	<ul style="list-style-type: none"> ▪ Some banks could be exceptions to overall trends.
Microfinance banks (BancoSol and Los Andes-PROCREDIT) and private financial funds	<ul style="list-style-type: none"> ▪ Considered very efficient, with a few exceptions. ▪ Target low-income clientele with specifically designed products. ▪ Able to capture customers' savings. ▪ Low portfolio-in-arrears rate. ▪ Very agile in responding to consumers. 	<ul style="list-style-type: none"> ▪ When they first appeared, they had a largely urban bias. ▪ Nationwide coverage still limited. 	<ul style="list-style-type: none"> ▪ Slow, gradual development of client portfolios beginning in smaller cities and rural areas. ▪ Strong competition between national IFIs is both an opportunity (fosters innovation and decreases active rates) and a threat, as the 1999 crisis showed. 	<ul style="list-style-type: none"> ▪ PRODEM FFP is an exception to the urban bias, as it has development strategies for both the medium urban and rural sectors (with 75 agencies and service points nationwide). ▪ IFIs are particularly relevant for the purposes of an IFAD intervention (oriented toward the poor; passive products).
Savings and Credit Cooperatives	<ul style="list-style-type: none"> ▪ Financial entities generally well inserted into social fabric. ▪ Often closed entities that serve members based on socio-professional characteristics. 	<ul style="list-style-type: none"> ▪ Microfinance technologies generally insufficient. 	<ul style="list-style-type: none"> ▪ Only open cooperatives are supervised by the SBEF; closed cooperatives have a delegated supervision system. ▪ Greater proximity to low-income clientele. 	<ul style="list-style-type: none"> ▪ The cooperative sector varies, including both strong, well-structured entities and others with weak governance and financial performance. ▪ Open cooperatives are relevant for the project's purposes.
Financial NGOs	<ul style="list-style-type: none"> ▪ Some are considered efficient (e.g., FADES, CRECER, PROMUJER, ANED) ▪ Strong presence in remote rural areas. ▪ Support for management of financial resources. 	<ul style="list-style-type: none"> ▪ Technology sometimes inappropriate. ▪ Reduced volume of operations. ▪ Unable to capture customers' savings. ▪ Dependence on external resources. 	<ul style="list-style-type: none"> ▪ Because they are NGOs, they have trouble connecting with private capital (including the market for capturing savings). 	<ul style="list-style-type: none"> ▪ They would not be relevant to the project if they are unable to capture savings.

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
NGOs, non-profit corporations and development foundations	<ul style="list-style-type: none"> ▪ Accumulated experience in managing external financing and implementation of projects in rural areas. ▪ Occasionally present in remote rural areas. ▪ Experience in supporting camelid sector, especially areas related to primary production. 	<ul style="list-style-type: none"> ▪ Approaches based on handouts and supply. ▪ Resource intermediation, raising costs of services and weakening poor people's sense of ownership. ▪ Insufficient updating of development approaches and mechanisms. ▪ Dependence on external resources. 	<ul style="list-style-type: none"> ▪ Availability of public and international cooperation resources, creating financial dependence. ▪ Reduction of government services has stimulated the growth of private organizations. ▪ Independence from state control and lack of connection with public policies. ▪ Possibility of creating partnerships for assistance in primary production. 	<ul style="list-style-type: none"> ▪ Could be service providers if grassroots organizations decide to contract them and pay for their services. ▪ Could present proposals in innovation contests and compete with other public and private institutions for some funds, for which accountability would be public and transparent.
Non-governmental organizations (NGOs)	<ul style="list-style-type: none"> • NGOs have nationwide presence. • Many have various years of experience in the country. • With some exceptions, NGO management has historically been based more on technical than political criteria. 	<ul style="list-style-type: none"> • Lack of continuity in financing. • Short time frames. • Not easy to obtain financing for long-term projects and programmes. • Programmes and projects not always in line with national strategies, leading to lack of appropriate coordination. • Influence of funders (regional political management). 	<ul style="list-style-type: none"> • International bodies' initiatives and offers of financing are an opportunity that could lead to poverty reduction. • The process of decentralization, expansion of the role of municipalities and formation of groupings of municipalities (<i>mancomunidades</i>) attracted the attention of various cooperation agencies, and significant cooperation programmes and projects were designed. 	<ul style="list-style-type: none"> • There are an excessive number of NGOs in Bolivia
Association of Ecological Producers' Organizations of Bolivia (<i>Asociación de Organizaciones de Productoras Ecológicas de Bolivia, AOPEB</i>)	<ul style="list-style-type: none"> • Began working with six affiliated organizations; now has 56 involving 30,000 producers nationwide. • 7,000 producers with ecological certification, exporting about 10,000 tons valued at US\$20 million. • Has national structure. • Has institutional strengthening plan for its members. • Its actions and interventions are designed to provide assistance and enhancement at all levels of the market chain. 	<ul style="list-style-type: none"> • Because of rapid growth, organization has not adapted its structure to fully respond to all members. • Weak communication system (internal and external). • Has still not attained financial self-sustainability and is dependent on external funders. 	<ul style="list-style-type: none"> • Influencing national policy, such as the draft law for regulation and promotion of agricultural production and ecological non-timber products, benefiting its affiliates and others. • There is strong demand from its affiliates and from producers for medium- and long-term training for their children. • It has strengthened commercialization with the "Superecologito" chain of stores for sale and distribution in La Paz, Cochabamba, Santa 	<p>AOPEB has 56 affiliated organizations nationwide.</p> <p>Work with media to promote ecological products and raise consumer awareness, so as to better position the AOPEB.</p>

ORGANIZATION	STRENGTHS	WEAKNESSES	OPPORTUNITIES/THREATS	OBSERVATIONS
<p>Coordinating Committee for Integration of Peasant Economic Organizations of Bolivia (<i>Coordinadora de Integración de Organizaciones Económicas Campesinas de Bolivia</i>, CIOEC-Bolivia)</p>	<ul style="list-style-type: none"> • Legally established representative organization for integration and coordination of a diversity of peasant economic organizations at the national and departmental levels, with identity linked to indigenous/original peoples and peasant farmers. • Has national structure with broad social base. • Peasant economic organizations have positioned themselves on national economic-production scene. • Multidisciplinary team identified with peasant economic organizations. 	<ul style="list-style-type: none"> • Excessive dependence on external funding, which reflects weak internal capacity to capture resources for financing itself. • Lack of system for monitoring and evaluation of members' production plans. • Inadequate communication system (internal and external). 	<p>Cruz and Sucre.</p> <ul style="list-style-type: none"> • Political interference by forces seeking control, which could undermine its mission. <ul style="list-style-type: none"> • With the political and social events of recent years, the peasant economic organizations have emerged as important players in the country's productive and economic development. • They are aligned with the PND concept of food sovereignty, which is also a basic principle of peasant economic organizations. • Small producers play the leading role in the new economic model. • Political interference by forces seeking control, which could undermine its mission. • Lack of food security and food sovereignty in the country (Customs-SENASAG: transgenic seed, unfair competition from contraband). 	<p>CIOEC-Bolivia plays a role in integrating peasant economic organizations and provides services to help strengthen them socially and economically.</p> <p>There are more than 700 peasant economic organizations, involving more than 115,000 peasant families in 180 municipalities nationwide.</p>

Key file 3: Complementary donor initiative/partnership potential

DONOR/AGENCY	PROGRAMMES AND PROJECTS	SITUATION	POTENTIAL FOR COMPLEMENTARITY/SYNERGY
United Nations Development Programme (UNDP)	<ul style="list-style-type: none"> Rural development is priority, as are issues related to hunger and inequality. Small investments programme with GEF Priority areas: children, literacy, health, identity. Also issues of environment and sustainability. Manages various joint funds, especially in areas of governance and political dialogue. 	<ul style="list-style-type: none"> Prepare programme document. 	<ul style="list-style-type: none"> Has leading role; alignment and harmonizing. Has participated in basket funding. Promotes dialogue initiatives to harmonize cooperation with government. Meetings to exchange ideas and experiences.
European Commission (EC)	<ul style="list-style-type: none"> Supports various programmes with Bolivian government, including land titling and food security assistance programme. Also supports programmes in education, health and integrated watershed management. The EC has contributed to improvement of physical infrastructure and provision of basic services. 	<ul style="list-style-type: none"> First two phases of food security programme have concluded. Third phase under consideration. Disbursements have been handled well; municipal participation has been key, but is highly susceptible to outside interference. Initiating a new cooperation programme with three work areas: (1) Economic opportunities to be implemented with funders (includes budget assistance for sectors); (2) Budget assistance for alternative development; and (3) international watershed management. The first area offers greater impact on rural poverty reduction programmes, and includes: (i) financial services; (ii) non-financial services; (iii) demand-driven occupational training; and (iv) institutional models for fostering economic opportunities. 	<ul style="list-style-type: none"> The EC will step up coordination efforts with member states and other donors to present a common front to the Bolivian government and ensure the complementarity of actions. Suggests joint missions for identification to achieve a critical mass of donors and reach agreements. The food security programme finances the poorest municipalities, based on demand and the presentation of project proposals. The municipalities make a financial contribution. The food security programme could work with BANDEPRO to finance beneficiaries. Works with the VALE Project, which IFAD supports. The affinity of many programmes with those supported by IFAD offers many opportunities for association.
World Bank (IBRD)	<ul style="list-style-type: none"> The bank currently concentrates on three programmes, two of which would have an impact on rural development: (a) the decentralized infrastructure for rural transformation programme (rural electrification), which ends in December 2007, and (b) the Rural Alliances project, aimed at commercialization of agricultural products (producer-purchaser relationship), which runs through September 2011. 	<p>The new strategy in rural areas gives priority to:</p> <ul style="list-style-type: none"> Rural community development, within the government's Communities in Action programme. Will provide support for irrigation, roads and production; will include business plans and supervision. Has carried out two identification missions. 	<ul style="list-style-type: none"> There are possibilities for complementarity to be exported in activities such as: community tourism, environmental health, rural alliances, electrification, etc. The rural community development programme would offer the greatest prospects for collaboration agreements.

DONOR/AGENCY	PROGRAMMES AND PROJECTS	SITUATION	POTENTIAL FOR COMPLEMENTARITY/SYNERGY
		<ul style="list-style-type: none"> • A programme of land for agricultural development (land bank), probably to be eliminated. • Economic and local development in the Lake Titicaca area. • Support for community tourism and environmental health. • Rural alliances. 	
Inter-American Development Bank (IDB)	<ul style="list-style-type: none"> • Has strongly supported SIBTA and SENASAB policies, planned through July 2007. • Has participated in donor basket with Sweden, Holland, Germany and Belgium. • Highways and the environment are Bolivian government priorities with regard to the IDB. • The issue of risks is relevant. Impact is greater in rural sector. Several studies have been done. 	<ul style="list-style-type: none"> • A new programme could be prepared with INIA, but there is still no request, not even for design (there is an offer from DANIDA). • Possibility of a commercial bank escrow fund to address agricultural food emergencies, still undefined by Bolivian government. • One project for marginal rural areas: public risk management. 	<ul style="list-style-type: none"> • Current prospects are mainly in the area of emergencies and risk management. It is important to explore possibilities for participation in SINAFID, and specifically in BANDEPRO, supporting rural financial and non-financial services.
Corporación Andina de Fomento (CAF)	<ul style="list-style-type: none"> • Because of the conditions of the loans, CAF-financed programmes and projects are mainly aimed at major infrastructure works, especially transportation, as well as finance and commerce sectors. Nevertheless, CAF has been an IFAD cofinancer in Bolivia at various times. • CAF has been associated with financial institutions in Bolivia. 	<ul style="list-style-type: none"> • CAF works with IFAD as cooperation agency, assuming responsibilities in management of IFAD loans, as well as oversight of their use. • CAF has expressed interest in continued collaboration with IFAD. 	<ul style="list-style-type: none"> • CAF has reiterated its willingness to cofinance IFAD loans. Greater participation in a "mix" with donations from another source could be explored. • CAF's participation in BANDEPRO to support the rural financial services programme would be relevant.

DONOR/AGENCY	PROGRAMMES AND PROJECTS	SITUATION	POTENTIAL FOR COMPLEMENTARITY/SYNERGY
German Cooperation (GTZ)	<ul style="list-style-type: none"> • Modernization of the state (support for young people and their organizations in participatory processes in their communities). • Sustainable Agricultural Development Programme (<i>Programa de Desarrollo Agropecuario Sostenible</i>, PROAGRO). Sustainable agriculture, irrigation, resource conservation (risk management, national irrigation programme, development of microfinance systems, national watershed management programme, etc.). • Supplying drinking water and disposing of solid waste in small and medium-size communities (PROPAC). • Bilingual education projects. 	<ul style="list-style-type: none"> • New coordinator to take over in March 2007 • In principle, PROAGRO ended in December 2006. Its areas of action were northern Potosí and the Bolivian Chaco. 	<p>Interest by both parties in closer IFAD-GTZ cooperation, with the possibility of an agreement for supervision of the use of IFAD loans. Cooperation emphasis has been on irrigation and watershed protection (identification, final design, construction of works and assistance for use, including financing), combining donations with loans. The KFW agency participates in studies, design and construction, GTZ is responsible for aspects related to strengthening institutions. The Bolivian government proposes expanding national irrigation coverage. This requires a significant effort in non-financial services to support underutilized irrigation systems, with the possibility of coordinating with IFAD-supported programmes.</p>
Belgian Technical Cooperation (BTC)	<ul style="list-style-type: none"> • Sustainable market chains in Oropeza (department of Chuquisaca). • Sustainable agricultural development (Chayanta province, department of Potosí). • Scholarships and internships (agriculture and food security, environment, etc.). • Integral rural development programme in watersheds in the Tunari mountain range. • Integral rural development programme in Ichilo-Sara, department of Santa Cruz. Includes loan fund. • Integral, sustainable use of forestry resources in the tropical region Cochabamba (five municipalities). • Support for fund for development of indigenous peoples of Latin America and the Caribbean. • Health in El Alto (2006-2011) • Micro interventions. Annual nationwide programme. 	<ul style="list-style-type: none"> • Final design completed. Planned time frame: 2006-2011. • Began in 2006. Planned time frame: five years. • Implemented annually. Little used. • Under way until 2008 • Ended in 2006. The prefecture is working on a proposal for continuity. Agreement for management of Loan Fund will be expanded. • 2006-2009. • 7 projects concluded in 2006. • Under way. • Prospects for growth. Has benefited more than 50,000 families. 	<ul style="list-style-type: none"> • Agency funded by the Belgian government, which operates as an autonomous entity. Transfers resources to NGOs. Serves poor areas, including those characterized by low potential and conflict. • Cooperation currently emphasizes health and rural development with agricultural market chains. Another area of increasing importance is governance. • Harmonization is important, but they believe there has been little progress on the part of either donors or recipients. • IFAD programmes/projects could find various areas for cooperation, exchanges and synergy, both with agricultural and rural development programmes and with the scholarship programme and micro interventions, which are aimed at the rural population. • In February, a Mixed Commission is planned for new definition of strategies in the country.
Danish Cooperation (DANIDA) (principally with the private sector)	<ul style="list-style-type: none"> • Shares programmes with other donors (e.g., seeds with EU and COSUDE) • Assistance to Vice Ministry of Rural Development to improve its systems and accountability. • For some time, has cooperated with lowland 	<ul style="list-style-type: none"> • Has cut back on activities in the country and is reviewing its priorities. 	<ul style="list-style-type: none"> • There is interest in exploring possibilities for association with IFAD. One particular area of interest could be lowland indigenous peoples.

DONOR/AGENCY	PROGRAMMES AND PROJECTS	SITUATION	POTENTIAL FOR COMPLEMENTARITY/SYNERGY
	indigenous peoples. Collaborates with government land titling and territory consolidation programmes.		
Dutch Cooperation	<ul style="list-style-type: none"> Through businesses has supported programmes related to land ownership and cadastre. Has been involved in agricultural market chain activities, including wine and <i>singani</i>, quinoa, camelids, forestry products, biocommerce (lizards, natural ingredients), and exports. Strengthening of community businesses and linkages with commercial channels. Agreements with financial entities. Supported programmes with SIBTA 	<ul style="list-style-type: none"> Expectations regarding creation of the National Agricultural Research Institute (<i>Instituto Nacional de Investigación Agropecuaria</i>, INIA). Considering three priority areas for the future: (i) new financing system; (ii) innovation fund; and (iii) biocommerce. Looking with interest at organic production in the Altiplano, pollenization of native fruits and development of native bees. 	<ul style="list-style-type: none"> Its programmes in rural areas target peasant farmers who have limited opportunities. Interested in direct transfers to communities and groups, as long as they are very transparent.
Swedish Cooperation	<p>Works in the following priority areas:</p> <ul style="list-style-type: none"> Democratic governance: human rights, Constituent Assembly, Ombudsman's Office, decentralization, indigenous peoples, reform of the state. Supports various NGOs in these areas. Social sector (jointly with Denmark and Holland): support for education, council of indigenous peoples, reproductive health. Private sector: support for forestry sector (CAINCO). Micro-watershed plan. Support for informal sector. Natural resources. Water and sanitation in peripheral urban areas and watersheds. 	<ul style="list-style-type: none"> Does not consider direct budget support. Regularly supports various studies: results analysis; analysis of poverty in Bolivia. For 2007, considering the following priority strategies, based on PND: i) Communities in Action; b) Land and territories (with INRA); c) Informal economy; d) Social protection networks. 	<ul style="list-style-type: none"> Annual allocations are very significant. Spending has been low in the past year. Expressed interest in IFAD-supported programmes, particularly camelids. Areas of action have great convergence with IFAD priorities. The opportunity for agreements should be explored in depth.
Swiss Cooperation (COSUDE)	<ul style="list-style-type: none"> Promotion of a sustainable, equitable economy (PROMEQ): local economic promotion and business development services; innovative financial services; employment training; financing of basic infrastructure (public-private partnership); foreign trade; macro conditions. Governance and local democracy building (GODEL) Regional initiatives involving agriculture and the environment. 	<ul style="list-style-type: none"> Currently preparing a new strategy for Bolivia. Believes that future programmes must be adjustable. Considering the possibility of providing budget support to Bolivian government for specific programmes and activities. Offers training and financial guidance. 	<ul style="list-style-type: none"> Swiss Cooperation's annual contribution is significant. COSUDE maintains or supports many programmes related to rural and agricultural development, through NGOs and government agencies, at both the national and regional levels, including: APRU, ATICA, FOMEM, PROFIN, PRO-RURAL, PADER, PDCR, and various other programmes involving seed production, agricultural research, mechanization, forest conservation, integral watershed management, etc. Institution building is important; supports the Support for Municipal Democracy Programme (<i>Programa de Apoyo a la Democracia Municipal</i>, PADEM). There could be possibilities for association in programmes related to developing financial services.

DONOR/AGENCY	PROGRAMMES AND PROJECTS	SITUATION	POTENTIAL FOR COMPLEMENTARITY/SYNERGY
United States (USAID)	<ul style="list-style-type: none"> Assistance is mainly for alternative crop programme in subtropical valleys. 	<ul style="list-style-type: none"> Under way. 	<ul style="list-style-type: none"> There are currently no apparent areas of cooperation with IFAD-supported programmes.
Centre for International Forestry Research (CIFOR), for forest conservation and improving living conditions of people in the tropics.	<ul style="list-style-type: none"> Forest resource management and conservation; territorial management; forest settlement plans and models. Programmes: <ul style="list-style-type: none"> Improvement of living conditions for the rural poor and enhancement of their natural assets: development and conservation. Governance: decentralization of natural resources management (with municipalities), sharing of experiences, dissemination of information about priority rights. Environmental services. 	<ul style="list-style-type: none"> Conflict over land occurs in lowland forest areas. Cattle ranching is encroaching on forests. Uncontrolled deforestation and poor management deteriorate natural resources, affecting residents' living conditions. 	<ul style="list-style-type: none"> Experience of cooperation with IFAD in India. CAF is a member of CIFOR's board of directors. Headquartered in Indonesia, and most of its activities take place in that region, but has recently established a regional office in Brazil. Could be a source of support for IFAD programmes in lowlands.

Key file 4: Target group identification, priority issues and potential response

TYOLOGY	DEGREE AND CAUSES OF POVERTY	MEASURES FOR ADDRESSING IT	PRIORITY NEEDS	SUPPORT FROM OTHER INITIATIVES	COSOP RESPONSES
Rural population (mainly of indigenous Quechua or Aymara origin) living in poverty in western Bolivia (Altiplano, high valleys)	<p>Moderate to extreme</p> <ul style="list-style-type: none"> • High density on usable agricultural land • Limitations in access to irrigation and use of water • Lack of financial capital and difficulty in gaining access to financial services • Isolation because of difficult topographic conditions • Lack of training and little access to technology • Few or very few jobs available in the area • Little or inadequate economic organization • Aging of the population • Environmental risks 	<ul style="list-style-type: none"> • Seasonal migration by men • Permanent migration of families • Search for new sources of income • Irrigation • Informal commercial activities • Closer ties to cities • Diversification and risk mitigation 	<ul style="list-style-type: none"> • Training for employment and productive enterprises • Opportunities for new sources of employment and income • More technically advanced agricultural production and irrigation • Support for rehabilitation of land and soils • Strengthening economic organizations and supporting their demands • Options for conservation and primary processing of products • Assistance with commercialization 	<ul style="list-style-type: none"> • Development of small businesses and handcrafts, adapted to local conditions • Support for activities related to ecotourism and cultural tourism • Support for access to water for irrigation and assistance with water management • Development of programmes for rehabilitation and management of natural resources • Development of mechanisms for financing and capitalization • Assistance programmes for migrants. • Equipment for basic services • Enhancement of productive infrastructure 	<ul style="list-style-type: none"> • Support for supply of and demand for technical assistance on the part of producers • Assistance with strengthening of organizations to add value to production and market products • Support for initiatives to obtain equipment and basic services • Assistance for beneficiaries' productive initiatives and enterprises. • Promoting and assisting with natural resources management • Assistance with regularization of land rights • Promoting and supporting mechanisms for increasing rural households' assets and access to financial resources
Amazonian indigenous groups and communities, women and youth	<p>High vulnerability</p> <ul style="list-style-type: none"> • Little access to health and education services • Lack of identity documents • Little knowledge of rights and how to exercise them • Difficulty organizing into groups. • Limited technology • Isolation and dispersion 	<ul style="list-style-type: none"> • Gathering activities • Occasionally hire themselves out for labour 	<ul style="list-style-type: none"> • Information and assistance with rights and citizenship • Social protection actions • Affirmation of communal land rights • Assistance to organizations • Technical assistance for production • Functional training • Preservation and valuing of the culture 	<ul style="list-style-type: none"> • National and municipal social protection programmes • Specific programmes serving original peoples • Programme for regularization of land rights • Environmental and biodiversity management programmes • Prefecture programme to support indigenous peoples' development 	<ul style="list-style-type: none"> • Support for acquiring identity papers and exercising civic rights and obligations • Support for social and economic organization • Training and productive assistance with cultural identity approach • Assistance with paperwork related to land rights • Training in and valuing of knowledge of sustainable management of biodiversity • Support for formal education processes