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**Draft country programme document  
for the Plurinational State of Bolivia, 2013-2017**

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## I. Situation analysis

1. *Political situation.* The re-election of President Evo Morales in December of 2009 marked a new stage in the process of political change and reorientation of the State through the promotion of a model of intercultural participative democracy, guided by the provisions of the new Political Constitution of the State (CPE), which includes profound changes in respect of human rights, gender equity and recognition of the rights of indigenous peoples. This situation requires a deep institutional reappraisal and the strengthening of representative democracy structures in keeping with new participation and inclusion mechanisms, on the basis of legal and institutional pluralism. The main challenges to social cohesion in Bolivia include inequality, disputes over regional boundaries, the exploitation of natural resources, and demands by the local and indigenous autonomous entities to exercise their powers fully.

2. *Social situation.* By adding to individual well-being the promotion of personal and collective potential, social integration and harmony with all forms of life, the *Vivir Bien* ("Living well") proposal constitutes a new paradigm for managing development. The social and economic situation has significantly improved and, in the period 2005-2009, the incidence of extreme poverty declined from 38.2 to 26.1 per cent, while the rate of moderate poverty declined from 60.6 to 51.3 per cent (UDAPE). The persistence of high poverty rates throughout the past decade has largely been a consequence of substantial inequality in income distribution. According to Bolivia's sixth Report on Progress towards achievement of the Millennium Development Goals (2010), it is highly possible for the country to attain the MDGs in relation to poverty reduction, malnutrition, malaria and availability of drinking water, while the goals related to education and gender equality are expected to be partially fulfilled and the goals regarding maternal and child health, tuberculosis, HIV/AIDS and Chagas are expected to remain pending objectives.

3. Cash and in-kind transfer programmes form the pillar of social policy and have played a prominent role in poverty reduction. Had such transfers not taken place, the 2009 extreme poverty rate would have been higher by 2 per cent than it is as a result of transfer vouchers (28.0 and 26.1 per cent, respectively, UDAPE, 2010). Yet various social indicators continue to lag behind regional averages and evident inequalities in welfare standards persist between rural and urban areas, men and women, and indigenous and non-indigenous citizens. In 2009, the country's Gini coefficient was 0.51, one of the continent's highest rates. This situation is connected with substantial inequalities regarding access to basic social services and the quality of those services. The Government has taken up the challenge of advancing towards universal health and education service systems.

4. *Economic situation.* In the last five years, progress has been achieved in macroeconomic performance, characterized by successive fiscal- and trade-account surpluses, moderate inflation and an average annual growth rate of approximately 5 per cent. However, productive economic activity is closely linked with highly capital-intensive extractive activities (related to gas and mining), has diversified little and manifests quite heterogeneous productivity levels. The production system is certainly in need of structural reform to generate qualitatively better jobs. Although the rate of unemployment is low in the urban areas (6.5 per cent), there is, at the national level, a high level of underemployment and of employment in the informal sector of the economy.

5. *Environmental situation.* The CPE recognizes the right to a healthy, protected and balanced environment, and the rights of Mother Earth. Bolivia faces environmental sustainability challenges caused by the reduction of its natural heritage and by its increasing vulnerability to the effects of climate change and natural disasters. Ever faster loss of biodiversity, the degradation of water and forest resources (deforestation is estimated to spread at the rate of 350,000 hectares per year) and environmental pollution in the population centres undermine progress towards the MDGs and give grounds for concern over the sustainability of a development model organized around the exploitation of natural resources and over the ensuing creation of environmental and social liabilities.

## II. Past cooperation and lessons learned

6. An assessment based on the human development and MDG reports reveals important contributions of the UNDP Office to public policy promotion, research and formulation. The UNDP Office has made important contributions to conflict resolution by facilitating dialogue and strengthening the democratic institutions. It played a particularly active role in upholding democratic dialogue by supporting, as observer and facilitator, the negotiation process between the Government and the opposition in late 2008; and in contributing to national capacity building by promoting the sharing of experience and lessons learned in other countries having gone through similar processes.

7. Between 2009 and 2011, the UNDP Office contributed significantly to the establishment of the legislative and institutional framework necessary for consolidating the autonomous regional governments and renewing the electoral and judicial bodies. At the same time, it supported social mobilization processes conducive to dialogue and tolerance, such as the "*Convivir, Sembrar Paz*" ("Living together, Sowing Peace") campaign. The Office also helped to strengthen the participation of peasant and indigenous groups and political organizations in legislative and public policy debates and to improve women's participation and representation in the political system and the Government. The UNDP Office has played an important role in the promotion of programmes to reduce socio-economic gaps at the regional and rural level, including the *Semilla* ("Seed") programme of the MDG Achievement Fund (MDG-F).

8. In coordination with the Ministry of Planning and Development (MPD) and UDAPE, the capacities for achieving the MDGs were enhanced, the prefectures (currently governments) were provided with tools to measure progress towards the MDGs, and monitoring systems were established at departmental level. In cooperation with the Ministry of Justice, the UNDP Office, led

the inter-agency pilot programme on gender issues (MDG-F *Semilla* programme), which provided women's groups with practical knowledge, technical and financial capabilities, and mechanisms for upgrading their legal status. In addition to its immediate results, that programme generates inputs for the formulation of programmes with a gender approach to employment and citizenship issues, within the national strategy on production and development.

9. In the absence of official evaluations of cash and in-kind transfer programmes, and given that improvement proposals based on a targeted, fair and opportune approach have yet to be formulated, the UNDP Office in Bolivia has an opportunity to support the Bolivian State in drawing up new policies and improving and readjusting the various policies currently in progress through technical assistance focused on an analysis of action.

### **III. Proposed programme**

10. In consultation with MPD, the Programme for Bolivia, 2013-2017, will support the attainment of the national goals established by the National Development Plan (PND) on the basis of the MDGs and the recommendations of the Plurinational Meeting organized in the city of Cochabamba on 12 December of 2011, which yielded more than 700 proposals related to social, productive and economic development. The Programme will take into account the new CPE and the United Nations Development Assistance Network (UNDAF) and utilize the experience and comparative advantages of UNDP and the opportunities of forming alliances with other development partners. The Programme will comprise four areas of concentration and address the cross-cutting issues of public policy formulation, implementation and evaluation; capacity building; promotion of South-South cooperation; and the human rights, gender and intercultural approaches. The four areas of concentration are discussed below.

11. *Democratic governance*: The UNDP Programme will seek to ensure that the political and institutional changes occurring under the new CPE are carried out within a framework of actual openness to dialogue and with fully guaranteed civil, political and cultural rights. UNDP will continue to help to set in motion the autonomous regional entities, called upon to play a more central role in the provision of services. Coordination mechanisms must be established at various levels to facilitate linkages between individual State agencies, with the participation of various organizations, in view of shared development goals. At the same time, support for the exercise of the rights of indigenous peoples will be strengthened and efforts will be made to develop mechanisms facilitating access to justice and to build conflict prevention capacities.

12. *Poverty reduction and promotion of equity and inclusion*: Support will be lent to activities conducive to reducing inequalities, particularly gender gaps, and promoting the universal enjoyment of social and economic rights beyond 2015 and the MDGs. To that purpose, priority will be given to the formulation of public policies and the offer of technical attendance on social policies and their redistributive effects, and on the sustainability of social public expenditures, with a view to ensuring full social service coverage, while placing the emphasis on the gender approach and the MDGs. At the same time, the UNDP Office will promote a culture of monitoring and ensuring the exercise of human rights.

13. *Economic and productive development*: In the area of economic rights, support will focus on building the pluralist economy model by transforming the production matrix towards a diversified economy. The UNDP Office will promote initiatives for decent employment and aim at a better income redistribution and greater social inclusion with a view to reducing poverty and gender gaps. To that end, and in consonance with the formulation of social policies and programmes, mechanisms and tools will be promoted to facilitate the various entities' access to financial resources, technical assistance and other factors of production, in line with the regional networks coordination (ART) framework programme and through South-South cooperation.

14. *Environmental rights*: The UNDP Office will support the formulation of public policies, national capacity building and the upgrading of knowledge at the national, departmental and municipal levels in order to buttress and protect the country's extraordinary ecological diversity, counter deforestation and encourage environment-friendly production. Support will continue for knowledge management, and for initiatives related to climate issues and seeking a significant reduction of vulnerability to natural disasters, through the implementation of disaster risk reduction strategies taking an approach that favours adaptation to climate change and mitigation of its impact.

#### **IV. Management, monitoring and evaluation**

15. In 2011, the UNDP Office launched a restructuring programme that resulted in cost reduction and greater specialization of its staff.

16. The Programme will be implemented in coordination with MPD, giving priority to the national implementation modality (NIM) and capacity building, and paying special attention to South-South cooperation. Its sectoral components will be implemented in partnership with the respective ministries and vice-ministries, the local government authorities and the civil society organizations concerned. The Programme will be implemented in coordination with the organizations of the United Nations system and in accordance with UNDAF 2013-2017.

17. Monitoring will be based on the results and resources framework. Follow-up responsibility will rest with the UNDP Office, with the participation of counterpart Government agencies and the cooperation of other partners in the process, including civil society and academic organizations and other local and national development partners. Evaluations will be carried out by the said partners, supported by independent external evaluators, and will measure the degree of progress towards the

results provided for by the Programme. Annual reviews will take place, and their verifications and recommendations will form the basis for any necessary adjustments.

18. For the 2013-2017 period, US\$ 7,314,000 would be allocated from regular resources and an amount estimated at US\$ 29,250,000 would be financed from other resources, provided mainly by other organizations of the United Nations system and through donor contributions and, to a lesser extent, cooperation funds. In collaboration with the Government, efforts will be made to forge alliances in order to mobilize additional funding.



## Annex I

### Results and resources framework for Bolivia, 2013-2017

<i>Government contributions</i>	<i>Contributions of other partners</i>	<i>UNDP contributions</i>	<i>Indicators, baselines and targets for UNDP contributions</i>	<i>Indicative country programme outputs</i>	<i>Necessary resources (US\$)</i>
<p><b>National goals: PND-BOLIVIA DEMOCRÁTICA:</b> <i>Building of a plurinational and social- and community-based society and State, where the people exercises social and community power and is jointly responsible for decisions regarding its own and the country's development.</i></p> <p><b>UNDAF/CPD effect:</b> Strengthening of the plurinational and intercultural-society State at the national and autonomous entity level.</p>					
The Government promotes a legal framework and policies that guarantee the financial sustainability and the independence of the institutions tasked with ensuring the exercise of human rights.	Various mechanisms of the UN system and civil society organizations monitor the exercise of human rights. Cooperation organizations coordinate technical and financial assistance to electoral and judicial bodies.	Capacity building for strategic management and communication in the Ministries of the Presidency and of Autonomous Entities, the Ombudsman's Office, the Electoral Court and the Plurinational Assembly.	<p><b>Indicator:</b> Percentage of all 2010 Universal Periodic Review recommendations fulfilled. <b>Baseline:</b> 78 recommendations formulated in 2010. <b>Target:</b> 78 recommendations implemented by 2017.</p> <p><b>Indicator:</b> Approval of a national public policy on citizens' security. <b>Baseline:</b> 2009 proposal for a National Plan for Citizens' Security that has not been implemented. <b>Target:</b> National public policy on citizens' security, respectful of human rights and gender sensitive, approved by the Ministry of the Interior and the departmental governments.</p>	Gender-sensitive follow-up mechanisms and information and governance analysis tools in place; strategic advice mechanisms created in the Ministry of the Presidency, the Ministry of Autonomous Entities and the Ombudsman Office and their establishment supported by the Plurinational Assembly.	<p><b>Regular resources:</b> 500,000</p> <p><b>Other resources:</b> 1,000,000</p>
Government and regional autonomous entities approve an allotment of fiscal resources that is more equitable from a human rights perspective.	Community and enterprise associations, universities and NGOs participate in the design and implementation of regional development programmes. The GRUS decentralization group coordinates technical and	Strengthening of the Ministries responsible for policies ensuring transparency and fairness in the distribution of fiscal resources. Creation of mechanisms coordinating and aligning public organizations and civil	<p><b>Indicator:</b> Participatory agreement on a Fiscal Pact between the central level and the autonomous entities, based on gender parity. <b>Baseline:</b> Autonomous Entities Framework Act and by-laws of certain municipalities. <b>Target:</b> Fiscal Pact signed by the central Government, the departmental governments and the</p>	Design of information systems on fiscal resources and follow-up on targets, including gender and ethnic-language variables, and support for its implementation by the Ministry of the Presidency and the Ministry	<p><b>Regular resources:</b> 750,000</p> <p><b>Other resources:</b> 3,250,000</p>

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	financial assistance.	society for the implementation of development programmes.	Federation of Municipal Associations. <b>Indicator:</b> Number of departmental and regional work groups implementing gender-sensitive regional development plans. <b>Baseline:</b> Two existing departmental and regional work groups. <b>Target:</b> Eight such groups.	of Autonomous Entities. Dissemination of experience collected and strategies for the creation of departmental and regional working groups between public and civil society entities in five departments of the country.	
The Government promotes civil society's participation in the formulation and follow-up of public policies and ensures the exercise of the indigenous peoples' right to consultation and to free, prior and informed consent.	Civil society and the indigenous peoples build their capacities for rightful participation in public policy discussions, rejecting the use of violence to defend their claims.	Building of the stakeholders' capacities for promotion of social dialogue and peaceful conflict management. Enhancement of the indigenous peoples' management capacities, with a focus on the highly vulnerable groups.	<b>Indicator:</b> Percentage of violent confrontations (with dead and injured). <b>Baseline:</b> 17 per cent violent conflict rate in July 2011; <b>Target:</b> Proportion of violent conflicts reduced to 10 per cent or less. <b>Indicator:</b> Existence of a specific rule for the exercise of the indigenous peoples right to consultation and to free, prior and informed consent. <b>Baseline:</b> Right to consultation recognized in CPE but not regulated and partially implemented. <b>Target:</b> Right to consultation regulated, including through gender equity provisions.	Training for civil servants, social organizations and political parties in gender-sensitive conflict management. Promotion of dialogue spaces and social mobilization campaigns against all forms of violence, including domestic and gender-based violence. Training for indigenous leaders and civil servants in the exercise of the right to consultation from a gender perspective and with equal participation of men and women.	<b>Regular resources:</b> 1,550,000  <b>Other resources:</b> 4,250,000
<b>National goals: PND-BOLIVIA DIGNA:</b> Elimination of poverty and inequality in order to ensure an equitable structure of the distribution and/or redistribution of income, wealth and opportunities.					
<b>UNDAF/CPD effect:</b> Substantial advances towards universal access to quality education and health services and exercise of the right to food, nutrition and drinking water.					

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The Bolivian State formulates and applies public policies that improve the quality of services, contribute to achieving the MDGs and reduce gender inequalities.	Various social organizations contribute to policy proposals formulation, quality of services improvement and gender inequalities reduction through, inter alia, workshops, sharing of ideas and debates.	Building by UNDP of the State's capacities for information processing, research, public policy proposals formulation and management.	<p><b>Indicator:</b> Percentage of population in extreme poverty. <b>Baseline:</b> 26.1 per cent extreme poverty rate in 2009. <b>Target:</b> 24.1 per cent by 2015.</p> <p><b>Indicator:</b> Gender Inequality Index (1). <b>Baseline:</b> In 2011, loss in Bolivia of 47 per cent of possible human development attainments as a result of gender inequalities. <b>Target:</b> Reduction of gender inequalities and human development loss to 30 per cent by 2015.</p> <p><b>Indicator:</b> Tuberculosis cure rate. <b>Baseline.</b> 83 per cent in 2007. <b>Target:</b> 92 per cent. (Source: PAHO/OMS)</p> <p><b>Indicator:</b> Incidence of malaria. <b>Baseline</b> 2009: 6.9 x 1.000 (Source: MPD). <b>Target:</b> 2.8 x 1.000.</p>	Public policy proposals in the areas of education, employment and non-discrimination.  Enhancement of Ministry of Health capacities to provide and broaden the availability of health care services against tuberculosis and malaria cases.	<p><b>Regular resources:</b> 1,714,000 (TRAC)</p> <p><b>Other resources:</b> 7,000,000</p>
<p><b>National goals: PND-BOLIVIA PRODUCTIVA:</b> Transformation, comprehensive reform and diversification of the production matrix, development of integrated productive complexes and generation of surpluses, income and employment in order to transform the mainly export-oriented structure of the primary sector.</p> <p><b>UNDAF/CPD effect:</b> Pluralist and sustainable economy model, offering sufficient means of subsistence for all inhabitants, men and women.</p>					
The Government promulgates the Production Revolution Act, which gives priority to public investment, while establishing financing	Large-, medium- and small-size enterprises and the producers participate actively in the implementation of the Production Revolution Act,	Strengthening of public policies aimed at generating decent employment within the <i>Vivir bien</i> framework and at implementing the new	<p><b>Indicator:</b> Number of supported public policy proposals. <b>Baseline:</b> Existing agreement with the Ministry of Labour for launching training programmes for employment. <b>Target:</b> At least three</p>	Sharing of successful experience, lessons learned and pilot project evaluations in the area of employment and income distribution.	<p><b>Regular resources:</b> 700,000</p> <p><b>Other resources:</b> 2,000,000</p>

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mechanisms for the direct benefit of rural producers.	and dialogue on production is encouraged.	productive matrix.  Promotion of economic development conducive to income redistribution and social inclusion.	public policies for sustainable employment generation and promotion and encouragement of inclusive, pluralist, solidarity-based and distributive economy formulated. <b>Indicator:</b> Number of local economic development organizations in operation, providing services to small- and medium-size enterprises. <b>Baseline:</b> Two local economic development organizations in operation. <b>Target:</b> Three local economic development organizations in operation.	Preparation of studies for the Ministry for Productive Development and a Pluralist Economy on productive training, technological innovation and investment resources for small- and medium-size enterprises.	<b>Regular resources:</b> 1,300,000  <b>Other resources:</b> 500,000
<b>National goals: PND-BOLIVIA DEMOCRÁTICA:</b> <i>Strengthening of the State as an international, sovereign and self-determining leading force, with an identity of its own and a foreign policy and political and diplomatic action guided by consideration for the peoples and the sustainable preservation of natural resources and biodiversity.</i>					
<b>UNDAF/CPD effect:</b> Protection of nature and reduction of disaster risks.					
The Vice-Ministries of Planning and Coordination and of Civil Defence define criteria and a common methodology for evaluating and monitoring disaster risks and vulnerability levels.	International cooperation, the United Nations system and various NGOs participate in capacity building and coordinate their action to reduce disaster risks.	UNDP support for the creation and establishment of national mechanisms for monitoring disaster risk reduction and post-disaster recovery.	<b>Indicator:</b> Establishment of a risk measurement system at national and regional level. <b>Baseline:</b> Nil. <b>Target:</b> Development of risk index reduction by 40 high-risk municipalities.	A risk measurement, system receiving input from municipalities, departments and the national level, designed and in operation in accordance with the provisions of Act No. 031 on Autonomous Entities and	<b>Regular resources:</b> 100,000  <b>Other resources:</b> 2,000,000

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				Decentralization.	
The Government establishes institutional mechanisms to promote biodiversity protection through sustainable forest management and certification procedures.	International cooperation partners and various specialized NGOs and universities coordinate their action to promote and protect the rights of nature and of the communities.	UNDP support for the development of sustainable forest management systems in conservation areas and buffer zones.	<b>Indicator:</b> National integrated forest management plan in operational condition. <b>Baseline:</b> Existing integrated forest management plan, which however has not been coordinated through any operational plan. <b>Target:</b> National integrated forest management plan presented and approved by the Government.	Proposal of a National Strategy for sustainable forest management by the Vice-Ministry for the Environment in consultation with other Government agencies; and implementation of forest management plans at the local level in two high-priority geographic areas: the Bolivian Chaco and Amazonia.	<b>Regular resources:</b> 700,000  <b>Other resources:</b> 9,250,000

(1) GII measures inequality between men and women in three areas: reproductive health, empowerment and access to the labour market; and reflects human development loss as a result of gender inequality.

## Annex II

### Abbreviations

ACOBOL	Association of Women Councillors of Bolivia
ART	Regional networks coordination
CEPB	Confederation of Bolivian Private Entrepreneurs
COB	Central Union of Bolivian Workers
CPD	Programme Document for Bolivia
CPE	Political Constitution of the State
CSOs	Civil society organizations
EPU	Universal Periodic Review
GEF	Global Environment Facility
GII	Gender Inequality Index
GRUS	Group of Partners for the Development of Bolivia
HIV/AIDS	Human immunodeficiency virus / Acquired immunodeficiency syndrome
INRA	National Institute for Agrarian Reform
MDGs	Millennium Development Goals
MMAyA	Ministry for the Environment and Water
MPD	Ministry of Planning and Development
NGO	Non-governmental organization
NPIOC	Original Indigenous Peasant Nations and Peoples
NSI	National Statistics Institute
PAHO/WHO	Pan American Health Organization / World Health Organization
PND	National Development Plan
PPS	Small Subsidies Programme
SEDES	Departmental Health Services
UDAPE	Social and Economic Policy Analysis Unit
UNDAF	United Nations Development Assistance Network
UNDP	United Nations Development Programme
VIPFE	Vice-Ministry of Planning and External Financing
WFP	World Food Programme