

# INSTITUTE FOR HOUSING AND URBAN DEVELOPMENT STUDIES

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## IMPACT STUDY OF THE PROGRAMA DE ALIVIO DE POBREZA - PAP

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## PREFACE

The 'Impact Study of the Programa de Alivio de Pobreza – PAP Santa Cruz' was commissioned in April 2007 to the Institute for Housing and Urban Development Studies (IHS), The Netherlands, by the Policy and Operations Evaluation Department (IOB) of the Dutch Ministry of Foreign Affairs. The study was undertaken by IHS in collaboration with the Rotterdam Institute for Social Policy Research (RISBO) b.v., The Netherlands, and the Centro de Estudios y Proyectos (CEP) in Santa Cruz de la Sierra, Bolivia.

The research team comprised Nico van der Windt (project director), Dr. Geert Custers (team leader research team in Bolivia), Dr. Alberto Gianoli, Dr. Sabine Severiens, Drs. Margriet Ackermann, Drs. Daniel Jimenez, and the staff of CEP.

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*The content of this publication is the sole responsibility of the authors and can in no way be taken to reflect the views of the Netherlands Ministry of Foreign Affairs.*

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## ABBREVIATIONS

<b>EEs</b>	Executing Entities (local NGOs)
<b>INE</b>	<i>Instituto Nacional de Estadística</i> (National Institute of Statistics)
<b>LDA</b>	Law on Decentralisation
<b>LG</b>	Local Government
<b>LPP</b>	Law of Popular Participation ( <i>Ley de Participación Popular</i> )
<b>MF</b>	Multiplier Fund ( <i>Fondo de Apalancamiento</i> )
<b>MPP</b>	Methodology for Participatory Planning
<b>NC</b>	Neighbourhood Committee
<b>NCPP</b>	Neighbourhood Committee for Participative Planning ( <i>Comité Vecinal de Planificación Participativa</i> )
<b>NDP</b>	Neighbourhood Development Plan ( <i>Plan de Desarrollo Vecinal</i> )
<b>PAP</b>	<i>Programa de Alivio de Pobreza</i> (Poverty Alleviation Programme)
<b>SAF</b>	Small Activities Fund ( <i>Línea de las Pequeñas Actividades</i> )
<b>SC</b>	Steering Committee
<b>TBO</b>	Territorial Base Organisation ( <i>Organización de Base Territorial – OBT</i> )
<b>TT</b>	Technical Team
<b>UBN</b>	Unsatisfied Basic Needs ( <i>Necesidades Básicas Insatisfechas – NBI</i> )
<b>UPA</b>	Urban Poverty Alleviation Programme
<b>UV</b>	<i>Unidad Vecinal</i>
<b>VC</b>	Vigilance Committee ( <i>Comité de Vigilancia – CV</i> )



## EXECUTIVE SUMMARY

### Introduction

The present study forms part of the IOB evaluation 'Dutch Aid Efforts in Support of Sustainable Urban Development (1991-2004)' and measures the impact of the Programa de Alivio de Pobreza (PAP), that was implemented between 1997 and 2002 in the city of Santa Cruz de la Sierra, Bolivia. The main objectives of this programme were to:

- 1) Improve the living conditions of the urban poor in the city of Santa Cruz, through facilitating participatory planning and the cooperation of the different actors involved.
- 2) Develop a sustainable model for urban poverty reduction, which is also applicable in other cities in Bolivia and abroad.

Departing from the definition of 'impact' as a lasting improvement of living conditions for the urban poor, and taking into account the objectives of PAP Santa Cruz, the research questions for this impact study were formulated as follows:

- 1) What has been the impact of PAP on the poverty situation in the city of Santa Cruz de la Sierra?
- 2) What has been the impact of PAP on the currently accepted and used methodology for participatory poverty alleviation policies in urban Bolivia?

For the first research question, two aspects of the PAP programme were measured:

- a) What has been the impact of the PAP projects (outcomes of SAF and MF projects) on the poverty situation in Santa Cruz?
- b) What has been the impact of the process (the participatory planning methodology developed and applied by PAP) on the awareness of civil and political rights among the poor population of Santa Cruz (especially of those related to –activities to reduce- urban poverty)?

With the second research question, the study highlights the importance of PAP for urban poverty alleviation policies in Santa Cruz.

### Methodology

The impact related to the first research question was measured at two levels:

**The macro level:** Using existing data sets and poverty indicators for Santa Cruz. At this level, poverty data based on the censuses of 1992 and 2001 and those of a study executed in 2006 were compared. These data sets were analysed applying different quantitative methods with a view to measure the impact of the PAP programme. These methods varied from simple correlation analysis to multiple regression techniques.

**The micro level:** Implementing a survey which reflects the perception of the target group of PAP Santa Cruz. At this level, the central question was: how does the population evaluate the impact of PAP their lives, focussing on three themes and taking into account the integral approach to poverty reduction as well as the gender and generational focus of the PAP programme. The data was collected by means of surveys. Survey I: Measuring impact of educational infrastructure and integrality (2 PAP sub-samples, 1 Non-PAP sub-sample –control group-); Survey II: Measuring impact of scholarships for vocational training on young men and women (1 PAP sub-sample and 1 Non-PAP sub-sample); Survey III: Measuring impact of the process (PAP methodology) (2 PAP sub-samples and 1 Non-PAP sub-samples).

Simultaneously with the surveys, focus group meetings and individual interviews with key informants were executed, mostly in the same areas. As such, qualitative information was collected.

With the second research question the impact of PAP Santa Cruz on the currently existing practices of policy formulation for urban poverty reduction was measured.

To assess the impact of the MPP of PAP on urban poverty reduction policies in Bolivia the study focused on those institutions that worked in close cooperation with PAP such as the local government of Santa Cruz and the executing entities, mostly NGOs. The focus was on the current practice of urban poverty alleviation, policy formulation and implementation compared to practice before PAP.

Data was collected through individual interviews and focus group meetings as well as (policy) documents.

## Research Question I

### Macro level

PAP was concentrated in the poorest districts of Santa Cruz and the PAP districts experienced not only an absolute improvement but also a relative improvement during the 2001-2006 period. The hypothesis that the poverty situation in PAP districts has improved more than in the poor Non-PAP districts is confirmed for the UVs with a proportion of poor of more than 40% in 2001. The regression results show that given an initial proportion of poor of less than 62% the decline in poverty was bigger in non-PAP UVs than in PAP UVs. This result is in line with the expectation that PAP was in particular effective in the poorest districts. It should however be mentioned that the regression analysis suffered from a lack of information about specific characteristics of the PAP UVs and the Non-PAP UVs. This might have seriously affected the estimated coefficients (bias as a result of omitted variables). A clear example of such a factor is that migration to and from the PAP districts was relatively larger than in the Non-PAP districts. As a result people who benefited from PAP might have left the PAP UVs, whereas the PAP project might have attracted poorer people from outside Santa Cruz. Unfortunately the available dataset does not allow testing this hypothesis.

### Micro level

- **Survey I: Measuring impact of educational infrastructure and integrity**

The hypothesis is that educational infrastructure projects had an impact on the school attendance and performance of children and on the available time of mothers to engage in productive activities, training courses and social and political actions, and whether there was a higher impact in UVs where classrooms and other educational-related infrastructure ('PAP Integrated') were introduced than in those UVs where only classrooms ('PAP basic') were built. The population, including that of the control group, was defined as mothers with children in the school-going age.

#### **Conclusion: PAP impact on time available to mothers**

PAP does not seem to have had a major impact on the time available to the interviewed mothers to engage in productive activities. On the one hand, a higher percentage of mothers belonging to both sub-samples 'PAP basic' and 'PAP integrated' were engaged in an economic activity than the control group. On the other hand, a higher percentage of working mothers belonging to the control group reported being employed on a regular basis. Issues related to income appeared to be uncorrelated to the PAP intervention as the differences between the three sub-samples in the perceived sufficiency of the income and in the perceived increase in the level of personal and household income are not statistically significant. However, it should be noted that in all these cases the respondents belonging to sub-sample 'PAP basic' reported a higher level of engagement and a higher level of income than the respondents belonging to sub-sample 'PAP integrated' and, particularly, than the respondents belonging to sub-sample 'Non PAP'.

Concerning the issue of time constraints to perform an economic activity, to participate in training, to join a club or association, to enjoy some spare time, and to devote sufficient time to the family, the evidence is not clear-cut: by way of illustration, respondents from the control group reported less time constraints in relation to the time available for training and to join a club or association, but more in relation to the time available to devote to the family.

In addition, when the respondents were asked whether they had more time due to the school improvements, 77.6% of mothers of sub-sample 'PAP basic', 78.0% of mothers of sub-sample 'PAP integrated', and 77.6% of mothers of sub-sample 'Non PAP' answered that this was indeed the case. Even though there is no statistically significant difference between the sub-samples, it appears that improvements in the educational infrastructure had a positive influence on time availability.

### **Conclusion: PAP impact on children school attendance and performance**

PAP has brought about some tangible improvements to the educational infrastructure, as exemplified by the improvements in the availability and quality of classroom. In this respect, a statistically significant higher percentage of respondents from the sub-samples 'PAP basic' and 'PAP integrated' reported improvements compared to the control group. However, this has not resulted in an unambiguous improvement in children's performance. Compared to the control group, a higher percentage of mothers from the sub-samples 'PAP basic' and 'PAP integrated' reported both that the performance of all children had improved as well as that the performance did not change. Similarly, PAP does not seem to have substantially influenced school attendance.

- **Survey II: Measuring impact of scholarships for vocational training on young men and women**

The hypothesis is that the matching grant funds for young men and women who were to follow vocational training courses had an impact on skills and qualifications of these students, on their position on the labour market, their financial/economic situation and on their position in social networks. The population was defined as young people up to 30 years who received a scholarship. The control group would consist of young people in a non-PAP UV who followed a vocational training course but without a PAP scholarship. However, the research team encountered insurmountable difficulties in identifying beneficiaries of the scholarship programme. This is reflected in the fact that the PAP sample, comprising 100 inhabitants living in District 8, included only one beneficiary of a PAP scholarship, thereby preventing the possibility of drawing any meaningful conclusion on the impact of PAP. Bearing in mind that due to the limited number of scholarship beneficiaries overall, and PAP scholarship beneficiaries in particular, no clear cut conclusions can be drawn based on the statistical analysis, some insights on the effect of scholarships can however be presented.

There is a statistically significant difference as more interviewees of sub-sample 'PAP' participated in training (25.0%) compared to the control group (13.7%) (significance level .05). However, there is no statistically significant difference concerning how the training was funded, even though a higher percentage (87.5) of 'PAP' respondents used their own resources. The corresponding percentage for the 'Non PAP' respondents is 71.4. 12.5% of 'PAP' respondents and 21.4% of 'Non PAP' respondents received scholarships to attend training courses (though it should be noted that this corresponds to only 3 respondents in both sub-samples).

30.3% of interviewees of sub-sample 'PAP' reported having a fixed salary, compared to 39.0% of respondents of sub-sample 'No PAP'. The difference is not statistically significant. Similarly, when considering different categories of average monthly income, no statistically significant differences were identified. However, when asked whether they could save part of their monthly income, a higher percentage of respondents (40.4) from sub-sample 'PAP' indicated that that was the case. The corresponding percentage for the control group was 26.0. The difference is statistically significant (.05). Moreover, 30.0% of respondents belonging to the sub-sample 'PAP' reported owning a house compared to only 12.7% of the control group. The difference is statistically significant.

- **Survey III: Measuring impact of the process (PAP methodology)**

The hypothesis is that the participatory planning methodology as executed by the PAP programme had an impact on the social/political capital of the beneficiaries, that is on the awareness of the right to participate, the ability to claim that right and the ability to negotiate. The survey comprised three sub-samples. A first sub-sample covered areas where the small SAF projects prevailed ('PAP low MF'). A second sub-sample encompassed areas with a large amount of these projects (compared to other areas) ('PAP high MF'). The third sub-sample was the control group ('Non PAP').

### **Conclusion: knowledge of the PAP programme**

Respondents of both 'PAP low MF' and 'PAP high MF' showed a low level of knowledge about PAP. As no statistically significant differences between the two sub-samples were detected (except for the fact that a statistically significant higher percentage of respondents that moved into their neighbourhood before 2002 indicated being aware of the programme and of the NDP, and a higher percentage of respondents from sub-sample 'PAP low MF' knew when the programme was implemented compared to respondents from sub-sample 'PAP high MF'), it can be concluded that the number of MFs did not considerably affect the general level of awareness, nor the overall views concerning the appropriate level of decision making.

**Conclusion: level of participation and awareness of the right to participate**

The overall conclusion of this section is that even though there are some statistically significant differences between the three sub-samples in terms of the respondents' level of participation and their awareness of the right to participate, the PAP programme did not have a clear and unequivocal impact on these two dimensions of political capital. Occurrences such as the low level of attendance, particularly among women, of neighbourhood council meetings, the general low level of public participation in the affairs of the neighbourhood and of awareness of the Municipal Development Plan and of the Annual Operational Plan, are common phenomena across the three sub-samples. The only meaningful statistically significant differences identified that show the effect of PAP concern 1) the higher percentage of respondents belonging to sub-sample 'PAP high MF' that reported having been a leader in their neighbourhood council compared to the control group, 2) the fact that a higher percentage (21.8) of respondents belonging to sub-sample 'PAP high MF' indicated that their neighbours participate in the local affairs and a higher percentage (87.0) of respondents of the control group stated that their neighbours do not participate, and 3) the higher level of knowledge, especially by respondents that moved to the PAP areas before 2002, of projects adopted at different levels and included in the Annual Operational Plan.

**Conclusion: capacity to communicate needs and expectations**

PAP does not seem to have had any substantial impact in terms of increasing the capacity to communicate needs and expectations at the neighbourhood level. As the analysis above shows, the majority of respondents across the three sub-samples reported using mainly informal meetings to communicate neighbourhood related issues. Moreover, there are no statistically significant differences between the three sub-samples regarding public participation in processes to identify neighbourhood problems and public participation in neighbourhood development planning processes. The only statistically significant difference identified concerns the fact that only 2.0% of respondents belonging to sub-sample 'Non PAP' indicated having contacted development institutions in relation to family needs, compared to 10.9% for sub-sample 'PAP low MF' and 8.0% for sub-sample 'PAP high MF'.

**Conclusion: capacity to get organised and to negotiate**

Concerning the capacity to get organised and to negotiate, PAP does not seem to have had a clear impact on the two PAP sub-samples compared to the control group. However, bearing in mind that the differences are not statistically significant, it emerged that comparatively more respondents from sub-samples 'PAP low MF' and 'PAP high MF' were members of an organisation than was the case concerning sub-sample 'Non PAP', and a higher proportion of these were leaders of their organisation. Furthermore, it should be emphasised that knowledge of PAP among respondents of sub-samples 'PAP low MF' and 'PAP high MF' increases both their desire to participate in the neighbourhood development process and their actual level of participation in the setting up of an organisation. The majority of those who indicated being a member of an organisation across the three sub-samples reported achieving concrete results such as the construction of classrooms and environmental improvements of the neighbourhood.

## Research Question II

The question was whether the current policy of urban poverty alleviation policy and implementation differed from the practice prior to PAP. To measure the impact, the study focussed on those institutions that worked in close cooperation with the PAP programme, i.e., local NGOs (that functioned as the Executing Entities –EE-) and the Local Government (LG). Furthermore, since the NCPPs formed a crucial element of the MPP (in fact a multi stakeholder model of which the NGOs and LG also formed part), it was decided to include them in this part of the study.

The main conclusion is that PAP and its methodology of participative planning had no significant impact on the “currently existing practices of policy formulation and implementation for urban poverty reduction”.

In case of the **LG**, a local act on the policy of administrative deconcentration (integrating various elements of the MPP) was ratified. However, in interviews and focus group sessions, serious doubts were raised towards the practical significance of this document. Firstly, various interviewees, even those close to the LG, observed a continued centralist tendency within the LG whereas others pointed to the bureaucratic character of the LG, a situation that leaves little space for new initiatives like the redistribution of power, responsibilities and funds to lower administrative levels. Secondly, actors on

the District level were not pleased with the deconcentration policy of the LG. The sub-mayors of the Districts considered themselves subcontractors of the LG, without any policy instruments, human resources and funds at their disposal. Apparently, PAP's participative planning model to the LG and thus making the MPP a structural part of local policies and the LPP was not followed up.

PAP did not have a direct impact on the way **local NGOs** (EEs) prepare and execute their interventions in the field of poverty reduction. One of the ways these organisations could have used the experience with the programme, would have been a close, structural, cooperation within their sector. However, because of the fierce competition between these organisations for funds, such cooperation never existed (nor exists). An Urban Forum of NGOs, created by PAP, never functioned and as EEs, the contacts between them were not considered necessary. After the closure of the programme, in February 2002, each NGO went its own way. There is no indication that the PAP holistic vision on poverty or on participatory planning became an integral part of the way the local urban NGOs operate. At least there exists no structural cooperation between them that would facilitate the execution of the MPP.

A direct impact of PAP at the policy level is the PAP Foundation, an NGO that was created during the last phase of the original programme. A crucial difference with PAP, though, is the fact that the Foundation does not have funds at its disposal to execute larger projects- an important element of the original programme. The Foundation's core activities include the organisation of the NCPP, the execution of the participative planning methodology and the formulation of the NDP, expecting that the Municipality will include the needs (projects) formulated by the NCPP in its annual plans. On several occasions, representatives of grassroots organisations stated that they entered cooperation with the Foundation with the expectation of infrastructure projects like schools, community centres and roads-projects that did not come.

Some NGOs indirectly do use or draw on elements of the programme. Most clearly this concerns the planning documents, the NDPs. According to one organisation, the NDPs were the first detailed documents on the poverty situation in the city and because they are based on the poor's own perception they are considered very relevant to these NGOs. NGOs utilize the NDPs as data sets for the preparation of their interventions in certain neighbourhoods and UVs. Also, some NGOs continue to be active in those districts where they have implemented PAP projects and where they know the local situation and population quite well.

Finally, the **NCPPs** that were created by PAP were not sustainable once the programme closed and the flow of funds dried up. The participative planning methodology and especially the NCPP functioned well as long as the 'process' was accompanied by tangible 'products': projects to meet the needs of the residents. As PAP had a large budget, a highly equipped staff, and an autonomous status, it was able to work fast, effectively and efficiently. Once seeing the concrete results, people gladly participated in NCPP meetings. In this field, the differences with the local government (often absent in the neighbourhoods and in case there were LG projects these often were very costly, ineffective and inefficient) were abysmal. Once PAP was closed and thus the funding for their successful projects ended, people lost interest in participating in a NCPP.

# 1 INTRODUCTION

## 1.1 Introduction

This impact study forms part of the IOB evaluation 'Dutch Aid Efforts in Support of Sustainable Urban Development (1991-2004)'. The evaluation focuses on projects and programmes in the field of urban development cooperation, starting with those executed within the 'Spearhead Programme on Combating Urban Poverty' (1991-1996) when urban development was an explicit development priority for DGIS (the Dutch Directorate General of International Cooperation). With the discontinuation of the Spearhead Programme in 1996, attention for urban problems weakened significantly. Urban interventions became the responsibility of a special division within the Rural and Urban Development Department, which changed its name into Sustainable Economic Development Department in 2000, dropping specific references to rural and urban development.

Between 1999 and 2004, almost € 740 million were spent on urban development interventions in developing countries (25% in Africa, 36% in Asia, 26% in Latin America), focussing on issues related to habitat (57%), integrated urban development (13%) and social services (11%).

The purpose of the IOB evaluation is to determine to what extent the resources allocated to sustainable urban development helped to meet the policy goals. In this context, the following questions are addressed:

- How goal-oriented was the Dutch policy on urban development;
- How effective were the activities targeting urban poverty;
- How efficient were these activities; and
- How sustainable are the results.

The countries and programmes to be studied include South Africa, Nicaragua, Habitat and the Programa de Alivio de Pobreza (PAP), Santa Cruz (encompassing almost € 94 million or 13% of the entire urban portfolio). Part of the Evaluation consists of field studies, another part of desk studies.

The present study focuses on the question of impact of the Programa de Alivio de Pobreza, Santa Cruz, which is briefly introduced in Section 1.2. Section 1.3 reviews the objectives of the impact study.

## 1.2 PAP Santa Cruz

### 1.2.1 Background

The city of Santa Cruz de la Sierra is situated in the Eastern Lowlands of Bolivia and is one of the country's four main urban areas (the others being La Paz, El Alto and Cochabamba). Santa Cruz has been Bolivia's major centre of economic growth since the 1950s and since then, also forms an important pole of attraction to migrants, especially from the Western Highlands and Valleys. Due mainly to this immigration, the population of the city is increasing rapidly. According to the censuses of 1992 and 2001, the number of inhabitants rose from 700,000 to 1.2 million during this period. Today, the city's population is estimated at 1.5 million.

The massive immigration also resulted in an increase in the city's poor population. Although Santa Cruz is perceived as being relatively wealthy, the absolute number of poor citizens is substantial. The 1992 census showed that 42% of Santa Cruz' population (about 290,000 residents) were poor and although a recent study concluded that the percentage has declined to 29.1%, the absolute number is with an estimated 436,000 people (PAP Foundation, 2006) larger than 10 years before.

In spite of these numbers there hardly existed a national or local policy to combat urban poverty when PAP started in 1997. Also, international cooperation was practically absent and was directed largely towards the rural areas of the department of Santa Cruz. PAP intended to fill that gap.

## 1.2.2 PAP

PAP was implemented between November 1997 and February 2002. Its main objectives were to:

1. Improve the living conditions of the urban poor in the city of Santa Cruz, through facilitating participatory planning and the cooperation of the different actors involved.
2. Develop a sustainable model for urban poverty reduction, which is also applicable in other cities in Bolivia and abroad.

In order to achieve these objectives, PAP devised a variety of instruments, the core of which was formed by:

- a) A Methodology for Participatory Planning (MPP). This methodology was created to provide Santa Cruz with an effective and efficient planning vehicle for poverty reduction. A crucial element of the MPP was the Neighbourhood Committee for Participatory Planning (NCPP, or *Comité Vecinal de Planificación Participativa*). The committee was created by PAP and encompassed representatives from various grassroots movements. The result of the participatory planning process was the Neighbourhood Development Plan (NDP, or *Plan de Desarrollo Vecinal*) in which the community's problems and potentials were analysed and the differentiated needs (of men-women, youths and elderly) and actions were prioritised.
- b) Two project funding modalities:
  - Small Activities Fund (SAF, or *Línea de las Pequeñas Actividades*): A fund to realise first needs/priorities formulated by residents who participated in the meetings of the NCPPs. SAFs were meant as an incentive for people to participate in the NCPP, or as PAPs Dutch co-director described it, "...to inspire trust, motivation, cooperation and confidence among grassroots groups" (van Oosterhout, 2002, p.8). The NCPPs were responsible for the management of the projects together with the so called executing agencies, mostly NGOs.
  - Multiplier Fund (MF, or *Fondo de Apalancamiento*): a fund for larger investments that resulted from the NDPs. The MF projects required co-financing from another partner such as the municipality, an NGO or the neighbourhood organisation itself.

In total, PAP invested US\$ 5.6 million, mostly through SAF/MF projects. While being implemented in Santa Cruz, the PAP methodology was experimented in three other municipalities: El Alto (dept. La Paz) and Porongo and La Guardia (both dept. Santa Cruz). PAP ceased to exist as an international project in February 2002. However, a Foundation with the same name (and involving part of the original PAP staff) continued with the execution of the MPP, financed by Cordaid and the Municipality of Santa Cruz.

## 1.3 PAP Impact Study

### 1.3.1 Research Questions

Departing from the definition of 'impact' as a lasting improvement of living conditions for the urban poor, and taking into account the objectives of PAP Santa Cruz, the research questions for this impact study were formulated as follows:

1. What has been the impact of PAP on the poverty situation in the city of Santa Cruz de la Sierra?
2. What has been the impact of PAP on the currently accepted and used methodology for participatory poverty alleviation policies in urban Bolivia?

For the first research question, two aspects of the PAP programme were assessed:

- a) What has been the impact of the PAP projects (outcomes of SAF and MF projects) on the poverty situation in Santa Cruz?
- b) What has been the impact of the process (the participatory planning methodology developed and applied by PAP) on the awareness of civil and political rights among the poor population of Santa Cruz and, through this process, on the poverty situation in Santa Cruz?

With the second research question, the study highlights the importance of PAP for urban poverty alleviation policies in Santa Cruz.

### 1.3.2 Research Question 1

The impact related to the first research question was measured at two levels:

1. **The macro level** through using existing data sets and poverty indicators for Santa Cruz
2. **The micro level** through implementing a survey which reflects the views of the target group of PAP Santa Cruz on its poverty situation

At the macro level, poverty data based on the censuses of 1992 and 2001 and those of a study executed in 2006 were compared. The 2006 study, executed by a local consultancy company for the PAP Foundation, covered 6,038 households in all districts of the city of Santa Cruz. Since it concerned a statistically representative sample, these data could be compared to the results of the 1992 and 2001 censuses. This allows a comparison of the poverty levels of PAP districts with those of 'control districts' (and, in fact, all districts of Santa Cruz) throughout these years.

These data sets were analysed applying different quantitative methods with a view to measure the impact of the PAP programme. These methods varied from simple correlation analysis to canonical correlation and multiple regression techniques.

At the micro level, the PAP beneficiaries were the starting point. The central question was: how does the population evaluate the impact of PAP on their lives, focussing on three themes and taking into account the integral approach to poverty reduction as well as the gender and generational focus of the PAP programme. The data was collected by means of surveys.

Firstly, because the construction of classrooms, toilets, child care facilities and libraries formed the largest part of the investments in infrastructure, attention was directed towards the impact of educational infrastructure. Specifically, this part of the study measured whether PAP had an impact on the school attendance and performance of children and on the available time of mothers to invest in productive activities, training courses and social and political actions and to what extent these have contributed to poverty reduction. The survey was divided into three sub-samples:

- a. Among mothers with children of school going age in PAP-areas where only classrooms were built;
- b. Among the same group, but in PAP-areas where a more integrated approach was followed (construction of classrooms but also other educational infrastructure);
- c. A control group, i.e. mothers with children of the school going age in areas where PAP had not been present

Secondly, a significant group of PAP projects consisted of 'matching grant' funds for young men and women who were to follow vocational training courses. PAP contributed 50% of the scholarships and the students themselves and/or private institutions were responsible for the other half. It was expected that there would be an impact on skills and qualifications of the students, on their position in the labour market, their financial / economic situation and on their position in social networks. Special attention was to be given to the impact on women. The survey included young men and women in PAP areas and the control group in areas where PAP had not been active.

The third subject focused on the 'process' element of PAP, i.e. the MPP. In this case, impact was expected on themes such as the awareness of the right to participate, the ability to claim that right and the ability to negotiate. The survey was divided into three sub-samples, each sub-sample included an equal number of women and men. Because it was expected that the impact of the process would be greater when people participated in the large MF projects, a first sub-sample was taken in areas with a large number of these projects (compared to other areas). A second sub-sample was organised in areas where the small SAF projects prevailed. The control group existed of areas where PAP was absent.

Simultaneously with the surveys, focus group meetings and individual interviews with key informants were executed, mostly in the same areas. As such, qualitative information was collected.



### 1.3.3 Research Question 2

With the second research question the impact of PAP Santa Cruz on the currently existing practices of policy formulation for urban poverty reduction was assessed.

To assess the impact of the MPP of PAP on urban poverty reduction policies in Bolivia the study focused on those institutions that worked in close cooperation with PAP such as the local government of Santa Cruz and the executing entities, mostly NGOs. The focus was on the current practice of urban poverty alleviation, policy formulation and implementation compared to practice before PAP.

Data was collected through individual interviews and focus group meetings as well as (policy) documents.

## 1.4 Structure of this Report

The report is organised as follows. Chapter 2 introduces the city of Santa Cruz. Attention given to the development of the city. Chapter 3 starts with a brief overview of national and local urban policy in Bolivia. This is followed by a description of the activities of the Dutch Ministry of Development Cooperation in the field of urban issues. Chapter 4 describes the PAP project. Attention is given to its policy contexts, its objectives, strategy and the results. Chapter 5 describes the methodologies used during the study. Firstly, attention is given to the macro level of the study; secondly, the micro level instruments are reviewed. Besides a technical description, some remarks regarding its execution during the field work in Bolivia are made.

Chapter 6 analyses the results of the impact study. Firstly, the ex-ante data on the poverty situation in Santa Cruz are compared to the ex-post data. Through applying different statistical tools the impact of PAP on the poverty situation is evaluated. Secondly, the results of the micro study are described. It starts with the impact of the construction of classrooms and educational infrastructure projects of a more integral character. Then, the impact of the MPP on the population in the PAP areas is analysed.

Chapter 7 deals with the impact of PAP on the policy of urban poverty reduction and focuses on the Local Government, NGOs and the NCPPs.

In Chapter 8 attention is paid to the practice of Small Activities Fund (SAFs) and Multiplier Funds (MFs).

The report ends with a summary and conclusions.

The Annexes contain specific information on the research instruments used.

## 2 SANTA CRUZ DE LA SIERRA: URBAN DEVELOPMENT

### 2.1 Context and Demographic Growth

As opposed to its importance in Bolivia today, Santa Cruz held a relatively marginal position during colonial times and much of the post-colonial era. The city was geographically and economically isolated until the 1930s, when it gradually became interconnected with the rest of the country and started to grow economically and demographically (Gobierno Municipal de Santa Cruz de la Sierra, 2002, p.15).

Figure 1: Map of Bolivia



During the 1950s, Bolivia experienced profound social, economic and political changes, caused by several developments in the political and policy spheres. One of these was *La Marcha al Oriente* (The March to the East), which was the result of a set of policy recommendations formulated by an economic mission, led by the United States, that had visited Bolivia in the previous decade. The most important guidelines were the construction of transportation infrastructure in order to connect Santa Cruz with Cochabamba and La Paz and with the neighbouring countries (Brazil and Argentina) and financial and technical support for agriculture and the colonisation of the south eastern plains (Prado, 1993, p.13; Plan de Organización Territorial –PLOT–, 2005, pp. 73-74). Furthermore, in 1952, the National Revolution took place. Among its reforms, the government started a programme for the development of large scale agricultural enterprises around Santa Cruz. Land reform constituted another innovative initiative by the new leaders. All this encouraged a migration of peasants, in particular, to colonisation areas around Santa Cruz and to the city itself. It was the first flow of rural-urban migration that in the following decades would contribute significantly to its (demographic) growth.

As a result of the improved access to the neighbouring countries and to the other important cities of Bolivia, the city was further incorporated in the national economy during the 1970s (Gobierno Municipal de Santa Cruz de la Sierra, 2002, p.2). Santa Cruz turned into an important agro-industrial and administrative centre. The city also gained importance through the extraction of gas and oil in the south of the department of Santa Cruz (*departamento*). During the high days of the cotton and wood industries and the rise of the prices of oil (van Beijnum, 1996, p.10), the city also became increasingly popular to migrants.

The commercial opening of the country to Brazil and Argentina during this period was an important stimulus for the Bolivian economy, but the import of economical handicrafts and textiles affected the production in rural areas of the department of Santa Cruz, causing another flow of migration to the city (van Beijnum, 1996, p.10).

As a consequence of these developments, the population of Santa Cruz started to grow at a faster pace than any other city in Bolivia since the 1950s (see Table 1). Nowadays, the population of the city represents 13.7% of the national population and 56% of the population of the department, while its annual growth was 5.08% during the 1992-2001 period, according to the data of the census of 2001 (Prado, 2002, p.5). This rate is higher than in most other cities in the country.

**Table 1: Population of the main cities in Bolivia**

City / Year	1900	1950	1976	1992	2001	2007 (projected from census 2001)
La Paz		267,008	654,713	713,378	790,353	839,718
Santa Cruz	15,874	41,461	255,568	697,278	1,116,059	1,482,255
Cochabamba		74,189	204,414	407,825	517,026	595,254
El Alto					629,955	864,575
Oruro		58,558	124,121	183,422	201,230	232,241
Potosí		43,306	77,233	112,078	132,966	163,483
Sucre			63,219	131,769	193,876	

Source: INE, Prado, 2002 and Fernandez Maldonado, 2004.

According to the Census of 1992, 40.6% of the total population of the city consisted of immigrants. Before the mid 1960s, most of the immigrants came from other areas in the department but, since then, more and more people arrived from other departments. Most of the rural migrants came from other places in the department while the urban migrants<sup>1</sup>, accounting for around ¾ of the total migration, came from other departments (van Beijnum, 1996). Today, migration still represents a very common trend in Santa Cruz as can be seen in Table 2, which shows that the net migration indexes are far bigger than for the other departments.

**Table 2: Inter-department migration**

Current residency (department)	1992				2001			
	Pop.	Immigr.	Emigr.	Migr. rate	Pop.	Immigr.	Emigr.	Migr. rate
Last five years								
TOTAL	6,327,161	875,405	875,405		8,149,783	1,241,772	1,241,772	
La Paz	1,875,609	138,067	138,643	-0.03	2,331,717	151,427	210,917	-2.55
Cochabamba	1,097,138	207,869	124,570	7.59	1,433,370	274,368	185,844	6.18
Santa Cruz	1,327,331	292,185	51,278	18.15	1,974,109	494,148	71,541	21.41
Last year								
TOTAL	5,402,525	304,694	304,894		7,105,591	424,671	424,671	
La Paz	1,623,711	47,106	58,633	-0.71	2,055,401	50,919	83,082	-1.56
Cochabamba	936,654	71,770	50,078	2.32	1,243,854	91,317	76,612	1.18
Santa Cruz	1,126,555	80,366	38,488	3.72	1,719,778	146,527	55,256	5.31

Source: INE

<sup>1</sup> The urban migrants were not necessarily from urban origin, but might have been from rural origin and migrated to an urban setting previously. They came mostly from other mayor cities and some other smaller cities in other departments.

## 2.2 Economy and employment

With the agricultural sector as its productive base, the city of Santa Cruz constitutes the industrial and commercial core of the department. It contributes approximately 70% to the non-traditional export of Bolivia. Its contribution to the national GDP is estimated at over 30% per year (Prado, 2002, p.6). The following table shows the relative importance of Santa Cruz in the national economy.

**Table 3: Annual contribution to national GDP by department 1988-2004 (%)**

Department	1988	1990	1992	1994	1996	1998	2000	2002	2004 <sup>(p)</sup>
Chuquisaca	6.61	6.82	6.22	5.40	4.94	5.22	5.31	5.21	4.97
La Paz	27.80	26.98	28.12	29.02	29.45	25.56	25.69	25.78	24.46
Cochabamba	18.51	17.63	18.17	18.36	17.86	18.01	18.66	18.02	17.55
Oruro	5.75	5.48	5.17	5.57	5.74	6.10	5.67	5.39	5.01
Potosí	6.16	6.02	5.52	4.79	4.94	4.40	4.76	4.54	4.75
Tarija	4.77	5.23	4.90	4.57	4.34	5.20	5.26	6.26	8.58
<b>Santa Cruz</b>	<b>25.51</b>	<b>26.84</b>	<b>27.19</b>	<b>27.65</b>	<b>28.15</b>	<b>30.93</b>	<b>30.01</b>	<b>30.25</b>	<b>30.53</b>
Beni	4.15	4.22	4.02	3.89	3.83	3.74	3.73	3.61	3.30
Pando	0.74	0.78	0.70	0.74	0.75	0.83	0.91	0.93	0.85
<b>Bolivia</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

Source: INE, 2007

(p): preliminary

The economic crisis of the 1980s, which affected most countries in Latin America, also had its repercussions on Santa Cruz de la Sierra. There was a lack of jobs in the formal sector and a large part of the population had to turn to self-employment in order to guarantee their survival. This resulted in the growth of the tertiary sector of the economy and of the informality. Around 90% of the businesses, 70% of the economic active population and 45% of the GDP fall under the tertiary sector of the economy and at least 59% of the population is active in the the informal sector (van Beijnum, 1996, p.22 and Prado, 1993, p.30).

During the 1990s the open unemployment rate was rather low and stable, estimated at a 3%, but the underemployment (less than 40 hours per week or insufficient income) constitutes a bigger problem (Steinberg et al, 2001, p.20). Many employed people are not able to sustain minimum living conditions and still fall below the minimum poverty standards. The income levels of women rose between 1989 and 1995, but the difference in average income between men and women grew (50% to 75% higher for men). Unemployment was also around 20% higher for women in 1990 and around 47% higher for women in 1998 (PAP Santa Cruz, 2000, p.11).

Much of the employment is on a temporary basis and with rather low salaries. According to the *Dirección Departamental del Trabajo*, about 30% of the economic active population is unemployed and about 84% work in tertiary activities within the informal sector of the economy (PAP Santa Cruz, 2000, p.10).

## 2.3 Spatial characteristics

As mentioned above, the development of the city of Santa Cruz accelerated in the 1950s. This development has been guided by different plans and legislative documents, starting with the Plan Techint, which was the base for the particular spatial characteristics of Santa Cruz.

**Box 1: Plan Techint**

The plan consisted of creating a first ring around the historical centre of the city and three other concentric rings. Radial roads starting from the centre, and transversal roads were also introduced. In this way, the UVs (*Unidades Vecinales*), were constituted. The plan also introduced dwellings with front gardens and separated from the neighbours. A massive widening of the roads in the centre, destructing part of the architectonic value of the city was another change made (Prado, 1993, p.44).

This plan was elaborated in 1958 but was not approved until 1960. It was based on the 'garden city' concept; the city was to be developed in a star shape along the main radials, leaving green areas in between them. The land use of the city was also to be clearly defined with single purpose land use areas. The historical centre was to be restructured by renewing the building stock and by building a ring road around it with transversal and radial roads starting in the centre. The plan was based on an estimated total of 180,000 inhabitants to be reached by the 1990s. This estimate was completely unrealistic by the time the plan was approved in 1967. The densities had to be readjusted and the separated land use zones were changed to a more flexible pattern of mixed land use zones (van Beijnum, 1996, p.27-28).

**Figure 2: Basic structure of Santa Cruz with districts and UVs**



At present the city Santa Cruz measures about 25 thousand hectares and has a population density of approximately 50 inhabitants p/ha (Steinberg et al, 2001, p.18). The city is divided into 12 districts and 3 rural areas. Each district is divided into Unidades Vecinales (UVs), each having a surface of between 80 and 100 hectares. The UVs are divided into between 1 and 6 neighbourhoods.

The area within the first ring is dominated by commercial land use with relatively high densities. The area between the first and fourth rings is mainly residential, with variable densities ranging from 50 to 100 inhabitants per hectare and with population from a rather mixed socio-economical structure. Outside the fourth ring, most of the population is poor and the densities and occupied area vary greatly (van Beijnum, 1996, p.29).

The more recent urbanisation process has been rather unorganised. More than half of the neighbourhoods were started (semi-) illegally and have been legalised thereafter by different actions from the municipality. This has brought several land tenure security and *illegality* issues (Steinberg et

al, 2001, p.18). These issues can be illustrated by the following facts, dating from 1996: According to the cadastre, out of about 150,000 buildings in the city, only 45,000 were registered and only 7,000 had paid their taxes. This hindered the finances of the city and sound planning (PAP Santa Cruz, 2000, p.8), and it also had an impact on the living conditions of the poor inhabitants. Because of these legal issues and tenancy insecurity, the development of the housing stock and the urban infrastructure has been limited.

**Table 4: Population growth of Santa Cruz de la Sierra per ring (1976-2001)**

Ring	Growth Rate (%)	
	1976-92	1992-2001
Until 2 <sup>nd</sup>	-0.76	-1.95
Between 2 <sup>nd</sup> and 4 <sup>th</sup>	4.57	1.72
Outside of 4 <sup>th</sup>	20.15	8.42
Total	6.42	5.06

Source: Prado, 2002

## 3 URBAN POLICY IN BOLIVIA AND DUTCH URBAN DEVELOPMENT POLICY

### 3.1 Introduction

This chapter briefly reviews urban policies in Bolivia, both at the national and local level. It further discusses the Dutch development cooperation policy regarding urban issues, particularly during the 1990s. Section 3.2 begins with a brief history of the urban policies in Bolivia until the mid 1990s, followed by a description of the decentralisation process and the actual policy perspectives. Section 3.3 summarises the development of the Dutch urban development cooperation.

### 3.2 Urban policy developments in Bolivia

#### 3.2.1 Introduction

During the second half of the 20<sup>th</sup> century, urbanisation in Bolivia became more significant. However, it is not until the mid 1990s that a comprehensive set of urban policies can be identified. Until then, 'urban policy' was limited to a number of isolated initiatives that were implemented in just a few parts of the country (e.g. the National Political Constitution, the Organic Law of Municipalities, the Law of Urban Reform, etc.) (IDEMU, 1993, p.7). Several institutions at the national level were responsible for the implementation of this 'policy', sometimes overlapping their activities because of lack of coordination. The Organic Law of Municipalities from 1985 and the decentralisation of the state that commenced in 1993, established a more organised urban policy setting as will be elaborated on in more detail later on in the report.

#### 3.2.2 Brief history of urban policy in Bolivia

Before the 1950s, Bolivian urbanisation took place mainly in mining areas, particularly in the highlands (Potosí, Oruro, La Paz and Cochabamba). As a result of the exploitation of oil and gas in the Santa Cruz department, the improved connection of the city of Santa Cruz with the rest of the country and with neighbouring countries, and because of several other national policy initiatives, the Santa Cruz region became the focus of the urbanisation process in Bolivia (PNUD, 1993, p.43; see Chapter 2). Below, the development of urban policy making is discussed briefly.

##### 3.2.2.1 Political-administrative structure of Bolivia

Until the decentralisation policies of the 1990s, political-administratively, Bolivia was divided into departments, provinces, provincial sections and cantons.

The *Ley Orgánica* (Organic Law) of 1887 had established municipal councils in the department capitals and municipal boards in the province capitals (IDEMU, 1993). Yet, the concept of municipality was not recognised in the structure, although small and big urban settings were called municipalities. Therefore, the rural population was not covered in the structure, even if they were organised in *sindicatos*<sup>2</sup> (unions) (Nijenhuis, 2002, p.47). The *Ley Orgánica de Municipalidades* of 1942 recognised municipalities to be governed by a Municipal Council (*Consejo Municipal Deliberante*) (legislative and control) and a Mayor (executive), appointed by the president (IDEMU, 1993, p.6).

In order to give more financial autonomy at department level, the Civic Committees (Comités Cívicos) were created in the 1950s. With a view to enlarge the representation of the population in the political-administrative structure, Santa Cruz launched the first and most powerful Civic Committee, the *Comité Pro-Santa Cruz*. In some instances, the committee became a vehicle for the regions to participate in

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<sup>2</sup> During the land reform in the early 1950s, the peasants (mainly indigenous) organised themselves in *sindicatos* at different levels: from communal to national.

the formulation and implementation of urban policies, and they also paved the way for the creation of the Regional Development Corporations (CORDES) (Nijenhuis, 2002, p.47).

The CORDES were legally established in all departments. The management of public works and the formulation and implementation of integrated rural development projects were their principal responsibilities. Their financial resources came from the national government and from their own resources (natural resources mainly). Studies about performance of these CORDES concluded that they were highly bureaucratic structures (Nijenhuis, 2002, p.47).

After 1952, the state dealt with urban development in the field of social and housing issues whereas (until 1982) more integral urban planning could only be found in the *Planes Reguladores* (Regulating Plans). These were developed by the CORDES, especially in large cities (PNUD, 1993, p.30). Systematic urban planning appeared in the 1970s, when National mid-term documents were developed with the help of international donors. Only a number of these plans were implemented.

In the 1980s the CORDES introduced the concept of regional planning (Nijenhuis, 2002, p.47), but many plans before the *Ley Orgánica de Municipalidades* of 1985 (Organic Municipal Law) were not implemented or were not updated over time (PNUD, 1993).

### **3.2.2.2 Ley Orgánica de Municipalidades**

Even though several efforts were made to transfer responsibilities to sub-national levels, the local municipal level continued to be weak (Nijenhuis, 2002, p.48). In 1985, the *Ley Orgánica de Municipalidades* was introduced. With this, the municipalities became autonomous entities that were to implement technical, administrative, juridical and economic policies. They were also allowed to generate their own resources, but no new municipal taxes were created (SINPA, 2002, p.11). In fact, the municipalities lacked resources (human and financial) for implementing policies (IDEMU, 1993, p.7). For instance, greater municipalities collected only 30% of property tax and small and medium sized municipalities performed even worse, and as a result were even less capable to execute their own policies (PNUD, 1993 and IDEMU, 1993).

Before 1993, most of the investment in urban development (94%) went to the 10 largest cities and the rest to rural areas through regional development corporations (van Lindert and Nijenhuis, 2001, p.91). Most of the funds went to the capitals of the departments (Nijenhuis, 2002, p.55 and PNUD, 1993).

### **3.2.2.3 Municipality of Santa Cruz de la Sierra**

Prior to the introduction of the *Ley Orgánica de Municipalidades*, urban planning and its implementation in the city of Santa Cruz were in the hands of the *Consejo del Plan Regulador*, an institution that was created in 1967 by the Public Works Committee and a group of specialised professionals from the city. It was composed of groups from the civil society and a technical office. The most relevant initiative of this institution was the *Plan Director Ampliado* of 1978. Most of the initiatives mainly dealt with the physical aspects of planning.

The *Ley Orgánica de Municipalidades* added politics to the municipality. With a new democratised municipality, the Development Corporation found itself in a confusing position, not knowing how to transfer the urban planning tasks to the municipality. CORDECRUZ hired an external consultant in order to establish a new framework, but it was not until 1989 that the municipality enacted Decree 48/89 in which the *Consejo del Plan Regulador* was established. The *Consejo* was an intermediate entity; the ultimate decision-making power on urban planning was given to the Municipal Council.

The first Urban Development Plan which went even further than the physical development of the city was only written in 1993. This plan was never implemented but provided guidelines for the *Plan Director* 1995 (Cedure, 2005).

## **3.2.3 Actual urban policy**

The ideas of decentralisation, the role of municipalities and popular participation were translated into policies by President Gonzalo Sanchez Lozada who in his programme *Plan de Todos* (Plan of All) formulated the following objectives (Nijenhuis, 2002, p.51):

- To increase investment funds;
- To increase the number and quality of jobs;
- To achieve economic stability;



- To invest more in education and health;
- To establish popular participation;
- To reduce corruption;
- To introduce the Law of Popular Participation (LPP); and
- To introduce the Law on Decentralisation (LDA).

### **3.2.3.1 Law of Popular Participation**

Bolivia's decentralisation model was based on the LPP (1994) and the LDA (1996). In terms of urban policies, the LPP is most relevant. The main objectives of the LPP include "a better distribution and administration of public funds and an increased participation of civil society in policy-making" (van Lindert and Nijenhuis, 2001, p.91), whereas the LDA defines the structure and responsibilities at the department level.

In the LPP, the municipalities are the basic administrative entities (Nijenhuis, 2002, p.52). Based on the territorial divisions of the *secciones provinciales* (provincial sections), 311 municipalities are defined. The responsibilities of the municipal governments increase in many fields, an example being the provision of physical and social infrastructure (e.g. health and roads) (Nijenhuis, 2002, p.53).

The LPP also provides the population, especially the marginalised indigenous population in rural areas, with participative instruments. This is being done through the recognition of the *Organizaciones Territoriales de Base* (Territorial Base Organisations – TBOs) as representatives of the population (Schalkwijk, 2001, p.73). In rural areas, peasant indigenous communities are recognized as TBOs whereas in the urban areas the *Juntas Vecinales* (Neighbourhood Committees – NCs) are proclaimed as such. Their task is to identify the needs of the population and transmit these to the municipality, which should include them in its Annual Plans (Schalkwijk, 2001, p.73). A *Comité de Vigilancia* (Vigilance Committees – VCs- made up by members of the TBOs), has to approve the municipalities' budget and monitors its implementation (van Oosterhout, 2002, p.5). As such, the VCs constitute the link between the TBOs and the municipal government.

### **3.2.3.2 Funds**

In terms of budget, the LPP requires that the central government transfers 20% of the national taxes to the municipalities, proportional to their population size. The municipalities can collect additional funds with municipal taxes or by applying for funds from other public entities (van Lindert and Nijenhuis, 2001, p.92). The municipalities control all the funds, and the budget of the CORDES was also transferred to them.

Out of the funds transferred from the National Government, 85% is earmarked for investments in projects and 15% for salaries. At least 25% of the investment from the Municipalities' own resources has to go to the productive sector and 40% to the social sector (Nijenhuis, 2002, p.56). The municipalities have to present the annual budget to the VCs for approval (van Lindert and Nijenhuis, 2001, p.92).

## **3.3 Urban policy within the Dutch Development Cooperation**

### **3.3.1 Brief history until 1991**

In the 1970s and 1980s the Dutch Development Cooperation policies changed focus towards rural issues aiming to raise the agricultural production levels. The large Dutch NGOs did not invest much in urban areas, infrastructure being an exception. Between 1977 and 1985, 17% of the aid went to large and medium sized cities, not because cities were targeted but because the beneficiary groups were found in urban settings.

For the Year of Shelter for the Homeless by the UN in 1987, The Netherlands created the Habitat Commission. The concept of concentration city was introduced and Bangalore in India was targeted. Support was given to small scale projects by local NGOs, achieving herewith the objectives of the Habitat Commission of alleviating poverty and creating awareness for support in The Netherlands.

In 1990, the policy document 'A World of Difference', was published and although its focus was on rural development, it was the first document that also contained a significant number of sections on urban issues (de Wit, 2001, p.446).

### 3.3.2 Urban poverty focus

Within the framework of 'A World of Difference', the Dutch Directorate General of International Cooperation (DGIS), established the Spearhead Programme on Combating Urban Poverty. The programme proposed a model in which urban policy initiatives should be undertaken in a bottom-up approach (from the neighbourhood level) and with participative initiatives directed at the urban poor. Moreover, the model opted for a city-wide policy and programme-making and thus extending beyond the usual micro level of intervention (van Oosterhout, 2002, p.2). The three core elements of the programme were fund allocation, participation in international activities, and research (exploratory and experimental activities).

The programme was designed to be temporary, aimed at developing bilateral programmes with about 20 countries. It started with a budget of 10 million NLG and was expected to increase to 30 million NLG in 1995, but only 28 million NLG was spent by 1998 (BUZA, 2004).

The main objectives of the programme were:

- To undertake research on urban problems;
- To support innovative initiatives of income generation and employment;
- To lend expertise to the urban poor; and
- To support legislation development and enforcement.

The sector document on urban poverty alleviation, which was released in 1994 dealt with subjects and activities to support poverty alleviation (BUZA Framework). It proposed a bottom-up approach and a broad view on poverty, as opposed to the narrow perspectives of the Habitat view of poverty. It focused on institutional development, good governance and capacity building.

Due to a mandate by the minister, the Spearhead Programme aimed at initiating activities that searched for long-term funding. The sector document included several areas that could be supported by the Spearhead Program and mentioned the actors that would be supported, namely: NGOs, local governments, national governments and multilateral actors.

The Spearhead Programme undertook two long-term interventions: one in Bangalore, India and one in Santa Cruz de la Sierra, Bolivia: the Urban Poverty Alleviation Program (1993-1999) and the PAP (1997-2002) respectively.

### 3.3.3 The decline of the focus on urban issues

Most departments within the ministry were not focused on urban issues. Therefore, the Spearhead Programme encountered several difficulties in the preparation and implementation of its interventions. For example, the Programme needed the support of the Dutch Embassies in the recipient countries in order to implement the projects. However, the Embassies had other focuses and were not specialised on urban issues. Furthermore, officials of the programme had to lobby with respect to urban issues within the ministry.

A policy reform operation in the field of Dutch development cooperation started in 1995. The *Herijking* process aimed at more coordination between the ministries of Foreign Affairs and of Development Cooperation. This led to assigning the formulation and implementation of programmes to the Embassies, based on guidelines coming from The Hague, which also included their approval and control.

With the introduction of the sector approach in 1996, 'Urban Poverty Alleviation' was changed to 'Sustainable Urban Development' and the multi sector nature of urban problems was emphasised (BUZA, 2004). The Spearhead Programme was closed, although urban poverty alleviation was still addressed through bilateral, multilateral and NGO channels (BUZA, 2004).

In 1998, the Urban Poverty Alleviation Programme became a division of the Rural and Urban Development Department (DRU) and the policies on urban poverty alleviation formulated in the sector document disappeared from the agenda. The new minister had effectiveness and efficiency as key objectives for her policy, and reduced the number of countries receiving aid from the Dutch

government to 21. The priority countries were the ones that complied with standards to the extent of poverty, the quality of socio-economic policy and the quality of governance.

### **3.4 Summary and conclusions**

As has been described in this chapter, PAP was developed in a policy context that allowed for such a programme from the perspective of both countries, Bolivia and the Netherlands. On the one hand, Bolivia had started a process of decentralisation process, which included a strong focus on the promotion of the participation of the poor population in the decision making process. On the other hand, Dutch policies on urban development cooperation had gained importance, mainly fuelled by the Spearhead Programme. That specific policy context created the enabling policy environment for the PAP Programme to start at the end of the 1990s.

## 4 PAP SANTA CRUZ

### 4.1 Introduction

In this chapter the *Programa de Alivio de Pobreza* (PAP) Santa Cruz is explained in more detail. Section 4.2 describes the policy background of the programme. Section 4.3 starts with a description of PAP's most important characteristics: its central concepts, its objectives, the characteristics of the participatory planning process, the funding modalities and the actors directly involved in the programme. Finally, the 'practice of PAP' is touched upon briefly, i.e. the areas where the programme was implemented.

### 4.2 Background

As described in the previous chapter, in the early 1990s DGIS started a programme of urban poverty alleviation. The programme was characterised by a multi dimensional (holistic) interpretation of urban poverty and a bottom-up, participative approach to development policy and one of the initiatives undertaken by the so-called Spearhead Programme was the creation of the Urban Poverty Alleviation Programme (UPA). According to van Oosterhout, one of the experts involved in the implementation of the Spearhead Programme and soon after the Dutch co-director of PAP Santa Cruz, UPA was characterised by

*"... a synergetic combination of bottom-up initiative and 'top-down enablement' "* (van Oosterhout, 2002, p. 1).

The UPA model put emphasis on

*"... an effective enablement policy and program of –and support for– bottom up initiative and participatory planning"* (van Oosterhout, 2002, p. 1).

As such, UPA distinguished two, inter-related, spatial levels: the micro level (neighbourhoods where grassroots organisations are the central actors in improving the lives of the urban poor) and the meso level of the municipality where an array of actors (government entities, local and foreign NGOs and civil society organisations) work with, and in favour of, the urban poor. The model considers the poor (and their organisations) active participants in the development of policies and programmes on a city wide level. Convergence of interest of stakeholders was one important aspect of this approach.

At the end of 1993, the implementation of the first (pilot) UPA programme started in the Indian city of Bangalore, known as the Bangalore Urban Poverty Programme (BUPP). In 1995, during a visit to Bolivia, the Dutch Minister of Development Cooperation requested the Embassy to select a city in which UPA could be implemented. The Bolivian policy towards decentralisation was considered to create favourable conditions to implement the new model (see Chapter 3). The selection of the city of Santa Cruz was discussed and agreed upon by local and national Bolivian authorities and representatives of DGIS. Early in 1996, this was followed by a formulation mission. The mission formulated more detailed justifications for the selection of Santa Cruz, as well as recommendations concerning the specific objectives, the institutional organisation and the budget for what was to be considered a pilot programme (Rochkovski et al, 1996).

In November 1997 an agreement was signed between the Dutch and Bolivian governments and, within this context, an 'execution agreement' between the Dutch Embassy and the Municipality of Santa Cruz was signed to implement the 'Programa de Alivio a la Pobreza en la Ciudad de Santa Cruz de la Sierra'. The programme would have a duration of three years during which the Dutch government would contribute US\$ 2,399,025 and the Municipality of Santa Cruz US\$ 500,000. The Dutch executing authority, the Embassy, appointed a Technical Advisor to realise its contribution to the programme and the Municipality of Santa Cruz assigned its Secretary of Popular Participation.

## 4.3 PAP Santa Cruz

### 4.3.1 The PAP model

#### 4.3.1.1 Objectives and focus points

PAP had two long term general objectives:

- To improve the living conditions of the urban poor in the city of Santa Cruz, through facilitating participatory planning and the cooperation of the different actors involved; and
- To develop a sustainable model for urban poverty reduction, applicable in other cities in Bolivia and abroad.

These were translated into two mid term objectives:

1. To create better opportunities for poverty alleviation of the target groups (vulnerable groups in selected UVs) in the city of Santa Cruz; and
2. To develop and adjust the PAP model in order to make it replicable in other municipalities.

The specific objectives of the programme were divided into three subjects, see Box 2.

#### Box 2: Objectives of PAP Santa Cruz

##### A) The model of participative planning

1. Establishment of a sustainable and replicable Urban Poverty Alleviation Model, using the participatory planning methodology;
2. Implementation of a Methodology of Participative Planning (MPP) at the level of UVs.

##### B) Institutional strengthening and convergence

3. Creation of NCPPs in the UVs where PAP is implemented;
4. Stimulation of coordination among local urban NGOs; strengthening of NGOs;
5. Strengthening of the Local Government in the field of participative planning capacity (especially in poor neighbourhoods/UVs);
6. Strengthening of the consultative decision making entities in which government organisations, NGOs and community organisations participate.

##### C) Improvement of policies and mobilisation of funds

7. Raising the awareness on urban poverty problems and its possible solutions among local, regional and national authorities as well among specific groups of society;
8. Formulation of local urban development policies, in particular, participative planning for urban poverty policies, stimulating the replication of the model in Bolivia;
9. Mobilisation of funds from third parties for financing projects flowing from the planning for financing projects resulting from the MPP.

Source: PAP, Volume 1, 2002, p. 18

PAP was guided by five focus points (PAP, Vol. 1, 2002, pp. 18-19):

- An integral vision on poverty. Poverty and therefore interventions to alleviate it, is seen as a multi dimensional issue that includes not only economic, but also social and institutional development, as well as environmental problems. Convergence (defined by Van Oosterhout (2002, p. 2) as "...a way to make decision and contribute resources for [PAP] jointly and in a coordinated manner among all stakeholders") and consultation on decisions and activities of the grassroots form part of this vision.
- A process approach, to be understood as a flexible methodology with possibilities to experiment with strategies, methods and adjust them when considered necessary- 'learning by doing'. Therefore, planning and its organisation should be flexible and adjustable.
- Planning 'from within' in which subjective perceptions are considered as important as objective facts. On the one hand, this approach takes into account the perspectives and possibilities of the local population. On the other hand it recognises the complexity of (the factors causing) poverty.

- Promoting a culture of democratic and wide participation of the local population, respecting its diversity and promoting a critical 'citizenship' in the entire policy process (from proposal to evaluation).
- Participative planning with a focus on gender and generation. This element is considered as a fundamental factor in the improvement of the quality of life of the (urban) poor.

#### 4.3.1.2 Methodology

For the implementation of PAP, a Methodology of Participatory Planning (MPP) has been elaborated. One of the main elements of this MPP was the Neighbourhood Committee for Participatory Planning (NCPP, or *Comité Vecinal de Planificación Participativa*), created by PAP on the level of UVs. The NCPP presidency was made up by representatives of various grassroots movements like the Neighbourhood Committees (NCs) and functional organisations like women and youth groups, sports clubs, School Committees and Mothers' Clubs. According to PAP objectives and focus points, a sound balance between women-men, NCs-functional organisations and elder-younger people in the NCPP was to be achieved. As such, an effective involvement of different groups of community residents and the possibility of (social) control during the execution of projects was guaranteed. During the process, an important role was given to capacity building activities for the NCPP as well as the local population in general. In this context, training was provided on participatory planning, community management, gender and generations and urban development.

The meetings of the NCPP, in which a differentiated auto-diagnosis of the UV was realised and a differentiated prioritisation of needs was formulated, were considered the core of the process. Meetings of specific groups (adult men, adult women, young women and young men) were followed by a general assembly in which the needs (projects) were established. Additional information on the UV was gathered by means of a census or interviews. The results of these activities were translated into the document: the Neighbourhood Development Plan (NDP, or *Plan de Desarrollo Vecinal*), in which the community's problems and potentials were analysed and the differentiated needs and actions discussed, and prioritised. The phases of the MPP are summarized in Box 3.

#### 4.3.1.3 Funding modalities

During the process and as an incentive for the local population and its leaders to participate actively in the MPP, small scale projects could be proposed and executed. For this purpose, a **Small Activities Fund** (SAF, or *Línea de las Pequeñas Actividades*) modality was created. SAF projects were based on the needs/priorities formulated by citizens who participated in the meetings of the NCPPs. PAP decided on the allocation of SAFs and once allocated, the NCPPs were responsible for the management of the projects together with the so called executing entities, mostly NGOs (see below). SAFs were financed by PAP (up to 90%) and the beneficiaries (max. 10%, mostly in the form of labour).

For projects that were proposed in the NDPs, the **Multiplier Fund** (MF, or *Fondo de Apalancamiento*) was created. This fund required co-financing of 50% by another partner like the municipality, an NGO or the neighbourhood organisation itself.

A final modality was the **Fund for Institutional Strengthening**, entirely financed by PAP and intended for the capacity development of the departments of the Municipality.

**Box 3: Phases of the MPP**

Phases of the MPP	Main sub-phases	Observations
<b>1 Preparation and organisation of the process</b>		
	Identify all local actors; Promotion	Launch, explain and motivate. Organising is left to residents as much as possible
	Define planning units	In some cases, sparsely populated UVs were combined for planning / project identification
	Form NCPPs	Consist of NCs and functional organisations
<b>2 Capacity building</b>		
Four workshops	a) Participatory planning b) Community management c) Gender and generations d) Urban development	
	Selection of SAF projects	Selection after workshops (a), (b). Preparation and execution can start at once.
<b>3 Diagnosis</b>		
	a) Separate group sessions for diversified self-diagnoses; b) Followed by assembly session	One each for adult men, adult women, young women, young men. (Sometimes followed by diagnosis by children and elderly people).
	c) Complementary information is gathered	A census/sample or interviews are held; other information may refer to physical, environmental, ethnic or other data. One can be quite pragmatic and flexible in this search: by the NCPP, the executing entity etc
<b>4 Planning: NDP</b>		
	a) NDP is written and copied	Concept is discussed until approval by NCPP. Final version follows.
	b) Editing of information (needs, potentials, priorities) takes into account certain categories and budgets	Categories are: (I) Sectors: habitat, social, economic and institutional development; (II) Targeted sub-groups: adults and youth; male and female.
	c) Printing and distribution; two versions are made	Full version is distributed on a limited scale to NCPP and other institutions; popular version more widely distributed among community.
<b>5 Execution and administration</b>		
	a) Coordinated management and action	Concurring funds are sought for specific projects (Multiplier Fund).
	b) Support of the NCPP in its protagonist role	Recent experiments included the support to youth groups for NDP implementation.
	c) Execution and monitoring of prioritised projects	Various actors (LG, others) are involved.
<b>6 Review and evaluation</b>		
	a) Review (and eventual reformulation) of NDP	Yearly, in view of the dynamics in the neighbourhoods
	b) Evaluation of NDP execution	Intermediary (2,5 years) and final (5 years).

Source: van Oosterhout, 2002, Annex 1 and PAP, Volume 5, 2002

#### 4.3.1.4 Actors involved

A significant number of actors was involved in the implementation of PAP (PAP, Volume 5, 2002, pp. 52-56). Three groups can be distinguished:

- The first of these were the organisations that represented PAP's target group, the urban poor. On the UV/neighbourhood level, these encompassed the individual existing (grassroots) organisations (like the NCs, the Union of NCs and functional organisations) and the NCPPs (its presidency and members- the UVs population) (see above).
- The second group, responsible for the participatory planning process, consisted of the following three actors:
  - The Steering Committee (SC). The SC was made up of representatives of the public sector (local government, prefecture), grass roots organisations (like the Federation of NCs, the Vigilance Committee –see Chapter 3), civil society (like NGOs, universities, Civic Committee of Santa Cruz), a representative of the Dutch Embassy and both PAP co-directors (Bolivian and Dutch). President of the SC was the representative of the Municipality of Santa Cruz, the 'Major Official of Human Development'. The central role of the SC was: "...to take major decisions and oversee programme planning and implementation" (van Oosterhout, 2002, p. 11). To be more specific, this concerned the general policies and strategies of PAP, the selection of UVs in which PAP was to be implemented, the use of PAP's funds and its conditions, approving annual plans, semester reports and budgets and the human resource policy of PAP.
  - The Technical Team (TT) was responsible for the execution of the programme and consisted of a multi disciplinary team (5/6 persons), the Dutch and Bolivian co-directors and supporting staff. The TT was to adapt, apply and promote PAP and its MPP and funding modalities in Santa Cruz. The tasks of the TT include the administration of the funds, the approval of projects proposed, supervision of projects, search for new additional funds, contacts and coordination with the different actors, especially the Municipality. The TT was meant to function as the link between local governmental institutions and civil society.
  - The Local Government (LG), was the local 'executing authority' and was represented by the president of the SC. Since the strengthening of the LG's capacity to apply the participative planning model was one of PAP's specific objectives, the LG was an actor of fundamental importance.
- The third group consisted of the following two actors:
  - The Executing Entities (EE), or subcontractors. Mostly local NGOs but also local universities who implemented the MPP (co-executing infrastructure projects and capacity building workshops; supporting NCPPs in the participatory planning process and in writing the Neighbourhood Development Plan-NDP).
  - Donors or co-financing entities. Project proposals that resulted from the participatory planning process, and formed part of the NDP were to be co-financed by a third party, e.g., the Municipality but also private enterprises, beneficiaries or other donor organisations.

#### 4.3.2 PAP in practice

PAP was executed at the level of UVs. Van Oosterhout explained this choice as follows (van Oosterhout, 2002, p. 3 and p. 7, also see Chapter 3):

- The UV is the lowest level planning unit in between the district and the neighbourhood (*barrio*). The latter was considered too small to allow for certain economies of scale in the planning of infrastructure, services and other programmes, and the district was seen as too far away from many people's real horizon. By grouping neighbourhoods together, one can go beyond the neighbourhood communities' tendency to only focus on direct benefits of their own immediate territory, whilst many urban services simply cannot be provided at this lowest level.



- The selection of UVs was based on eleven criteria, among them: poverty levels; location outside the fourth ring; a population density of at least 30 inhabitants per hectare; NCs or other, functional organisations should exist; no serious conflicts should exist within the existing organisations.
- Initially, PAP was to be implemented in 5 UVs (1997-2000). The idea was to widen the scope of the programme to the entire city of Santa Cruz and to spread the model to other municipalities in Bolivia during a second phase. However, based on the recommendations of a mid-term review mission in 1999, it was decided to immediately expand the programme.

**Table 5: PAP districts and UVs**

District	Nr. UVs	Nr. neighbourhoods	Population in 2000
6	17	64	94,539
7	23	52	84,216
8	24	69	115,000
12	30	57	71,734
<b>PAP area</b>	<b>94</b>	<b>242</b>	<b>367,489</b>
<b>Santa Cruz</b>	<b>201</b>	<b>523</b>	<b>1,114,095</b>

Source: van Oosterhout, 2002, p. 3

After an extension of the programme (from the end of 2000 until the end of 2001 and a brief additional extension to finish the programme until March 2002), PAP has been active in 4 districts encompassing 94 UVs. In all UVs the MPP has been applied, NCPPs has been created, NDPs formulated and infrastructure and capacity building projects being implemented. Table 6 shows the project activities of PAP according to PAP (2002, p. 74).

**Table 6: Project investments by modality, sector and source of funding**

Type of project (by modality and sector)	Nr. of Projects	Investments (US\$)			%
		PAP	Others*	Total	
SAF projects	603	1,354,305	183,672	1,537,976	27.34
Infrastructure	222	1,112,397	158,509	1,270,906	22.60
Equipment	101	116,396	8,840	125,236	2.22
Technical training*	249	91,504	8,873	100,377	1.78
Land ownership	2	1,515	0	1,515	0.03
Habitat and environment	29	32,493	7,449	39,942	0.71
MF projects	298	1,635,995	2,270,051	3,906,046	69.46
Infrastructure	174	1,231,733	1,805,994	3,037,728	54.02
Equipment	7	8,505	18,832	27,337	0.49
Technical training*	100	227,744	274,056	501,799	8.92
Gender and generations	8	149,360	151,467	300,827	5.35
Sports promotion	3	13,831	14,300	28,221	0.50
Institutional strengthening	6	4,822	5,312	10,133	0.18
Institutional projects	27	179,612	0	179,612	3.20
at district level	15	88,993	0	88,993	1.59
at municipal level	12	90,619	0	90,619	1.61
<b>Total</b>	<b>927</b>	<b>3,169,912</b>	<b>2,453,722</b>	<b>5,623,634</b>	<b>100.00</b>

\*Others: LG, private enterprise, bilateral cooperation (non-Dutch), national funds, NGOs, churches  
Source: van Oosterhout, 2002, p. 18, based on PAP, Volume 6, Annex 7, p. 75

## 4.4 Summary

After a brief analysis of PAP's background, this chapter described the several elements of the programme: objectives and focus points, methodology, funding modalities, phases and principal actors involved. Furthermore, the 'practice' of PAP has been summarized in two tables, one concerning the areas where the programme was implemented, the other one concerning the investments.

## 5 RESEARCH METHODOLOGY

### 5.1 Introduction

This chapter discusses the research methodology applied during the impact study. It starts in section 5.2 with a brief description of the livelihood approach, which served as a framework for the design of the questionnaires and the interpretation of the resulting data. Section 5.3 focuses on the macro study. It starts with an explanation of the approach used to measure and compare poverty on district levels between 1992, 2001 and 2006. This is followed by a description of the methodology that was applied to measure quantitatively the impact of the PAP programme. Section 5.4 describes the three surveys / samples that were carried out. The box below provides a summary of the research questions and methodologies.

**Box 4: Research questions and methodologies**

Research Question	Methodologies
<p><b>1) What has been the impact of PAP on the poverty situation in the city of Santa Cruz de la Sierra?</b></p> <p><b>a) What has been the impact of the PAP projects (outcomes of SAF and MF projects) on the poverty situation in Santa Cruz?</b></p> <p><b>b) What has been the impact of the process (the participatory planning methodology developed and applied by PAP) on the awareness of civil and political rights among the poor population of Santa Cruz?</b></p>	<p>-Comparing poverty levels ex-ante / ex-post;                      -Regression analysis;                      -Surveys / statistical analysis with SPSS-programme;                      -Focus group sessions;                      -Interviews;                      -Analysis of PAP documents;                      -Field observations</p> <p>-Surveys / statistical analysis with SPSS-programme;                      -Focus group sessions;                      -Interviews;                      -Analysis of PAP documents;                      -Field observations</p>
<p><b>2) What has been the impact of PAP on the currently accepted and used methodology for participatory poverty alleviation policies in urban Bolivia?</b></p>	<p>-Interviews                      -Focus group sessions                      -Analysis PAP and other documents (municipality)</p>

### 5.2 Livelihood approach

In order to understand the possible impact of programmes like PAP on poor people’s lives, the study relies on the ‘livelihood approach’ as developed by among others Chambers and Conway (1992), and for urban areas by Moser (1998) and Rakodi (2002). This approach is different from the more quantifiable poverty concepts and measurements in that it focuses on the meaning of poverty for the poor themselves. It makes use of what poor people have, rather than of what they lack, and pictures the poor as managers of complex asset portfolios. These assets (or capitals) are:

- Human capital: including labour force, level of education, skills and state of health;
- Physical capital: including land and housing, (access to) infrastructure; productive and other physical assets;
- Natural capital: includes access to natural resources for food, water, fuel, etc (more important in rural than urban areas)
- Financial capital: savings (debts), or saving substitutes (jewellery);

- Social capital: Includes formal and informal relations and networks among equals (horizontal social capital) and with people from different social/institutional background (vertical social capital).

Some authors (Baumann, 2000; Carney 2002) stress the need to add political capital to this list instead of including it in social capital:

- Political capital: related to “power and the extent to which different groups are aware of their rights and willing and able to assert them” (Carney, 2002, p. 42).

The management of these capitals takes place in a vulnerability context and an institutional/policy context. The vulnerability context relates to trends and shocks that occur outside the influence of the poor household and to which it is vulnerable. These can be macro events, like national economic crisis or natural disasters, or events that only affect one household, like illness and death of family members. The institutional or policy context can add to the vulnerability context, by not being sensitive to the needs of the poor. It can also, through adequate policy, offer important tools for improvement of the asset base and/or the asset management of the poor.

The advantage of using the livelihood approach for the impact study is that the idea of an “asset portfolio” stresses the interconnection of the different aspects of urban poverty, as well as how the change in one asset can affect the others. In this sense, it is a good tool to find causal relationships between the PAP interventions and changes in the assets of the poor, even if those don't seem directly connected. The other advantage is that it pictures poor people as active managers of their lives. It therefore gives room to define causal relationships between PAP interventions and changes in poor people's lives in a participatory way. It also gives room to include another important aspect of the PAP approach: gender and generations. Men, women, the young and the old, can separately define what, according to their experience, the causal relationships are. The third advantage is that the same conceptual framework can be used for measuring the impact of the projects as well as the process, since political capital can be seen as part of the asset portfolio.

To employ this complex approach in its entirety would be difficult in a study like the present one. Many methodological instruments that are essential for a sound, adequate application (several in depth interviews with poor families, longitudinal research- see Schütte, 2005, pp. 3-5) require a lengthy fieldwork, or various fieldworks. Nevertheless the livelihood approach has formed a major input for the definition of the surveys, in particular focusing on Human, Financial, Social and Political Capitals. The focus group discussions have been utilised to identify the most important components of the livelihood approach in the particular environment of Santa Cruz.

## 5.3 The macro study

### 5.3.1 Macro study: Urban poverty in Santa Cruz: Unsatisfied Basic Needs (UBN)

The main purpose of the macro study was to measure the impact of PAP quantitatively.

Firstly, a comparison of poverty levels was made between the censuses of 1992, 2001 and a study on the 'state of urban poverty' in Santa Cruz in 2006. All three data sets employ the so-called Unsatisfied Basic Needs (UBN) approach.

#### 5.3.1.1 UBN and its components: methodology

To measure poverty levels based on the UBN, the Social Policy Analysis Unit and the Economic Policy Analysis Unit (UDAPSO/UDAPE) of the National Statistics Bureau (INE) employed four sets (or components) of variables:

- the construction and spaces in houses;
- the availability of basic services;
- healthcare; and
- education.

For measuring the level of satisfaction of these needs, indicators are developed and critical points (*normas*) are fixed. The components of the UBN calculation are presented in the following table.

**Table 7: Components of Unsatisfied Basic Needs, dimensions for measurement and indicators**

<b>1. House</b>	Building materials of the house	Wall
		Roof
		Floor
	Availability of spaces in the house	Bedrooms per person
		Multiuse Rooms per person
Availability of kitchen		
<b>2. Basic input and services</b>	Basic Sanitation	Water
		Sanitary Service
	Energy Input	Electricity
		Fuel for Cooking
<b>3. Education</b>	School Attendance	
	Completed Years	
	Literacy	
<b>4. Healthcare</b>	Medical Care	

Source: Social Policy Analysis Unit (UDAPSO), Economic Policy Analysis Unit (UDAPE), National Statistics Bureau (INE). Calculation of the Unsatisfied Basic Needs Indicator in Bolivia 1992 and 2001, La Paz.

The indices on deficiencies are calculated for all individual components. These are aggregated into an overall index. For example, after having obtained the indices on deficiencies in materials and spaces, the **Index on House Deficiencies** (UBN(V)) is calculated as the simple average of its two sub-components:

$$UBN(V) = \frac{ubn(M) + ubn(Es)}{2}$$

Where:

*ubn(M)*                      *Index on the deficiency in building materials*

*ubn(Es)*                     *Index on the deficiency in spaces of the house*

The example of this component is elaborated in Appendix 1.

This exercise for the 'Housing' component is repeated for all 4 components. The results are aggregated as follows:

$$UBN = \frac{UBN(V) + UBN(SB) + UBN(Ed) + UBN(S)}{4}$$

Where:

*UBN(V)*                     *Index for deficiency in housing*

*UBN(SB)*                   *Index for deficiency in basic services and energy resources*

*UBN(Ed)*                   *Index for deficiency in education service*

*UBN(S)*                    *Index for deficiency in health service*

The next step applied is to divide the results into strata (categories). The main purpose of the construction of strata is to define the intensity of poverty. It divides the range of the UBN [-1, 1] into

five segments, constituting five groups, each representing a poverty stratum. Each household is classified in the corresponding stratum, in accordance to the UBN that it reaches.

**Table 8: Poverty strata**

Condition or poverty strata	Range of UBN		
Satisfied basic needs	-1	$\leq \text{UBN} <$	-0.1
Threshold of poverty	-0.1	$\leq \text{UBN} \leq$	0.1
Moderate poverty	0.1	$< \text{UBN} \leq$	0.4
Poor	0.4	$< \text{UBN} \leq$	0.7
Marginality	0.7	$< \text{UBN} \leq$	1

Source: Social Policy Analysis Unit (UDAPSO), Economic Policy Analysis Unit (UDAPE), National Statistics Bureau (INE). Calculation of the Unsatisfied Basic Needs Indicator in Bolivia 1992 and 2001, La Paz.

The first two strata (Satisfied basic needs and Threshold of poverty) correspond to the non-poor. The strata of Moderate poverty, Poor and Marginality correspond to the poor population.

This classification determines the indicator of **Incidence of Poverty**:

$$\text{Incidence} = \frac{\text{PoorPopulation}}{\text{TotalPopulation}}$$

### 5.3.1.2 Poverty study 2006

In 2005, the PAP Foundation asked the consultancy firm Centro de Estudios y Proyectos – Santa Cruz (CEP-scz) to carry out a study on the poverty situation in the twelve districts of Santa Cruz. Utilizing the INE UBN approach, CEP realized a representative survey among 6,038 households (29,313 persons). The data base of this research was used for the present study and thus constituted the ex-post data for the macro study.

### 5.3.1.3 Measuring the impact of PAP: regression analysis

In order to measure quantitatively the impact of the PAP programme, two instruments were utilized:

- A canonical correlation analysis
- A multiple regression analysis

The **canonical correlation analysis** (CCA) is considered an adequate model to measure the impact of a programme that interprets poverty as a multidimensional phenomenon. The purpose of the CCA is to find the simultaneous relationship of a set of dependent variables in relation to a set of independent variables. CCA is a valuable research tool as it determines multidimensional relations between different sets of variables. The principal canonical correlation corresponds to the strongest relationship between the independent and dependent variables. The CCA does not analyse the relationship of an isolated variable but simultaneously of one set of variables ( $Y_i$ ) with another set of variables ( $X_i$ ). Based on this procedure, it is possible to evaluate the relationship between sets of variables and study the relationship between various thematic axes.

The **multiple regression analysis** contributes to understand the relationship between an independent variable and two or more independent variables. The objective of the multiple regression analysis is to explain changes in the dependent variable in response to changes in various independent variables. This objective is achieved through the minimum squares statistical rule. The multiple regression coefficients reflect the net effects of each factor by controlling the others.

### 5.3.1.4 Results

Employing PAP MF/SAF investments rates per UV (independent variables) and poverty levels (using UBN data- see foregoing section), both instruments were employed.

- For the investment rates, the data on SAF and MF investments in Annexes of PAP publications 1 and 6 (PAP, 2002) were recounted;
- For the poverty levels the Census data of 1992 and 2002 and the results of the CEP/PAP Foundation study were used following an exercise in which the different census areas of 1992 and 2006 were made compatible.

The equations estimated were in poverty levels and in changes of poverty over the period 1992 and 2006. The results of the analysis are presented in Section 6.2.

### 5.3.2 Micro study: Urban poverty in Santa Cruz: surveys

#### 5.3.2.1 Surveys / samples

Three surveys among residents of poor UVs have been executed in order to measure the impact of the PAP programme from the urban poor's point of view. Two surveys dealt with PAP projects (SAFs and MFs) whereas the third was directed towards the process, the MPP. In each survey, the gender or/and generational focus of the programme was taken into account. Simultaneously with the surveys (to be executed by a team of maximum 10 pollsters) individual interviews and focus group sessions were organised (see Section 5.4). As PAP District 12 did not exist as such in 1992, this area was excluded from the surveys.

#### 5.3.2.2 Survey 1: Measuring impact of educational infrastructure and integrity

The hypothesis is that educational infrastructure projects have an impact on the school attendance and performance of children and on the available time of mothers to invest in productive activities, training courses and social and political actions. The population has been defined as mothers with children in the school going age.

Within the area where PAP was implemented, the following distinction was made:

- UVs where educational infrastructure projects were limited to the construction of classrooms;
- UVs where in addition to classrooms, childcare facilities, school libraries, toilets were built and vocational training for women was organised

It was expected that in the latter group of UVs the impact of PAP would be greater. Consequently, within the PAP-area two sub-samples were carried out: 'PAP basic' and 'PAP integrated'. A third sub-sample, a control group, was realized in a UV where PAP had not been implemented but which had a poverty rate similar to that of the PAP areas ('Non PAP').

#### Selection of the sub-samples

Since PAP was focused on UVs, the sample population has been randomly selected at the level of UVs. Based on the definition of **the two PAP sub-samples**, 'PAP basic' and 'PAP integrated', a first selection was made of PAP UVs, taking into account the following information and criteria:

- The following sources were used:
  - PAP, Vol. 1, Appendix 4;
  - PAP, Vol. 6, Appendix 1-4
  - PAP, Vol. 6, Appendix 8
- The first selection was followed by the search for an up to date sampling frame (maps, satellite photographs)
- Finally, more practical factors were taken into account, such as the accessibility of the UV.

The control area, **the Non-PAP UV**, was selected taking into account the following information and criteria:

- Firstly, documents on poverty in 1992 were analysed, among others including the PAP document (from 1998) 'Metodología utilizada para la identificación de las unidades vecinales a trabajarse en el año 1998' and PAP, Vol. 2 (from 2002), Table 5 of the 1998 document (poverty on the level of UVs within these districts), as well as the document 'Pobreza Urbana-Niveles de Incidencia en la Ciudad de Santa Cruz de la Sierra' (poverty levels 2005) (Fundación PAP, 2006).
- PAP was implemented in districts with a major intensity of poverty (districts with 50-68% of poor households): 6, 7, 8, 12.
- Districts with a medium intensity of poverty (districts with more than 35% poor households): 1, 5, 9 and 10.
- Furthermore, interviews were held with practitioners with considerable knowledge of the poverty belt of Santa Cruz: NGO CIDCRUZ and NGO PAP Foundation.

- On the basis of the information obtained through the documents and the interviews, two districts were excluded: District 1 (both UVs in this district had a poverty level far below that of the PAP districts and of the other three districts with a medium intensity of poverty); District 10 (the last few years, PAP Foundation and the LG have been active in this area- making it unsuitable as a control area).
- Differences between District 5 and 9 were not substantial: District 5 had poverty levels up to 92.4% (the UV with the lowest level had 67.1%), District 9 poverty levels varied from 100% to 65.2% (PAP, 1998, Table 5). These variations were very similar to those in the PAP Districts.
- As in the case of the PAP UVs, practical considerations formed the final motive for the selection. District 9 was chosen.
- PAP was implemented in Districts with variations of poverty levels between its UVs- however, the programme was implemented in these UVs (e.g. in District 8, poverty levels varied from 70.1% to 98.2%, in District 6 from 67.7% to 86.6%). Therefore, within District 9, the same additional selection criteria were used for the selection of the sub-samples as PAP did (see Chapter 4).

This resulted in the following selection of sub-samples for Survey I:

**Table 9: Sub-samples Survey I**

District	UV	Sub-sample	Nr. of questionnaires
7	96	PAP basic (only classrooms)	50
6	144	PAP integrated (classrooms, bathrooms, libraries etc.)	50
9	115	Non-PAP	50

In total 100 people were questioned in UVs with PAP and 50 people interviewed in the UV which was used as the control group. Aron and Aron (2003, p. 361)<sup>3</sup> show that a sample size of 50 is indeed sufficient if the respondents in the group have the same characteristics of the population. Section 6.3 shows that the sub-samples, including the control group, are similar with respect to their main characteristics, which make them comparable. A questionnaire of 44 questions was designed (see Appendix 2), covering 6 topics, i.e.:

- General data on the mothers
- Occupational profile of the family
- Aspects related to the impact assessment (time use) of the respondent
- Respondent's perspective of changes in her children's educational units
- Knowledge of the PAP programme (only in the two PAP sub-samples)

The data was processed and analysed with SPSS. The starting point for the selection of statistics and their subsequent analysis were the objectives and subjects of the Survey, mentioned at the start of this sub-section.

### **5.3.2.3 Survey 2: Measuring impact of scholarships for vocational training on young men and women**

The hypothesis is that the matching grant funds for young men and women who were to follow vocational training courses had an impact on skills and qualifications of these students, on their position on the labour market, their financial/economic situation and on their position in social networks. The population was defined as young people up to 30 years who received a scholarship. The control group would consist of young people in a non-PAP UV who followed a vocational training course but without a PAP scholarship.

The first step was to construct a sampling frame in order to decide on the sample design. This seemed to be an easy task since there were various possible sources:

- The NCPPs, who made up lists of candidates in each PAP district

<sup>3</sup> See Aron and Aron, "Statistics for Psychology", Prentice Hall, 2003.



- The PAP Foundation, which possibly possesses the PAP archives
- The educational institutions with which PAP had signed agreements to implement the programme.<sup>4</sup>

From the start of the field work, the research team looked for this information. During a meeting with the PAP Foundation, its actual director told the research team that his NGO did not possess any specific data. Lists of beneficiaries had been thrown away.

The team then proceeded to search for these lists in two ways: Contacting institutions and former members of NCPPs. Additionally, during interviews and focus groups sessions, interviewees were asked about the scholarship programme. The following tables summarize the most important activities that were undertaken.

**Table 10: Educational institutions**

Institution	Results
Programa Hombres Nuevos	No list was obtained. According to the person formerly responsible for scholarships lists are renewed every three years; the 'PAP lists' were lost
Instituto CUMBRE	The academic coordinator remembers the agreement with the PAP programme, but does not have a copy of the document. Cumbre also has lists of students who finished their studies in 2000-2001. However there is no data on which student received PAP scholarships
Instituto San Pablo	The administrative director informs that there does not exist a list of students who received a scholarship from PAP. However 'San Pablo' could provide lists according to discipline and year the diploma was received
Instituto Domingo Savio	The institute possesses lists of students, but no data exist on the students with PAP scholarships
INFOCAL	The lists do not distinguish students who received PAP scholarships
UTEPSA	The lists do not distinguish students who received PAP scholarships

**Table 11: PAP Districts**

District / UV	Results
District 6 UV 144	The former president of the NCPP does not possess any document on the scholarship programme, nor lists of (candidates) scholarships. However, this person could provide 10 names of students.
Distrito 6	A former leader of a NC provided 2 names.
Distrito 6 UV 225	Leader of a NC, does not possess any relevant document, but could provide 4 names.
Distrito 7	President of NC, former president of NCPP, could provide 13 names of persons who received a PAP scholarship; furthermore an application form plus an example of such a document, signed (scholarship approved).
Distrito 7	Person who confirmed to have received a PAP scholarship.
Distrito 7	Person who confirmed to have received a PAP scholarship.
Distrito 8	Leader, confirmed to have submitted lists and reports to PAP.

Only at the very end of the field work, around the 30<sup>th</sup> of July 2007, the research team had been able to identify a number of beneficiaries. Of only thirteen people the more or less exact address had been obtained and only three beneficiaries had been met in person (two in Table 19 and one person through the questionnaire- see below). It is important to stress the fact that the data in Table 12 were summarized after the fieldwork had been finished – no additional information had become available in the mean time.

<sup>4</sup> The programme started in 1999 with the requests from NCPPs in UV 101(District 8) and UV 144 (District 6) to financially support young women and men who wanted to follow a vocational course. PAP agreed and granted 50% scholarships to 74 people, financed by the SAF fund modality. Subsequently, this initiative was extended to a complete programme 'Betting for the Future' in 2000-2001 (PAP, Volume 1, 2002, pp. 68-70).

**Table 12: Number of names of beneficiaries of scholarship programme received**

District	N of names of beneficiaries encountered	Address*
6	16	8
7	16	4
8	2	1
<b>Total</b>	<b>34</b>	<b>13</b>

\*: information on, at least, the street where the person actually resides and/or telephone number

Besides the nearly absolute lack of data that could constitute (the basis of) the sampling frame, other information on the scholarship programme was mixed. Different sources provide different numbers of beneficiaries. In its portrayal of the programme, PAP (in Vol. 1, pp. 68-70) counted 1,775 young women and men who received scholarships (p. 70), whereas the number in the tables and the text reached a total of 1,919, including a group of 63 people who received a complete scholarship. According to the PAP progress report on the period September 2001-February 2002, 1,515 people received a scholarship (p. 15), whereas the former Dutch co-director of PAP (without any reference) talks of "...about 2,200 students [who] received partial scholarships for technical training" (van Oosterhout, 2002, p. 20). In one specific case, the person who was responsible for the scholarships granted through the *Proyecto de Hombres Nuevos* (of the Catholic Church) estimated the number of beneficiaries at between 300 and 400.<sup>5</sup> The budget, in his estimation was about US\$ 5000.

In a focus group session with the Vigilance Committee (who had a seat in PAP's Steering Committee), a representative of District 6, who was positive as the construction of classrooms and capacity workshops for women, adults and children was concerned, stated:

*PAP paid the inscription [for the course] and one month. Then the students had to pay the other months themselves. I went to the PAP offices in Barrio Urbari and they told me that this was the way it was.*

The two co-directors of PAP (Dutch and Bolivian) were surprised about these findings. One of them remembered "...lists of young people who were eligible for a scholarship..." and further assumed that part of PAP's archive got lost during the move of the office. The other co-director stated that the programme "did exist, that beneficiaries received certificates when they finished their studies". On the other hand, this interviewee downplayed the importance of the programme:

*...it concerned limited courses, the majority of them training on the use of PCs ... this did not have a significant impact on, e.g., salaries*

Once it was obvious that no significant amount of information would be found (at least not within the time available for the field work), the team decided to carry out a survey among youngsters in PAP UVs, in the hope to encounter directly (through the questionnaire) or indirectly (through names of beneficiaries given by the respondents) sufficient ex-beneficiaries of the scholarship programme to answer the specific questions on this subject. This was realized among 100 people in 3 UVs of District 8 (UV 101, UV 161 and UV 164), being the area where in 1999 the first scholarships were granted. 100 questionnaires were realized in control UVs, 114 and 123 of District 9. The selection of the UVs was realized in the same way as described for Survey I.

### 5.3.3 Micro study: Measuring impact of the process (survey 3)

The hypothesis is that the participatory planning methodology as executed by the PAP programme had an impact on the social/political capital of the beneficiaries, that is on the awareness of the right to participate, the ability to claim that right and the ability to negotiate.

<sup>5</sup> According to PAP, in Volume 1, 2002, p. 68, the number of scholarships granted through *Hombres Nuevos* amounted to 257.

The survey was divided into three sub-samples. Each sub-sample included an equal number of women and men.

- A first sub-sample was organised in areas where the small SAF projects prevailed ('PAP low MF').
- Because it was expected that the impact of the process will be greater when people participated in the larger MF projects, a second sub-sample was held in areas with a large amount of these projects (compared to other areas) ('PAP high MF').
- The control group existed of areas where PAP was absent ('Non-PAP').

The selection of the sub-samples went as follows:

- Based on the definition of **the two PAP sub-samples** 'PAP low MF' and 'PAP high MF', a first selection was made of PAP UVs, using the same documents as for Survey I, and in the final phase considering practical factors.
- For the control area, **the Non-PAP UV**, the same procedure was followed as for Survey I

The final selection is shown in the following table.

**Table 13: Sub-samples Survey III**

Sub-samples	District and UV	N questionnaires
I Relatively low amount of MF projects ('PAP low MF')	District 6: UV 197 District 7: UV 89 District 8: UV 160	101
II Relatively high amount of MF projects ('PAP high MF')	District 6: UV 144 District 7: UV 229b District 8: UV 156	102
III Non-PAP	District 9 : UV 115 District 9 : UV 130	100

A questionnaire of 80 questions was designed (see Appendix 3), covering the following subjects:

- Awareness for participation;
- Capacity to claim the right to participation;
- Capacity to communicate needs and expectations;
- Capacity to get organised;
- Negotiation capacity;
- Knowledge of PAP – Santa Cruz; and
- Impact measurement in the neighbourhood organisation.

The data was processed and analysed with SPSS. The starting point for the selection of statistics and their subsequent analysis were the objectives and subjects of the Survey, mentioned at the start of this sub-section.

## 5.4 The micro study / Research Question II: focus groups and interviews

### 5.4.1 Focus groups

During the fieldwork two series of focus group sessions were organised.

#### 5.4.1.1 Focus groups Survey I and Survey III

The first series was linked to Survey I (Educational infrastructure and integrality) and Survey III (PAP Process). The objective was to collect qualitative and subjective, information on the themes of both surveys, or, to put it somewhat differently, to enrich and/or explain the findings of the questionnaires. In both cases, the preparation of the meetings went as follows:

- Formulation of the objectives
- Design of a semi-structured question list / list of key issues to be treated

- Definition of the participants of the focus group
- Execution of practical issues: selecting the location of the sessions, sending invitations, establishing tasks of the research team during the sessions<sup>6</sup>.

(For the semi-structured question lists, see Appendix 4 and Appendix 5)

In the case of Survey I, sessions were held in the same three UVs. Participants were selected as to obtain information from various angles and thus 'extra' enriching the findings from the questionnaires.

**Table 14: Focus group sessions Survey I**

District	UV	Description of participants	Nr. of participants
6	144	PAP participants, in their majority former members of the Neighbourhood Committee, parents of children attending a school where classrooms were constructed with PAP funding (+ other educational infrastructure)	7
6	144	Teachers of a school in the 10 de Octubre neighbourhood where several classrooms were constructed with PAP funding (+ other educational infrastructure)	8
7	96	Parents of children attending the school where (only) classrooms were constructed with PAP funds	4
7	96	Mothers with children in the school going age, attending the school where (only) classrooms were constructed with PAP funds	6
9	134	Mothers with children in the school going age	11
9	134	Members of grassroots organisations (NCs and newly organised NCPP –by PAP Foundation)	5

In the case of Survey III, sessions were held in three groups of PAP UVs and one group of Non PAP UVs.

**Table 15: Focus group sessions Survey III**

District	UV	Description of participants	Nr. of participants
6	197	Presidents of NCs of several neighbourhoods in this UV. In the UV only SAF funded projects were executed	7
7	84, 84b, 89, 228	Presidents of NCs of neighbourhoods in these UVs and of the District 7 Union of NCs. In all the UVs PAP only financed SAF projects. 228 is a recently founded UV, PAP has not been implemented in this UV.	5
8	160	Presidents of NCs of neighbourhoods in this UV where PAP also financed 4 MF projects were financed	10
9	115, 130	Presidents and members of NCs in these non-PAP UVs	6

#### 5.4.1.2 Focus Groups Research Question II

The second series consisted of two sessions in the context of Research Question II (the impact of PAP on the currently accepted and used methodology for participatory poverty alleviation policies): one with NGOs (executing entities of the PAP programme) and one with sub-mayors of districts. The

<sup>6</sup> Generally, in focus group sessions, a moderator and a 'recorder' are chosen. In this case, the moderator was the local consultant (because of the language), the 'recorders' were the Dutch consultant and a Bolivian team member.

preparation of these sessions followed the same steps as those mentioned for the first series. For the two semi-structured question lists, see Appendix 6 and Appendix 7.

The specific objective of the sessions with NGOs and sub-mayors was to get informed on the experiences with and their opinion on PAP and the application of the MPP in their policy and the policy of other institutions, particularly the local government.

In case of the NGOs, the following organisations were invited:

- Instituto para el Desarrollo de la Pequeña Unidad Productiva (IDEPRO)
- Centro de Investigación y Documentación Santa Cruz (CIDCRUZ)
- Centro de Estudios para el Desarrollo Urbano y Regional (CEDURE)
- Casa de la Mujer
- Pastoral Social Caritas (PASOC)<sup>7</sup>
- Universidad Gabriel Rene Moreno
- Universidad NUR

CIDCRUZ, CEDURE and Universidad NUR attended the session. Casa de la Mujer, IDEPRO and PASOC were interviewed individually.

In case of the sub-mayors, those of the PAP districts (6, 7, 8 and 12) were invited. The sub-mayors and several of their advisors of Districts 6 and 8 attended the meeting.

### 5.4.2 Interviews

In the context of Research Question II, various individual interviews were held with:

- The NGOs (executing entities), mentioned above in Sub-section 5.4.1
- Representatives of the local government
- The Vigilance Committee
- The Federation of NCs
- The PAP Foundation (several interviews)
- Former PAP staff (also supporting staff)
- Bolivian and Dutch PAP co-directors
- Representative of Dutch Embassy
- Member of the formulation mission

Since the majority of these organisations/persons was involved in PAP for several years, questions were asked concerning their opinion on subjects like the impact of the programme on poverty levels in Santa Cruz, on policy preparation and implementation as well as explanatory factors.

For question lists, lists of persons/organisations interviewed, see Appendix 8-11.

## 5.5 Summary

As discussed earlier the research methodology includes two main components, the so-called macro and micro approach. Based on information from the census data of 1992 and 2001, and from a poverty study being executed in 2006, which utilised the same methodology as the censuses the macro approach assesses the different developments in poverty in the districts of Santa Cruz during

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<sup>7</sup> In 2001 catholic NGOs Caritas and SEAPAS merged in a new NGO, PASOC. Both had been executing entities for the PAP programme.

the period 1992 – 2006. On the basis of this data further tries to estimate the impact of PAP on the poverty levels in the districts (UVs) in which the programme has been active through the application of regression techniques. In addition it tests some more general poverty indicators on significant differences between Non-PAP and PAP districts (UVs).

The micro component draws on the livelihood approach and is in particular focused on human, financial, social and political capitals of the inhabitants of the districts (UVs) in which PAP was implemented. The information is collected through three surveys among the population of these districts and from a district, which functioned as a control group with as will be shown below similar characteristics.

## 6 APPRAISAL I: PAP, POVERTY, EDUCATIONAL INFRASTRUCTURE AND THE PROCESS

### 6.1 Introduction

This chapter discusses the results regarding research question 1, 'What has been the impact of PAP on the poverty situation in the city of Santa Cruz de la Sierra?', comprising the two sub-questions a) 'What has been the impact of the PAP projects (outcomes of SAF and MF projects) on the poverty situation in Santa Cruz?', and b) 'What has been the impact of the process (the participatory planning methodology developed and applied by PAP) on the awareness of civil and political rights among the poor population of Santa Cruz (especially of those related to –activities to reduce- urban poverty)?'. Section 6.2 provides the results of the macro study. This is followed, in Section 6.3, by an analysis of the impact of PAP's educational infrastructure projects and, in Section 6.4, of the impact of the process, the MPP.

### 6.2 Macro level impact

#### 6.2.1 Introduction

What has been the impact of PAP on the poverty situation in the districts where the programme was implemented? Here, the issue is dealt with in two steps. In sub-section 6.2.2 a comparison is made between the poverty levels in PAP and Non-PAP districts in 1992, 2001 and 2006. Subsequently, in sub-section 6.2.3, the results of the regression analysis are presented.

#### 6.2.2 Poverty levels

Based on the methodology described in Chapter 5, Sub-section 5.2.1, the following three tables were created. It should be noted that there are no *Cruceñas* who find themselves in the poorest stratum ('Marginality', see Table 8, Chapter 5).

**Table 16: Poverty levels Districts according to 1992 Census, % of total per district**

District Stratum	1	2	3	4	5	6 P PAP	7 P PAP	8 P PAP	9	10	11	12* PAP	Total	Total Cases**
Satisfied BN	30,4	52,6	40,2	35,8	19,5	16,3	9,2	4,8	22,1	14,8	64,7	1,8	31,6	197,637
Threshold of Poverty	28,0	26,1	30,3	32,6	19,9	25,8	26,7	17,4	23,1	25,0	22,2	11,1	25,5	158,973
Moderate Poverty	36,5	20,0	26,9	29,9	47,4	45,8	52,9	59,7	45,5	50,6	12,7	63,4	36,2	226,087
Poor	5,1	1,3	2,5	1,6	13,1	12,1	11,3	18,0	9,3	9,6	0,5	23,6	6,7	41,793
<b>Total 1992</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>624,490</b>

\*: As described in Chapter 5, District 12 did not exist as such in 1992. However, part of the area that would become District 12, was already inhabited in 1992 and consisted of six 'Zonas censales' (PAP, 1998, Map 1). For this study, these Zonas were grouped together under the name 'District 12'.

\*\* : Numbers refer to the population in each stratum

Source: INE (1992)

The table clearly indicates that PAP has selected the poorest districts in Santa Cruz. It also shows that there existed one district (district 5) with comparable poverty levels. The reason that this district was not selected as control area is that here other donors were active. This was also the case in district 9, which has been chosen as control group, but this was limited to only a few UVs. Within district 9 UVs were selected as control group in which no particular projects were executed.

**Table 17: Poverty levels Districts according to 2001 Census, % of total per district**

District Stratum	1	2	3	4	5	6 PAP	7 PAP	8 PAP	9	10	11	12 PAP	Total	Total Cases*
Satisfied BN	44,8	72,8	58,7	49,0	34,4	23,1	16,3	11,1	35,3	26,5	80,9	10,9	34,9	377,926
Threshold of Poverty	46,7	25,6	37,4	44,5	47,5	57,9	60,8	48,1	53,5	55,2	18,5	48,9	46,9	508,022
Moderate Poverty	8,2	1,5	3,8	6,5	17,7	18,9	21,6	38,9	11,1	17,7	0,6	37,7	17,4	188,343
Poor	0,3	0,0	0,1	0,0	0,4	0,1	1,3	2,0	0,2	0,7	0,0	2,5	0,7	7,820
<b>Total 2001</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>1,082,111</b>

\*: Numbers refer to the population in each stratum  
Source: INE (2001)

**Table 18: Poverty levels Districts according to 2006 study, % of total per district**

District Stratum	1	2	3	4	5	6 PAP	7 PAP	8 PAP	9	10	11	12 PAP	Total	Total Cases*
Satisfied BN	58,7	72,4	45,6	68,7	39,5	19,8	22,8	7,8	21,9	20,8	63,9	8,1	28,7	8,425
Threshold of Poverty	31,1	24,5	46,3	23,1	34,8	42,0	45,0	46,4	44,8	46,5	31,6	40,2	40,1	11,754
Moderate Poverty	9,9	3,1	6,8	8,1	23,8	35,8	30,2	44,0	32,5	32,0	4,5	49,8	29,8	8,723
Poor	0,3	0,0	1,2	0,0	1,9	2,5	2,0	1,8	0,8	0,8	0,0	1,9	1,4	411
<b>Total 2006</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>29,313</b>

\*: Numbers refer to the population in each stratum study was a representative sample (see Chapter 5)  
Source: CEP (2006)

A first way to look at the development of poverty at the district level, is comparing the 2006 results with the 1992 data. Poverty has dropped quite substantially in all districts of Santa Cruz. In the following table the changes in the two poverty strata have been calculated for the PAP districts 6-12 and the Non-PAP districts 1, 5, 9 and 10. These were the areas that formed part of PAP's document in which the selection criteria, Districts and UVs were developed (PAP, 1998; see Chapter 5, Section 5.3.1).

Obviously, poverty levels have dropped dramatically in all districts, especially in case of the 'poverty' stratum. Within the PAP districts, number 7 has witnessed the largest decline of total poverty, reaching a level of poverty incidence, which is comparable with the average of Santa Cruz as a whole. The table further confirms that poverty in District 1 is the lowest.



**Table 19: Development of poverty levels PAP districts and control group, non-PAP, districts, 1992 – 2006, % of total per district**

District	1992			2006			Changes 1992-2006		
	Moderate Poverty	Poverty	Total Poverty	Moderate Poverty	Poverty	Total Poverty	Moderate Poverty	Poverty	Total poverty
PAP districts									
6	45.8	12.1	57.9	35.8	2.5	38.3	-10.0	-9.6	-19.6
7	52.9	11.3	64.2	30.2	2.0	32.2	-22.7	-9.3	-32.0
8	59.7	18.0	77.7	44.0	1.8	45.8	-15.7	-16.2	-31.9
12	63.4	23.6	87.0	49.8	1.9	51.7	-13.6	-21.7	-35.3
Some NON-PAP district									
1	36.5	5.1	41.6	9.9	0.3	10.2	-26.6	-4.8	-31.4
5	47.4	13.1	60.5	23.8	1.9	25.7	-23.6	-11.2	-34.8
9	45.5	9.3	54.8	32.5	0.8	33.3	-13.0	-8.5	-21.5
10	50.6	9.6	60.2	32.0	0.8	32.8	-18.6	-8.8	-27.4

Source: Elaboration of Tables 16 and 18.

An alternative way of looking at the development of poverty levels is the following:

$$\frac{\text{Moderate poverty per district} + \text{Poverty per district}}{\text{Total poverty in Santa Cruz}}$$

As can be evinced from Tables 16-18, total poverty in Santa Cruz is equivalent to 42.9% (36.2% moderate poverty + 6.7% poverty) in 1992, 18.1% in 2001, and 31.2% in 2006.

The result of this exercise is a number that expresses the *relative position* of a district as its poverty situation is concerned. In other words, this facilitates a quick comparison of the districts as to its position on poverty: the higher the number, the 'worse' the position of a district on the 'poverty scale'. Once again, of the PAP District, number 7 shows the greatest improvement.

**Table 20: Development of relative position poverty level of PAP and Non-PAP poor districts**

Districts	1992	2001	2006
6 PAP	1,350	1,050	1,228
7 PAP	1,497	1,265	1,032
8 PAP	1,811	2,260	1,468
12 PAP	2,028	2,221	1,657
1	0,970	0,470	0,327
5	1,410	1,000	0,824
9	1,277	0,624	1,067
10	1,403	1,017	1,051
<b>Total</b>	<b>1,000</b>	<b>1,000</b>	<b>1,000</b>

Source: Elaboration of Tables 16-19

To facilitate a comparison in the development of the position of PAP vs. Non-PAP districts, the following picture emerges:

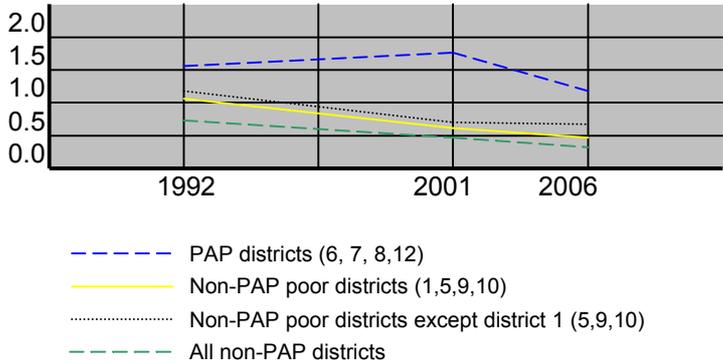
**Table 21: Summary development of relative position PAP/Non-PAP poor Districts**

Year	1992	2001	2006	Change 1992-2001	Change 2001-2006	Change 1992-2006
PAP districts (6, 7, 8,12)	1,546	1,750	1,147	0,204	-0,603	-0,399
Non-PAP poor districts (1,5,9,10)	1,039	0,618	0,481	-0,421	-0,137	-0,558
Non-PAP poor districts except district 1 (5,9,10)	1,171	0,706	0,701	-0,465	-0,005	-0,470
All Non-PAP districts	0,758	0,488	0,318	-0,270	-0,170	-0,440

Source: census data

Table 21 demonstrates that PAP was concentrated in the poorest districts of Santa Cruz (districts 6, 7, 8 and 12). It further shows that the PAP districts experienced not only an absolute improvement as can be concluded from the tables 16 to 18, but also a relative improvement during the 2001-2006 period. The relative position of the other categories remained about the same. The relative position of the four sub-groups is further illustrated in the graph below.

**Relative position PAP versus Non-PAP districts**



The question is whether the relative improvement of PAP in the 1992-2006 and/or 2001-2006 timeframes can be explained by the PAP programme. A difficulty for the analysis of a possible relation between poverty and PAP activities is the so-called selection bias. As mentioned above the PAP project selected the poorest districts in Santa Cruz, which could have influenced the change of poverty in the UVs in these districts. In other words the change in poverty could be larger in the districts that are poorer in the initial situation without any relation with PAP. These issues will be dealt with in the following section.

**6.2.3 Regression**

Regression analysis has been executed for the different sub-periods and for different samples. In order to check on a potential selection bias a number of regressions have been run in which the sample of Non-PAP UVs has been adjusted. The first variant included the PAP and all non-PAP regions. The second and third regressions were based on samples that included UVs from districts 1, 5, 9 and 10 or UVs from districts 5, 9 and 10 respectively.

The general regression equation reads as follows:

$$Y(t) - Y(t-1) = a_1 + a_2 * Y(t-1) + a_3 * Dummy\_PAP + a_4 * Dummy\_PAP * Y(t-1)$$

In which  $Y(t)$  symbolizes the proportion of poor per UV divided by the proportion of poor for all UVs;  $t$  and  $t-1$  are respectively 2001 and 1991, and  $t$  and  $t-1$  respectively 2006 and 2001.

Dummy\_PAP = 0.0 for Non-PAP UV's and = 1.0 for PAP UV's

The equation describes the change in the relative position of the UVs at the poverty scale in Santa Cruz as a function of the initial relative poverty position. It is expected that the decline in poverty is greater for the UVs that show relative high poverty levels than in UVs that are better off in the starting period. The analysis distinguishes two sub-periods (1992–2001; and 2001–2006). The results of these regressions are for

the sample with UV's PAP districts and all UV's Non-PAP districts:

$$Y - Y(t-1) = 0.206 - 0.744 * Y(t-1) + 0.921 * \text{Dummy\_PAP} - 0.268 * \text{Dummy\_PAP} * Y(t-1) \quad R^2 = 0.721$$

(2.917) (6.793) (5.221) (2.037)

the sample with UV's PAP districts and UV's from poor Non-PAP districts (UV's 1, 5, 9, and 10):

$$Y - Y(t-1) = 0.265 - 0.650 * Y(t-1) + 0.861 * \text{Dummy\_PAP} - 0.362 * \text{Dummy\_PAP} * Y(t-1) \quad R^2 = 0.736$$

(1.810) (3.438) (3.565) (1.737)

the sample with UV's PAP districts and UV's from poor Non-PAP districts (UV's 5, 9, and 10):

$$Y - Y(t-1) = 0.479 - 0.685 * Y(t-1) + 0.647 * \text{Dummy\_PAP} - 0.327 * \text{Dummy\_PAP} * Y(t-1) \quad R^2 = 0.766$$

(1.669) (1.901) (1.824) (0.877)

The results confirm the general picture presented in Table 21, namely that the change in poverty, measured as the proportion of poor in comparison with the overall proportion of poor, is greater in UVs where PAP has been active than for Non-PAP UVs during the 2001-2006 period. With one exception the regressions show statistically significant differences regarding the coefficients for the 2001-2006 period. The results for the other periods do not show significant differences, which is not surprising since PAP started just before 2001.

The estimated equations for the 2001-2006 period can be rewritten as follows:

PAP UVs:  $\Delta Y = 1.126 - 1.012 * Y_{2001}$

Non-PAP UVs:  $\Delta Y = 0.206 - 0.744 * Y_{2001}$

poor Non-PAP districts (UV's 1, 5, 9, and 10):  $\Delta Y = 0.265 - 0.650 * Y_{2001}$

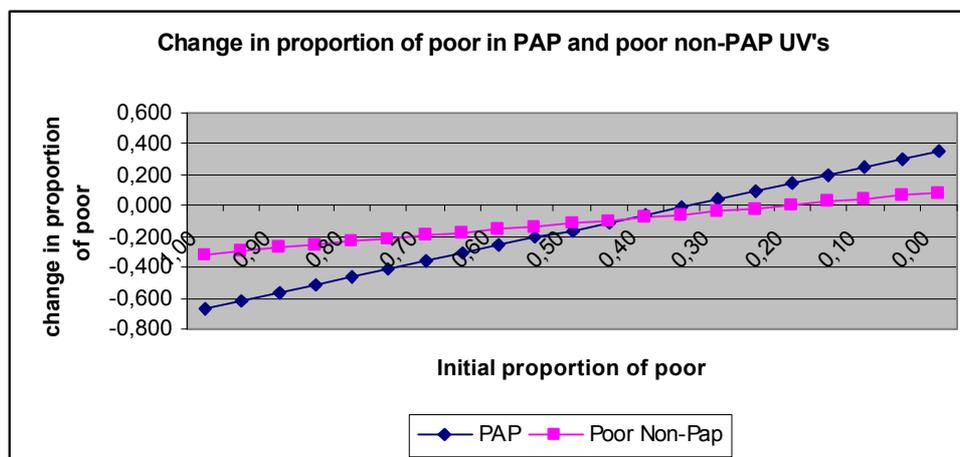
poor Non-PAP districts (UV's 5, 9, and 10):  $\Delta Y = 0.479 - 0.685 * Y_{2001}$

They all show that the change in relative poverty is indeed negatively related to the relative poverty level in the starting year. In order to understand the implications of the estimated equations they have been re-written in terms of proportions of poverty as follows:

$$Z_{2006} - Z_{2001} = a_1 * \check{Z}_{2001} + (1 - a_2) * (\check{Z}_{2006} / \check{Z}_{2001}) * Z_{2001} - Z_{2001}$$

In which:  $Z$  is the proportion of poor in respectively PAP UVs and Non-PAP UVs and  $\check{Z}$  is defined as the proportion of poor for all UVs together.

The picture below presents the equations for respectively PAP and poor Non-PAP UV's. It can be interpreted as follows: in case the initial percentage of poor was below 40% the equation predicts a greater decline in poverty for the poor Non-PAP UVs. In case of an UV with 100% poor in the initial year (in the case of the sample 2001) the PAP equation predicts a decline of 67 percentage points over the period (in this case the 2001-2006 period) against only 31 percentage points of the poor Non-PAP equation. The equations show that the decline in the proportion of poor in PAP-UV's is the biggest for UVs that had a share of poor above approximately 40% in the initial year (in 2001 this was reported for UV's in districts 8 and 12).



Rather than relying on the dummies only, a number of regressions has been tried with (transformations of) the investments made by PAP in the various UVs. These regressions did however not show any significant improvement of the regression results reported here.

To conclude, the hypothesis that the poverty situation in PAP districts has improved more than in the poor Non-PAP districts is confirmed for the UVs with a proportion of poor of more than 40% in 2001. The regression results show that given an initial proportion of poor of less than 62% the decline in poverty was bigger in non-PAP UVs than in PAP UVs. This result is in line with the expectation that PAP was in particular effective in the poorest districts.

It should however be mentioned that the regression analysis suffers from a lack of information about specific characteristics of the PAP UVs and the Non-PAP UVs. This might have seriously affected the estimated coefficients (bias as a result of omitted variables). A clear example of such a factor is that migration to and from the PAP districts was relatively larger than in the Non-PAP districts. As a result people who benefited from PAP might have left the PAP UVs, whereas the PAP project might have attracted poorer people from outside Santa Cruz. Unfortunately the available dataset does not allow testing this hypothesis.

#### 6.2.4 Indirect impact on access to basic services

It is reasonable to argue that PAP might have had an indirect positive impact on access to basic services through the establishment of a participatory planning methodology aimed at strengthening consultative decision-making processes. Therefore, the study analysed the improvement in access to basic services across the same three sub samples that were surveyed to assess the micro level impact of educational infrastructure and integrality ('PAP basic' – 50 respondents from District 7, UV 96; 'PAP integrated' – 50 respondents from District 6, UV 144; 'Non PAP' – 50 respondents from District 9, UV 115).

The results are mixed and do not support the conclusion that PAP had an unequivocal positive impact on access to basic services. There are no statistically significant differences between the sub-samples concerning the number of households that reported an improvement (or deterioration) in their access to drinking water and electricity. As far as sewer system, garbage collection and access to transport services are concerned, there are some statistically significant differences between the three sub-samples (significance level .01). However, these do not point to a clear positive impact of PAP. By way of illustration, a larger number of respondents in sub-sample 'PAP basic' reported an improvement in sewer system services compared to the other sub-samples. By contrast, a larger number of respondents belonging to the control group reported an improvement in garbage collection services and in transport services compared to the other two PAP sub-samples.

## 6.3 Micro level impact: educational infrastructure and integrity

### 6.3.1 Introduction

This section reports on the results of the analysis directed at measuring the impact of educational infrastructure and of the integrated approach. The hypothesis is that educational infrastructure projects had an impact on the school attendance and performance of children and on the available time of mothers to engage in productive activities, training courses and social and political actions, and whether there was a higher impact in UVs where classrooms and other educational-related infrastructure were introduced than in those UVs where only classrooms were built. The population, including that of the control group, was defined as mothers with children in the school-going age.

**Table 22: Sub-samples**

District	UV	Sub-sample	No of questionnaires
7	96	Only classrooms ('PAP basic')	50
6	144	Integral: classrooms, bathrooms, libraries etc. ('PAP integrated')	50
9	115	Non-PAP	50

The section is divided into four parts. In sub-section 6.3.2 the general characteristics of the beneficiaries of PAP educational infrastructure projects are outlined. Sub-section 6.3.3 describes the effects of PAP on the educational infrastructure. Findings regarding the impact on children school attendance and performance are discussed in sub-section 6.3.4. In sub-section 6.3.5 the impact in terms of the time available to mothers is described. Sub-section 6.3.6 contains the conclusions.

As usual, the significance level selected for the analysis is 1%. Whenever relevant, the section also indicates statistically significant differences at the 5% and 10% levels.

The analysis below differentiates between three sub-samples: 'PAP low MF', 'PAP high MF' and 'Non PAP'. However, if appropriate, the section also reports on the difference between the sub-sample derived by aggregating the two PAP sub-samples (i.e. 'PAP low MF' and 'PAP high MF') and the sub-sample 'Non PAP'. Furthermore, it should be emphasised that the analysis of the data included the differentiation between respondents that moved to the PAP areas before and after 2002.

The differentiation between the three sub-samples 'PAP low MF', 'PAP high MF' and 'Non PAP', the differentiation between the aggregated 'PAP' sub-sample and the 'Non PAP' one, and the further differentiation between respondents that moved to the PAP areas before and after 2002 ensures a thorough analysis of the data along multiple dimensions, with the ultimate objective of constructing a reliable framework for detecting the impact of the programme under investigation.

For a summary of the significance levels of this part of the study see Appendix 11.

### 6.3.2 Characteristics of the sub-samples

This sub-section presents the beneficiaries' general characteristics. These are compared to the general characteristics of the control group. The aim is to assess whether the sub-samples can be meaningfully compared when measuring the PAP impact.

#### ***Length of residence***

The vast majority of the respondents surveyed moved to their neighbourhood after 1997. 82.0% of the interviewees of sub-sample 'PAP basic' moved to their current neighbourhood between 1997 and 2006. The corresponding percentage for sub-sample 'PAP integrated' is 72.0. In the case of sub-sample 'Non PAP', 70.8% of the inhabitants moved to their current neighbourhood in the same time frame. The table below shows the percentages of the inhabitants that moved to their current

neighbourhood for the three sub-samples over five-year periods starting in 1987. The differences between the sub-samples are not statistically significant.

**Table 23: Length of residence in current UVs**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Prior to 1997	9	18,0	14	28,0	14	29,2
1997-2001	22	44,0	26	52,0	16	33,3
2002-2006	19	38,0	10	20,0	18	37,5
<b>Total</b>	50	100,0	50	100,0	48	100,0

These results are a clear indication of the demographical dynamics of a city like Santa Cruz.

**Box 4: Demographics, projects and impact measurement**

At this point, it is relevant to shed light on the potential implications of the demographics for PAP and (measuring) its impact.

As was explained in Chapter 2, the largest demographic increase in Santa Cruz takes place in the poor districts (outside the fourth ring). It is important to note that in the period between the 1992 and 2001 censuses, the 3 PAP districts that existed already in 1992 had the largest annual growth:

- District 6: 11.86%
- District 7: 7.02%
- District 8: 11.35%

Only District 10 had a similar growth rate: 7.18%. The average growth of Santa Cruz in this period was 5.06% (PLOT, based on INE, 2005, p. 90).

The significance of migration as a growth factor is undeniable. According to the census of 2001, 427,000 *Cruceños* were migrants, i.e. 38% of the total population. About one third of these migrants had arrived between 1996 and 2001, indicating the continuing importance of migration. For the PAP districts, the percentages were as follows:

- District 6: 37%
- District 7: 36%
- District 8: 41%
- District 12: 57%

(District 12 was the most recent expansion of Santa Cruz and legally established in the 1990s).

According to several interviewees, besides the continuing importance of migration as a growth factor, another important demographic process that adds to urban dynamics is the flows of intra urban migration, within and between districts.

These complex population changes as well as the numbers involved not only pose daunting problems to policy makers, but also interfere with programmes like PAP and with studies that attempt to measure the impact of these interventions. Thus, many effects in the UVs/neighbourhoods 'evaporate' because beneficiaries migrate (e.g. residents whose ability to 'communicate needs and expectations' has been raised). Or, because of the changing socio-economic and ethnic composition of the neighbourhood population, the 'ability to organise' decreases, whereas the number of classrooms built by a programme simply might not be sufficient to cover the rapidly increasing number of children.

### ***Mother's age and civil status***

The mean age of respondents in sub-samples 'PAP basic', 'PAP integrated' and 'Non PAP' was 37, 37 and 39 years respectively. The difference is not statistically significant. Considering the civil status of the respondents, the mothers belonging to sub-sample 'PAP basic' were characterised by the following distribution: 50.0% married, 22.0% single parents, 22.0% partnership arrangements, and 6.0% widows. The percentages for sub-sample 'PAP integrated' were respectively 52.0, 18.0, 30.0 and 0.0. As far as the control group is concerned, 67.3% of the respondents were married, 2.0% were single parents, 26.5% had a partnership arrangement and 2.0% were widows. It should be noted that there is a statistically significant difference (significance level .05) between the three groups in terms of the mother's civil status.

### ***Mother's educational level***

The educational level of the mothers belonging to the three sub-samples is shown in the tables below. The differences are not statistically significant.

**Table 24: Educational level**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
	Primary education	30	60,0	25	50,0	22
Secondary education and higher	20	40,0	25	50,0	27	55,1
<b>Total</b>	50	100,0	50	100,0	49	100,0

### ***Number of children, age and gender***

There is no statistically significant difference between the sub-samples in terms of average number of children: 2.5 for sub-samples 'PAP basic' and 'PAP integrated', and 2.7 for sub-sample 'Non PAP'. Similarly, there is no statistically significant difference concerning the number of male and female children across the sub-samples. The following table shows the number and the average age of the first, second, third, etc. children per sub-sample. Also these differences are not statistically significant.

**Table 25: Average age of first, second, third, etc. child**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	Average	n	Average	n	Average
	First child	50	12,4	50	12,6	50
Second child	40	10,1	37	9,7	40	11,7
Third child	22	8,8	25	8,2	23	10,2
Fourth child	9	8,0	8	6,3	5	10,8
Fifth child	5	6,6	4	5,2	2	11,0
Sixth child	2	3,5	1	3,0	2	6,5
Seventh child	0	0,0	1	1,0	1	5,0

<b>Total</b>	128	7,0	126	6,6	123	9,6
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### **Household employment conditions**

No statistically significant differences were identified when looking at household employment conditions across the sub-samples. 95.2% of the fathers in sub-sample 'PAP basic' and 91.5% of the fathers in sub-sample 'PAP integral' were employed. The corresponding figure for the control group was 100.0%. 4.8% of the fathers in sub-sample 'PAP basic' and 6.4% of those in sub-sample 'PAP integral' were unemployed.

### **Conclusion on characteristics of the survey**

The analysis above clearly shows that the three sub-samples, 'PAP basic', 'PAP integrated' and 'Non PAP' have a high degree of similarity. The three sub-samples only present statistically significant differences concerning the mothers' civil status. However, as these differences are minor, it can be concluded that the three sub-samples can be meaningfully compared when assessing the impact of PAP.

### **6.3.3 Effects of PAP on the educational infrastructure**

Among others, PAP was directed at improving the educational infrastructure of the areas in which it was implemented, with the expectation that this would have a broader impact on poverty levels. Mothers belonging to the three sub-samples were therefore asked whether they perceived any improvement concerning classrooms, sport fields, libraries and the availability of sanitary facilities. The table below presents an overview of the findings.

**Table 26: Improvements to educational infrastructure**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Classrooms	42	87,5	40	81,6	24	49,0
Sport fields	15	32,6	36	83,7	22	44,9
Libraries	7	17,5	10	22,2	10	50,0
Sanitary facilities	18	40,0	5	11,3	25	52,1

All differences between the sub-samples are statistically significant. Firstly, there is a statistically significant difference concerning classroom improvements with a higher percentage of respondents from sub-samples 'PAP basic' and 'PAP integrated' reporting an improvement (87.5% and 81.6% respectively) compared to the control group (49.0%). Secondly, there are statistically significant differences when considering the perceived changes of sport fields. Whereas 83.7% of mothers belonging to sub-sample 'PAP integrated' reported an improvement, the corresponding figures for mothers of sub-samples 'PAP basic' and 'Non PAP' are 32.6% and 44.9% respectively. In addition, 13.0% of mothers of sub-sample 'PAP basic' stated that the sport fields actually deteriorated, compared to only 2.3% of respondents of sub-sample 'PAP integrated' and 0.0% of respondents of sub-sample 'Non PAP'. Thirdly, there are statistically significant differences also in relation to the perceived changes of libraries. Whereas 22.2% of mothers belonging to sub-sample 'PAP integrated' reported an improvement, the corresponding figures for mothers of sub-samples 'PAP basic' and 'Non PAP' are 17.5% and 50.0% respectively. In addition, 37.5% of mothers of sub-sample 'PAP basic' stated that the library actually deteriorated, compared to only 13.4% of respondents of sub-sample



'PAP integrated' and 5.0% of respondents of sub-sample 'Non PAP'. Fourthly, a larger percentage (52.1) of women of sub-sample 'Non PAP' reported an improvement of sanitary facilities. By contrast, 40.0% of women of sub-sample 'PAP basic' and only 11.3% of women of sub-sample 'PAP integrated' indicated a similar trend.

It can therefore be concluded that PAP mainly contributed to the improvement of classrooms and sport fields, whereas in the case of libraries and sanitary facilities its effect has been limited.

### 6.3.4 PAP impact on children school attendance and performance

This sub-section analyses the relationship between classroom improvements and the effects of these on children school attendance and performance. The issue of changes to teachers' commitment is also briefly dealt with as an additional explanatory factor.

Concerning the availability and quality of classrooms, the tables below show that a higher percentage (69.4) of respondents of sub-sample 'PAP basic' reported an increased availability compared with respondents of sub-sample 'PAP integrated' (48.9) and sub-sample 'Non PAP' (10.9). Similarly, a higher percentage (77.5) of respondents of sub-sample 'PAP basic' reported an increased quality compared with respondents of sub-sample 'PAP integrated' (71.1) and sub-sample 'Non PAP' (21.3). In both cases the differences are statistically significant.

**Table 27: Changes to availability of classrooms**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Worsened	4	8,2	14	29,8	4	8,7
No change	11	22,4	10	21,3	37	80,4
Improved	34	69,4	23	48,9	5	10,9
<b>Total</b>	49	100,0	47	100,0	46	100,0

**Table 28: Changes to quality of classrooms**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Worsened	4	8,2	8	17,8	1	2,1
No change	7	14,3	5	11,1	36	76,6
Improved	38	77,5	32	71,1	10	21,3
<b>Total</b>	49	100,0	45	100,0	47	100,0

The table below shows the perception of teachers' dedication across the three sub-samples. The differences are statistically significant (significance level .1), as is the case when the two PAP sub-samples (i.e. 'PAP basic' and 'PAP integrated') are aggregated and compared to the control group (significance level .05).

**Table 29: Teachers' dedication**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Worsened	7	14,9	6	13,1	1	2,2
No change	19	40,4	26	56,5	30	65,2
Improved	21	44,7	14	30,4	15	32,6
<b>Total</b>	<b>47</b>	<b>100,0</b>	<b>46</b>	<b>100,0</b>	<b>46</b>	<b>100,0</b>

Concerning the effect of changes in the educational infrastructure on children school performance, there are statistically significant differences between the sub-samples. As illustrated in the following table, a higher percentage of respondents from sub-samples 'PAP basic' and 'PAP integrated' indicated that all children improved (65.3 and 62.0 respectively) compared to the control group (50.0). By contrast, 0.0% of mothers from the control group reported that no children improved, compared to 12.2% of mothers belonging to sub-sample 'PAP basic' and 22.0% of mothers belonging to sub-sample 'PAP integrated'.

**Table 30: Changes to school performance**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
No child improved	6	12,2	11	22,0	0	0,0
All children improved	32	65,3	31	62,0	25	50,0
Some children improved	11	22,5	8	16,0	25	50,0
<b>Total</b>	<b>49</b>	<b>100,0</b>	<b>50</b>	<b>100,0</b>	<b>50</b>	<b>100,0</b>

Very similar percentages (98 for the two PAP sub-samples and 96 for the control group) of mothers across the three sub-samples indicated that their children regularly attended school. However, there was a slight difference, though not statistically significant, regarding the need to take children out of school: this was the case for 10.2% of mothers of sub-sample 'PAP basic', 6.0% of mothers of sub-sample 'PAP integrated', and 4.0% of mothers of sub-sample 'Non PAP'.

**Box 5: The construction of classrooms and the quality of education**

Participants of two focus group sessions in UV 96 with mothers and local leaders were satisfied with the construction of four classrooms. However, with respect to the quality of the teaching and the school management the participants were very negative: "the pedagogic quality is very low", "teachers come to work when they see fit, the director of the school does not control them at all", "only the teachers who are paid by the parents provide good quality".

Participants of two focus group sessions in UV144 with former local leaders and teachers were

more positive about the school: “the quality of the school is ‘regular’, we do not have many problems with the teachers, the level of the education is reasonable”, “we could even say that in the last years, the quality of the school has improved”. On the other hand, teachers and leaders alike complained about the quality and quantity of, for example, chairs: “many things are lacking”.

**Conclusion on PAP impact on children school attendance and performance**

PAP has brought about some tangible improvements to the educational infrastructure, as exemplified by the improvements in the availability and quality of classroom. In this respect, a statistically significant higher percentage of respondents from the sub-samples ‘PAP basic’ and ‘PAP integrated’ reported improvements compared to the control group. However, this has not resulted in an unambiguous improvement in children’s performance. Compared to the control group, a higher percentage of mothers from the sub-samples ‘PAP basic’ and ‘PAP integrated’ reported both that the performance of all children had improved as well as that the performance did not change. Similarly, PAP does not seem to have substantially influenced school attendance.

**6.3.5 PAP impact on time available to mothers**

This sub-section analyses the impact of PAP on the time available to mothers to engage in different activities. As explained in Chapter 5, Section 3.2, the questionnaire used and the data analysis are based on the key concepts of the livelihood approach.

As shown in the table below, a higher percentage of mothers belonging to both sub-samples ‘PAP basic’ and ‘PAP integrated’ were engaged in an economic activity than the control group. In the case of sub-sample ‘PAP basic’, the difference is statistically significant (significance level .1) with 49% of mothers reporting being engaged compared to only 28.0% of mothers of the ‘Non PAP’ sub-sample.

**Table 31: Number of mothers engaged in an economic activity**

	‘PAP basic’		‘PAP integrated’		‘Non PAP’	
	n	%	n	%	n	%
Engaged	24	49,0	16	32,0	14	28,0
Non engaged	25	51,0	34	68,0	36	72,0
<b>Total</b>	49	100,0	50	100,0	50	100,0

In all sub-samples the majority of mothers engaged in an economic activity reported retailing as the main sector of employment. This was the case for 54.2% of mothers of sub-sample ‘PAP basic’, 43.8% of mothers of sub-sample ‘PAP integrated’, and 50.0% of mothers of sub-sample ‘Non PAP’. Most working mothers reported being employed on a regular basis (62.5% mothers of sub-sample ‘PAP basic’, 81.3% of mothers of sub-sample ‘PAP integrated’, and 93.8% of mothers of sub-sample ‘Non PAP’) and a small minority being insured (12.5% mothers of sub-sample ‘PAP basic’, 6.3% of mothers of sub-sample ‘PAP integrated’, and 12.5% of mothers of sub-sample ‘Non PAP’). The only statistically significant difference (significance level .1) concerns the higher percentage of working mothers belonging to the control group reporting being employed on a regular basis. The table below shows the respondents answers when asked whether they perceived their income as sufficient and whether their personal or household income had improved over the previous 5 years.

**Table 32: Perceived sufficiency of the income, increase in level of personal income, and increase in level of household income**

	‘PAP basic’	‘PAP integrated’	‘Non PAP’

	n	%	n	%	n	%
Sufficient income	7	29,2	3	18,8	2	14,2
Increased personal income	11	45,8	5	31,2	4	28,4
Increased household income	17	34,7	15	31,2	12	24,0

The differences in the perceived sufficiency of the income and in the perceived increase in the level of personal and household income are not statistically significant. However, in all three cases the respondents of the sub-sample 'PAP basic' reported a higher (increase in) income than the respondents of sub-sample 'PAP integrated' and, particularly, than the respondents of the control group.

Mothers of sub-sample 'PAP basic' indicated that on average they spent 54.8% of their time doing housework and 32% on economic activities. Mothers of sub-sample 'PAP integrated' reported that the percentage of time spent doing housework and on economic activities was 68.7% and 21.6% respectively. The corresponding percentages for the control group were 60.1% and 30.5%. The differences are not statistically significant.

When asked whether they had any time constraint to perform an economic activity, to participate in training, to join a club or association, to enjoy some spare time, or to devote sufficient time to the family, the respondents of the three sub-samples provided the following responses:

**Table 33: Time constraint to perform various activities**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Economic activity	21	42,8	14	28,0	11	40,7
Training	30	61,2	24	48,0	6	22,2
Join a club or association	25	51,0	15	30,0	5	18,5
Enjoy some spare time	21	42,8	15	30,0	8	29,6
Devote more time to the family	13	26,5	4	8,0	24	51,1

The most important reasons behind the time constraints appear to be the difficulty faced by the interviewed mothers to reconcile the conflicting demands of family and work. It should be pointed out that the different responses between the three sub-samples are statistically significant in relation to the time available for training and to join a club or association (where respondents belonging to the control group reported comparatively less time constraints) as well as concerning the time available to devote to the family (where respondents belonging to the control group reported comparatively more time constraints).

As, among others, PAP consisted of providing educational infrastructure in the form of new classrooms, the respondents were asked whether they had more time due to the school improvements. This was indeed the case for 77.6% of mothers of sub-sample 'PAP basic', 78.0% of mothers of sub-sample 'PAP integrated', and 77.6% of mothers of sub-sample 'Non PAP'. There is no statistically significant difference between the sub-samples.

More specifically, the establishment of an 'educational facility' in the neighbourhood had an immediate influence on the mothers in all the three sub-samples. When there was no school in their UV or neighbourhood, mothers had to bring their children to schools in other UVs or even to the centre of Santa Cruz. By having a school within walking distance, mothers gained a considerable amount of time.

**Box 6: Schools in the neighbourhood: parents' initiatives**

A remarkable similarity between the three UVs is that it was the parents, and particularly the mothers, who took the initiative to find an educational facility near their home. In UV 96 the children had classes in a house which was rented by the parents, who also paid for the teachers themselves. In UV144, in the mid 1990s the parents met informally (not as part of, e.g., a Neighbourhood Committee) and rented a building - the LG paid for the rent. Also in non-PAP UV 134 it was the parents who started a school.

Following these 'informal' initiatives, it was also through the parents' efforts that a 'real school' was established in the three UVs. Only then external interventions took place.

Parents not only started a school and constructed (part of) the formal school, they also pay at least a proportion of the salaries of the teachers. Through the Junta Escolar (School Committee) and individually, especially the mothers are very involved in their children's education.

However, as shown by the tables below, only a very small number of respondents took part in a training course or were elected or appointed to a public office over the previous 5 years. The only statistically significant difference (significance level .05) concerns the higher number of mothers of sub-sample 'PAP integrated' that attended a training course (24.0% of mothers compared to 8.2% of mothers of sub-sample 'PAP basic' and 6.0% of mothers of sub-sample 'Non PAP').

**Table 34: Participation in training course or election/appointment to public office**

	'PAP basic'		'PAP integrated'		'Non PAP'	
	n	%	n	%	n	%
Participated	4	8,2	12	24,0	3	6,0
Elected/appointed	2	4,1	2	4,0	4	8,0

**Conclusion on PAP impact on time available to mothers**

PAP does not seem to have had a major impact on the time available to the interviewed mothers to engage in productive activities. On the one hand, a higher percentage of mothers belonging to both sub-samples 'PAP basic' and 'PAP integrated' were engaged in an economic activity than the control group. On the other, higher percentage of working mothers belonging to the control group reporting being employed on a regular basis. Issues related to income appeared to be uncorrelated to the PAP intervention as the differences between the three sub-samples in the perceived sufficiency of the income and in the perceived increase in the level of personal and household income are not statistically significant. However, it should be noted that in all these cases the respondents belonging to sub-sample 'PAP basic' reported a higher level of engagement and a higher level of income than the respondents belonging to sub-sample 'PAP integrated' and, particularly, than the respondents belonging to sub-sample 'Non PAP'.

Concerning the issue of time constraints to perform an economic activity, to participate in training, to join a club or association, to enjoy some spare time, and to devote sufficient time to the family, the evidence is not clear-cut: by way of illustration, respondents from the control group reported less time constraints in relation to the time available for training and to join a club or association, but more in relation to the time available to devote to the family.

In addition, when the respondents were asked whether they had more time due to the school improvements, 77.6% of mothers of sub-sample 'PAP basic', 78.0% of mothers of sub-sample 'PAP integrated', and 77.6% of mothers of sub-sample 'Non PAP' answered that this was indeed the case. Even though there is no statistically significant difference between the sub-samples, it appears that improvements in the educational infrastructure had a positive influence on time availability.

It should be emphasised that there is a statistically significant difference between the three sub-samples concerning the higher number of mothers of sub-sample 'PAP integrated' that attended a

training course: 24.0% compared to 8.2% of mothers of sub-sample 'PAP basic' and 6.0% of mothers of sub-sample 'Non PAP'.

Mothers of sub-sample 'PAP integrated' followed courses on such different subjects as 'health care', 'preparing deserts', 'alphabetisation' and 'communal security'. The vast majority of these courses had a maximum duration of half a day and were organised by the local government, a political party or the Red Cross. There is no clear indication that the statistically significant difference between the sub-samples can be explained by PAP's intervention, e.g. by a greater awareness of the importance to attend training courses. During focus group sessions with local leaders and with teachers only a training activity in the mothers' centre and some courses organised by the international NGO World Vision were recalled.<sup>8</sup>

### 6.3.6 Conclusions

The table below summarises the results of this survey on children school attendance and performance, and time constraints for mothers to be involved in productive activities.

**Table 35: Micro level impact: educational infrastructure and integrity**

	'PAP'	'Non PAP'	Significance level
Changes to classrooms, improved	84.5%	49.0%	.01
Changes to sport fields, improved	57.3%	44.9%	.05
Changes to libraries, improved	20.0%	50.0%	.05
Changes to sanitary facilities, improved	25.8%	52.1%	.01
Availability of classrooms desks, improved	59.7%	10.9%	.01
Quality of classrooms desks, improved	74.4%	21.3%	.01
Teachers' dedication, improved	37.6%	32.6%	.05
School performance, improved	63.6%	5.0%	.01
Regular school attendance children	98.0%	96.0%	n.s.
Need to take children out of school	8.1%	4.0%	n.s.
Mothers engaged in economic activity	40.0%	28.0%	n.s.
Regular employment	70.0%	93.8%	.1
Mothers insured	10.0%	12.5%	n.s.
Sufficiency of income	25.0%	14.2%	n.s.
Increase in level of personal income	40.0%	28.4%	n.s.
Increase in level of household income	32.3%	24.0%	n.s.
Time constraint for economic activity	34.7%	40.7%	n.s.
Time constraint for training	54.5%	22.2%	.01
Time constraint for joining club	40.4%	18.5%	.05
Time constraint for spar time	36.4%	29.6%	n.s.
Time constraint for family	17.2%	51.1%	.01
More time due to school improvements	77.8%	77.6%	n.s.
Participation in training courses	16.1%	6.0%	.1

<sup>8</sup> However, participants did remember the construction of a library, a community centre, etc.

Election to public office	4.0%	8.0%	n.s.

**School attendance and performance of children**

PAP has brought about some tangible improvements to the educational infrastructure, as exemplified by the improvements in the availability and quality of classroom. In this respect, a statistically significant higher percentage of respondents from the sub-samples ‘PAP basic’ and ‘PAP integrated’ reported improvements compared to the control group. However, this has not resulted in an unambiguous improvement in children’s performance. On the one hand, a higher percentage of respondents from sub-samples ‘PAP basic’ and ‘PAP integrated’ indicated that all children improved (65.3% and 62.0% respectively) compared to the control group (50.0%). On the other, 0.0% of mothers from the control group reported that no children improved, compared to 12.2% of mothers belonging to sub-sample ‘PAP basic’ and 22.0% of mothers belonging to sub-sample ‘PAP integrated’. Similarly, PAP does not seem to have substantially influenced school attendance.

**Time available to mothers**

PAP does not seem to have had a major impact on the time available to the interviewed mothers to engage in productive activities. On the one hand, a higher percentage of mothers belonging to both sub-samples ‘PAP basic’ and ‘PAP integrated’ were engaged in an economic activity than the control group. On the other, higher percentage of working mothers belonging to the control group reporting being employed on a regular basis. Also issues related to income appeared to be uncorrelated to the PAP intervention as the differences between the three sub-samples in the perceived sufficiency of the income and in the perceived increase in the level of personal and household income are not statistically significant. However, it should be noted that in all these cases the respondents belonging to sub-sample ‘PAP basic’ reported a higher level of engagement and a higher level of income than the respondents belonging to sub-sample ‘PAP integrated’ and, particularly, than the respondents belonging to sub-sample ‘Non PAP’. Concerning the issue of time constraints to perform an economic activity, to participate in training, to join a club or association, to enjoy some spare time, and to devote sufficient time to the family, the evidence is not clear-cut. It should be emphasised that there is a statistically significant difference between the three sub-samples concerning the higher number of mothers of sub-sample ‘PAP integrated’ that attended a training course: 24.0% compared to 8.2% of mothers of sub-sample ‘PAP basic’ and 6.0% of mothers of sub-sample ‘Non PAP’.

**6.4 Micro level impact: scholarships for vocational training**

This section briefly reports on the results of the analysis directed at measuring the impact of scholarships for vocational training on young men and women. The hypothesis is that the matching grant funds for young men and women who were to follow vocational training courses would have an impact on their skills and qualifications, on their position on the labour market, their financial/economic situation and on their position in social networks. The impact of PAP was therefore assessed by focusing on a number of relevant dimensions: skills and qualifications, position on the labour market, financial and physical capital, as well as social and political capital.

However, the research team encountered insurmountable difficulties in identifying beneficiaries of the scholarship programme. This is reflected in the fact that the PAP sample, comprising 100 inhabitants living in District 8, included only one beneficiary of a PAP scholarship, thereby preventing the possibility of drawing any meaningful conclusion on the impact of PAP.

Bearing in mind that due to the limited number of scholarship beneficiaries overall, and PAP scholarship beneficiaries in particular, no clear cut conclusions can be drawn based on the statistical analysis, what follows provides some insights on the effect of scholarships.

There is a statistically significant difference as more interviewees of sub-sample ‘PAP’ participated in training (25.0%) compared to the control group (13.7%) (significance level .05). However, there is no statistically significant difference concerning how the training was funded, even though a higher percentage (87.5) of ‘PAP’ respondents used their own resources. The corresponding percentage for

the 'Non PAP' respondents is 71.4. 12.5% of 'PAP' respondents and 21.4% of 'Non PAP' respondents received scholarships to attend training courses (though it should be noted that this corresponds to only 3 respondents in both sub-samples).

30.3% of interviewees of sub-sample 'PAP' reported having a fixed salary, compared to 39.0% of respondents of sub-sample 'No PAP'. The difference is not statistically significant. Similarly, when considering different categories of average monthly income, no statistically significant differences were identified. However, when asked whether they could save part of their monthly income, a higher percentage of respondents (40.4) from sub-sample 'PAP' indicated that that was the case. The corresponding percentage for the control group was 26.0. The difference is statistically significant (.05). Moreover, 30.0% of respondents belonging to the sub-sample 'PAP' reported owning a house compared to only 12.7% of the control group. The difference is statistically significant.

### **Box 7: Evaluation study scholarship programme**

Only after the fieldwork was finished and the drafting of the report was in a concluding phase, a copy of a study regarding the scholarship programme was made available to the research team: 'Programa medias becas PAP-Santa Cruz: inversión en un futuro mejor para jóvenes de los Distritos 6, 7, 8 y 12', published in June 2001.

The study was divided into two parts. The first one reported on the evaluation of the scholarship programme in District 8 in 2000. The second part reported on the monitoring and evaluation of the programme in Districts 6, 7 and 12 in 2001 (in fact January-April 2001).

The objective of Part I was to obtain clear data on the results of the 2000 programme. Specific themes concerned the number of beneficiaries that concluded their studies, the number that did not finish the course and the reason for this, the relation between the type of employment the ex-beneficiaries had at the time and the course they had followed, and their opinion about the course. Research instruments included interviews (with PAP staff, representatives of the participating institutions), questionnaires (administered to 84 beneficiaries) and the analysis of relevant programme documents. According to the report, 444 people participated in the programme.

To a certain extent the results of the evaluation were positive. For example, the majority of the beneficiaries were very pleased with the institutions where they had studied. They only had some reservations about the quantity and quality of facilities available such as access to computers. As their position on the labour market is concerned, the results were mixed: in one case 25% of the beneficiaries had a job; in another case 4% was working while 56% continued to study at a university or a secondary school. Financial reasons mainly explained why some beneficiaries dropped off.

The objective of Part II was the monitoring of the agreements between PAP and the participating institutions, the progress of the beneficiaries and an evaluation of this progress. The methodology consisted of interviews, analysis of relevant documents and evaluation meetings with beneficiaries (using a questionnaire). According to the report 859 people participated in the programme. Generally, the results of this part resemble those of the first study.

Quoting representatives of participating institutions, parents of beneficiaries, NCPP leaders and beneficiaries, the report was positive about the programme, particularly about the possibilities it offered to the marginalized sectors of Santa Cruz to study. However, the report was concerned about the position of the students on the local labour market.

The report mentioned several limitations of the programme, for example the selection of participants and the lack of information on the career paths that could be followed. These observations were followed by some recommendations.

## **6.5 Micro level impact: the process**

### **6.5.1 Introduction**

The Participatory Planning Method (MPP) was a key element of the programme. By encouraging and training people to participate in the development process of their neighbourhood, the expectation was that inhabitants' political capital (i.e. level of participation, awareness of the right to participate, capacity to communicate needs and expectations, organisation and negotiation skills) would increase. Within the MPP, particular attention was paid to the gender aspects in an attempt to reduce the imbalance at the level of participation between men and women.



This section is divided into six parts. In the next sub-section the respondents' general characteristics are outlined. In sub-section 6.4.3 the respondents' knowledge of PAP and perceptions of the appropriate level of decision making are presented. In sub-section 6.4.4 the impact in terms of level of participation and awareness of the right to participate. Findings regarding the impact on the capacity to communicate needs and expectations are dealt with in sub-section 6.4.5. The impact of PAP on organisation and negotiation skills is discussed in sub-section 6.4.6. The overall impacts of PAP on the inhabitants' political capital is summarised in sub-section 6.4.7.

**Table 36: Sub-samples Survey III**

Sub-samples	District and UV	N questionnaires
I Relatively low amount of MF projects (‘PAP low MF’)	District 6: UV 197 District 7: UV 89 District 8: UV 160	101
II Relatively high amount of MF projects (‘PAP high MF’)	District 6: UV 144 District 7: UV 229b District 8: UV 156	102
III Non-PAP	District 9 : UV 115 District 9 : UV 130	100

As usual, the significance level selected for the analysis is 1%. Whenever relevant, the section also indicates statistically significant differences at the 5% and 10% levels.

The analysis below differentiates between three sub-samples: ‘PAP low MF’, ‘PAP high MF’ and ‘Non PAP’. However, if appropriate, the section also reports on the difference between the sub-sample derived by aggregating the two PAP sub-samples (i.e. ‘PAP low MF’ and ‘PAP high MF’) and the sub-sample ‘Non PAP’. Furthermore, it should be emphasised that the analysis of the data included the differentiation between respondents that moved to the PAP areas before and after 2002.

The differentiation between the three sub-samples ‘PAP low MF’, ‘PAP high MF’ and ‘Non PAP’, the differentiation between the aggregated ‘PAP’ sub-sample and the ‘Non PAP’ one, and the further differentiation between respondents that moved to the PAP areas before and after 2002 ensures a thorough analysis of the data along multiple dimensions, with the ultimate objective of constructing a reliable framework for detecting the impact of the programme under investigation.

For a summary of the significance levels of this part of the study see Appendix 12.

### 6.5.2 Respondents' characteristics

This sub-section presents the respondents' (sub-sample ‘PAP low MF’ and sub-sample ‘PAP high MF’) general characteristics (i.e. Districts and UVs of residence, age, gender, and educational level). These are compared to the general characteristics of the control group (sub-sample ‘Non PAP’). The aim is to assess whether the sub-samples can be meaningfully compared when measuring the PAP impact.

#### ***Length of residence***

Over 40% of the respondents surveyed across the three sub-samples moved to their neighbourhood after 1997. In particular, 45.0% of the interviewees of sub-sample ‘PAP low MF’ moved to their current neighbourhood between 1997 and 2006. The corresponding percentage for sub-sample ‘PAP high MF’ is 70.5%. In the case of sub-sample ‘Non PAP’, 62.3% of the inhabitants moved to their current neighbourhood in the same time frame. The table below illustrates in detail the respondents' length of residence across the three sub-samples, measured by when they moved to their current neighbourhood. The differences between the three sub-samples are statistically significant.

**Table 37: Length of residence in current neighbourhood**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Prior to 1997	55	55,0	29	29,5	37	37,7
1997-2001	25	25,0	37	37,8	23	23,5
2002-2006	20	20,0	32	32,7	38	38,8
<b>Total</b>	100	100,0	98	100,0	98	100,0

**Respondents' age and gender**

The mean age of respondents in sub-samples 'PAP low MF', 'PAP high MF' and 'Non PAP' was 43, 42 and 39 years respectively. The table below illustrates the respondents' gender across the three sub-samples. The age and gender differences are not statistically significant.

**Table 38: Respondents' gender**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Female	61	60,4	48	47,1	58	58,0
Male	40	39,6	54	52,9	42	42,0
<b>Total</b>	101	100,0	102	100,0	100	100,0

**Respondents' educational level**

The educational level of the respondents of sub-samples 'PAP low MF', 'PAP high MF' and 'Non PAP' is shown in the table below. The differences are not statistically significant.

**Table 39: Educational level**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Primary education	44	44,9	34	33,7	27	27,0
Secondary education and higher	54	55,1	67	66,3	73	73,0
<b>Total</b>	98	100,0	101	100,0	100	100,0

**Conclusion on respondents' characteristics**

The analysis above clearly shows that the respondents belonging to the three sub-samples 'PAP low MF', 'PAP high MF' and 'Non PAP' show a high degree of similarity. As a result, it can be concluded that the three sub-samples can be meaningfully compared in order to assess the impact of PAP.

### 6.5.3 General knowledge of PAP and perception of the appropriate level of decision making

This sub-section analyses the respondents' general knowledge of PAP and their perception of the appropriate level of decision making. Whereas the first issue is dealt with in relation to sub-samples 'PAP low MF' and 'PAP high MF' only, the second one is analysed by comparing the three sub-samples.

As shown in the table below (which compares the level of awareness of PAP, NCPP and NDP), only a low percentage (9.0) of respondents belonging to both the two UVs in which PAP was implemented were aware of the programme. However, if the PAP respondents that moved into their current neighbourhood before 2002 are differentiated from those that did so after 2002, it surfaces that 10.7% of those that moved before 2002 reported knowing the programme compared to only 5.8% of those that moved after 2002. The difference is statistically significant (significance level .05). Of the respondents that reported being aware of the programme, 44.4% from sub-sample 'PAP low MF' knew when PAP was implemented compared to 0.0% of respondents from sub-sample 'PAP high MF'. This difference between the two sub-samples is statistically significant. When asked whether they knew the PAP Foundation, 18.8% of respondents of sub-sample 'PAP low MF' and 17.0% of respondents of sub-sample 'PAP high MF' answered affirmatively.

Similar percentages of respondents were familiar with the NCPP. As with the level of awareness of PAP, the difference between the two sub-samples is not statistically significant. Of the respondents that reported being familiar with the NCPP, over 70.0% from both sub-samples knew the specific function of the committee.

An even lower percentage of respondents (6.9% for sub-sample 'PAP low MF' and 5.0% for sub-sample 'PAP high MF') was aware of the 'Neighbourhood Development Plan' (NDP). 10.7% of all PAP respondents that moved into their current neighbourhood before 2002 reported knowing the NDP compared to only 2.9% of those that moved after 2002. The difference is statistically significant (significance level .05).

**Table 40: Level of awareness**

	6.5.3.1.1 'PAP low MF'		'PAP high MF'	
	n	%	n	%
	Aware of PAP	9	9,0	9
Aware of NCPP	8	7,9	7	7,0
Aware of NDP	7	6,9	5	5,0

Despite the general low level of awareness of existing bodies and mechanisms of local decision making, there was widespread agreement among the respondents of all sub-samples that it is mostly at the neighbourhood level where problems should be addressed and solved. 44.0% of respondents of sub-sample 'PAP low MF', 56.0% of sub-sample 'PAP high MF' and 57.0% of sub-sample 'Non PAP' indicated the neighbourhood as the preferred level of local decision making, followed by decision making arrangements comprising both neighbourhoods and UVs (10.0% of respondents across the three sub-samples). UVs and particularly Districts as key decision making levels were opted for by only a minority of respondents. There are no significant differences between the three sub-samples.

**Table 41: Level at which neighbourhood problems should be solved**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Neighbourhood	44	44,0	56	56,0	57	57,0
UV	8	8,0	7	7,0	7	7,0
District	4	4,0	7	7,0	4	4,0
Neighbourhood and UV	13	13,0	7	7,0	10	10,0
Neighbourhood and District	0	0,0	1	1,0	0	0,0
UV and District	2	2,0	0	0,0	0	0,0
All levels	13	13,0	1	1,0	1	1,0
Do not know	16	16,0	21	21,0	21	21,0
<b>Total</b>	100	100,0	100	100,0	100	100,0

**Box 7: Knowledge of PAP**

Participants of a focus group session in UV 160 (District 8), although having been living for 15 years in the area, do not know PAP or the NDPs. “I have never heard of that programme” says the leader of the recently founded NCPP (with support of the PAP Foundation). “The person who was the leader of the NC at that time [during the implementation of PAP] did everything by himself. Maybe I have got something on that programme in my archive, but I really do not remember PAP”.

However, in UV 89 (District 7) leaders did know PAP, the NCPP and NDP: “The reason why the NCPP does not exist anymore is because the Municipality did not cooperate with it”.

When asked whether they perceived the need for an organisation with decision-making powers at the UV level, over 70.0% of respondents across the three sub-samples (79.0% of respondents of sub-sample ‘PAP low MF’, 73.3% of sub-sample ‘PAP high MF’ and 70.7% of sub-sample ‘Non PAP’) answered affirmatively. Most respondents indicated that the main purpose of such an organisation would be to play a role in the general improvement of the neighbourhood and that its members should be elected.

**Table 42: Need for decision making organisation at the UV level**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Need	79	79,0	74	73,3	70	70,7
No need	21	21,0	27	26,7	29	29,3
<b>Total</b>	100	100,0	101	100,0	99	100,0

**Conclusion on general knowledge of PAP and perception of the appropriate level of decision making**

Respondents of both ‘PAP low MF’ and ‘PAP high MF’ showed a low level of knowledge about PAP. As no statistically significant differences between the two sub-samples were detected (except for the fact that a statistically significant higher percentage of respondents that moved into their

neighbourhood before 2002 indicated being aware of the programme and of the NDP, and a higher percentage of respondents from sub-sample 'PAP low MF' knew when the programme was implemented compared to respondents from sub-sample 'PAP high MF'), it can be concluded that the number of MFs did not considerably affect the general level of awareness, nor the overall views concerning the appropriate level of decision making.

#### 6.5.4 Level of participation and awareness of the right to participate

Considering Neighbourhood Committee (NC) meetings attendance, the majority of respondents across the three sub-samples stated that they never attended them. This was the case for 42.6% of respondents of sub-sample 'PAP low MF', 37.3% of respondents of sub-sample 'PAP high MF', and 39.0% of respondents of sub-sample 'Non PAP'. Only 12.9% of respondents of sub-sample 'PAP low MF', 15.7% of respondents of sub-sample 'PAP high MF', and 16.0% of respondents of sub-sample 'Non PAP' indicated that they often attended the NC meetings. Despite the higher attendance level of respondents belonging to sub-sample 'Non PAP', these differences are not statistically significant.

There are also no statistically significant differences between the three sub-samples when considering gender differences in participation at NC meetings, even though women's participation was lower across all sub-samples.

#### Box 8: Level of participation

During a focus group session in UV 197, the NC leaders complained about the level of participation of the residents: "They only attend meetings when they need something", "when we were struggling to get electricity, people participated whereas now they don't". They added: "people say, 'why should we participate, when there will be no results?'".

In UV 89 local leaders were more positive: "Recently the PAP Foundation entered our area and helped us to found an NCPP, they also donated six scholarships. People do participate." They were also positive about the participation of women: "It is the women who participate. Men are working outside the UV, return late, so they do not have time to participate in our meetings."

During a focus group session in a non-PAP UV (115, District 9) leaders also emphasised the key role played by women: "Women know the neighbourhood well, because they take their children to school, go to the market, so they are confronted with the daily problems of their neighbourhood." But also in this UV it is not easy to motivate the people: "Authorities promise so much and do so little and the people blame us for that, so it is not easy to motivate them to attend meetings. ... But the point is: when there is no pressure from our side, the authorities won't do anything." A positive element mentioned was that three NCs worked together "to get things done for the entire UV".

Similarly, in relation to school board meetings attendance, the majority of respondents across the three sub-samples stated that they never attended them. This was the case for 38.6% of respondents of sub-sample 'PAP low MF', 40.2% of respondents of sub-sample 'PAP high MF', and 53.0% of respondents of sub-sample 'Non PAP'. The corresponding percentages indicating those who often attended the school board meetings were 24.8%, 30.4% and 33.0%. Even though the difference is not statistically significant, in all three sub-samples more female respondents reported attending school board meetings than male ones.

As shown in the table below, a higher percentage of respondents belonging to sub-sample 'PAP high MF' indicated that, since 1998, they had been a leader in their NC. There is a statistically significant difference between sub-sample 'PAP high MF' and sub-sample 'Non PAP' (significance level .1). In all three sub-samples more male respondents reported having been a leader in their NC than female ones. On this issue, the three sub-samples do not differ in a statistically significant way. However, if 'PAP low MF' and 'PAP high MF' sub-samples are aggregated and compared to the 'Non PAP' one, there is a statistically significant difference (significance level .05) as a higher number of respondents from sub-sample 'Non PAP' reported the presence of female leaders.

By contrast, no statistically significant differences were detected in relation to the percentage of respondents across the three sub-samples who reported having been a leader in their school board since 1998. In all three sub-samples more female respondents reported having been a leader in their

school board than male ones. There are no statistically significant differences between the three sub-samples concerning gender and being a leader in the school board.

**Table 43: Leaders in their Neighbourhood Committee and school board since 1998**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
	Leader in NC	6	5,9	10	9,8	2
Leader in school board	8	8,0	6	5,9	6	6,0

Focusing on the general level of participation at neighbourhood level, there is a statistically significant difference between the three sub-samples. In particular, a higher percentage (21.8) of respondents belonging to sub-sample 'PAP high MF' indicated that their neighbours participate in the local affairs and a higher percentage (87.0) of respondents of the control group stated that their neighbours do not participate.

**Table 44: General perceived level of participation in the neighbourhood**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
	Inhabitants participate	12	11,9	22	21,8	11
Inhabitants do not participate	77	76,2	79	78,2	87	87,0
Do not know	12	11,9	0	0,0	2	2,0
<b>Total</b>	101	100,0	101	100,0	100	100,0

The table below show the respondents' perception on the participation of young people and women in the process of neighbourhood development. It clearly emerges that women are perceived as more active participants than young people even though, comparing these data with the ones related to gender differences described above, it should be pointed out that the perceived level of involvement does not correspond with the actual one. In both cases the difference between sub-sample 'PAP low MF' and the other two sub-samples is statistically significant.

**Table 45: Young people and women perceived participation in neighbourhood development**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
	Young people participate	11	10,9	10	10,0	13
Women participate	30	29,7	50	50,0	46	46,0

A key precondition for effective participation is the degree of awareness of the right to participate. In this respect, as shown in the table below, the Law of Popular Participation (LPP) was widely known among the respondents of the three sub-samples, mainly through written sources of information as well as television and radio. It should be noticed that 8.7% of respondents from sub-sample 'PAP low MF' and 14.3% of respondents from sub-sample 'PAP high MF' received training on the LPP. This compares with 6.0% of the control group. In all sub-samples more men than women reported being aware of the LPP. The percentages for sub-sample 'PAP low MF' and sub-sample 'PAP high MF' are respectively 75.0 and 62.3, and 70.4 and 64.6. The corresponding percentages for the control group are 73.8 and 62.1. Once again, the differences are not statistically significant. The table also shows the level of respondents' awareness regarding the Municipalities Law and the Environmental Law. There are no statistically significant differences between the three sub-samples concerning the knowledge of these two pieces of legislation.

**Table 46: Knowledge of Popular Participation, Municipalities and Environmental Laws**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Law of Popular Participation	68	67,3	69	67,6	67	67,0
Municipalities Law	23	22,8	22	21,6	22	22,0
Environmental Law	17	16,8	22	21,6	24	24,0

When asked whether they knew the existence of the Municipal Development Plan (MDP) and of the Annual Operational Plan (AOP), only 14.9% and 12.0% of respondents from sub-sample 'PAP low MF' responded affirmatively, compared to 23.5% and 20.0% of respondents of sub-sample 'PAP high MF' and 18.0% and 22.2% of respondents of sub-sample 'Non PAP'. These differences are however not statistically significant. In all sub-samples more men than women reported being aware of MDP and AOP. The gender difference is statistically significant in sub-sample 'PAP low MF' (knowledge of AOP) and sub-sample 'PAP high MF' (knowledge of MDP and AOP).

**Table 47: Knowledge of Municipal Development Plan and of Annual Operational Plan**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
MDP	15	14,9	24	23,5	18	18,0
AOP	12	12,0	20	20,0	22	22,2

Considering the respondents' knowledge of which projects at different levels had been included in the AOP, a statistically significant lower percentage of respondents from 'PAP high MF' (5.0) showed awareness of District level projects than respondents from 'PAP low MF' (20.0%) and 'Non PAP' (13.1%). Moreover, respondents that moved to the PAP areas before 2002 had a statistically significant higher level of awareness of neighbourhood projects (significance level .05) and Unidad Vecinal level projects (significance level .1) included in the AOP. No statistically significant differences were identified in relation to neighbourhood and Unidad Vecinal level projects, even though respondents from 'Non PAP' showed a general higher level of awareness. Regarding the gender dimension, approximately the same percentages of men and women were aware of the types of projects included in the AOP across the three sub-samples.

**Table 48: Awareness of projects included in the Annual Operational Plan**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
District projects	20	20,0	5	5,0	13	13,1
Unidad Vecinal projects	8	8,0	5	5,0	11	11,1
Neighbourhood projects	5	5,0	3	3,0	8	8,1

Despite the fact that a higher percentage of respondents belonging to sub-samples 'PAP low MF' and 'PAP high MF' reported having demanded to participate in the development process (mostly through a local organisation) than the control group, the differences are not statistically significant. Looking at the gender issue, the proportion of female and male inhabitants that requested to participate in the three sub-samples were the following: sub-sample 'PAP low MF' (13.3% of women and 12.5% of men), sub-sample 'PAP high MF' (6.4% of women and 7.5% of men), sub-sample 'Non PAP' (8.8% of women and 2.4% of men). Even though it is in sub-sample 'Non PAP' that a higher percentage of women requested to participate, there are no statistically significant differences.

**Table 49: Request to participate in the development process**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Did request	13	13,0	7	7,0	6	6,1
Did no request	87	87,0	93	93,0	93	93,9
<b>Total</b>	100	100,0	100	100,0	99	100,0

As shown in the last table of this section, it appears that the knowledge of PAP is conducive to the request to participate in the neighbourhood development process. 33.3% of respondents belonging to sub-sample 'PAP low MF' who were knowledgeable about PAP requested to participate, compared to only 11.0% who requested to participate without being knowledgeable about the programme. In the case of sub-sample 'PAP high MF', the difference is even more pronounced: 22.2% of respondents who were knowledgeable about PAP requested to participate, compared to only 5.5% who requested without being knowledgeable (though it should be pointed out that the absolute numbers are small and the differences are not statistically significant).

**Table 50: Relationship between knowledge of PAP and request to participate**

	'PAP low MF'				'PAP high MF'			
	Did request		Did not request		Did request		Did not request	
	n	%	n	%	n	%	n	%
	Knowledge of PAP	3	33,3	6	66,7	2	22,2	7



No knowledge of PAP	10	11,0	81	89,0	5	5,5	86	94,5

**Conclusion on the level of participation and awareness of the right to participate**

The overall conclusion of this section is that even though there are some statistically significant differences between the three sub-samples in terms of the respondents' level of participation and their awareness of the right to participate, the PAP programme did not have a clear and unequivocal impact on these two dimensions of political capital. Occurrences such as the low level of attendance, particularly among women, of neighbourhood council meetings, the general low level of public participation in the affairs of the neighbourhood and of awareness of the Municipal Development Plan and of the Annual Operational Plan, are common phenomena across the three sub-samples.

However, it should be emphasised that the LPP is widely known, mainly due to the role played by the local media (although 8.7% of respondents from sub-sample 'PAP low MF' and 14.3% of respondents from sub-sample 'PAP high MF' received training on the LPP compared with only 6.0% of the control group). Also, a higher percentage of respondents belonging to the two sub-samples 'PAP low MF' and 'PAP high MF' reported having demanded to participate in the development process than the control group (but once again the differences are not statistically significant).

The only meaningful statistically significant differences identified that show the effect of PAP concern 1) the higher percentage of respondents belonging to sub-sample 'PAP high MF' that reported having been a leader in their neighbourhood council compared to the control group, 2) the fact that a higher percentage (21.8) of respondents belonging to sub-sample 'PAP high MF' indicated that their neighbours participate in the local affairs and a higher percentage (87.0) of respondents of the control group stated that their neighbours do not participate, and 3) the higher level of knowledge, especially by respondents that moved to the PAP areas before 2002, of projects adopted at different levels and included in the AOP.

**6.5.5 Capacity to communicate needs and expectations**

This section explores the extent to which PAP has increased the capacity to communicate needs and expectations among the respondents of the two PAP sub-samples compared to the control group.

There are no statistically significant differences between the three sub-samples concerning the modalities of communicating family needs at the neighbourhood level: the vast majority of respondents either does not communicate them or uses informal channels. Only 11.0% of respondents of sub-sample 'PAP low MF', 9.0% of sub-sample 'PAP high MF', and 13.1% of sub-sample 'Non PAP' reported using the neighbourhood council.

**Table 51: Channels of communication for family needs at neighbourhood level**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Neighbourhood council	11	11,0	9	9,0	13	13,1
Informal meetings	40	40,0	46	46,0	35	35,4
Both	1	1,0	1	1,0	1	1,0
No communication	48	48,0	44	44,0	50	50,5
<b>Total</b>	100	100,0	100	100,0	99	100,0

As shown in the next table, similar conclusions can be drawn when looking at the modalities of communicating neighbourhood related issues. The majority of respondents across the three sub-samples does not communicate these issues or uses informal channels to do so. However, compared to the communication of family-related needs, a higher number of respondents across the sub-samples reported making use of the neighbourhood council meetings.

**Table 52: Channels of communication for neighbourhood related issues**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Neighbourhood council	29	29,0	21	21,0	28	28,3
Informal meetings	54	54,0	52	52,0	40	40,4
Both	2	2,0	24	24,0	6	6,1
No communication	15	15,0	3	3,0	25	25,3
<b>Total</b>	100	100,0	100	100,0	99	100,0

Only 2.0% of respondents belonging to sub-sample 'Non PAP' indicated having contacted development institutions in relation to family needs, compared to 10.9% for sub-sample 'PAP low MF' and 8.0% for sub-sample 'PAP high MF'. The difference is statistically significant. It should also be noted that by differentiating between that PAP respondents that moved into their current neighbourhood before or after 2002 it emerges that 11.5% of those that moved before 2002 reported having contacted development institutions in relation to family needs compared to only 5.7% of those that moved after 2002. The difference is statistically significant (significance level .05). Conversely, across the three sub-samples there are no statistically significant differences regarding contacting a development institution on neighbourhood related issues, with less than 10% of respondents across the three sub-samples that reported having done so.

**Table 53: Contact with development institutions in relation to family or neighbourhood issues**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Contact on family issues	11	10,9	8	8,0	2	2,0
Contact on neighbourhood issues	9	8,9	8	8,0	8	8,1

There are no statistically significant differences between the three sub-samples regarding participation in processes to identify neighbourhood problems or participation in neighbourhood development planning processes. In both cases, as shown by the following table, only a minority of respondents took part. All those that participated, except for one respondent belonging to sub-sample 'PAP high MF', indicated that some projects were eventually implemented as part of the planning processes.

**Table 54: Level of participation to identify neighbourhood problems or in neighbourhood development planning processes**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Neighbourhood problems	8	7,9	5	5,0	7	7,1
Neighbourhood processes	5	4,9	8	8,0	9	9,1

### **Conclusion on capacity to communicate needs and expectations**

PAP does not seem to have had any substantial impact in terms of increasing the capacity to communicate needs and expectations at the neighbourhood level. As the analysis above shows, the majority of respondents across the three sub-samples reported using mainly informal meetings to communicate neighbourhood related issues. Moreover, there are no statistically significant differences between the three sub-samples regarding public participation in processes to identify neighbourhood problems and public participation in neighbourhood development planning processes. The only statistically significant difference identified concerns the fact that only 2.0% of respondents belonging to sub-sample 'Non PAP' indicated having contacted development institutions in relation to family needs, compared to 10.9% for sub-sample 'PAP low MF' and 8.0% for sub-sample 'PAP high MF'.

### **6.5.6 Capacity to get organised and to negotiate**

Even though the percentage of respondents from sub-samples 'PAP low MF' who participated in setting up an organisation over the past 7 years was higher (11.9) compared to sub-samples 'PAP high MF' (6.0) and 'Non PAP' (6.0), the difference is not statistically significant. It should be noted that a higher percentage of women than men participated in both sub-samples 'PAP low MF' and 'PAP high MF' (14.8% versus 7.5% in sub-sample 'PAP low MF' and 6.4% versus 5.7% in sub-sample 'PAP high MF') compared to sub-sample 'Non PAP' (5.2% versus 7.1%). Once again, the difference is not statistically significant.

**Table 55: Participation in the establishment of any organisation in the last 7 years**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Has participated	12	11,9	6	6,0	6	6,0
Has not participated	89	88,1	94	94,0	94	94,0
<b>Total</b>	101	100,0	100	100,0	100	100,0

The table below shows the types of organisation that the respondents of the three sub-samples contributed in setting up.

**Table 56: Types of organisations**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
	Neighbourhood council	2	20,0	0	0,0	1
Cultural organisation	0	0,0	1	14,2	0	0,0
Sport organisation	1	10,0	2	28,6	0	0,0
Religious organisation	5	50,0	2	28,6	1	16,6
Social organisation	1	10,0	1	28,6	3	50,0
School board	1	10,0	0	0,0	1	16,6
<b>Total</b>	<b>10</b>	<b>100,0</b>	<b>6</b>	<b>100,0</b>	<b>6</b>	<b>100,0</b>

The vast majority of respondents across the three sub-samples also indicated not being part of any organisation (approximately 90% across the three sub-samples). Even though comparatively more respondents from sub-samples 'PAP low MF' and 'PAP high MF' were members than was the case concerning sub-sample 'Non PAP', and a higher proportion of these were leaders of their organisation (6 leaders and 6 members in sub-sample 'PAP low MF', 5 leaders and 5 members in sub-sample 'PAP high MF', 3 leaders and 5 members in sub-sample 'Non PAP'), these differences are not statistically significant. It should also be noted that 2 respondents of sub-sample 'PAP low MF' and 5 respondents of sub-sample 'PAP high MF' reported being members of neighbourhood councils, compared to 0 respondents of sub-sample 'Non PAP'.

There is also no statistically significant difference between the three sub-samples when looking at the gender dimension, although a higher percentage of women in sub-samples 'PAP low MF' (13.1%) and 'PAP high MF' (10.6%) were members of an organisation compared to sub-sample 'Non PAP' (5.2%).

**Table 57: Membership of organisation**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
	Member	12	12,0	11	11,1	8
Not member	88	88,0	88	88,9	92	92,0
<b>Total</b>	<b>100</b>	<b>100,0</b>	<b>99</b>	<b>100,0</b>	<b>100</b>	<b>100,0</b>

Of those who indicated being a member of an organisation, 75.0% respondents of sub-sample 'PAP low MF', 55.6% respondents of sub-sample 'PAP high MF' and 71.4% of respondents of sub-sample 'Non PAP' stated that the organisation in which they participated achieved some results such as the construction of classrooms, social activities, environmental improvements of the neighbourhood, and infrastructure works. Moreover, 48.5% respondents of sub-sample 'PAP low MF', 55.0% respondents of sub-sample 'PAP high MF' and 47.0% respondents of sub-sample 'Non PAP' maintained that they would like to be part of an organisation, particularly a neighbourhood council or a social organisation.

Lack of time was identified as being the main constraints across all sub-samples. These differences between the three sub-samples are not statistically significant.

The two tables below show that knowledge of PAP among respondents of sub-samples 'PAP low MF' and 'PAP high MF' increases both their desire to participate in the neighbourhood development process and their actual level of participation in the setting up of an organisation. All differences are statistically significant. However, in the first case this holds true only when differentiating between respondents that moved to the PAP areas before and after 2002 (significance level .05).

**Table 58: Knowledge of PAP and desire to participate**

	'PAP low MF'				'PAP high MF'			
	Desire		No desire		Desire		No desire	
	n	%	n	%	n	%	n	%
Knowledge of PAP	7	77,8	2	22,2	6	66,7	3	33,3
No knowledge of PAP	42	46,2	49	53,8	49	53,8	42	46,2

**Table 59: Knowledge of PAP and participation in establishing an organisation**

	'PAP low MF'				'PAP high MF'			
	Participation		No participation		Participation		No participation	
	n	%	n	%	n	%	n	%
Knowledge of PAP	3	33,3	6	66,7	5	55,6	4	44,4
No knowledge of PAP	9	10,0	81	90,0	6	6,7	84	93,3

There are no statistically significant differences concerning the level of participation in negotiations for obtaining projects for the neighbourhood, even though a higher percentage of participants (13.9%) among respondents from sub-sample 'PAP low MF' took part in the negotiations compared to sub-samples 'PAP high MF' (11.0%) and 'Non PAP' (8.0%). The reasons to negotiate were similar across the three sub-samples: mainly the need to obtain environmental and infrastructure improvements in the neighbourhood. In two cases in both sub-samples 'PAP low MF' and 'PAP high MF' the counterpart organisation with which negotiations were held was PAP.

Considering the gender dimension, in sub-sample 'PAP low MF' 13.1% of women and 15.0% of men participated in negotiations and in sub-sample 'PAP high MF' 8.7% of women and 13.0% of men took part. This compares to 3.4% of women and 14.3% of men in sub-sample 'Non PAP'. The difference is not statistically significant.

**Table 60: Participation in negotiations since 1998**

	'PAP low MF'		'PAP high MF'		'Non PAP'	
	n	%	n	%	n	%
Has participated	14	13,9	11	11,0	8	8,0

Has not participated	87	86,1	89	89,0	92	92,0
<b>Total</b>	101	100,0	100	100,0	100	100,0

In a substantial number of cases (50.0% of respondents of sub-sample 'PAP low MF', 36.4% of respondents of sub-sample 'PAP high MF' and 75.0% of respondents of sub-sample 'Non PAP') the negotiating process was characterised by protest actions such as road blocks, demonstrations and, in a minority of cases, strikes. In the vast majority of cases (78.6% of respondents of sub-sample 'PAP low MF', 85.7% of respondents of sub-sample 'PAP high MF' and 100.0% of respondents of sub-sample 'Non PAP') the negotiating process brought about some results. The differences between sub-samples are not statistically significant.

### **Conclusion on capacity to get organised and to negotiate**

Concerning the capacity to get organised and to negotiate, PAP does not seem to have had a clear impact on the two PAP sub-samples compared to the control group. However, bearing in mind that the differences are not statistically significant, it emerged that comparatively more respondents from sub-samples 'PAP low MF' and 'PAP high MF' were members of an organisation than was the case concerning sub-sample 'Non PAP', and a higher proportion of these were leaders of their organisation. Furthermore, it should be emphasised that knowledge of PAP among respondents of sub-samples 'PAP low MF' and 'PAP high MF' increases both their desire to participate in the neighbourhood development process and their actual level of participation in the setting up of an organisation. The majority of those who indicated being a member of an organisation across the three sub-samples reported achieving concrete results such as the construction of classrooms and environmental improvements of the neighbourhood.

### **6.5.7 Conclusions**

The table below summarises the results of this survey concerning the knowledge of the PAP programme, and its impact on the level of participation and awareness of the right to participate, on the capacity to communicate needs and expectations, and on organisation and negotiation skills.

**Table 61: Micro level impact: the process**

	'PAP'	'Non PAP'	Significance level
Aware of PAP	9.0%	n.r.	n.r.
Aware of NCPP	7.5%	n.r.	n.r.
Knowledge role NCPP	80.4%	n.r.	n.r.
Aware of NDP	6.0%	n.r.	n.r.
Knowledge PAP foundation	17.9%	n.r.	n.r.
Need for decision making body at UV level	76.1%	70.7%	n.s.
Often attended neighbourhood council meetings	14.3%	16.0%	.1
Leader in neighbourhood council	7.9%	2.0%	n.s.

Leader in school board	6.9%	6.0%	n.s.
Level of participation in neighbourhood	16.8%	11.0%	n.s.
Participation young people in neighbourhood	10.4%	13.0%	n.s.
Women participation in neighbourhood	39.8%	46.0%	n.s.
Women leaders in neighbourhood council	40.9%	56.0%	.05
Knowledge Popular Participation Law	67.5%	67.0%	n.s.
Knowledge Municipalities Law	22.2%	22.0%	n.s.
Knowledge Environmental Law	19.2%	24.0%	n.s.
Knowledge Municipal Development Plan	19.2%	18.0%	n.s.
Knowledge Annual Operational Plan	16.0%	22.2%	n.s.
Knowledge of neighbourhood projects in AOP	4.0%	8.1%	n.s.
Knowledge of UV projects in AOP	6.5%	11.1%	n.s.
Knowledge of district projects in AOP	12.5%	13.1%	n.s.
Requested to participate in development process	10.0%	6.1%	n.s.
Channels of Communication family needs	10.0%	13.1%	n.s.
Channels of Communication neighbourhood issues	25.0%	28.3%	n.s.
Contacted development institutions on family needs	9.5%	2.0%	.05
Contacted development institutions on neighbourhood	8.5%	8.1%	n.s.
Participated to identify neighbourhood problems	6.5%	7.1%	n.s.
Participated in neighbourhood development planning	6.5%	9.1%	n.s.
Participated in establishment of organizations	9.0%	6.0%	n.s.
Member of organizations	11.6%	8.0%	n.s.
Member of organizations and results	66.7%	71.4%	n.s.
Desire to be part of organization	51.7%	47.0%	n.s.
Participated in negotiations	12.4%	8.0%	n.s.

### Knowledge of the PAP programme

Respondents of both 'PAP low MF' and 'PAP high MF' showed a low level of knowledge about PAP. As no statistically significant differences between the two sub-samples were detected (except for the fact that a statistically significant higher percentage of respondents that moved into their neighbourhood before 2002 indicated being aware of the programme and of the NDP, and a higher percentage of respondents from sub-sample 'PAP low MF' knew when the programme was implemented compared to respondents from sub-sample 'PAP high MF'), it can be concluded that the number of MFs did not considerably affect the general level of awareness, nor the overall views concerning the appropriate level of decision making. At the same time, there is a clear demand among the inhabitants of the three Unidades Vecinales surveyed for localised mechanisms of decision making, demand that PAP seems to have been unable to fully meet.

### Level of participation and their awareness of the right to participate

The overall conclusion of this section is that even though there are some statistically significant differences between the three sub-samples in terms of the respondents' level of participation and their awareness of the right to participate, the PAP programme did not have a clear and unequivocal impact

on these two dimensions of political capital. Occurrences such as the low level of attendance, particularly among women, of neighbourhood council meetings, the general low level of public participation in the affairs of the neighbourhood and of awareness of the Municipal Development Plan and of the Annual Operational Plan, are common phenomena across the three sub-samples.

However, it should be emphasised that the LPP is widely known, mainly due to the role played by the local media (although 8.7% of respondents from sub-sample 'PAP low MF' and 14.3% of respondents from sub-sample 'PAP high MF' received training on the LPP compared with only 6.0% of the control group). Also, a higher percentage of respondents belonging to the two sub-samples 'PAP low MF' and 'PAP high MF' reported having demanded to participate in the development process than the control group (but once again the differences are not statistically significant).

The only meaningful statistically significant differences identified that show the effect of PAP concern 1) the higher percentage of respondents belonging to sub-sample 'PAP high MF' that reported having been a leader in their neighbourhood council compared to the control group, 2) the fact that a higher percentage (21.8) of respondents belonging to sub-sample 'PAP high MF' indicated that their neighbours participate in the local affairs and a higher percentage (87.0) of respondents of the control group stated that their neighbours do not participate, and 3) the higher level of knowledge, especially by respondents that moved to the PAP areas before 2002, of projects adopted at different levels and included in the AOP.

### **Capacity to communicate needs and expectations**

PAP does not seem to have had any substantial impact in terms of increasing the capacity to communicate needs and expectations at the neighbourhood level. As the analysis above shows, the majority of respondents across the three sub-samples reported using mainly informal meetings to communicate neighbourhood related issues. Moreover, there are no statistically significant differences between the three sub-samples regarding public participation in processes to identify neighbourhood problems and public participation in neighbourhood development planning processes. The only statistically significant difference identified concerns the fact that only 2.0% of respondents belonging to sub-sample 'Non PAP' indicated having contacted development institutions in relation to family needs, compared to 10.9% for sub-sample 'PAP low MF' and 8.0% for sub-sample 'PAP high MF'.

### **Capacity to get organised and to negotiate**

Concerning the capacity to get organised and to negotiate, PAP does not seem to have had a clear impact on the two PAP sub-samples compared to the control group. However, bearing in mind that the differences are not statistically significant, it emerged that comparatively more respondents from sub-samples 'PAP low MF' and 'PAP high MF' were members of an organisation than was the case concerning sub-sample 'Non PAP', and a higher proportion of these were leaders of their organisation. Furthermore, it should be emphasised that knowledge of PAP among respondents of sub-samples 'PAP low MF' and 'PAP high MF' increases both their desire to participate in the neighbourhood development process and their actual level of participation in the setting up of an organisation. The majority of those who indicated being a member of an organisation across the three sub-samples reported achieving concrete results such as the construction of classrooms and environmental improvements of the neighbourhood.



## 7 APPRAISAL II: PAP AND ITS IMPACT ON POLICIES OF URBAN POVERTY REDUCTION

### 7.1 Introduction

The second research question for this impact study reads as follows: ‘What has been the impact of PAP on the currently accepted and used methodology for participatory poverty policies in urban Bolivia?’.

More specifically, the objective was to compare the current policy of urban poverty alleviation policy and implementation to the practice prior to PAP. In order to measure the impact, the study focussed on these institutions that worked in close cooperation with the PAP programme, i.e., local NGOs and the Local Government (LG). Furthermore, since the NCPPs formed a crucial element of the MPP (in fact a multi stakeholder model in which the NGOs and LG also participated), it was decided to include them in this part of the study.

Data was collected by means of interviews with representatives of NGOs and the LG, focus group sessions with NGOs, sub-mayors of poor districts and leaders of grassroots organisations and the study of (policy) documents.<sup>9</sup>

### 7.2 Local government

#### 7.2.1 Introduction

According to the ‘execution agreement’ between the Dutch embassy and the Municipality, the LG of Santa Cruz would act as the ‘local executing authority’ of the PAP programme (see Chapter 4). It also would hold the presidency of the Steering Committee (SC) of PAP and contribute US\$ 500,000 to the implementation of projects. Furthermore, the LG would act as an Executing Entity (EE) especially in the Multiplier Fund (MF) projects.

Since the LG was expected to adopt the MPP as an innovative planning instrument for the alleviation of urban poverty, several of the specific objectives of PAP were directed towards the Municipality (see Box 2, Chapter 4). One objective aimed at the strengthening of the LG regarding its participative planning capacity, whereas another referred to the awareness of the LG of urban poverty problems and its possible solutions. According to the Dutch co-director, one of the “principal challenges” of PAP was:

*“...to shift the LG in the area of UPA [Urban Poverty Alleviation] towards a process of participatory planning and project implementation...”* (van Oosterhout, 2002, p. 6)

In fact, PAP was expected to support an effective application of the recently introduced Law of Popular Participation (LPP). Among other objectives, this law intended to change the relations between the local state and civil society by assigning a greater role in policy formulation and implementation to the latter. By means of the MPP, PAP provided civil society and especially the urban poor and their representatives (the Territorial Based Organisations – TBOs –<sup>10</sup> and the Vigilance Committees – VCs –) with an instrument to effectively exercise these newly obtained rights. The above mentioned PAP objectives regarding the LG were closely related to this change of relations they would only be relevant in a situation in which the LG would accept the new role of civil society in the policy cycle.

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<sup>9</sup> For the methodology, see Chapter 5, for question lists, organisations/individual key informants interviewed and documents used for this section, see the Appendix.

<sup>10</sup> In fact the Neighbourhood Committees (NC’s; see Chapter 3).

## 7.2.2 Impact of PAP on the LG

In March 2005, a local act (*Ordenanza Municipal*) was ratified by the municipal council concerning the programme of administrative deconcentration. The act provided a legal basis for the redistribution of powers, responsibilities and financial resources from the local government to the sub-municipalities (*sub alcaldías*) of the districts (see Nijenhuis, 2002, p. 23, text Local Act 018/2005). The act referred explicitly to PAP, participative planning, the NCPPs and the NDPs. In fact, these were considered an integral part of the local deconcentration policy:

*...The programme [of deconcentration] must have a participative character...The results of the participation of the residents and the organisations ...should be concrete...decisions should be based on the needs of the population on the District and UV level [as formulated] in the District and Neighbourhood Development Plans, many of them already elaborated by PAP and PLOT (latest urban development plan of Santa Cruz)...*

Among other objectives, the deconcentration programme aimed to...

*...consolidate the NCPPs that were founded by the PAP Foundation...<sup>11</sup>*

whereas it considered the NDPs...

*...an instrument that contains the needs of the neighbourhood population on the level of the UVs, collected during a process of participative planning...*

Apparently, PAP and its MPP were embraced by the local authorities and thus, a number of the programme's most relevant objectives were realized.<sup>12</sup> However, in interviews and focus group sessions, serious doubts were raised towards the practical significance of the *Ordenanza*.

Firstly, various interviewees, even those close to the LG, observed a continued centralist tendency within the LG.

*"There exists little support for the deconcentration policy within the Municipality...there exists an attitude which is heavily in favour of continued centralization..."*

The recently appointed director of the municipal planning department acknowledged the bureaucratic character of the LG and particularly his own department, a situation that leaves little space for new initiatives like the redistribution of power, responsibilities and funds to lower administrative levels.

Secondly, actors at the District level were not pleased at all with the deconcentration policy of the LG. The sub-mayors of the Districts considered themselves subcontractors of the LG, without any policy instruments, human resources and funds at their disposal; consequently they are repeatedly accused by the residents and organisations like the NCs of "doing nothing" for the District. Since these functionaries are not elected but appointed by the LG, they do not feel nor are considered an integral part of the District community but as an 'extension piece' of the LG.

Apparently, although PAP was instrumental in changing the legal environment, in practice the transfer of its participative planning approach to the LG and thus making the MPP a structural part of local policies and the LPP leaves much to be desired. There exist several factors that explain this situation.

Firstly, several interviewees referred to structural factors and in particular to the absence of a tradition of urban planning; the Techint plan of 1958 was practically the only initiative and experience in this field (see Chapter 2). According to one key informant, planning has always been the '*pato feo* (ugly duck)' in Santa Cruz, whereas another argued that this attitude seemingly is very persistent. At the same time, although the city of La Paz developed viable urban development plans and participation became an important element in local policy, the attitude towards these subjects in Santa Cruz has hardly changed, not even among the present LG, that appointed one of Santa Cruz' most prominent urban planners on key positions.

Secondly, the political climate during the implementation of PAP and its MPP was not ready yet. The LG was in hands of a political party, the *Unión Cívica Solidaridad* (UCS), which had no interest in a

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<sup>11</sup> For information on the 'PAP Foundation', see next sub-section.

<sup>12</sup> In the document 'Una nueva visión de la planificación participativa urbana', the background of the act, (LPP, decentralisation etc) and particularly the PAP model and the role/tasks of the PAP Foundation were described in detail.

programme like PAP with its emphasis on participation. PAP progress reports continuously pointed to this lack of interest. During an interview the former Dutch co-director recalled how difficult it was to arrange meetings with the LG representatives to get the programme started.<sup>13</sup> Being efficient in the execution of infrastructure projects, PAP showed that it was possible to build (e.g.) classrooms much cheaper and much faster than companies contracted by the municipality. This created a tension and an atmosphere of competition between PAP and the LG, which was hardly beneficial for the adoption of the MPP by the latter.<sup>14</sup>

Thirdly, some interviewees referred to the fact that PAP was efficient, because of its autonomous status, the possibility to hire highly qualified staff and because of its large budget. In this view, in the course of the years, PAP behaved more and more like a 'traditional' foreign development project, that acted on its own and doing too little to get the MPP adopted by the LG.

## 7.3 NGOs

### 7.3.1 Introduction

Local NGOs had three roles in the PAP programme. First, they occupied a seat in the SC, which was held by representatives of CIDCRUZ and SEAPAS.<sup>15</sup> Secondly, on the initiative of PAP, local NGOs formed an 'Urban Forum of NGOs'. The Forum's central task would be to disseminate the experiences of the programme, to incorporate their experiences in Santa Cruz in the PAP programme and to form a base for the NGO fraction in the SC. The third role of the NGOs was that of Executing Entities (EEs), which became its most important role. As EE, the NGOs supported the NCPPs in the planning process, in particular in the formulation of the Neighbourhood Development Plans (NDPs). They also executed the capacity strengthening workshops for the NCPPs as well as those for the population of the UVs. The NGOs further co-executed the SAF projects. NGOs were assigned a District where they would implement the interventions. As such CIDCRUZ was particularly active in District 8, 'Casa de la Mujer' in District 6 and IDEPRO in District 12. Universities also formed part of PAP's EEs, e.g. Universidad NUR worked in District 12 (PAP, Volume 6, Annex 6, 2002, pp. 55-74).<sup>16</sup>

### 7.3.2 Impact of PAP on NGOs

PAP did not have a direct impact on the way local NGOs prepare and execute their interventions in the field of poverty reduction. None of the NGOs that were interviewed, all former EEs, make use of the PAP model.

One of the ways these organisations could have used the experience with the programme, would have been a close, structural, cooperation within their sector. This could be elucidated as follows. Convergence and coordination among stakeholders, e.g. NGOs, was a central element of PAP. The Urban Forum was created to this end. However, from the beginning the Forum did not function well, meetings were sparse and often convened by the Technical Team of PAP, not by the Forum itself. Already in 2000, a mid-term review mission concluded that the Forum was not successful as a binding factor among the few NGOs working in Santa Cruz, nor in functioning as an autonomous entity (Wils et al, 2002, p. 8). PAP progress reports confirmed this conclusion. When the NGOs started to work as

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<sup>13</sup> According to one interviewee: "The only reason Jhonny Fernandez [the mayor of Santa Cruz when PAP started] signed the agreement with the Dutch embassy, was for the money, not for the methodology at all." And: "The local government really was not waiting for a programme like PAP."

<sup>14</sup> In this context it should be mentioned that the former Dutch co-director explicitly referred to the limited support from the Dutch embassy. Especially during the preparation phase of PAP it was clear how little enthusiasm existed for the programme. This was expressed, e.g., by the little assistance the embassy provided in making contacts with the LG (see Chapter 3, Section 3.3.3).

<sup>15</sup> PAP used a rather wide interpretation of 'NGOs'. In the Forum as well among the executing entities, churches, universities and civic committees participated.

<sup>16</sup> The role as EE was introduced in the second phase of PAP when it was decided (based on recommendations of a mid-term review mission) to extend the programme to four districts. Until then PAP itself acted as the executing entity.

EEs, the Forum in fact ceased to exist and consequently a valuable instrument for the continuing execution of the PAP model in the future, disappeared (Progress report January-August 2001, p. 9). After the closure of the programme, in February 2002, each NGO went its own way. There is no indication that PAP's holistic vision on poverty or on participatory planning became an integral part of the operations of the local urban NGOs. At least there exists no structural cooperation between them that would facilitate the execution of the MPP.

The only direct impact of PAP at the policy level is the PAP Foundation, an NGO that was created during the last phase of the original programme, with staff largely consisting of former members of PAP's TT. The Foundation is employing the MPP in three districts in collaboration with the Municipality, with whom it signed an agreement. The Dutch NGO Cordaid is co-financing the Foundation. A crucial difference with PAP, though, is the fact that the Foundation does not have funds at its disposal to execute larger projects, an important element of the original programme. The Foundation's core activities include the organisation of the NCPP, the execution of the participative planning methodology and the formulation of the NDP, expecting that the Municipality will include the needs (projects) formulated by the NCPP in its annual plans. On several occasions, representatives of grassroots organisations stated that they entered into a cooperation arrangement with the Foundation regarding infrastructure projects like schools, community centres and roads. During a focus group meeting in District 9 (a non PAP area where the Foundation had recently started its intervention), leaders of a newly formed NCPP declared:

*.....We are cooperating with the Foundation because we hope there will come obras (infrastructure works) but we have no idea if there will come anything...We have participated in self diagnoses meetings but it is not clear at all what the trajectory will be...*

In another case, in District 9, a NCPP was founded recently. In spite of the fact that its leaders (7 leaders of NCs and 3 leaders of School Committees) had been following capacity building workshops implemented by the PAP Foundation, they maintained that they were not informed about the MPP process and about future (infra structural) projects. In the next sub-section it will be explained how crucial these elements (process vs. projects) were to influence the sustainability of the NCPPs that were formed during the PAP programme.

Some NGOs indirectly do use or draw on elements of the programme. Most clearly this concerns the planning documents, the NDPs. According to one organisation, the NDPs were the first detailed documents on the poverty situation in the city and because they are based on the poor's own perception they are considered very relevant to these NGOs.<sup>17</sup> NGOs utilize the NDPs as data sets for the preparation of their interventions in certain neighbourhoods and UVs. Also, some NGOs continue to be active in those districts where they have implemented PAP projects and where they know the local situation and population quite well. One example is CIDCRUZ that is executing housing improvement projects in District 8 ('Plan 3000').

The question that can be raised is why the NGOs, who worked extensively with PAP, did not adopt more elements of the programme in their own policies. This question is an interesting one, especially since their approach towards poverty, the role of local government and planning, the relationship with the grassroots (organisations) and the importance of 'non physical' elements of participative planning (i.e. capacity building, gender and generation issues) coincides largely with PAP.

The first explanatory factor is a very practical one: working with (for) PAP meant a source of income for the NGOs. Because of the limited presence of (foreign) donors in Santa Cruz, there existed (and still exists) a strong competition for funds among local NGOs.<sup>18</sup> Hence, the presence of a large programme like PAP with a budget of millions of US dollars was an important event for these organisations ever looking for funding. In one case, interviewees recalled that their NGO was going through an "economic crisis" when they were invited by PAP to become an EE. Therefore, and in spite of the fact that the organisation had almost no experience in urban areas, they were glad to accept the invitation. In another case, the representative of an EE stated that PAP was considered by many

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<sup>17</sup> This observation confirms a more general opinion of several interviewees, namely that PAP 'put urban poverty on the map'.

<sup>18</sup> According to a study by van Beijnum, this situation resulted in a strong *celo institucional* (institutional envy) that might explain the limited cooperation between NGOs and thus the limited success of the Forum (van Beijnum, 1996).

[NGO's] "...a benefactor...", something that explains the lack of interest in genuine "...*monitoring and sustainability...*" of the interventions they executed. This was confirmed by another interviewee whose NGO executed capacity workshops on economic activities (e.g. starting small enterprises) but who acknowledged that one or two isolated training sessions would not have any impact on the economic possibilities of the people who attended the workshops. In the words of one interviewee:

*"... [PAP] was successful as long as there existed concrete activities ... a logic that holds for all projects..."*

These 'pragmatic' attitudes hindered a more 'idealistic' view of the programme and the attempts to continue to implement MPP.

Secondly, NGOs were critical of many aspects of PAP. On the one hand, more fundamental observations were directed towards the selection of the UV as the spatial level of implementation, PAP's definition of participatory planning and the role of the local government in the programme. E.g., some interviewees pointed to the fact that the MPP failed to include 'traditional' planning elements such as projections and therefore did not pay attention to issues like the needs of a UV in X years, given the demographic development of a UV. Consequently, the process of self diagnoses of the community gained an absolute importance and resulted in 'shopping lists' of projects, not even for the UV as PAP intended, but for individual neighbourhoods within the UV.

Observations of a more practical character concerned the way the Steering Committee (SC) functioned, PAP's relation with the Municipality and the fact that vocal training workshops like 'Entrepreneurial Mentality' and 'Creating small enterprises' were brief, without any monitoring and little impact. Some NGOs felt that PAP, in spite of its intentions concerning the cooperation with NGOs (see introduction of this section), treated them like subcontractors. "*When we entered, many things were already established by the programme*", one interviewee remarked. So, while NGOs agreed with many aspects of the programme, they had and still have serious doubts about others.

Thirdly, PAP appeared to be an exception to the rule regarding the international development cooperation in Santa Cruz. After the closure of PAP, no large scale urban poverty alleviation programmes were implemented in the city. The majority of NGOs that worked with (for) PAP returned to mostly smaller scale interventions and although some international development agencies are working in urban areas, none of them seem to be interested to launch a programme like PAP. Therefore, for the time being financial restrictions also impede(d) a resurrection of a PAP.

## 7.4 The Neighbourhood Committee for Participatory Planning (NCPP)

### 7.4.1 Introduction

The NCPP was one of the key elements of the MPP. The newly created organisation was the real representative of the grassroots in the UVs where PAP was implemented and the vehicle through which problems and needs were canalised. The NCPP also was the co-executor of the projects that resulted from the MPP. One great advantage, according to almost all interviewed organisations and key informants, was the fact that the new organisation made an end to the power of the Neighbourhood Committees (NCs) that were highly politicised, corrupt and incapable to achieve improvement of, e.g., the physical infrastructure of the neighbourhoods. Interviewees also mentioned more general advantages of the NCPPs (and the MPP):

*"The first time we could hear the voice of the poor people",*

*"[The NCPP] contributed to a greater self-respect of the poor",*

*"[The NCPP] contributed to the formation of social capital",*

*"Civil society was strengthened by the NCPPs",*

*"A control mechanism".*

This latter aspect, social control, was recognised as very important by nearly all respondents. The social control supported the SAF projects (that were executed under the responsibility of NCPPs, small local companies and the EEs) in becoming even more efficient.

The former Dutch co-director described the positive influence of the NCPPs on the existing grassroots organisations, especially the NCs, as follows:

*“...these NCPPs became the dynamic agents for 209 Neighbourhood Committees<sup>19</sup>, which, though formally recognized, often had remained weakly organised and ineffective. With the training they received during the execution of the MPP, the NCPPs indeed helped to revitalize the NCs and gave them concrete instruments to improve their internal functioning and –on the basis of priorities defined by consensus- to negotiate with the Local Government officers, the FEJUVE and so on. The NCPPs became the ‘workhorses’ and a ‘learning school’ for the NC’s. Their hands-on work related to the preparation and construction of concrete projects had an important ‘side effect’ in helping to carry the NC’s forward, enabling them to meet the needs of their members.” (van Oosterhout, 2002, p. 16)*

Nevertheless, many interviewees were less positive about the NCPPs. An interesting element of these comments is the link made with the critique concerning the spatial level on which the MPP was executed: the UV. According to this view, the central problem of the NCPPs was that half of their presidency was constituted by the presidents of the NCs of the individual neighbourhoods (the other seats were occupied by representatives of the functional organisations). Conflicts in the NCPP started with the election of the president- each of the NC leaders claimed this post. Then, during the selection of projects, especially the SAFs that were executed during the MPP process, the tensions continued as each NC president struggled to have projects within his or her neighbourhood. The consequence of these conflicts was that the large majority of SAFs were realized at the neighbourhood level and intended for that neighbourhood. As such, the MPP reinforced the neighbourhood level, not the UV.

#### 7.4.2 Impact of PAP on the grassroots organisations

PAP was executed in 94 UVs. In all of them, NCPPs were created and NDPs formulated. But even in those UVs where PAP implemented many SAFs and MFs (such as UV144 and UV 101- where the programme started, or in other UVs where at least 20 projects were realized, like UV 161 and UV 164, District 8 or UV 100 in District 7) and thus the NCPP had an extensive experience in managing projects. However, the organisation does not exist anymore. According to respondents, the NCPPs ceased to function in the end of 2001 or early 2002, the moment when the PAP programme was closed. Therefore, it can be concluded that, while successful at the level of programme outputs during the implementation of the MPP, on the longer term the specific objectives concerning the model were not achieved.

Now, while the NCPP (a formal product of the participatory planning model) was granted only a short life, the question is whether at the level of existing grassroots organisations like the NC’s, or at the level of individual leading figures within the neighbourhoods, the participative planning philosophy of PAP has survived. This is hardly the case.

Firstly, the results presented in Section 6.4 demonstrate that regarding awareness of the right to participate and the ability to organise or negotiate, have not improved in comparison to non-PAP UVs.

Secondly, the focus group sessions with neighbourhood leaders, teachers, mothers with children in the school going age indicate that people who do remember PAP, referred to the projects realized, such as the schools, the community buildings or libraries. However, even those interviewees who live about 10 years or more in their neighbourhood hardly remember the NCPP or the NDP. For example in the case of leaders of UV 96 (a ‘PAP UV’), the construction of new classrooms and the finishing of three other classrooms and their costs were recalled quite well. They also vaguely remembered the NCPP, their participation in capacity building workshops, but not the NDP. And leaders from UV 144 (the first PAP UV) did know the NCPP, but hardly participated:

*Don Percy, a neighbourhood leader, arranged all the contacts with [PAP]. He came to us and said: ‘We’ll construct six classrooms’. Don Percy decided everything, he had political backing, but was also helped by this NGO [PAP].*

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<sup>19</sup> I.e. the 94 UVs where PAP was executed consisted of this number of neighbourhoods.

During one focus session, leaders did remember PAP, the NCPP, the NDP and the projects realized quite well. In this case (PAP UV 84b, UV 88, UV 89) interviewees even had their opinion on why the NCPP ceased to exist:

*The Municipality did not want to cooperate with the NCPP. The Municipality issued a local act that stated that a NCPP could only exist for 5 years. So the NCPPs had to be dissolved. Now we want to establish a new NCPP*

However, the knowledge of this group of leaders was an exception to the rule.

During the majority of the focus group sessions, participants referred to precisely the same negative characteristics of grassroots organisations in their neighbourhood as was done by PAP about 10 years earlier, especially regarding the NC's (see Section 6.4). Heavily influenced by political parties, a very personalistic attitude and behaviour of many leaders, corruption, internal conflicts and a very passive attitude towards the central tasks of the organisation were the rule. Consequently, in many instances the neighbourhood population is quite passive and rarely interested in participating in community meetings. Only recently, a change appears to have occurred: the 'crisis' of the NC's was an incentive for residents to become active in them and try to improve the situation in their neighbourhoods. However, in no instance these new leaders referred to PAP as a starting point for their activism.

As the NCPPs are concerned, PAP was not very successful: on the one hand, all of them have disappeared, whereas on the other hand the main characteristics of the NCPPs (e.g. UV wide representatives of the existing grassroots organisations) have not taken ground. At this level, PAP did not have an impact.

Why did the NCPPs ceased to exist so quickly? And why has the 'PAP model' so little influence on the grassroots organisations and the way they function? As the first question is concerned, almost all interviewees (experts, former PAP staff, NGO representatives and in case they were able to tell something about the subject- current leaders) gave the same, very down-to earth answer. The methodology and especially the NCPP functioned well as long as the 'process' was accompanied by tangible 'products': projects to meet the needs of the residents. As PAP had a large budget, a highly equipped staff, and an autonomous status, it was able to work fast, effectively and efficiently. Once seeing the concrete results, people gladly participated in NCPP meetings. In this field, the differences with the local government (often absent in the neighbourhoods and in case there were LG projects these often were very costly, ineffective and inefficient) were abysmal. Once PAP was closed and thus the funding for their successful projects ended, people were no longer interested in participating in NCPP.

## 7.5 Conclusions

PAP had an impact in terms of legal structure. Its approach of participative planning has been adopted in the Ordenanza Municipal. Yet, PAP and its methodology of participative planning had no significant impact on the "currently existing practices of policy formulation and implementation for urban poverty reduction". In case of the LG, the local act on the policy of administrative deconcentration (integrating various elements of the MPP) was ratified whereas at the level of NGOs a Foundation that applies the MPP was set up. However, in case of the LG, several observations were made as to the practical relevance of the act. In case of the PAP Foundation, its funds are very limited and thus was only able to execute the process (found NCPP and formulate the NDP), without a significant probability that this would be followed by, e.g., concrete infrastructure projects. As the explanation of the absence is concerned, in case of the LG more structural and more practical factors were discerned, the lack of a 'culture of planning' being a crucial one. In case of NGOs, a practical element as its individual interests (sustainability of the organisation) was mentioned. Finally, the NCPPs that were created by PAP were not sustainable once PAP closed and the flow of funds dried up.

## 8 APPRAISAL III: THE PRACTICE OF SAFs AND MFs

### 8.1 Introduction

The objective of this chapter is to show that the practice of the SAF/MF projects had important consequences for the results of the programme. Section 8.2 starts with an analysis of the importance of the SAF/MF modalities in the Districts / UVs where PAP has been implemented. This is followed by an analysis of the projects regarding their coverage, that is, their spatial extension. This analysis focuses on various central ideas of PAP (e.g. the UV as the appropriate level of implementation of planning in general and the programme in particular), the significance of the SAF and MF modalities and the programmatic character of PAP.

### 8.2 SAF and MF projects

#### 8.2.1 Introduction

The PAP programme was implemented in over 94 UVs (see for example PAP, Volume 5, 2002, p. 50, van Oosterhout, 2002, p. 3). The appendixes of two volumes of the PAP systematisation series show 98 UVs in which infrastructure and capacity building projects were executed and 95 UVs where NCPPs were formed and NDPs approved. The data presented in this chapter are based on these numbers.<sup>20</sup>

**Table 62: UVs with MF and SAF projects / UVs with NCPPs**

District	N of UVs with MFs/SAFs	N of UVs with NCPPs
6	19	17
7	23	22
8	24	24
12	32	32
<b>8.2.1.1.1 Total</b>	<b>98</b>	<b>95</b>

*Source: PAP, Vol.1, 2002, Appendix 1; PAP, Vol. 6, 2002, Appendix 1-4*

#### 8.2.2 SAFs and MFs

The UVs were the appropriate level for the execution of the PAP programme. To cite the former Dutch co-director once again: "The UV is the lowest planning unit in between the district and the neighbourhood. The latter was considered to small to allow for certain economies of scale when planning infrastructure... the district was seen as too far removed from many people's real horizon" (see Chapter 4).

What do the PAP data show as the geographical location and coverage of the SAF (infrastructure/equipment) projects is concerned?<sup>21</sup>

<sup>20</sup> The appendixes present specific, desegregated data. The data presented in this section are based on these appendixes.

<sup>21</sup> Technical training projects are left out in this analysis since their contents do not have a relation with a spatial level (neighbourhood, UV).



The results of a simple summary of the PAP data are clear: in 15 cases, i.e. in 4.3% of the executed SAFs, the projects covered the entire UV. All the other infrastructure/equipment projects were located in individual neighbourhoods and meant for the neighbourhood population.

Looking at the level of investments in US\$, the numbers show that only a small amount was spent on the UV level.

**Table 63: Number and US\$ investment of SAF infrastructure/equipment projects (IEP) covering UV**

District	Number SAF IEP in District	US\$ investment	N SAF IEP covering UV		US\$ investment SAF IEP covering UV	
			N	%	US\$	%
6	68	227,907.00	1	1.5	639.88	0.3
7	96	356,033.03	5	5.2	5,855.00	1.7
8	111	338,345.37	8	7.2	10,670.96	3.2
12	71	483,668.60	1	1.4	1,100.00	0.2
	<b>346</b>	<b>1,405,954.00</b>	<b>15</b>	<b>4.3</b>	<b>18,265.84</b>	<b>1.3</b>

Source: PAP, Vol. 1, 2002, Appendix 4

What about the MF projects that resulted out of the MPP process and formed part of the NDP? One would expect that the large majority of these projects would be focused on UVs as a whole, after all, the whole process was meant to avoid the “barrio communities’ tendency to only focus on direct benefits of their own immediate territory” (Dutch co-director, see Chapter 4).

**Table 64: MF IEP covering UV**

District	Number of MF infrastructure projects in District	US\$ investment MF infrastructure projects in District	Number of infrastructure projects covering UV		US\$ investment infrastructure projects covering UV	
			N	%	US\$	%
6	35	594,095.74	-	-	--	--
7	32	514,094.65	2	6.3	11,595.00	2.3
8	92	1,447,601.30	1	1.1	796.58	0.1
12	23	396,803.00	-	-	--	--
	<b>182</b>	<b>2,952,594.69</b>	<b>3</b>	<b>1.7</b>	<b>12,391.58</b>	<b>0.4</b>

Source: PAP, Vol. 6, 2002, Appendix 8

Also in this case, the numbers are self-evident: most all MFs covered the smallest spatial entity, the neighbourhood. As both tables demonstrate, this goes for the number of projects as well as for the level of investments.

There existed an important difference between the costs of projects executed under SAFs and MFs , especially when the LG was the (principal) co-financing entity<sup>22</sup>. Classrooms constitute an interesting example. Of all SAF investments (US\$ 1,537,9776,=), US\$ 653.084,84, or about 40%, went to these projects. In case of MFs, (total investment: US\$ 3,906,045,88), US\$ 2,091,780,70, or about 50%, went to the construction of classrooms (PAP, Vol. 6, 2002, Appendix 5 and 7). In total, 50% of the PAP investments went to classrooms.

The costs of ‘SAF classrooms’ varied between US\$ 1,250,=, US\$ 2,761,= to US\$ 4,400, US\$ 5,050,= and US\$ 6,000,= (PAP, Vol. 1, Appendix 4). These projects were considered by almost all

<sup>22</sup> Part of the difference of costs could be explained by the norms and time consuming, thus costly administrative procedures for the adjudication and execution of LG projects. However, various interviewees also mentioned other explanatory factors, like bribery (paid by candidates tendering for LG assignments).

interviewees the most successful and certainly the most efficient ones (not only as their costs is concerned, but also the period in which they were constructed).

Within the MF modality, (PAP/MF funds), the prices were between US\$ 5,920,=, US\$ 6,400,= on the one hand and US\$ 8,640,=, US\$ 11,765,= on the other hand (PAP Progress Report September 2001 – February 2002, Appendix 1).

### 8.2.3 SAFs, MFs, UVs and PAP

The foregoing data has one important implication: on several crucial points, the practice of PAP differed from its holistic interpretation of urban poverty and urban poverty reduction. In the following text this assertion is briefly elucidated- the observations will be completed with some remarks of a more general character.

- More than a 'programme' in which the individual interventions formed part of a coherent/interconnected and thus integrated totality, PAP was the sum of individual projects that were neither planned nor executed in relation to each other. For example: the construction of a classroom, the building of a community centre and the organisation of a workshop on gender and generations were isolated activities that were not meant to reinforce each other, explicitly nor implicitly. As such, PAP's all encompassing definition of poverty (see Chapter 4, Section 4.2) was not transferred into practice.
- The isolated character of the PAP interventions can also be observed at another level. PAP projects were not linked to related problems, projects, laws and policy initiatives within or outside a particular sector. For example, educational infrastructure projects (partially) solved the deficit of class rooms and thus contributed to an improvement of one problem within the educational sector: adequate space. However, as has been pointed at in Chapter 6, Section 6.3, other relevant problems within the sector persist. The quality and quantity of materials like books and computers, the quality of the teachers and the schools' management and the facilities like school libraries were not tackled at the same level. PAP made few visible efforts to contact authorities in order to assure that the construction of classrooms was accompanied by improvements on these issues and as such accomplish more integrated improvements of the educational sector. Neither attempt was made to connect the educational infrastructure projects with interventions in areas like housing improvement. Surely, one could not expect PAP to enter all fields that are relevant to poverty reduction. But given the fact that the quality of housing (number of rooms, services like electricity and water, quality of the building materials etc) influences socio-psychological well being and the possibility of executing activities like resting, doing homework and so on, including a housing improvement project financed and executed by the government, a local NGO or an international development organisation, would have been logical.
- The fact that the PAP model included few 'traditional' elements of urban planning like the development of land use plans, neighbourhood planning and demographic and economic projections, aggravated this project character. Therefore to a certain extent PAP did exactly what it pretended to prevent, namely "encouraging the shopping list syndrome" (van Oosterhout, 2002, p. 7).
- Finally, as was shown in the forgoing section, the vast majority of the PAP interventions were directed towards the neighbourhood, *not* the UV. As such, PAP did not help to strengthen that spatial entity between neighbourhood and district, and did not contribute to the removal of the "...barrio communities', that is the tendency to only focus on direct benefits to their own immediate territory..." (van Oosterhout, 2002, p. 7). This refers not only to the citizens, but particularly to the grassroots organisations, whose representatives in the NCPPs evidently struggled to get projects executed in their neighbourhood.

### 8.2.4 Conclusions

In this chapter, attention was given to the practice of the PAP infrastructure and equipment projects. Based on PAP data, it was concluded that the majority of the SAF and MF projects, contrary to PAP's objectives, were directed principally towards the neighbourhood level. This was followed by several observations as to the isolated character of the PAP interventions. This might at least partly explain

the relatively small impact of PAP on poverty levels in Santa Cruz. To combat a hugely complex phenomenon like urban poverty with isolated, small scale, interventions on the lowest spatial level while leaving aside supporting activities and (elements of) planning could not be expected to go beyond the outcome level.

## 9 CONCLUSIONS

In this chapter the conclusions of the study are summarized. The general conclusion, that PAP did not have a major impact on the poverty situation in Santa Cruz de la Sierra, nor on the poverty alleviation policies, will be elaborated as follows. The next section outlines the specific conclusions concerning Research Question I. In Section 9.2 reviews the conclusions related to Research Question II. The chapter ends with a concise analysis of the relevancy, efficiency, effectiveness and sustainability of PAP.

### 9.1 Research Question I

Research Question I was formulated as follows:

**What has been the impact of PAP on the poverty situation in the city of Santa Cruz de la Sierra?**

And, in particular:

- What has been the impact of the PAP projects (outcomes of SAF and MF projects) on the poverty situation in Santa Cruz?
  - **At the macro level:** through using existing data sets and poverty indicators for Santa Cruz
  - **At the micro level:** through the implementation of a survey which reflects the perception of the target group of PAP Santa Cruz
- What has been the impact of the process (the participatory planning methodology developed and applied by PAP) on the awareness of civil and political rights among the poor population of Santa Cruz and, through this process, on the poverty situation in Santa Cruz?

#### 9.1.1 Macro level

PAP was concentrated in the poorest districts of Santa Cruz and the PAP districts experienced not only an absolute improvement but also a relative improvement during the 2001-2006 period. The hypothesis that the poverty situation in PAP districts has improved more than in the poor Non-PAP districts is confirmed for the UVs with a proportion of poor of more than 40% in 2001. The regression results show that given an initial proportion of poor of less than 62% the decline in poverty was bigger in non-PAP UVs than in PAP UVs. This result is in line with the expectation that PAP was in particular effective in the poorest districts. It should however be mentioned that the regression analysis suffered from a lack of information about specific characteristics of the PAP UVs and the Non-PAP UVs. This might have seriously affected the estimated coefficients (bias as a result of omitted variables). A clear example of such a factor is that migration to and from the PAP districts was relatively larger than in the Non-PAP districts. As a result people who benefited from PAP might have left the PAP UVs, whereas the PAP project might have attracted poorer people from outside Santa Cruz. Unfortunately the available dataset does not allow testing this hypothesis.

#### 9.1.2 Micro level

- Survey I: Measuring impact of educational infrastructure and integrality
  - **Conclusion on PAP impact on time available to mothers**

PAP does not seem to have had a major impact on the time available to the interviewed mothers to engage in productive activities. On the one hand, a higher percentage of mothers belonging to both sub-samples 'PAP basic' and 'PAP integrated' were engaged in an economic activity than the control group. On the other, higher percentage of working mothers belonging to the control group reporting being employed on a regular basis. Also issues related to income appeared to be uncorrelated to the PAP intervention as the differences between the three sub-samples in the perceived sufficiency of the income and in the perceived increase in the level of personal and household income are not statistically significant. However, it should be noted that in all these cases the respondents belonging to sub-sample 'PAP basic' reported a higher level of engagement and a higher level of income than the respondents belonging to sub-sample 'PAP integrated' and, particularly, than the respondents belonging to sub-sample 'Non PAP'. Concerning the issue of time constraints to perform an economic activity, to participate in training, to join a club or association, to enjoy some spare time, and to devote sufficient time to the family, the evidence is not clear-cut. It should be emphasised that there is a statistically significant difference between the three sub-samples concerning the higher number of mothers of sub-sample 'PAP integrated' that attended a training course: 24.0% compared to 8.2% of mothers of sub-sample 'PAP basic' and 6.0% of mothers of sub-sample 'Non PAP'.

- **Conclusion on PAP impact on children school attendance and performance**

PAP has brought about some tangible improvements to the educational infrastructure, as exemplified by the improvements in the availability and quality of classroom. In this respect, a statistically significant higher percentage of respondents from the sub-samples 'PAP basic' and 'PAP integrated' reported improvements compared to the control group. However, this has not resulted in an unambiguous improvement in children's performance. On the one hand, a higher percentage of respondents from sub-samples 'PAP basic' and 'PAP integrated' indicated that all children improved (65.3% and 62.0% respectively) compared to the control group (50.0%). On the other, 0.0% of mothers from the control group reported that no children improved, compared to 12.2% of mothers belonging to sub-sample 'PAP basic' and 22.0% of mothers belonging to sub-sample 'PAP integrated'. Similarly, PAP does not seem to have substantially influenced school attendance.

- **Survey II: Measuring impact of scholarships for vocational training on young men and women**

The question was whether the matching grant funds for young men and women who were to follow vocational training courses had an impact on the skills and qualifications of these students, on their position on the labour market, their financial/economic situation and on their position in social networks. The population was defined as young people up to 30 years who received a scholarship. The control group would consist of young people in a non-PAP UV, who followed a vocational training course but without a PAP scholarship. However, the research team encountered insurmountable difficulties in identifying beneficiaries of the scholarship programme. This is reflected in the fact that the PAP sample, comprising 100 inhabitants living in District 8, included only one beneficiary of a PAP scholarship, thereby preventing the possibility of drawing any meaningful conclusion on the impact of PAP. Bearing in mind that due to the limited number of scholarship beneficiaries overall, and PAP scholarship beneficiaries in particular, no clear cut conclusions can be drawn based on the statistical analysis, some insights on the effect of scholarships can however be presented.

There is a statistically significant difference as more interviewees of sub-sample 'PAP' participated in training (25.0%) compared to the control group (13.7%) (significance level .05). However, there is no statistically significant difference concerning how the training was funded, even though a higher percentage (87.5) of 'PAP' respondents used their own resources. The corresponding percentage for the 'Non PAP' respondents is 71.4. 12.5% of 'PAP' respondents and 21.4% of 'Non PAP' respondents received scholarships to attend training courses (though it should be noted that this corresponds to only 3 respondents in both sub-samples).

30.3% of interviewees of sub-sample 'PAP' reported having a fixed salary, compared to 39.0% of respondents of sub-sample 'No PAP'. The difference is not statistically significant. Similarly, when considering different categories of average monthly income, no statistically significant differences were identified. However, when asked whether they could save part of their monthly income, a higher percentage of respondents (40.4) from sub-sample 'PAP' indicated that that was the case. The corresponding percentage for the control group was 26.0. The difference is statistically significant (.05). Moreover, 30.0% of respondents belonging to the sub-sample 'PAP' reported owning a house compared to only 12.7% of the control group. The difference is statistically significant.

- Survey III: Measuring impact of the process (PAP methodology)

- **Conclusions on the knowledge of the PAP programme**

Respondents of both 'PAP low MF' and 'PAP high MF' showed a low level of knowledge about PAP. As no statistically significant differences between the two sub-samples were detected (except for the fact that a statistically significant higher percentage of respondents that moved into their neighbourhood before 2002 indicated being aware of the programme and of the NDP, and a higher percentage of respondents from sub-sample 'PAP low MF' knew when the programme was implemented compared to respondents from sub-sample 'PAP high MF'), it can be concluded that the number of MFs did not considerably affect the general level of awareness, nor the overall views concerning the appropriate level of decision making. At the same time, there is a clear demand among the inhabitants of the three Unidades Vecinales surveyed for localised mechanisms of decision making.

- **Conclusions on the level of participation and awareness of the right to participate**

The overall conclusion of this section is that even though there are some statistically significant differences between the three sub-samples in terms of the respondents' level of participation and their awareness of the right to participate, the PAP programme did not have a clear and unequivocal impact on these two dimensions of political capital. Occurrences such as the low level of attendance, particularly among women, of neighbourhood council meetings, the general low level of public participation in the affairs of the neighbourhood and of awareness of the Municipal Development Plan and of the Annual Operational Plan, are common phenomena across the three sub-samples.

However, it should be emphasised that the LPP is widely known, mainly due to the role played by the local media (although 8.7% of respondents from sub-sample 'PAP low MF' and 14.3% of respondents from sub-sample 'PAP high MF' received training on the LPP compared with only 6.0% of the control group). Also, a higher percentage of respondents belonging to the two sub-samples 'PAP low MF' and 'PAP high MF' reported having demanded to participate in the development process than the control group (but once again the differences are not statistically significant).

The only meaningful statistically significant differences identified that show the effect of PAP concern 1) the higher percentage of respondents belonging to sub-sample 'PAP high MF' that reported having been a leader in their neighbourhood council compared to the control group, 2) the fact that a higher percentage (21.8) of respondents belonging to sub-sample 'PAP high MF' indicated that their neighbours participate in the local affairs and a higher percentage (87.0) of respondents of the control group stated that their neighbours do not participate, and 3) the higher level of knowledge, especially by respondents that moved to the PAP areas before 2002, of projects adopted at different levels and included in the AOP.

- **Conclusions on the capacity to communicate needs and expectations**

PAP does not seem to have had any substantial impact in terms of increasing the capacity to communicate needs and expectations at the neighbourhood level. As the analysis above shows, the majority of respondents across the three sub-samples reported using mainly informal meetings to communicate neighbourhood related issues. Moreover, there are no statistically significant differences between the three sub-samples regarding public participation in processes to identify neighbourhood problems and public participation in neighbourhood development planning processes. The only statistically significant difference identified concerns the fact that only 2.0% of respondents belonging to sub-sample 'Non PAP' indicated having contacted development institutions in relation to family needs, compared to 10.9% for sub-sample 'PAP low MF' and 8.0% for sub-sample 'PAP high MF'.

- **Conclusion on the capacity to get organised and to negotiate**

Concerning the capacity to get organised and to negotiate, PAP does not seem to have had a clear impact on the two PAP sub-samples compared to the control group. However, bearing in mind that the differences are not statistically significant, it emerged that comparatively more respondents from sub-samples 'PAP low MF' and 'PAP high MF' were members of an organisation than was the case

concerning sub-sample 'Non PAP', and a higher proportion of these were leaders of their organisation. Furthermore, it should be emphasised that knowledge of PAP among respondents of sub-samples 'PAP low MF' and 'PAP high MF' increases both their desire to participate in the neighbourhood development process and their actual level of participation in the setting up of an organisation. The majority of those who indicated being a member of an organisation across the three sub-samples reported achieving concrete results such as the construction of classrooms and environmental improvements of the neighbourhood.

## 9.2 Research Question II

Research Question I was formulated as follows:

**What has been the impact of PAP on the currently accepted and used methodology for participatory poverty alleviation policies in urban Bolivia?**

### 9.2.1 LG, NGOs and NCPPs

#### o Local Government (LG)

In the case of the **LG**, a local act on the policy of administrative deconcentration (integrating various elements of the MPP) was ratified. However, in interviews and focus group sessions, serious doubts were raised towards the practical significance of this document. Firstly, various interviewees, even those close to the LG, observed a continued centralist tendency within the LG. whereas others pointed out the bureaucratic character of the LG, a situation that leaves little space for new initiatives like the redistribution of power, responsibilities and funds to lower administrative levels. Secondly, actors on the District level were not pleased at all with the deconcentration policy of the LG. The sub-mayors of the Districts considered themselves subcontractors of the LG, without any policy instruments, human resources and funds at their disposal. Apparently, PAP was not successful in transferring its participative planning model to the LG and thus making the MPP a structural part of local policies and of the LPP.

#### o NGOs (Executing Entities –EEs-)

PAP did not have a direct impact on the way **local NGOs** (EEs) prepare and execute their interventions in the field of poverty reduction. One of the ways these organisations could have used the experience with the programme, would have been a close, structural, cooperation within their sector. However, because of the fierce competition for funds between these organisations, such cooperation never existed (nor exists). An Urban Forum of NGOs, created by PAP, never functioned, and as EEs, the contacts between them were not necessary. After the closure of the programme, in February 2002, each NGO went its own way. There is no indication that the PAP holistic vision on poverty or on participatory planning became an integral part of the way the local urban NGOs operate. At least there exists no structural cooperation between them that would facilitate the execution of the MPP.

The only direct impact of PAP at the policy level is the PAP Foundation, an NGO that was created during the last phase of the original programme. A crucial difference with PAP, though, is the fact that the Foundation does not have funds at its disposal to execute larger projects - an important element of the original programme. The Foundation's core activities include the organisation of the NCPP, the execution of the participative planning methodology and the formulation of the NDP, expecting that the Municipality will include the needs (projects) formulated by the NCPP in its annual plans. On several occasions, representatives of grassroots organisations stated that they entered into a cooperation arrangement with the Foundation with the expectation of receiving infrastructure projects like schools, community centres and roads - projects that did not come.

Some NGOs indirectly do use or draw on elements of the programme. Most clearly this concerns the planning documents, the NDPs. According to one organisation, the NDPs were the first detailed documents on the poverty situation in the city and because they are based on the poor's own perception, they are considered very relevant to these NGOs. NGOs utilise the NDPs as data sets for the preparation of their interventions in certain neighbourhoods and UVs. Also, some NGOs continue

to be active in those districts where they have implemented PAP projects and where they know the local situation and population quite well.

- **Neighbourhood Committees for Participative Planning (NCPPs)**

Finally, the **NCPPs** that were created by PAP were not sustainable once the programme closed and the flow of funds dried up. The participative planning methodology and especially the NCPP functioned well, as long as the 'process' was accompanied by tangible 'products', that is projects to meet the needs of the residents. As PAP had a large budget, a highly equipped staff, and an autonomous status, it was able to work fast, effectively and efficiently. Once seeing the concrete results, people gladly participated in NCPP meetings. In this field, the differences with the local government (often absent in the neighbourhoods and in case there were LG projects these often were very costly, ineffective and inefficient) were abysmal. Once PAP was closed and thus the funding for their successful projects ended, people were not interested in participating in a NCPP anymore.

## 9.3 Additional conclusions

### 9.3.1 PAP model and practice

On several crucial points, the practice of PAP differed significantly from the model and its holistic interpretation of urban poverty and urban poverty reduction. More than a 'programme' in which the individual interventions formed part of a coherent/interconnected and thus integrated totality, PAP was the sum of individual projects that were neither planned nor executed in relation to each other. As such, PAP's all encompassing definition of poverty was not transferred into practice.

This isolated character of the PAP interventions can also be observed at another level. PAP projects were not linked to related problems, projects, laws and policy initiatives within or outside a particular sector. Furthermore, the PAP model did not include any 'traditional' elements of urban planning like the development of land use plans and demographic and economic projections.

Finally, the vast majority of the PAP interventions were directed towards the neighbourhood, not the UV. As such, PAP did not help to strengthen that spatial entity between neighbourhood and district and it faced great difficulties removing the persistence of *barrio* communities' tendency to only focus on direct benefits to their own immediate territory. This refers not only to the citizens, but particularly to the grassroots organisations, whose representatives in the NCPPs evidently struggled to get projects executed in their neighbourhood.

These observations may at least partly explain the reason why PAP did not succeed in substantially reducing the poverty levels in Santa Cruz. Dealing with a complex phenomenon like urban poverty with isolated, small scale, interventions on the lowest spatial level while leaving aside supporting activities and (elements of) planning could not be expected to go beyond the outcome level.

### 9.3.2 Relevance, efficiency, effectiveness and sustainability

In the Annex to the Terms of Reference of the IOB evaluation study 'Evaluating Dutch aid efforts in support of sustainable urban development (1991-2004)', four concepts are mentioned: relevance, effectiveness, efficiency and sustainability. These are briefly dealt with below.

#### **Relevance**

From a policy point of view PAP's model of Participatory Planning (MPP) was relevant in the time and at the place it was executed. It was closely connected to the Law of Popular Participation (LPP) and as such intended to support an adequate execution of this law. In this context, the crucial importance of participation 'from below' should be mentioned. Furthermore, PAP selected the poorest regions within Santa Cruz for its interventions. Urban poverty in Santa Cruz was the principal problem handled by PAP. The regressions on the basis of data from the censuses 1992 and 2001, and from a poverty study in 2006 indeed show that the decline in poverty was significantly greater in the UVs in which PAP was active than in the non-PAP UVs.



PAP's relevance to the Dutch aid policy on urban development:

- Work and income. The aim of the scholarships for vocational training was to increase the possibilities of young women and men on the labour market and as such improve their social economic position. Moreover, PAP's activities resulted in (at least temporary) work in especially the construction sector.
- Habitat. PAP financed studies on the subject of land ownership
- Social services. The majority of PAP's investments were dedicated to educational infrastructure and basic health infrastructure.
- Urban government. PAP aimed to strengthen the local government's policies towards poverty alleviation through participative planning.
- Integrated urban development. The Neighbourhood Development Plans (NDPs) that were formulated by the grassroots organization (the NCPPs) were meant to be integral plans, covering interdependently economic, social, infrastructural elements.

To sum up, in theory (the project design), PAP was relevant to the Dutch aid policy on urban development. However, as this study has shown, in practice, this relevancy was less clear. The educational infrastructure was focused on the construction of facilities and less on other elements. Strengthening urban government was not achieved and as PAP's success was limited to the output of isolated, tangible projects, PAP cannot be considered an integral programme.

### **Efficiency**

As the overall efficiency of PAP is concerned, the programme shows mixed results. Especially the projects executed under the SAF modality (by small companies under the responsibility of NCPPs and EEs) can be considered highly efficient in particular in comparison with similar activities executed by local governments: the majority of the classrooms, bathrooms, sport fields, etc. was constructed rapidly, without much bureaucratic procedures and economically. The MFs (co-financed by, e.g., the LG) cost more time, 'red tape', and were more expensive. Training courses (e.g. sexual and productive health, micro enterprises and entrepreneurial development) were followed by more than 18,000 beneficiaries in about 350 workshops. The Model for Participative Planning (MPP) was executed in about 94 UVs where NCPPs were founded and NDPs formulated. Training to strengthen these organizations was realized and attended by a significant amount of NCPP leaders and other beneficiaries in the UVs. On the other hand, the strengthening of the Local Government (LG) was hardly realized, and although an organization of NGOs (Urban Forum) was founded, the coordination and cooperation between these organizations was limited.

### **Effectiveness**

As the overall effectiveness of PAP is concerned, the programme shows mixed results. The infrastructural projects (e.g. schools, medical posts, community centres) are in use. Infrastructural projects resulted in, albeit temporary, jobs in the PAP districts. Mothers with children gained time (proximity of educational infrastructure). NCPPs were functioning and co-responsible for preparing, executing and supervising projects with NGOs (EEs). Local government was hardly acting and participating according to the MPP model.

### **Sustainability**

The PAP programme proved to be only moderately sustainable. As far as the MPP is concerned, NCPPs disappeared when PAP was closed, with the PAP Foundation as an exception, NGOs did not adopt elements of the MPP and the Local Government never embraced and utilized the model, in spite of the ratification of a local act on governmental deconcentration. The majority of the physical projects are used, although several constructions (e.g. mothers' club house, community buildings) have now different functions (homes). As far as the individual aspects of sustainability are concerned, the following observations can be made:

- Formal recognition and authority: PAP was recognized and appreciated by local authorities (agreements were signed), its model however was not adopted, nor did PAP (especially in the first years) receive substantial support from the LG.

- Institutional strength: PAP's MPP was not incorporated in the LG system of policy / planning. As a result PAP tended to act as an independent project organisation.
- Users' interest: Beneficiaries acknowledged PAP's achievements, especially the educational infrastructure projects.
- Knowledge and capacities: Knowledge and experience are hardly used among the actors involved in PAP, in grassroots organizations, the LG and NGOs.

## APPENDIXES

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## Appendix 1: Example of Calculating UBN: Housing Component

The characteristics of the immediate physical habitat (the house itself, the housing facilities and the local environment in which the population is inserted) are basic components on the quality of living and hence, the quantitative and qualitative deficit derived from the non-satisfaction of these needs.

For satisfying basic housing needs, the first condition is related to the quality of the construction and the physical solidness of the materials, which to a large extent determine the habitability, sanitary conditions and direct satisfaction of the needs for shelter and protection the house must provide. Therefore, when developing the housing component of the UBN indicator the type of building materials is used aimed at isolating the house from its natural environment, as something that must offer protection from external factors such as animals and disease transmitting insects, as well as from the climate. On the other hand, the house is studied as a space that must isolate it from the social setting, offering privacy and comfort for performing biological and social activities.

### Building Materials of the House

The basic structure of the house is represented especially by the **walls**, and particularly the **outside walls** as these are the structures supporting the weather, protecting inhabitants from possible insecurity coming from outside. It is an approximation of the basic structural construction indicator or as an indicator that can **replace** or **improve** the indicators on **roofs and floors**.

#### a) Walls of the House

The norm defined by the INE is **plastered adobe (mud bricks)**. It is obvious that the noble materials are bricks and stones; the intermediate-quality materials cement blocks and plastered adobe; the poor-quality materials unplastered adobe, thin mud walls and other similar materials. It is therefore interesting to have a look at the criteria used in the construction of this indicator and which are detailed in the following table:

**Table 65: Rating of Wall Materials\***

Walls 1992		Walls 2001		Walls 2006	
Bricks, cement blocks, concrete	1.5	Bricks, cement blocks, concrete	1.5	Bricks / cement blocks	1.5
Unplastered adobe or mud walls <sup>(1)</sup>	0.5	Unplastered adobe or mud walls <sup>(1)</sup>	0.5		
Plastered adobe <sup>(1)</sup>	1	Unplastered adobe or mud walls <sup>(1)</sup>	1		
		Unplastered thin mud wall <sup>(2)</sup>	0.5		
		Unplastered thin mud wall <sup>(2)</sup>	1	Adobe / thin wall <sup>(2)</sup>	1
Stone	0.5	Stone	0.5		
Timber	1	Timber	1		
Cane, palm, trunks	0.5	Cane, palm, trunks	0.5	Timber / tacuara cane	0.5
Others	0	Others	0	Waste <sup>(3)</sup>	0

\*: '1' is the norm.

Source: Social Policy Analysis Unit (UDAPSO), Economic Policy Analysis Unit (UDAPE), National Statistics Bureau (INE). Calculation of the Unsatisfied Basic Needs Indicator in Bolivia 1992 and 2001, La Paz. For 2006: Centro de Estudios y Proyectos (CEP).

Notes:

- (1) The census ballot 2001 contains two different questions as regards the materials used in the walls of the house and on plastering of the walls; as opposed to the census ballot 1992 that as

regards wall materials distinguished the categories “plastered adobe” and “unplastered adobe or mud walls”.

- (2) There is a difference between 1992, 2001 and 2006 in the item “thin wall, mud”, as this option did not exist in the census 1992. In the methodology used in 2001, adobe and mud walls are rated the same, and the same is done in the survey 2006.
- (3) Waste materials are included in the category “others”.

#### b) Roofs of the House

The norm used for roof material is zinc sheets and plates. It is interesting to note that the noble materials are ceramic tiles, concrete slabs, and cement or fibrocement tiles, while the poor-quality materials are straw, cane, palm and other similar materials. According to the INE, the rating values are:

**Table 66: Rating of Roof Materials**

Roofs 1992		Roofs 2001		Roofs 2006	
Sheets or plates	1	Sheets or plates	1	Sheets / plates	1
Tile (cement, clay, fibrocement, etc)	1.5	Tile (cement, clay, fibrocement)	1.5	Tile / Slab	1.5
Reinforced concrete slab	1.5	Reinforced concrete slab	1.5		
Straw, cane, palm <sup>(1)</sup>	0.5	Straw, cane, palm, mud <sup>(1)</sup>	0.5	Straw / palm	0.5
Others	0	Others	0	Waste materials	0

Source: Social Policy Analysis Unit (UDAPSO), Economic Policy Analysis Unit (UDAPE), National Statistics Bureau (INE). Calculation of the Unsatisfied Basic Needs Indicator in Bolivia 1992 and 2001, La Paz. For 2006 Centro de Estudios y Proyectos (CEP).

Notes:

- (1) The census ballot 2001 mentions mud as a building material under the item “straw, cane, palm”.

### c) Floors of the House

The specified norm mentions bricks and cement. It is telling that the noble materials are timber, mosaic or tiles; and the materials classified as poor-quality floor materials are dirt floors and floors of other similar materials. For visualising this panorama of materials used in floors and the way in which these are ranked, both for 2001 and 1992 a detailed overview is given in the table below.

**Table 67: Rating of Floor Materials**

Floors 1992		Floors 2001		Floors 2006	
Dirt	0	Dirt	0	Dirt / bricks	0
Timber <sup>(1)</sup>	2	Timber planks <sup>(1)</sup>	2		
		Grooved boards, parquet <sup>(1)</sup>	2		
		Carpet <sup>(2)</sup>	2		
Cement	1	Cement	1	Cement / timber	1
Mosaic or floor tile <sup>(3)</sup>	2	Mosaic, floor tile, ceramic <sup>(3)</sup>	2	Tiles / ceramic	2
Bricks	1	Bricks	1		
Others	0	Others	0		

Source: Social Policy Analysis Unit (UDAPSO), Economic Policy Analysis Unit (UDAPE), National Statistics Bureau (INE). Calculation of the Unsatisfied Basic Needs Indicator in Bolivia 1992 and 2001, La Paz. For 2006: Centro de Estudios y Proyectos (CEP).

Notes:

- (1) The census ballot 1992 specifies the item “timber”, while that of 2001 distinguishes between “timber planks” and “grooved boards / parquet” (both categories as timber).
- (2) The census ballot 2001, as opposed to that of 1992, includes the option “carpet”.
- (3) The census ballot 2001 includes ceramic material within the item “mosaic or tile”.

With these ratings, it is possible to use the deficiency index for walls, floors and roofs. The **Deficiency in House Materials** ( $ubn(M)$ ) is<sup>23</sup>:

$$ubn(M) = \frac{ubn(pa) + ubn(te) + ubn(pi)}{3}$$

Where:

$ubn(pa)$  Deficiency index of walls

$ubn(te)$  Deficiency index of roofs

$ubn(pi)$  Deficiency index of floors

### Spaces Available in the House

The house is the physical wrap conditioning the spaces in which a household lives; one of the many problems affecting the children is overcrowding of the houses. This situation may have an impact on many aspects of the population’s life, e.g. promiscuity if there are no separate and adequate sleeping areas for the children of different ages and sexes and for ensuring intimacy of the parents.

<sup>23</sup> UBN is Unsatisfied Basic Needs, or *Necesidades Basicas Insatisfechas*, which was maintained in the formulas.

As regards individual privacy, the most common requirement is a separate parental bedroom, as individual privacy for the other group members is more difficult to establish. Very demanding norms could require separate bedrooms for the children (especially the children of different sexes) as from adolescence and separate bedrooms for members of the group who are not direct relatives. But normally, through the surveys it is not possible to make a detailed study of the way in which group members accommodate to sleep.

According to information of the Census 1992, the average household size in Bolivia is five persons; hence, housing space norms consider five inhabitants in every house. At the moment, for ensuring possible comparison, these norms are maintained (even though the average household size lowered to four members).

**The INE calculates overcrowding in a different way for one-person households and households composed of more than one person. In the latter case, they consider bedrooms, multiuse rooms and the kitchen. In the case of bedrooms per person, the norm establishes that a household composed of five persons should have at least two bedrooms, i.e. there should be 2/5 (0.4) bedrooms for every household member. On the other hand, as regards multiuse rooms per person, the norm says that a five-person household should have at least one multiuse room, i.e. 1/5 (0.2) multiuse rooms for every household member. According to the files on commands, we see that in 2006 the criteria used by the INE were respected.**

The attainment index, which is based on the number of persons and rooms in every house is not subject to any defined rank, as any value over or equal to zero can be taken. Considering this difficulty, it is necessary to set the upper limit of the rank. To do so, a new scale is developed that considers – as an upper limit for bedrooms and multiuse rooms - an attainment of five (equivalent to two bedrooms per person and one multiuse room per person, respectively).

After having obtained the indices on deficiencies in materials and spaces, the **Index on House Deficiencies** (UBN(V)) is calculated:

$$UBN(V) = \frac{ubn(M) + ubn(Es)}{2}$$

Where:

*ubn(M)*                      *Index on the deficiency in building materials*

*ubn(Es)* *Index on the deficiency in spaces of the house*

This exercise is repeated for all sets of variables.

## Appendix 2: Questionnaire 1

<b>SURVEY I</b>
<b>IMPACT OF EDUCATIONAL INFRASTRUCTURE AND INTEGRALITY</b>

Subsample A1:       Subsample A2:       Subsample A3:

1. Survey ballot number

2. District:       3. Neighbourhood Unit:       4. Neighbourhood:

5. Address (Street and number):

6. Since when do you live in the neighbourhood:

**I. GENERAL DATA ON THE MOTHER**

7. Age:  years old      8. Civil status:

9. Educational degree       10. Year of graduation

11. Number of children, age, sex and place where they study (children who currently live at home)

	Age	Sex	Name of the school where they mainly studied or are studying		
			Primary school	Secondary school	Current educational degree
a)					
b)					
c)					
d)					
e)					
f)					
g)					
h)					

**II. OCCUPATIONAL PROFILE OF THE FAMILY**

12. Occupational situation of the family:

	Age	Sex	Principal occupation (mark with an X):					If (s)he works ... .. Principal occupation
			Works	Studies	Unemployed	Retired	Only housew	
Father								
Mother								
Son/daughter								
Son/daughter								
Son/daughter								
Son/daughter								
Son/daughter								
Other (please specify)								
Other (please specify)								

**III. ASPECTS RELATED TO THE IMPACT ASSESSMENT OF THE SURVEYEE**

13. Have you participated in any training course in the last 5 years? NO   
(Go to question 14)

	Year	Training topic	Duration / hours	Training entity
a)				
b)				
c)				
d)				
e)				
f)				
g)				

14. Have you been a leader, councillor, authority in the last 5 years?

NO

(Go to question 15)

	Year	Entity	Function / position	From:	To:
a)					
b)					
c)					
d)					
e)					

15. In the last 5 years, for you and your family ... ..

	Improved	Stayed the same	Worsened?
drinking water services:			
sewer system services:			
electricity services:			
transportation services:			
garbage collection services:			
road transibility:			

16. Why?:


17. Are you currently involved in any economic activity?

NO

YES

(Go to question 25)

18. What is your principal economic activity?

19. Is your activity a permanent one (every day)?

NO

YES

20. Are you an employee?

NO

YES

21. Are you insured at work?

NO

YES

22. Is the income you perceive sufficient?

NO

YES

23. Has your income improved in the last 5 years?

NO

YES

24. Why?

25. Has the family income improved in the last 5 years? NO  YES

26. Why?

27. How do you use your time in an average month?

	%		%
a) In economic activities		e) In neighbourhood work / meetings	
b) In education / training		f) In organisational activities	
c) In housework			
d) In entertainment and amusement			
		TOTAL	100%

28. Do you have any time limitation

	YES	NO
to perform any economic activity?		
to participate in training?		
to participate in organisations?		
to amuse yourself?		
to devote to your family?		
to do anything else? Please specify ... ..		

29. What is the most important limitation?




**IV. SURVEYEE'S PERCEPTION OF CHANGES IN HER CHILDREN'S EDUCATIONAL UNITS**

30. In the last five years ... ..

	Improved	Stayed the same	Worsened	Don't know
the schoolrooms				
the sports fields				
the library				
the availability of sanitary facilities				
the availability of school desks				
the quality of the school desks				
the teacher's dedication				
the quality of the educational material				

31. Why?


32. Do you have more time thanks to the improvements in the educational unit? YES  NO

33. Thanks to the improvements in the educational unit, has your children's performance improved?  
 Yes, of all of them  34. Why?   
 Just of some of them  35. Why?

36. Have all your children (boys and girls) attended school when due? YES  NO   
 (Go to question 38)

37. Why not?

38. Have you had to take out of school any of your children? YES  NO   
 (Go to question 40)

39. Why?

**V. KNOWLEDGE OF THE PAP PROGRAMME, IMPLEMENTED WITH DUTCH FUNDING IN 1998 - 2002**

40. Do you know the PAP financed by the Dutch cooperation? YES  NO   
 (END OF SURVEY)

41. Have you participated actively in the programme? NO   
 42. Why not?   
 YES   
 43. In what area?

44. In your opinion, what is the principal programme benefit?   
 None:

**THANK YOU FOR YOUR COLLABORATION**

Date   
 Name of surveyor

### Appendix 3: Questionnaire 3

**SURVEY III  
PROCESS IMPACT**

Subsample C1:       Subsample C2:       Subsample C3:

1. Survey ballot number:       2. District:       3. Neighbourhood Unit:

4. Neighbourhood:       5. Since what year do you live in the neighbourhood:

6. Address (Street and number):

7. Sex:      M       F       8. Age:  years old      9. Educational degree:

**I. MEASUREMENT OF VARIABLES AT THE LEVEL OF THE BENEFICIARY POPULATION**

**A. AWARENESS FOR PARTICIPATION**

10. Do you attend meetings of your neighbourhood council?      11. Why?

Often      

Rarely      

Never      

I used to go before      

12. Do you attend meetings of the school board?      13. Why?

Often      

Rarely      

Never      

I used to go before      

14. Have you ever been a leader in your neighbourhood council? NO  YES  15. For how many years?:

(Go to question 17)

16. What is your assessment of your experience as a neighbourhood leader?

Considerable progress was made       No progress was made due to the neighbours' lack of support

No progress was made       No progress was made due to disunity

Other (please specify):

17. Have you ever been a leader in the school board since 1998? NO  YES  18. For how many years?:

(Go to question 19)

19. What is your assessment of the neighbours' participation in the neighbourhood development process?

There is considerable participation  YES  NO       Young people participate considerably  YES  NO

There is a small active group  YES  NO       Women participate considerably  YES  NO

20. Do women participate actively and considerably in neighbourhood meetings?

YES       NO       Don't know

(Go to question 22)      (Go to question 22)

21. Why not?

22. Are there women leaders in the neighbourhood council at the moment?

YES  NO  Don't know   
 (Go to question 24)

23. Why not?

**B. CAPACITY TO CLAIM THE RIGHT TO PARTICIPATION**

24. Which of the following laws do you know? 25. How did you know of these laws?

People's Participation Law	<input type="checkbox"/>	Reading	<input type="checkbox"/>	Training	<input type="checkbox"/>	Other: _____
Municipalities Law	<input type="checkbox"/>	Reading	<input type="checkbox"/>	Training	<input type="checkbox"/>	Other: _____
Environmental Law	<input type="checkbox"/>	Reading	<input type="checkbox"/>	Training	<input type="checkbox"/>	Other: _____

26. Do you know whether the Municipal Development Plan (PDM) of Santa Cruz exists?	YES <input type="checkbox"/>	NO <input type="checkbox"/>
27. Do you know whether the municipal Annual Operational Plan (POA) exists?	YES <input type="checkbox"/>	NO <input type="checkbox"/>
28. Do you know whether any project of your neighbourhood is included in this year's POA?	YES <input type="checkbox"/>	NO <input type="checkbox"/>
29. Do you know whether any project of your neighbourhood unit is included in this year's POA?	YES <input type="checkbox"/>	NO <input type="checkbox"/>
30. Do you know whether any project of your district is included in this year's POA?	YES <input type="checkbox"/>	NO <input type="checkbox"/>
31. Have you in any way demanded participation in development processes?	YES <input type="checkbox"/>	NO <input type="checkbox"/>

(Go to question 35)

32. Who did you address this demand to?

33. Did you do this alone? YES  NO  34. Did you do this with an organisation? YES  NO

**C. CAPACITY TO COMMUNICATE NEEDS AND EXPECTATIONS**

35. How do you communicate your family needs (housing, employment, etc.) to your neighbours?

In meetings of the neighbourhood council  In informal talks among neighbours   
 I don't communicate them

36. How do you communicate your expectations regarding neighbourhood development (water, sewer systems, etc.) to your neighbours?

In meetings of the neighbourhood council  In informal talks among neighbours   
 I don't communicate them

37. Have you been in touch with development institutions in the last 7 years to share your family needs?

NO  YES  38. With which institution(s) a)  b)

38. Have you been in touch with development institutions in the last 7 years to share your neighbourhood needs?

NO  YES  38. With which institution? a)  b)

39. Have you participated in any diagnostic of your neighbourhood to identify problems?

NO  (Go to question 42)  
 YES  40. In what year?  41. What entity sponsored this activity?

42. Have you participated in any planning process for the development of your neighbourhood? YES  NO

(Go to question 46)

43. In what year?  44. What entity sponsored this activity?

45. Which were the principal projects implemented as a result of the planning?

a)   
 c)  b)  Don't know

**D. CAPACITY TO GET ORGANISED**

46. Have you participated in the creation of any organisation in the last 7 years? YES  NO   
 (Go to question 48)

47. What type of organisation?

48. Are you part of any organisation? YES  NO  49. Were you a leader?   
 (Go to question 51) member?

50. What type of organisation?

51. What were the principal achievements of the organisation focusing on an improvement of the standard of living in the neighbourhood of which you were part?

a)   
 c)  b)  Don't know

52. Do you wish to be part of an organisation? YES  NO   
 (Go to question 54)

53. What type of organisation?

54. Why not?

**E. NEGOTIATION CAPACITY**

55. Have you participated in any negotiation for obtaining any project for the neighbourhood? YES  NO   
 (Go to question 61)

56. What type of project was negotiated?

57. With whom did you negotiate?

58. Was any pressure exercised in the negotiation process? YES  NO   
 (Go to question 60)

59. What type of pressure?

60. What were the principal results of the negotiations?

a)   
 c)  b)  Don't know

**F. KNOWLEDGE OF THE PAP - SANTA CRUZ**

61. Did you know the PAP Santa Cruz? YES  NO   
 (Go to question 65)

62. What type of programme was it?

63. Do you know in what period it was implemented? YES  NO  64. In what period?   
 (Go to question 64)

65. Do you know the Participatory Planning Neighbourhood Committee (CVPP)? YES  NO   
 (Go to question 69)

66. Do you know what the CVPP's role was? YES  NO   
 (Go to question 69)

67. What was its principal role?
68. Is the CVPP an organisation of the Neighbourhood?  Neighbourhood Unit?  District?  Don't know
69. Do you know what the Neighbourhood Development Plan (PDV) is? YES  NO   
(Go to question 71)
70. The PDV is a plan at the level of the: Neighbourhood?  Neighbourhood Unit?  District?  Don't know
71. Do you know the PAP Foundation? YES  NO

**II. IMPACT MEASUREMENT IN THE NEIGHBOURHOOD ORGANISATION**

72. What is your assessment of your neighbourhood council?  
Strong  In development  Weak  Doesn't exist  Don't know
73. Are there any internal conflicts and division in your neighbourhood? YES  NO  Don't know   
(Go to question 75)
74. What type of conflicts?
75. Are the current leaders of your neighbourhood council legitimate and representative leaders?
- a) Yes, they were elected and represent most of the neighbourhood
  - b) Yes, though they were not elected, they do represent most of the neighbourhood
  - c) No, because they do not call elections and have been in office for various years
  - d) No, they do not want to leave office because of personal interests
  - e) Other (please specify): \_\_\_\_\_
76. The works to be negotiated and implemented in the neighbourhood ... ..
- a) are decided in Assemblies of the Neighbourhood Council
  - b) are decided in the Neighbourhood Council
  - c) are decided only by the President of the Neighbourhood Council who does not consult anyone
77. The neighbours' problems must be resolved at the level of ... .. (You can mark the 3 options)
- every neighbourhood  every neighbourhood unit  every district  Don't know
78. Is it necessary to have an organisation at the level of the Neighbourhood Unit? YES  NO   
(END OF SURVEY)
79. For what purpose?
80. How should the representatives of the Neighbourhood Unit be elected?

THANK YOU FOR YOUR COLLABORATION

Name of surveyor

Date

## Appendix 4: Question List Focus Group I (Survey I)

- Programmes and projects implemented in the field of education in the Neighbourhood Unit in the last 10 years. Experience of PAP
- Historical data of the educational unit. When was it founded and how was the process?
- What programmes or projects have contributed to development of the infrastructure of the educational unit?
- What did PAP do and with what results (schoolrooms, libraries, training courses etc.)?
  
- Quality of education
  - a) In general, has the quality of education improved?
  - b) How has school enrolment evolved?
  - c) How has the offer of training in the educational unit evolved?
  - d) How is the level of school attendance?
  - e) What were the effects of the improvement in the educational unit in the children, parents, neighbourhood and Neighbourhood Unit?
  
- Women's use of time
  - a) In general, what is the principal occupation of the mothers of the Neighbourhood Unit?
  - b) What type of effects have the improvements in the educational unit had on this time use?
  
- Organisation of the Neighbourhood Unit. Participation of women
  - a) How is the neighbourhood organisation doing?
  - b) What have been the achievements since 2002?
  - c) Does the CVPP work, what are its activities?
  - d) What is the degree of participation of the women in the neighbourhood organisation?
  - e) Does the mothers' centre work?
  - f) How is the centre managed?
  
- Training services for adults in the Neighbourhood Unit
  - a) Are there any training programmes / projects in the Neighbourhood Unit?
  - b) Are the mothers being trained?
  
- Internally in the Neighbourhood Unit; improvement of basic and other services
  - a) Have the basic services improved?
  - b) Has the transportation service improved?
  - c) Has the garbage collection service improved?
  - d) Has citizen security improved?

## Appendix 5: Question List Focus Group III (Survey III)

- Awareness for Participation
  - a) Do the neighbours attend meetings of their Neighbourhood Council? Please explain.
  - b) Do you consider leadership in your Neighbourhood Council is a success? Please explain.
  - c) What is your assessment of the neighbours' participation in the neighbourhood process? Active? Please explain. Please particularly focus on the women's participation.
  - d) Are there any women leaders in your Neighbourhood Council? Please explain.
  
- Capacity to claim the right to participation
  - a) Do you know the People's Participation Law, the Municipalities Law, the Environmental Law? How? Please explain.
  - b) Do you know the Municipal Development Plan (PDM) of Santa Cruz? Please explain.
  - c) Do you know the Annual Operational Plan (POA) of Santa Cruz?
  - d) Have any works in your neighbourhood / Neighbourhood Unit / District been included in this year's POA?
  
- Capacity to communicate needs and expectations
  - a) Does your Neighbourhood Council have or has it had any contacts with development organisations (NGOs, international donor agencies, embassies) to help it solve its problems / shortcomings in the neighbourhood? If yes (approved projects), please explain.
  - b) Has your Neighbourhood Council participated or does it participate in any diagnostic of your neighbourhood to identify problems? If yes, when and who sponsored this activity?
  - c) Has your Neighbourhood Council participated or does it participate in any planning processes? If yes, when and who sponsored this activity?
  
- Capacity to get organised
  - a) Do you know whether, besides your Neighbourhood Council, there are any other organisations in your neighbourhood that focus on solving the neighbourhood's problems / shortcomings? If yes, what organisation and is it successful? Please explain.
  
- Negotiation capacity
  - a) In the last ... years, has your Neighbourhood Council participated in any negotiations to obtain works for the neighbourhood? If yes, what project was negotiated? Was this is only for your Neighbourhood Council, or with other Councils of this Neighbourhood Unit? With what entity / persons did you negotiate?
  
- Knowledge of PAP – Santa Cruz
  - a) Do you know PAP Santa Cruz?
  - b) What type of programme was it?
  - c) Do you know in what period it was implemented?

- d) Do you know the Participatory Planning Neighbourhood Committee (CVPP)?
  - e) Do you know what the CVPP's role was?
  - f) What type of organisation is the CVPP (neighbourhood level, Neighbourhood Unit level, District level)?
  - g) Do you know what the Neighbourhood Development Plan (PDV) is?
  - h) Is the PDV a plan at the level of the neighbourhood, Neighbourhood Unit or District?
- Neighbourhood Council
    - a) What is your assessment of your neighbourhood council? Please explain.
    - b) Are there any internal conflicts and division in your neighbourhood? If yes, what types of conflicts?
    - c) Do you consider your leadership is legitimate and representative? Please explain.
    - d) Who decides on the works to be negotiated and implemented in your neighbourhood? The Neighbourhood Council? In Assemblies of the Neighbourhood Council? You as the President? Examples? Please explain.
    - e) Do you think that the neighbours' problems must be solved at the level of each neighbourhood, each neighbourhood unit, each district? Please explain.
    - f) Do you think it is necessary to have a (grassroots) organisation at the level of the Neighbourhood Unit? Please explain.



## Appendix 6: Question List Focus Group Sub-Mayors (Research Question II)

- Knowledge of PAP – Santa Cruz
  - a) Do you know PAP Santa Cruz?
  - b) What type of programme was it and what were the characteristics distinguishing it from other programmes?
  - c) Do you know in what period it was implemented?
  - d) What is your assessment of the impact of this programme (infrastructure projects, training, institutional strengthening)?
  
- Participatory Planning Methodology of PAP
  - a) Do you know the methodology used in PAP?
  - b) Do you know what MPP, CVPP, PDV and PDD are?
  - c) What was the relationship of PAP with the urban planning system in Santa Cruz?
  - d) In your opinion, what were the strong points of this methodology?
  - e) In your opinion, what were the weak points of this methodology?
  - f) Was this methodology adopted by the sub-mayor's offices? If yes, how? If no, why not?
  - g) Do you think it is possible to have planning (or poverty alleviation policies) at the level of the Neighbourhood Units (and taking into account the urban planning system in Santa Cruz)? If no, why not? If yes, how (and what would this look like from an organisational perspective)?

## Appendix 7: Question List Focus Group NGOs - Executing Entities - (Research Question II)

- Evaluation of PAP
  - a) In your opinion, what were the strong points of PAP (conceptualisation of poverty / planning / participation –methodology)?
  - b) In your opinion, what were the weak points of PAP (conceptualisation of poverty / planning / participation –methodology)?
  - c) Do you think PAP had a sustainable impact in the poverty level in the Districts where it operated? Why?
  - d) Do you think PAP had a sustainable impact in the methodology of policies, projects / programmes to combat urban poverty (of governmental and non-governmental entities)? Why?
  - e) Do you think it is possible to have planning (or poverty alleviation policies) at the level of the Neighbourhood Units (and taking into account the urban planning system in Santa Cruz)? If not, why not? If yes, how (and what would this look like from an organisational perspective)?
  
- Evaluation of the role / roles of the EE in PAP
  - a) Did you participate in PAP? What was your role? What is your assessment of your role? Please explain.
  - b) Does your organisation apply (elements of) this methodology in its work? If yes, how? If no, why not?

## Appendix 8: List of Interviews

### PERSONAL INTERVIEWS

INSTITUTION	CONTACT PERSON
<b>IDEPRO</b>	Director: Iván Vargas Pereyra
<b>CASA DE LA MUJER</b>	Director – Miriam Suárez
<b>Departmental Federation of Neighbourhood Councils FEDJUVE</b>	President: Rodolfo Landivar
<b>PASOC</b>	Director: Mauricio Bacardit
<b>Surveillance Committee</b>	President: Rodolfo Rojas
<b>Planning Office –Municipal Government of Santa Cruz de la Sierra</b>	Team leader: Alvaro Mier Barzon
<b>PAP Foundation* **</b>	Director: Vidal Aparecio
<b>Advisor urban planning LG</b>	Fernando Prado
<b>CIDCRUZ*</b>	Director: Rosario Rosas
<b>Ex-Accountant PAP</b>	Mirko Guevara
<b>Embassy staff</b>	Gary Montaña
<b>Ex-staff PAP**</b>	Cecilia Moreno
<b>Ex- Bolivian co-director PAP</b>	Guillermo Dávalos
<b>Ex-Dutch co-director PAP*</b>	Alfonso van Oosterhout
<b>Member formulation mission*</b>	Paul van Beijnum

\*: various interviews/contacts (e-mail)

\*\* : in one of the meetings, two ex-PAP staff participated

## Appendix 9: Question List Interview advisor urban planning LG

- Miscellaneous
  - a) Has the geographical level on which the PAP would work been discussed during the 'formulation mission'? That is to say, have the (dis)advantages, the relationship of the elected level with the existing planning system been discussed?
  - b) Do you think it is adequate for a project like the PAP (with its specific objectives) to be executed independently of / outside the entity that should incorporate the model / methodology in its structure?
  
- Opinions on the PAP
  - a) In your opinion, what were the strong points of the PAP?
  - b) In your opinion, what were the weak points of the PAP?
  - c) Do you think the PAP had a sustainable impact on the poverty level in the District in which it operated? Why?
  - c) Do you think the PAP had a sustainable impact in the methodology of policies, projects / programmes to combat urban poverty (especially the municipal government)? Why?
  - d) Do you think that Municipal Ordinance 018/2005 truly intends to incorporate the most crucial elements of the PAP Santa Cruz? Please explain.

## Appendix 10: Question List NGOs (Execution Entities)

- Introductory questions
  - a) Objectives of the NGO
  - b) Activities in the field of urban poverty
  
- Evaluation of PAP
  - a) In your opinion, what were the strong points of PAP (conceptualisation of poverty / planning / participation –methodology)?
  - b) In your opinion, what were the weak points of PAP (conceptualisation of poverty / planning / participation –methodology)?
  - c) Do you think PAP had a sustainable impact in the poverty level in the Districts where it operated? Why?
  - d) Do you think PAP had a sustainable impact in the methodology of policies, projects / programmes to combat urban poverty (of governmental and non-governmental entities)? Why?
  - e) Do you think it is possible to have planning (or poverty alleviation policies) at the level of the Neighbourhood Units (and taking into account the urban planning system in Santa Cruz)? If not, why not? If yes, how (and what would this look like from an organisational perspective)?
  
- Evaluation of the role / roles of the EE in PAP
  - a) What was your role in PAP? What is your assessment of your role? Please explain.
  - b) Does your organisation apply (elements of) this methodology in its work? If yes, how? If no, why not?

## Appendix 11: Summary Tables Survey 1

Mothers engaged in an economic activity	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Engaged	49,0	32,0	28,0	39,4	42,9	40,0	28,0
Non engaged	51,0	68,0	72,0	60,6	57,1	59,6	72,0
	Chi-Square Value: 5.300 Significance: .071 Significant .1			Chi-Square Value: 1.069 Significance: .301 Non significant		Chi-Square Value: 2.212 Significance: .137 Non significant	
Regular of temporary employment	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Regular	62,5	81,3	93,8	78,6	50,0	70,0	93,8
Temporary	37,5	18,7	6,3	21,4	50,0	30,0	6,3
	Chi-Square Value: 5.510 Significance: .064 Significant .1			Chi-Square Value: 2.786 Significance: .095 Significant .1		Chi-Square Value: 3.616 Significance: .057 Significant .1	
Mothers who are insured	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Insured	12,5	6,3	12,5	7,1	16,7	10,0	12,5
Not insured	87,5	93,7	87,5	92,9	83,3	90,0	87,5
	Chi-Square Value: .467 Significance: .792 Non significant			Chi-Square Value: .042 Significance: .837 Non significant		Chi-Square Value: .075 Significance: .785 Non significant	
Perceived sufficiency of the income	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Sufficient	29,2	18,8	14,2	25,0	25,0	25,0	14,2
Not sufficient	70,8	81,2	85,8	75,0	75,0	75,0	85,8
	Chi-Square Value: 1.679 Significance: .432 Non significant			Chi-Square Value: 2.352 Significance: .167 Non significant		Chi-Square Value: 1.061 Significance: .303 Non significant	
Increase in level of personal income	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%

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Increased	45,8	31,2	28,4	32,1	58,3	40,0	28,4
Not increased	54,2	68,8	71,6	67,9	41,7	60,0	71,6
	Chi-Square Value: .973 Significance: .615 Non significant			Chi-Square Value: .476 Significance: .490 Non significant		Chi-Square Value: .111 Significance: .738 Non significant	
<b>Increase in level of household income</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Increased	34,7	31,2	24,0	32,4	32,1	32,3	24,0
Not increased	65,3	68,8	76,0	67,6	67,9	67,7	76,0
	Chi-Square Value: 1.368 Significance: .505 Non significant			Chi-Square Value: 1.583 Significance: .208 Non significant		Chi-Square Value: 1.106 Significance: .293 Non significant	
<b>Time constraint to perform an economic activity</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Time constraint	42,8	28,0	40,7	34,3	35,7	34,7	40,7
No time constraint	57,2	72,0	59,3	65,7	64,3	65,3	59,3
	Chi-Square Value: 3.170 Significance: .205 Non significant			Chi-Square Value: 1.909 Significance: .167 Non significant		Chi-Square Value: .336 Significance: .562 Non significant	
<b>Time constraint to participate in training</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Time constraint	61,2	48,0	22,2	49,3	67,9	54,5	22,2
No time constraint	38,8	52,0	77,8	50,7	32,1	45,5	77,8
	Chi-Square Value: 10.621 Significance: .005 Significant .01			Chi-Square Value: 5.779 Significance: .016 Significant .05		Chi-Square Value: 8.886 Significance: .003 Significant .01	
<b>Time constraint to join a club or association</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Time constraint	51,0	30,0	18,5	36,6	50,0	40,4	18,5
No time constraint	49,0	70,0	81,5	63,4	50,0	59,6	81,5
	Chi-Square Value: 9.188 Significance: .010 Significant .01			Chi-Square Value: 3.480 Significance: .062 Significant .1		Chi-Square Value: 4.426 Significance: .035 Significant .05	
<b>Time constraint to enjoy some spare time</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%

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	%	%	%	%	%	%	%
Time constraint	42,8	30,0	29,6	31,0	50,0	36,4	29,6
No time constraint	57,2	70,0	70,4	69,0	50,0	63,6	70,4
	Chi-Square Value: 2.223 Significance: .329 Non significant			Chi-Square Value: .762 Significance: .383 Non significant		Chi-Square Value: .423 Significance: .505 Non significant	
<b>Time constraint to devote more time to the family</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Time constraint	26,5	8,0	51,1	14,1	25,0	17,2	51,1
No time constraint	73,5	92,0	48,9	85,9	75,0	82,8	48,9
	Chi-Square Value: 22.334 Significance: .000 Significant .01			Chi-Square Value: 9.618 Significance: .002 Significant .01		Chi-Square Value: 18.126 Significance: .000 Significant .01	
<b>More time due to the school improvements</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	77,6	78,0	77,6	73,2	89,3	77,8	77,6
No	22,4	22,0	22,4	26,8	10,7	22,2	22,4
	Chi-Square Value: .010 Significance: .995 Non significant			Chi-Square Value: 1.322 Significance: .250 Non significant		Chi-Square Value: .001 Significance: .997 Non significant	
<b>Participation in training course</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	8,2	24,0	6,0	26,8	12,0	16,1	6,0
No	91,8	76,0	94,0	73,2	88,0	83,9	94,0
	Chi-Square Value: 5.174 Significance: .038 Significant .05			Chi-Square Value: 2.086 Significance: .243 Non significant		Chi-Square Value: 3.427 Significance: .062 Significant .1	
<b>Election or appointment to public office</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	4,1	4,0	8,0	5,6	0,0	4,0	8,0
No	95,9	96,0	92,0	94,4	100,0	96,0	92,0
	Chi-Square Value: .544 Significance: .478 Non significant			Chi-Square Value: 2.252 Significance: .171 Non significant		Chi-Square Value: 1.025 Significance: .311 Non significant	
<b>Changes to</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%



classrooms							
	%	%	%	%	%	%	%
Worsened	2,1	2,0	0,0	2,9	0,0	2,1	0,0
No change	10,4	16,3	51,0	14,5	10,7	13,4	51,0
Improved	87,5	81,6	49,0	82,6	89,3	84,5	49,0
	Chi-Square Value: 24.820 Significance: .000 Significant .01			Chi-Square Value: 13.144 Significance: .000 Significant .01		Chi-Square Value: 24.380 Significance: .000 Significant .01	
Changes to sport fields	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Worsened	13,0	2,3	0,0	9,5	3,8	7,9	0,0
No change	54,3	14,0	55,1	34,9	34,6	34,8	55,1
Improved	32,6	83,7	44,9	55,6	61,5	57,3	44,9
	Chi-Square Value: 32.500 Significance: .000 Significant .01			Chi-Square Value: 4.848 Significance: .089 Significant .1		Chi-Square Value: 7.863 Significance: .020 Significant .05	
Changes to libraries	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Worsened	37,5	13,4	5,0	26,2	20,8	24,7	5,0
No change	45,0	64,4	45,0	54,1	58,4	55,3	45,0
Improved	17,5	22,2	50,0	19,7	20,8	20,0	50,0
	Chi-Square Value: 16.577 Significance: .002 Significant .01			Chi-Square Value: 5.417 Significance: .067 Significant .1		Chi-Square Value: 8.989 Significance: .011 Significant .05	
Changes to sanitary facilities	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Worsened	28,9	27,3	22,9	27,4	29,6	28,1	22,9
No change	31,1	61,4	25,0	51,6	33,3	46,1	25,0
Improved	40,0	11,3	52,1	21,0	37,0	25,8	52,1
	Chi-Square Value: 20.516 Significance: .000 Significant .01			Chi-Square Value: 9.815 Significance: .007 Significant .01		Chi-Square Value: 10.023 Significance: .007 Significant .01	
Availability of classrooms desks	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Worsened	8,2	29,8	8,7	17,4	22,2	18,8	8,7

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No change	22,4	21,3	80,4	20,3	25,9	21,9	80,4
Improved	69,4	48,9	10,9	62,3	51,9	59,7	10,9
	Chi-Square Value: 54.443 Significance: .000 Significant .01			Chi-Square Value: 32.611 Significance: .000 Significant .01		Chi-Square Value: 44.897 Significance: .000 Significant .01	
<b>Quality of classrooms desks</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Worsened	8,2	17,8	2,1	10,4	18,5	12,8	2,1
No change	14,3	11,1	76,6	13,4	11,1	12,8	76,6
Improved	77,5	71,1	21,3	76,1	70,4	74,4	21,3
	Chi-Square Value: 59.564 Significance: .000 Significant .01			Chi-Square Value: 35.081 Significance: .000 Significant .01		Chi-Square Value: 56.971 Significance: .000 Significant .01	
<b>Perception of teachers' dedication</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Worsened	14,9	13,1	2,2	13,4	15,4	14,0	2,2
No change	40,4	56,5	65,2	52,2	38,5	48,4	65,2
Improved	44,7	30,4	32,6	34,3	46,2	37,6	32,6
	Chi-Square Value: 8.597 Significance: .072 Significant .1			Chi-Square Value: 4.636 Significance: .098 Significant .1		Chi-Square Value: 6.090 Significance: .048 Significant .05	
<b>Changes to school performance</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
No child improved	12,2	22,0	0,0	15,5	21,4	17,2	0,0
All children improved	65,3	62,0	50,0	67,6	53,6	63,6	50,0
Some children improved	22,5	16,0	50,0	16,9	25,0	19,2	50,0
	Chi-Square Value: 22.768 Significance: .000 Significant .01			Chi-Square Value: 10.992 Significance: .004 Significant .01		Chi-Square Value: 20.310 Significance: .000 Significant .01	
<b>Children regularly attend school</b>	<b>PAP basic</b>	<b>PAP integrated</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	98,0	98,0	96,0	100,0	92,9	98,0	96,0
No	2,0	2,0	4,0	0,0	7,1	2,0	4,0
	Chi-Square Value: .499 Significance: .779 Non significant			Chi-Square Value: .217 Significance: .641 Non significant		Chi-Square Value: .498 Significance: .480 Non significant	

Need to take children out of school	PAP basic	PAP integrated	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Yes	10,2	6,0	4,0	5,6	14,3	8,1	4,0
No	89,8	94,0	96,0	94,4	85,7	91,9	96,0
	Chi-Square Value: 1.582 Significance: .453 Non significant			Chi-Square Value: 1.760 Significance: .185 Non significant		Chi-Square Value: .884 Significance: .347 Non significant	

## Appendix 12: Summary Tables Survey 3

PAP level of awareness	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Aware	9,0	9,0		10,7	5,8		
Not aware	91,0	91,0		89,3	94,2		
	Chi-Square Value: .000 Significance: 1.000 Non significant		Not relevant	Chi-Square Value: 1.919 Significance: .039 Significant .05		Not relevant	
NCPD level of awareness	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Aware	7,9	7,0		9,2	8,3		
Not aware	92,1	93,0		90,8	91,7		
	Chi-Square Value: .062 Significance: .804 Non significant		Not relevant	Chi-Square Value: .667 Significance: .414 Non significant		Not relevant	
Knowledge of NCPD role	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Knowledgeable	75,0	85,7		83,8	66,7		
Not knowledgeable	25,0	14,3		16,7	33,3		
	Chi-Square Value: .268 Significance: .605 Non significant		Not relevant	Chi-Square Value: .377 Significance: .539 Non significant		Not relevant	
NDP level of awareness	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Aware	6,9	5,0		10,7	2,9		
Not aware	93,1	95,0		89,3	97,1		
	Chi-Square Value: .334 Significance: .564 Non significant		Not relevant	Chi-Square Value: 1.425 Significance: .041 Significant .05		Not relevant	
Knowledge of PAP foundation	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP

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	%	%	%	%	%	%	%
Knowledgeable	18,8	17,0		16,0	21,4		
Not knowledgeable	81,2	83,0		84,0	78,6		
	Chi-Square Value: .112 Significance: .738 Non significant		Not relevant	Chi-Square Value: .787 Significance: .412 Non significant		Not relevant	
<b>Need for decision making organisation at the UV level</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Need	79,0	73,3	70,7	82,3	64,8	76,1	70,7
No need	21,0	26,7	29,3	17,7	35,2	23,9	29,3
	Chi-Square Value: 1.884 Significance: .390 Non significant			Chi-Square Value: .442 Significance: .506 Non significant		Chi-Square Value: 1.018 Significance: .313 Non significant	
<b>Neighbourhood Council (NC) meetings attendance</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Often	12,9	15,7	16,0	13,0	15,5	14,3	16,0
Rarely	33,7	31,4	41,0	37,4	23,9	32,5	41,0
Never	42,6	37,3	39,0	34,4	50,7	39,9	39,0
	Chi-Square Value: 9.027 Significance: .172 Non significant			Chi-Square Value: 5.845 Significance: .119 Non significant		Chi-Square Value: 4.177 Significance: .166 Non significant	
<b>Leaders in Neighbourhood Council (NC) since 1998</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	5,9	9,8	2,0	9,2	5,6	7,9	2,0
No	94,1	90,2	98,0	90,8	94,9	92,1	98,0
	Chi-Square Value: 5.504 Significance: .064 Significant .1			Chi-Square Value: 2.741 Significance: .098 Significant .1		Chi-Square Value: 5.148 Significance: .062 Significant .1	
<b>Leaders in school board since 1998</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	8,0	5,9	6,0	9,2	2,8	6,9	6,0
No	92,0	94,1	94,0	90,8	97,2	93,1	94,0
	Chi-Square Value: .460 Significance: .795 Non significant			Chi-Square Value: 1.374 Significance: .246 Non significant		Chi-Square Value: .094 Significance: .760 Non significant	

General perceived level of participation in neighbourhood	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Participation	11,9	21,8	11,0	16,0	18,6	16,8	11,0
No participation	76,2	78,2	87,0	78,6	74,3	77,2	87,0
Do not know	11,9	0,0	2,0	5,3	7,1	5,9	2,0
	Chi-Square Value: 23.286 Significance: .000 Significant .01			Chi-Square Value: 3.123 Significance: .210 Non significant		Chi-Square Value: 4.561 Significance: .102 Non significant	
Young people perceived participation in neighbourhood	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Participate	10,9	10,0	13,0	10,8	10,0	10,4	13,0
Do not participate	77,2	90,0	85,0	83,8	82,9	83,6	85,0
Do not know	11,9	0,0	2,0	5,4	7,1	6,0	2,0
	Chi-Square Value: 18.925 Significance: .001 Significant .01			Chi-Square Value: 1.590 Significance: .452 Non significant		Chi-Square Value: 2.664 Significance: .264 Non significant	
Women perceived participation in neighbourhood	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Participate	29,7	50,0	46,0	39,2	41,4	39,8	46,0
Do not participate	57,4	49,0	51,0	54,6	50,0	53,2	51,0
Do not know	12,9	1,0	3,0	6,2	8,6	7,0	3,0
	Chi-Square Value: 20.699 Significance: .000 Significant .01			Chi-Square Value: 1.556 Significance: .459 Non significant		Chi-Square Value: 2.535 Significance: .281 Non significant	
Women leaders in Neighbourhood Council (NC)	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Yes	37,6	44,1	56,0	43,5	36,6	40,9	56,0
No	24,8	10,8	7,0	20,6	12,7	17,7	7,0
Do not know	37,6	45,1	37,0	35,9	50,7	41,4	37,0
	Chi-Square Value: 17.251 Significance: .002 Significant .01			Chi-Square Value: 8.671 Significance: .013 Significant .05		Chi-Square Value: 9.097 Significance: .011 Significant .05	
Knowledge of Popular Participation Law	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%

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Yes	67,3	67,6	67,0	66,4	70,4	67,5	67,0
No	32,7	32,4	33,0	33,6	29,6	32,5	33,0
	Chi-Square Value: .010 Significance: .995 Non significant			Chi-Square Value: .086 Significance: .770 Non significant		Chi-Square Value: .007 Significance: .932 Non significant	
<b>Knowledge of Municipalities Law</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	22,8	21,6	22,0	20,6	25,4	22,2	22,0
No	77,2	78,4	78,0	79,4	74,6	77,8	78,0
	Chi-Square Value: .044 Significance: .978 Non significant			Chi-Square Value: .617 Significance: .432 Non significant		Chi-Square Value: .001 Significance: .974 Non significant	
<b>Knowledge of Environmental Law</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	16,8	21,6	24,0	25,2	7,0	19,2	24,0
No	83,2	78,4	76,0	74,8	93,0	80,8	76,0
	Chi-Square Value: 1.624 Significance: .444 Non significant			Chi-Square Value: 1.164 Significance: .523 Non significant		Chi-Square Value: .933 Significance: .334 Non significant	
<b>Knowledge of Municipal Development Plan (MDP)</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	14,9	23,5	18,0	18,3	21,1	19,2	18,0
No	85,1	76,5	82,0	81,7	78,9	80,8	82,0
	Chi-Square Value: 2.567 Significance: .277 Non significant			Chi-Square Value: .273 Significance: .601 Non significant		Chi-Square Value: .064 Significance: .800 Non significant	
<b>Knowledge of Annual Operational Plan (AOP)</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	12,0	20,0	22,2	17,6	13,0	16,0	22,2
No	88,0	80,0	77,8	82,4	87,0	84,0	77,8
	Chi-Square Value: 3.895 Significance: .143 Non significant			Chi-Square Value: 2.103 Significance: .147 Non significant		Chi-Square Value: 1.732 Significance: .188 Non significant	
<b>Knowledge of neighbourhood projects in AOP</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>

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	%	%	%	%	%	%	%
Yes	5,0	3,0	8,1	6,1	0,0	4,0	8,1
No	95,0	97,0	91,9	93,9	100,0	96,0	91,9
	Chi-Square Value: 2.572 Significance: .276 Non significant			Chi-Square Value: 4.521 Significance: .033 Significant .05		Chi-Square Value: 2.177 Significance: .140 Non significant	
<b>Knowledge of Unidad Vecinal (UV) projects in AOP</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	8,0	5,0	11,1	9,2	1,4	6,5	11,1
No	92,0	95,0	88,9	90,8	98,6	93,5	88,9
	Chi-Square Value: 2.517 Significance: .284 Non significant			Chi-Square Value: 3.380 Significance: .066 Significant .1		Chi-Square Value: 1.907 Significance: .167 Non significant	
<b>Knowledge of district projects in AOP</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	20,0	5,0	13,1	17,6	2,9	12,5	13,1
No	80,0	95,0	86,9	82,4	97,1	87,5	86,9
	Chi-Square Value: 10.165 Significance: .006 Significant .01			Chi-Square Value: .823 Significance: .364 Non significant		Chi-Square Value: .024 Significance: .877 Non significant	
<b>Request to participate in the development process</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Did request	13,0	7,0	6,1	10,7	8,7	10,0	6,1
Did no request	87,0	93,0	93,9	89,3	91,3	90,0	93,9
	Chi-Square Value: 3.562 Significance: .169 Non significant			Chi-Square Value: 2.127 Significance: .145 Non significant		Chi-Square Value: 1.294 Significance: .255 Non significant	
<b>Knowledge of PAP and Popular Participation Law</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Knowledge both	66,7	77,8		74,2	62,4		
Knowledge PPL only	67,0	67,0		67,3	65,9		
	Chi-Square Value: .201 Significance: .654 Non significant		Not relevant	Chi-Square Value: .421 Significance: .332 Non significant		Not relevant	
<b>Knowledge of PAP and Municipalities</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%



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Law							
	%	%	%	%	%	%	%
Knowledge both	55,6	50,6		52,4	47,3		
Knowledge ML only	45,6	40,6		43,0	39,6		
	Chi-Square Value: .401 Significance: .454 Non significant		Not relevant	Chi-Square Value: .612 Significance: .402 Non significant		Not relevant	
<b>Knowledge of PAP and Environmental Law</b>							
	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Knowledge both	33,3	22,2		35,7	23,9		
Knowledge EL only	15,4	20,9		16,6	22,5		
	Chi-Square Value: .990 Significance: .320 Non significant		Not relevant	Chi-Square Value: 1.880 Significance: .265 Non significant		Not relevant	
<b>Knowledge of PAP and request to participate</b>							
	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Knowledge and request	33,3	22,2		34,9	20,4		
No knowledge and request	11,0	5,5		13,8	4,0		
	Chi-Square Value: 3.620 Significance: .620 Non significant		Not relevant	Chi-Square Value: 4.122 Significance: .321 Non significant		Not relevant	
<b>Channels of communication family needs</b>							
	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Neighbourhood council	11,0	9,0	13,1	6,1	17,4	10,0	13,1
Informal meetings	40,0	46,0	35,4	45,8	37,7	43,0	35,4
Both	1,0	1,0	1,0	0,8	1,4	1,0	1,0
No communication	48,0	44,0	50,5	47,3	43,5	46,0	50,5
	Chi-Square Value: 9.454 Significance: .150 Non significant			Chi-Square Value: 2.346 Significance: .504 Non significant		Chi-Square Value: 1.828 Significance: .609 Non significant	
<b>Channels of communication neighbourhood issues</b>							
	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Neighbourhood council	29,0	21,0	28,3	26,7	21,7	25,0	28,3
Informal meetings	54,0	52,0	40,4	53,4	52,2	53,0	40,4

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Both	2,0	3,0	6,1	3,1	1,5	2,5	6,1
No communication	15,0	24,0	25,3	16,8	24,6	19,5	25,3
	Chi-Square Value: 9.027 Significance: .172 Non significant			Chi-Square Value: 9.737 Significance: .121 Non significant		Chi-Square Value: 5.731 Significance: .125 Non significant	
<b>Contact development institutions on family needs</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Has contacted	10,9	8,0	2,0	11,5	5,7	9,5	2,0
Has not contacted	89,1	92,0	98,0	88,5	94,3	90,5	98,0
	Chi-Square Value: 6.185 Significance: .045 Significant .05			Chi-Square Value: 6.364 Significance: .012 Significant .05		Chi-Square Value: 5.542 Significance: .019 Significant .05	
<b>Contact development institutions on neighbourhood</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Has contacted	8,9	8,0	8,1	10,7	4,3	8,5	8,1
Has not contacted	91,1	92,0	91,9	89,3	95,7	91,5	91,9
	Chi-Square Value: .067 Significance: .967 Non significant			Chi-Square Value: .028 Significance: .868 Non significant		Chi-Square Value: .012 Significance: .912 Non significant	
<b>Participation to identify neighbourhood problems</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Has participated	7,9	5,0	7,1	8,4	2,9	6,5	7,1
Has not participated	92,1	95,0	92,9	91,6	97,1	93,5	92,9
	Chi-Square Value: .728 Significance: .695 Non significant			Chi-Square Value: .436 Significance: .509 Non significant		Chi-Square Value: .039 Significance: .844 Non significant	
<b>Participation in neighbourhood development planning</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Has participated	4,9	8,0	9,1	7,6	4,3	6,5	9,1
Has not participated	95,1	92,0	90,9	92,4	95,7	93,5	90,9
	Chi-Square Value: 1.359 Significance: .507 Non significant			Chi-Square Value: 2.522 Significance: .112 Non significant		Chi-Square Value: .672 Significance: .412 Non significant	
<b>Participation in establishment of organisations last 7</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%

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years	%	%	%	%	%	%	%
Has participated	11,9	6,0	6,0	12,2	7,9	9,0	6,0
Has not participated	88,1	94,0	94,0	87,8	92,1	91,0	94,0
	Chi-Square Value: 3.163 Significance: .206 Non significant			Chi-Square Value: .848 Significance: .357 Non significant		Chi-Square Value: .795 Significance: .373 Non significant	
<b>Membership of organisations</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Member	12,0	11,1	8,0	15,5	4,3	11,6	8,0
Not member	88,0	88,9	92,0	84,5	95,7	88,4	92,0
	Chi-Square Value: .949 Significance: .622 Non significant			Chi-Square Value: 1.168 Significance: .280 Non significant		Chi-Square Value: .907 Significance: .341 Non significant	
<b>Membership of organisations and results</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Results	75,0	55,6	71,4	77,8	0,0	66,7	71,4
No results	16,7	0,0	0,0	11,1	0,0	9,5	0,0
Do not know	8,3	44,4	28,6	11,1	100,0	23,8	28,6
	Chi-Square Value: 5.701 Significance: .223 Non significant			Chi-Square Value: 1.200 Significance: .273 Non significant		Chi-Square Value: .732 Significance: .694 Non significant	
<b>Desire to be part of organisation</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Yes	48,5	55,0	47,0	55,0	45,7	51,7	47,0
No	51,5	45,0	53,0	45,0	54,3	48,3	53,0
	Chi-Square Value: 1.446 Significance: .485 Non significant			Chi-Square Value: .245 Significance: .621 Non significant		Chi-Square Value: .600 Significance: .438 Non significant	
<b>Knowledge of PAP and desire to participate</b>	<b>PAP low MF</b>	<b>PAP high MF</b>	<b>Non PAP</b>	<b>Before 2002</b>	<b>After 2002</b>	<b>PAP</b>	<b>Non PAP</b>
	%	%	%	%	%	%	%
Knowledge and desire	77,8	66,7		80,0	55,6		
No knowledge and desire	46,2	53,8		51,5	43,9		
	Chi-Square Value: 3.385 Significance: .660 Non significant		Not relevant	Chi-Square Value 4.509 Significance: .034 Significant .05		Not relevant	

Knowledge of PAP and establishing of organisation	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Knowledge and participation	33,3	55,6		40,0	22,2		
No knowledge and participation	10,0	6,7		8,3	1,9		
	Chi-Square Value 22.747 Significance: .000 Significant .01		Not relevant	Chi-Square Value 14.305 Significance: .000 Significant .01		Not relevant	
Participation in negotiations	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Has participated	13,9	11,0	8,0	16,9	4,2	12,4	8,0
Has not participated	86,1	89,0	92,0	83,1	95,8	87,6	92,0
	Chi-Square Value: 1.769 Significance: .413 Non significant			Chi-Square Value: .912 Significance: .340 Non significant		Chi-Square Value: 1.347 Significance: .246 Non significant	
Participation in negotiations and results	PAP low MF	PAP high MF	Non PAP	Before 2002	After 2002	PAP	Non PAP
	%	%	%	%	%	%	%
Results	78,6	85,7	100,0	80,0	100,0	81,0	100,0
No results	7,1	0,0	0,0	5,0	0,0	4,8	0,0
Do not know	14,3	14,3	0,0	15,0	0,0	14,3	0,0
	Chi-Square Value: 2.486 Significance: .647 Non significant			Chi-Square Value: 1.418 Significance: .492 Non significant		Chi-Square Value: 1.768 Significance: .413 Non significant	

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