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UNFPA – Country programmes and related matters

UNITED NATIONS POPULATION FUND

Draft country programme document for Bolivia

Proposed UNFPA assistance: \$15 million: \$6 million from regular resources and \$9 million through co-financing modalities and/or other, including regular, resources

Programme period: Five years (2008-2012)

Cycle of assistance: Fourth

Category per decision 2005/13: A

Proposed assistance by core programme area (in millions of \$):

	Regular resources	Other	Total
Reproductive health	2.70	5.5	8.20
Population and development	1.45	2.0	3.45
Gender	1.10	1.5	2.60
Programme coordination and assistance	0.75	-	0.75
Total	6.00	9.0	15.00



I. Situation analysis

1. Bolivia is one of the poorest countries in Latin America. In 2005, 64.3 per cent of the population lived in poverty, and 38.2 per cent lived in extreme poverty. Indigenous people, in particular, suffer from discrimination and social exclusion. In recent decades, however, indigenous groups have created an impressive social movement, collectively claiming recognition of their cultural, economic, social and political rights.

2. Approximately 20 per cent of the population is between 15 and 24 years of age. This group represents a potential demographic advantage, as young people can play a critical role in reducing poverty and contributing to the development of the country. There is therefore an urgent need to invest in services for youth.

3. Reducing adolescent fertility rates will not only improve adolescent health but will also help to break the cycle of poverty, especially among poor, rural and indigenous adolescents. HIV infections are concentrated among adolescents and young adults. Recent data also reveal an increase in prevalence rates among urban and rural women.

4. The needs of women, particularly their ability to exercise their reproductive rights and to achieve gender equality, must continue to be addressed. The Government has made some progress in this area. For example, women and children benefit from the universal mother and child health insurance scheme. Between 1989 and 2003, the maternal mortality ratio dropped from 416 deaths per 100,000 live births to 230 deaths per 100,000 live births. Yet there is still a need to increase access to high-quality, culturally sensitive reproductive health services.

5. Gender inequalities are pervasive. Despite national advances in establishing legal and policy frameworks, enforcement remains a problem. Women's participation in development is limited and gender-based violence is a major problem, regardless of women's socio-economic and educational levels.

6. Since 2006, the Government has striven to establish a new multi-ethnic and intercultural social and political order. To achieve this, the Government is promoting political and social participation and is trying to reduce inequalities and discrimination. It emphasizes the value of individuals and communities and the well-being of all Bolivians. These goals are incorporated into the new national development plan, which is based on dignity, sovereignty, productivity and good governance.

II. Past cooperation and lessons learned

7. UNFPA assistance to Bolivia began in 1991. The Executive Board approved the third country programme (2003-2007) for \$12 million (\$5 million from regular resources and \$7 million from other resources). Several factors affected the third country programme: (a) social unrest; (b) three presidential successions; (c) referendums on the issue of regional autonomy and ownership of natural resources; (d) the 2006 presidential election; and (e) the ongoing constitutional reform process.

8. Despite these political and social constraints, the country programme helped to: (a) carry out a population situational analysis, in cooperation with the Ministry of Planning, to support the design and implementation of development programmes; (b) position sexual and reproductive health and rights on national and municipal agendas; (c) formulate and implement the national sexual and reproductive health programme (2003-2008); (d) provide evidence-based information to include family planning and reproductive health commodity security in the universal mother and child health insurance scheme; (e) empower indigenous women; and (f) prevent sexual violence and provide care for the victims of such violence. At the municipal level, the programme helped to develop a multisectoral adolescent programme model, with assistance from the Swedish International Development Cooperation Agency. The programme also helped to empower indigenous and rural women in 14 poor municipalities through an intercultural, bilingual literacy programme.

9. In keeping with the constitutional reform process, UNFPA helped to prepare and disseminate a document on incorporating sexual and reproductive health and rights into the Bolivian constitution. It also supported the participation of both rural and urban adolescents and youth in political debates. In the area of gender, UNFPA supported discussions on the creation of an intercultural gender framework to promote the rights of indigenous women.

10. Based on the recommendations of the country programme review process, the programme aligned itself with the new national development plan, taking into consideration the priorities and needs of the new Government. The third country programme emphasized the promotion of human rights, including indigenous rights. UNFPA and the Government will enhance these efforts in the fourth country programme.

11. UNFPA has been active in the United Nations reform process and has participated in a number of joint programming processes, including the common country assessment and the United Nations Development Assistance Framework (UNDAF). UNFPA supported studies and reports on the ethnic and linguistic characteristics of the population. It also assisted in creating a national council that promotes dialogue between the indigenous, native and rural populations and the United Nations system.

12. Among the lessons learned were: (a) advocacy plays a key role in expanding sexual and reproductive health and rights; (b) municipal-level model projects are important for implementing public policies; and (c) programmes should be flexible, aligned with country priorities, and involve representatives of the national government and civil society at all stages, including during programme formulation, implementation and monitoring.

III. Proposed programme

13. UNFPA and the Government formulated the proposed country programme, aligning it with the national development plan and other sectoral plans, as well as with the UNDAF (2008-2012). It emphasizes national ownership and recognizes the

value of a unified United Nations country team response to national development. In cooperation with the Government and civil society partners, the programme will seek to achieve the goals of the International Conference on Population and Development and the Millennium Development Goals, along with the goals of other international commitments and instruments endorsed by Bolivia.

Reproductive health component

14. This component is aligned with the national priority known as *Bolivia Digna* (Bolivia with dignity). It will contribute to the UNDAF outcome that seeks to enhance the individual and collective capacities of excluded and marginalized populations by promoting their social inclusion, the exercise of their rights and by improving their quality of life.

15. The outcome of the reproductive health component is: enhanced capacities of individuals and communities to exercise their reproductive rights and improve their access to high-quality and culturally sensitive sexual and reproductive health programmes and services, including sexuality education and HIV/AIDS prevention. The UNFPA country programme will contribute to this outcome through four outputs.

16. Output 1: Increased access of the population, especially adolescents, to high-quality sexual and reproductive health services within the framework of the intercultural, family health and community-based model of the Ministry of Health. To achieve this output, UNFPA will: (a) support the inclusion of sexual and reproductive health issues in political dialogues; (b) strengthen national capacity to implement the regional consensus strategy to reduce maternal mortality; (c) increase the coverage of high-quality, intercultural sexual and reproductive health services, including specialized services for adolescents and indigenous women; and (d) strengthen the reproductive health commodity security strategy.

17. Output 2: Individuals, particularly adolescents and young people, have increased access to programmes to reduce early pregnancies, sexually

transmitted infections and HIV. This will be achieved by: (a) supporting communication, out-of-school education and social mobilization strategies, and by addressing self-care practices and issues of discrimination and stigma; (b) promoting voluntary counselling and testing; and (c) strengthening the capacity of civil society and the Government to assist persons living with HIV and AIDS.

18. Output 3: Individuals, especially women, adolescents and young people, are supported to exercise their sexual and reproductive health and rights. This output will be achieved by: (a) assisting in advocacy efforts that seek to strengthen sexual and reproductive health issues in official and civil society enforcement mechanisms; (b) supporting the creation of a civil society monitoring mechanism for sexual and reproductive health; and (c) promoting awareness among decision makers, opinion leaders and the public of the rights of individuals, including adolescents and youth, to sexual and reproductive health.

19. Output 4: School curricula and programmes, alternative education programmes and teacher training courses include sexuality education. The programme will achieve this output by: (a) carrying out advocacy efforts with educational policymakers as well as those from other social sectors to encourage the inclusion of sexuality education in national and sectoral legal frameworks and plans; and (b) integrating sexuality education into school curricula and programmes, alternative education programmes and teacher training courses.

Population and development component

20. The outcome of the population and development component is aligned with the national strategy, *Bolivia Democrática* (Democratic Bolivia), which will contribute to the attainment of the UNDAF outcome on strengthening democratic governance. The outcome of this component is: culturally sensitive development and sectoral plans, poverty strategies and budgets address population dynamics, gender and generational equality, reproductive health, and HIV and AIDS prevention, as well as linkages between and among these issues.

The population and development component has three outputs.

21. Output 1: Participatory planning processes, development systems and poverty eradication systems are strengthened. This will be achieved by: (a) assisting the Ministry of Planning in strengthening priority components of the national planning system; and (b) incorporating population issues into national and local development plans and budgets, including poverty eradication strategies.

22. Output 2: National institutions responsible for population-related legal reforms are supported to enable them to implement population-related laws, regulations and norms resulting from the constitutional reform process of 2006-2007. To achieve this output, the programme will support government entities responsible for carrying out population-related legal reform processes, including the revision of legal regulations and norms.

23. Output 3: Build national and local capacities to produce and use population-related data and information in development planning and in monitoring and evaluation systems at national, departmental, municipal and community levels. To achieve this output, the programme will: (a) strengthen the national statistical information system and corresponding subsystems to collect, analyse and disseminate socio-economic and demographic data for development planning and monitoring; (b) carry out in-depth studies on population and development in order to include them in the design and implementation of poverty reduction strategies and programmes; and (c) promote and support the use of socio-demographic information systems in planning and evaluation processes.

Gender component

24. The gender component is aligned with the *Bolivia Digna* strategy of the national development plan, as well as with the UNDAF outcome on enhancing the individual and collective capacities of excluded and marginalized populations. The gender component will contribute to the following UNFPA outcome: adolescents and women are empowered to

exercise their human rights and are protected from all forms of violence, abandonment and exploitation, with an emphasis on preventing gender-based violence, particularly violence within the family and sexual violence.

25. Output 1: National and local institutions are responsive to the rights of women and adolescents to enable them to exercise their rights, including their right to sexual and reproductive health. This output will be achieved by: (a) supporting advocacy and political dialogue to include sexual and reproductive health and rights as well as women's equality on the national agenda; (b) building the capacity of the judicial system on legally binding sexual and reproductive health issues and commitments; (c) supporting evidence-based studies on social protection and development that address human rights, reproductive health and gender issues from a cultural perspective; (d) supporting the development of an integrated, post-literacy programme model for indigenous women and men that incorporates human rights, sexual and reproductive health, and gender equality; and (e) ensuring that adolescent and youth issues are on national and local agendas.

26. Output 2: National and provincial councils and local networks include the prevention, care and management of gender-based violence on their agendas. To achieve this output, the programme will support: (a) political dialogue among leaders and decision makers; (b) the preparation of effective, integrated policies and strategies on gender-based violence; and (c) efforts to enhance the capacity of government officials working on issues of gender-based violence.

IV. Programme management, monitoring and evaluation

27. The country programme will use a results-based management methodology and will monitor performance according to the UNDAF monitoring and evaluation plan. This plan will be aligned with existing government coordination and monitoring mechanisms. The programme will promote the participation of national authorities, civil society, donors and other United Nations organizations in

monitoring processes. Together with the Ministry of Planning, UNFPA will oversee programme activities and results, providing strategic guidance as needed, and will participate in the UNDAF midterm review. UNFPA and the Government will carry out a baseline study at the start of the programme.

28. UNFPA will use the national execution modality and, whenever possible, the harmonized approach to cash transfers. UNFPA will strengthen alliances with NGOs and grass-roots organizations, using their comparative advantages in specific areas, in agreement with the Government. The UNFPA country technical services team based in Mexico City, Mexico, along with national consultants and regional institutions, will provide technical support.

29. The UNFPA country office in Bolivia consists of a representative, an assistant representative, four programme staff and five support staff. The programme will enhance resource mobilization efforts with donors, public institutions and private enterprises.

RESULTS AND RESOURCES FRAMEWORK FOR BOLIVIA

<p>National priority: <i>Bolivia Digna</i>: social protection and community-based development aimed at: (a) promoting food security; (b) reducing malnourishment; (c) enhancing the coverage and quality of education, health, drinking water and basic sanitation; and (d) reducing mother and child mortality rates</p> <p>UNDAF outcome 3: enhance the individual and collective capacities of excluded and marginalized populations by promoting their social inclusion, enabling them to exercise their rights and improve their quality of life</p>				
Programme component	Country programme outcomes, indicators, baselines and targets	Country programme outputs, indicators, baselines and targets	Partners	Indicative resources by programme component
Reproductive health	<p>Outcome: Enhanced capacities of individuals and communities to exercise their reproductive rights and improve their access to high-quality and culturally sensitive sexual and reproductive health programmes and services, including sexuality education and HIV and AIDS prevention</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Proportion of births with skilled attendants • Unmet need for family planning • Decrease in mortality ratio due to cervical and uterine cancer • Contraceptive prevalence rate • Adolescent pregnancy rate 	<p>Output 1: Increased access of the population, especially adolescents, to high-quality sexual and reproductive health services within the framework of the intercultural, family health and community-based model of the Ministry of Health</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Proportion of services with specialized care for adolescents and youth • Proportion of women with current Pap smear test coverage • Percentage of network referral facilities that provide emergency obstetric and neonatal care, including post-abortion care <p>Output 2: Individuals, particularly adolescents and young people, have increased access to programmes to reduce early pregnancies, sexually transmitted infections and HIV</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Proportion of adolescents who voluntarily delay sexual initiation • Proportion of adolescents who used condoms during last sexual intercourse • Increased proportion of services that include voluntary counselling and HIV testing. <p>Output 3: Individuals, especially women, adolescents and young people, are supported to exercise their sexual and reproductive health and rights</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Proportion of enforcement mechanisms monitoring compliance of sexual and reproductive health and rights • Civil society monitoring mechanism in place • Proportion of indigenous women's groups that include sexual and reproductive health and rights in their agendas and that monitor these rights <p>Output 4: School curricula and programmes, alternative education programmes and teacher training courses include sexuality education</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Proportion of schools that include sexuality education in programmes • Proportion of alternative education and teacher training courses that include sexuality education • Proportion of teachers trained in sexuality education 	<p>Ministries; Prefectures; Municipalities</p> <p>Academia; Scientific organizations</p> <p>NGOs; United Nations organizations</p>	<p>\$8.2 million (\$2.7 million from regular resources and \$5.5 million from other resources)</p>
Gender	<p>Outcome: Adolescents and women are empowered to exercise their human rights and are protected from all forms of violence, abandonment and exploitation, with an emphasis on preventing gender-based violence, particularly violence within the family and sexual violence</p> <p>Outcome indicators:</p> <ul style="list-style-type: none"> • Increase in national and local programmes and budget allocations that promote gender equality, including the prevention of gender-based violence and the provision of care 	<p>Output 1: National and local institutions are responsive to the rights of women and adolescents to enable them to exercise their rights, including their right to sexual and reproductive health</p> <p>Output indicators:</p> <ul style="list-style-type: none"> • Increase in the number of indigenous women, women and adolescents in priority municipalities who complete post-literacy education programmes • Proportion of judicial system personnel trained in gender equality and reproductive rights • Proportion of adolescents and youth in priority municipalities who participate in processes and mechanisms related to the rights of youth 	<p>Ministries; Ombudsman; Courts; Prefectures; Municipalities</p> <p>Human rights organizations; NGOs</p>	<p>\$2.6 million (\$1.1 million from regular resources and \$1.5 million from other resources)</p>

Programme component	Country programme outcomes, indicators, baselines and targets	Country programme outputs, indicators, baselines and targets	Partners	Indicative resources by programme component
Gender (continued)	<ul style="list-style-type: none"> Incidents of gender-based violence, including sexual violence, reported and channelled through official mechanisms 	<p><u>Output 2:</u> National and provincial councils and local networks include the prevention, care and management of gender-based violence on their agendas</p> <p><u>Output indicators:</u></p> <ul style="list-style-type: none"> Development of a unified registry system for monitoring gender-based violence, including sexual violence Proportion of women leaders and women's organizations that demand non-violent political participation Proportion of adolescents of priority municipalities who denounce sexual violence 	<p>National Federation of Peasant, Indigenous, Aboriginal Women, Bartolina Sisa</p> <p>United Nations organizations</p>	
<p>National priority: <i>Bolivia Democrática</i>: democracy with participation. Strengthen the participation of citizens to take political, economic and social decisions within the perspective of <i>vivir bien</i> (well-being), and the construction of a new State, based on the presence and power of native peoples and social movements, as well as of community organizations</p> <p>UNDAF outcome 1: deepened democratic governance with the incorporation of new modalities for social participation and the effective enforcement of human rights</p>				
Population and development	<p><u>Outcome:</u> Culturally sensitive development and sectoral plans, poverty strategies and budgets address population dynamics, gender and generational equality, reproductive health, and HIV and AIDS prevention, as well as linkages between and among these issues</p> <p><u>Outcome indicator:</u></p> <ul style="list-style-type: none"> Number of development and sectoral plans, poverty strategies and budgets that address population-related issues, including gender and generational equality and reproductive health and HIV and AIDS 	<p><u>Output 1:</u> Participatory planning processes, development systems and poverty eradication systems are strengthened</p> <p><u>Output indicator:</u></p> <ul style="list-style-type: none"> Number of national and local development plans, strategies and budgets that address the development interlinkages of population-related issues <p><u>Output 2:</u> National institutions responsible for population-related legal reforms are supported to enable them to implement laws, regulations and norms resulting from the constitutional reform process of 2006-2007</p> <p><u>Output indicator:</u></p> <ul style="list-style-type: none"> Number of laws and norms that incorporate population issues with a human rights and intercultural perspective <p><u>Output 3:</u> Build national and local capacities to produce and use population-related data and information in development planning and in monitoring and evaluation systems at national, departmental, municipal and community levels</p> <p><u>Output indicators:</u></p> <ul style="list-style-type: none"> Number of staff able to reflect and link sociodemographic variables in development planning, monitoring and evaluation processes Studies on population-related issues supported for development policy design National statistical information system and subsystems with enhanced population-related data for planning and evaluation processes 	<p>Ministries; Prefectures; Municipalities; National Bureau of Statistics; Economic and Social Policy Analysis Unit; Parliament</p> <p>United Nations organizations</p> <p>NGOs</p>	<p>\$3.45 million (\$1.45 million from regular resources and \$2 million from other resources)</p> <hr/> <p>Total for programme coordination and assistance: \$0.75 million from regular resources</p>