Assessment of the USAID Peru–Ecuador Border Region Development Program

Final Report

Prepared for USAID/Peru

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LIST OF ACRONYMS

APROMSA	Association of Health Promoters
APAFAS	Parents' Associations
APC-Japón	Aid for Community Projects by the Japanese Embassy
AIDESEP	Interethnic Development Association for the Peruvian Jungle
AECI	Spanish International Cooperation Agency
ACDI	Canadian Agency for International Development
AUSENP	Association of Universities from Southern Ecuador and Northern Peru
ABIM-SENOP	Binational Assembly of Mayors from Southern Ecuador and Northern Peru
ADE	Drugs and Development Program
CARE PERU	Care International in Peru
CA	Cooperative Agreement
CEPRODA	Promotional Center for Agricultural and Handicraft Development
CCL	Local Coordination Council
CODECO	Communal Development Committees
CODELO	Local Development Committees
CODEZO	Zonal Development Committees
COPROMSA	Health Promotion Committees
CODEL	The Local Development Commission
CCL	Council of Regional Coordination
CCLD	Councils of Local District Coordination
CONAP	Confederation of Amazonian Nationalities of Peru
COSUDE	Swiss Agency for Development and Cooperation
DAI	Development Alternatives Inc
DEMUNA	Municipal Ombudsman's Office for Children and Adolescents
DF	Ombudsman's Office
EDAS	Acute Diarrheic Illnesses
FONCODES	National Social Development and Compensation Fund
GC	Central Government
GOP	Government of Peru
GTZ	German Cooperation for Development
IPEDEHP	Peruvian Institute for Education on Human Rights and Peace
IRS	Intermediate Results
IRG	International Resources Group
IRAS	Acute Respiratory Illnesses
INRENA	National Institute of Natural Resources
IGCH	Institute for the Management of River Basins
JAP	Project Board Meetings
JASS	Public Works Board Meetings
KFW	German Financial Cooperation
MED	Ministry of Education
MEF	Ministry of Economy and Finance
MCLCP	Bargaining Table for the Fight against Poverty

MINSA	Ministry of Health
ONG	Non-governmental Organization
PAL	Local Action Plan
PRONAMACHS	National Programa for the Management of River Basins and Soil Conservation
PSI	Sub-sectoral Irrigation Project
PIDECAFE	Integral Program for Coffee Development
PROVIAS	Special Project for National Transport Infrastructure
PEBIAN	Bilingual and Intercultural Education Program for Upper Napo
PFS	Jungle Border Program
Proyecto PRA	Project for the Reduction and Relief of Poverty
PB	Binational Plan
RENIEC	National Registry of Identification and Marital Status
RREE	Ministry of foreign Relations
RPP	Radio Programs of Perú
Red IQ	InterQuorum Network
SAIPE	Agricultural and Animal Husbandry Services for Investigation and Economic Promotion
SO	Strategic Objective
USAID	United States Agency for International Development
UGEL	Local Unit for Educational Management
UDEP	University of Piura
UNFPA	Population Foundation of the United Nations
UE	European Union

EXECUTIVE SUMMARY

BACKGROUND

This assessment of the Border Program, carried out during January and February, 2004, analyzes the degree of influence and the progress of USAID's Strategic Objective: "To improve the quality of life of Peruvians in the target areas along the Peru-Ecuador Border". The study focuses on the development processes begun stimulated through the interventions of the Program, the results achieved and the effects of the activities in each one of the areas of intervention: Napo (Loreto), Condorcanqui (Amazonas, and the frontiers of Ayabaca, Huancabamba and Lancones (Piura); the first two areas form part of the so-called Jungle Border Program and the second, that of the Highland Border Program. The present evaluation is made a little over two years after the effective intervention of the program—if one takes into account that the first year was dedicated to the implementation of the program and the reaching of local agreements to begin activities in the countryside—and within ten months of the end of the program, since it was reduced from five years to three. Throughout this document the term "Border Program" will refer to the portion of the Peru Ecuador Border Region Development Program (the USAID Strategic Objective) implemented by the consortium led by CARE Peru.

CAPACITIES AND NECESSITIES OF LOCAL STAKEHOLDERS

The first years of the Program's operation have been marked by great political uncertainty, both in Ecuador and in Peru, which has limited the capacity of political leadership of the Executive Managers of the Binational Plan of both countries. In Peru it has become clear that the diverse sectors of the Central Government have not given priority to the agreements obtained for the country through the Brasilia Agreements and, even though the Presidency of the Republic relaunched the Binational Plan in November, 2003, this situation has not changed much with respect to the sectorial plans for the present year.[1]

It is in this context that the implementation of the Border Program must be analyzed in the areas of Napo, Condorcanqui and the border provinces of the highland and coast of the department of Piura. It is also necessary to consider the differences among the three areas where the projects are developing. For example, the political, social and economic context in Piura is radically different from that of Iquitos and that of the Amazon region. Due to Piura's proximity with the border and to the dynamic commercial and cultural interchange that the Agreements have intensified, its population, although not very well informed of these Agreements, can clearly see their results. The same thing occurs, although to a lesser degree, in Tumbes and in Jaen (Cajamarca). On the contrary, the population of Iquitos, independently of the results of the Jungle Border Program in the Napo zone, does not recognize

[1] As of November 2003, when the relaunching of the Binational Plan was announced, the public sector budget had already been submitted to Congress for the calander year (CY) 2004. The next possible submission date will be July 2004 for the CY2005. At that time the Office of the Binational Plan will have the opportunity to coordinate with the other governmental sectors to incorporate Border Regional initiatives.

improvements in economic terms nor any benefit as a consequence of the Brasilia Agreements

Yet what is happening on the regional level does not explain the achievements at the local level in the districts and communities that the Program has benefited (especially in the cases of Condorcanqui and Napo). At this level, one of the main strengths of the Border Program has been, and is, its participatory methodology, which has allowed for processes of empowerment, of identification by the population of the thematic centers of the project: active participation of the population in strategic planning, a vision of the future, shared budgets, human rights, etc. This process has allowed the beneficiaries of the project to view themselves as citizens who manage their own development. Part of this process is expressed in their active participation in the Mesas de Concertacion (local, multi-sectoral round tables).

The population and the native Federations recognize the Border Program from three of the fundamental bases of the project: intercultural dialogue, active participation in the processes of planning for development, and in valuable identification with the benefits of infrastructure. There is a strong obligation by the public administration and by civilian society on a local level, but the same does not occur at the regional level, specifically in the cases of Condorcanqui and Napo. Although there is acceptance of the Program's work on a national level and production and processes have been assumed, the presence of the State is minimal in these zones, where the Program has practically come to fulfill this role, especially in the zone of Napo.

The Border Program has integrated very well to the processes of decentralization and has had significant advances in strengthening expertise so that the population can take up the reins of its own development, but a follow-up of this process is still required.

VALIDITY OF USAID'S PRESENT STRATEGY

Based on program experience and progress to date, it appears that the original results framework is indeed quite sound. The primary results expected of the Program by this point in time have been fulfilled:

- For Intermediate Result 1, development plans have been created and validated with the participation of the community and the federations; the municipalities have incorporated these plans and priorities in their budgets and the participation of women in the decisions of the community has advanced.

- For Intermediate Result 2, families have improved the productive processes of the community in some measure, particularly in the area of food security, while developing some commercial activities. In education, the population supports and is involved in the betterment of the education of boys and girls, and schools have adapted the curricula to local reality. On the health level, access to quality services has increased and families have improved their health habits. In addition, the active participation of the population in the improvement of the basic infrastructure of their communities is notable.

- For Intermediate Result 3, opportunities in human rights, democracy and citizen participation are being developed; capacity building workshops are replicated in these aspects and the promotion and defense of human rights and of the citizenry in the border region have begun, under the auspices of the Ombudsman's Office. There is improvement in indigenous rights, territory and others in Condorcanqui and a larger number of births certificates have been registered for the population.

- For Intermediate Result 4 level, information on the Peace Agreements is imparted, professional, commercial and cultural interchange activities are carried out and the culture of peace is promoted.

In general, with respect to products and the strategy of intervention, significant advances have been identified. However, in the case of the Jungle Border Program, geographical obstacles have had to be faced, and a greatly disperse demography and difficult access to markets reduce the competitivity of productive options. Moreover, there have been negative experiences with the indigenous communities in relation to negotiations with companies. Limited capacity organizational and information management slow down the possibilities of strategic alliances with companies in order to exploit the zone's natural resources in a sustainable way.

However, it is necessary to point out the important role that capacity building has had on other levels for **the strengthening of local capacity to manage development processes**, which has permitted the facing of new challenges in local development in the three zones of intervention. With respect to group and collective capacities, the Program has achieved progressive organizational results on the territorial level (i.e., the river basin Federations and others) by themes (health, education, etc.) Including giving important tools for the function of organizations, such as those of executive management, operative plans and budget. In order to ensure sustainability of these efforts, follow-up assistance is required to reinforce the knowledge and skills gained to date.

The Program also made an important effort in endowing the Municipalities, where it intervened, with the mechanisms and the basic instruments for a greater governability and democratization through support in strategic plans and shared budgets.

As for **production and marketing**, the strategy in Napo has been based on the implementation of rotating modules that, in a first stage, have concentrated on few localities and a small proportion of producers. The selection of products responds to a 2002 analysis that determined there were few immediate opportunities for commercialization due to high transaction costs (price, quantity and distance constraints), that reduced Napo product competitiveness in the Iquitos market. Nevertheless, the assessment team economist who covered Napo recommended that the program undertake a more serious cost-benefit analysis of productive options that considers local and external markets for the natural resources of the diverse communities or micro-regions, including local food and animal products, destined for internal markets, as well as timber and nontimber forest products, destined for external

markets. According to our economist, it would indeed be possible to resolve some of the current constraints to commercialization in this zone.

In Condorcanqui, on the other hand, an adequate strategy has been developed by incorporating the existing potentialities of local reality. Agricultural activities have been performed on a small scale, based on native species, that will assure achieving a steady food supply and will generate sustainable income through new economic opportunities in the market that respect the biological diversity of the territory. Also, products such as soy beans and fruits have been transformed, producing evidence of monetary income. More specifically, the production processes in farms with small native animals (añuje) have been developed by using improved enclosures (coops and corrals), and aquaculture with native species and other species, with tadpoles of paco, gamitana, and boquichico. Promotion of the agroforest system has been started, associated with short-term crops (soy beans, beans) and long-term crops, such as cacao.

Also, in Piura, a successful strategy to better the capacity of families to generate income has been developed through productive activities that are potentially important in their own context. The economic productive component has been oriented to promoting pilot groups and communal enterprises whose purpose is to organize the storing of the primary product, to enhance its value and to commercialize the final product. For example, the Giroland dairy in Ayabaca has generated progressively greater income, capitalization and earnings for its associates. Other enterprises, except in the cases of potatoes and orchids, have generated income and some capitalization.

In general, the Program's time and resources have been short to achieve quantitative and significant impact, in terms of the nature of the local population and micro-regions involved and in terms of volume and steady sales.

The components of **health and education**, along with that of **infrastructure**, are strategically integrated in their implementation. Based on the priorities identified for each community and through agreements between them and the Program, the infrastructure component begins with the construction of essential establishments, such as potable water systems, health posts or classrooms, to use them as a platform to launch health and education components. Besides this, health and human rights messages are worked into the lesson plans in schools, and the educational groups learn the health priorities of their community.

With respect to **protection and defense of human rights**, success in interesting the population and promoting favorable attitudes of vigilance has been achieved by involving the citizenry in the agenda of the development processes through organized participation in communal and district plans, including the new processes of drawing up shared budgets. The Native Federations, the Local, Communal or Zonal Development Committees and the Bargaining Tables (Mesas de Concertacion en la Lucha Contra la Pobreza) are looking forward to the application of these plans.

Women's perspectives have also made inroads and, up to a point, a gender perspective, in the components of health, education and human rights. In Condorcanqui, the number of

women holding positions in municipalities, federations and boards has increased. However, women do not yet have a sufficient voice or vote in the Mesas de Concertacion in any of the Program's target areas. Moreover, a weakness is noted in the lack of integration of the themes of gender and of women in the productive component.

A strong integration of the Program's components (Participation, Infrastructure, Education, Health and Human Rights) is confirmed at the level of the three intervention zones. The same does not occur with the Intermediate Result #4 in relation to the Peace Agreements, mainly because this component is more in reference to the urban zones and the cities of Iquitos, Piura, Tumbes and Jaen.

In this respect, in the zones of Piura, Tumbes and Jaen, there is a very favorable context to promote **a peace culture and to propitiate information and interchange among the population of both sides of the border**. In Piura, specifically, there is a larger confluence of donor agencies that develop projects under the model of the Binational Plan. In Iquitos, on the contrary, no improvement in economic terms or any benefit as a consequence of the Brasilia Agreements is visible to the population, to which is added the still persistent rejection of these agreements on the part of the majority of the population. On the other hand, an opportunity to begin a communications strategy seems to have opened which could turn the rejection by Iquitos' population around and look to perspectives of development in the border zone. The accomplishment of the next meeting to take place in Iquitos of the Amazonic Center for the Initiative of South American Regional Integration (IIRSA) could be a good opportunity to establish the bases for new relations between the Program and the local authorities.

In the zone of Piura, the Program has fit in efficiently in the diverse initiatives and communication projects that share the same interests as the Program, those of information and support of the Peace agreements. In spite of these achievements, the joining of IR4 with the other three intermediate results is not clear and the planning system (and follow-up) of the component between the Highland Border Program and the Jungle Border Program is very confusing.

RECOMMENDATIONS

Increase Sustainability of Border Program Results to Date

- The Program should construct an index of sustainability for the participatory institutions it supports. Essential information to consider in assessing sustainability includes: 1) principal program benefits; 2) the resources needed to maintain those benefits; 3) the resources available to the institutions; 4) skills available within the institutions to secure additional resources (capacity to develop projects, locate and attract donors etc.); and 5) the resources available from external sources that can be tapped into if the institutions have the necessary fund-raising skills.

- If we want to strengthen local capacity and leadership for local public management, we must think about a longer Program execution period, ideally completing three complete budgetary cycles that include training and hand-on experience in participatory operational planning, budget-setting and program implementation. In addition, a system needs to be in place that, not only guarantees self-funding of these participatory processes, but also passes on the skills gained in some form or other. While it may not necessary be practical or desirable to house these skills in the government itself, these could be housed in local NGOs or business enterprises, and the city could contract their services.

- For the design to be ultimately effective and transform local communities, organizations, business and governments into a self-sustaining, participatory structure, key GOP agencies must invest at central, regional and local levels. Key agencies include those of MINSA, MINED, INADE, the Defensoria del Pueblo, and the MINRREE, particularly the Office of Plan Binacional

- A carefully targeted combination of donor resources focused on infrastructure, and working in collaboration with additional fiscal resources channeled to the region via the sectors, could greatly facilitate Border Regional Development activities as they transition into their next phase.

Continue to Build Capital for Local Development Management and Guarantee Maturation of Current Investments

- **Transparency and citizen surveillance.** Support dissemination and access to information and the regulations associated with it, to intermediate sectors and, insofar as possible, to the citizens, in connection with these achieved plans and budgets, i.e., improve the conduct of the Municipios and their local Coordinating Councils with respect to **institutional transparency, applying** training **processes** through the Border Program to overcome this deficiency in the local governance process. Above all, the local governments should have transparency Internet portals if the technical capacity exists. Where there is no budget for implementation of transparency portals, commitments to periodically make the respective information known through other means of social communication or public actions.

- **Consolidation of the spaces for coordination and participative planning**. Enhance support and follow-up modalities for management of the governance and transparency processes with the municipalities and MCLP. Establish broader agreements with the education and health sector[s] to ensure the financial sustainability of the new organizational and participative processes and of the curricula and materials. In the case of agriculture, consistent cooperation will be necessary, especially with respect to the CARE productive projects, and other sectors, such as INRENA and the Chamber of Commerce, must be involved. The Border Program has good capacity to carry out participative processes in local management, thanks to its local recognition. This value should help expand and consolidate these processes.

- **Capacity Building in Condorcanqui.** The following recommendations are thus offered in order of priority; those listed first are considered most essential for securing the sustainability of results achieved to date, while subsequent recommendations are offered as options for implementation as additional funding:

Transfer capacity building component to federations/confederations over the next three years via:

- Years 1 and 2—Focused capacity building of federation staff re: leadership/facilitation skills; proposal/budget development; advocacy skills; project implementation and accounting; continuation of capacity building lideres/lideresas in communities with via pairs of younger/older leaders of men and women (four from each community); seek public and private sector alliances to continue implementation of other program efforts applicable to other federation programs.

- Year Three—begin co-management/cogestion of activities, with continued capacity building for federation staff and with accompanied implementation of capacity strengthening component in communities; begin development of confederation based small grants program, to be funded by outside sources (GOP and ITC); PFS staff begins transition to become employees of federations/confederations

- Years Four to Five—Federation/confederations begin take over program, with accompaniment by PFS only minimal by the time of Year Five.

In addition, integrate a stronger gender perspective in to production and marketing activities by: recruiting/training women technicians and promotoras; integrating an economic rights perspective in capacity building for women and men participants in this component; providing more technical follow-up to production sites if at all possible. This approach should be pilot tested in one or more communities before applying on a wider basis. (Note: although the initial investment per person per community would be greater in the short run, the final return on this investment, i.e., in terms of total production and sustainability over time, should be greater in the long run.)

Intensify Strengthening of Production and Marketing Activities

- **Consolidation of business management capacities**. Consolidate the enterprises that have impact due to market demand and not just because of the productive potential. Consolidate the aspects of business management, commercialization, and marketing, especially in terms of analysis of costs, quality, and healthfulness in the productive chains, adjusting to fit in with the commercial legal framework. Moreover, there is a need to assess and define appropriate business types in terms of ownership, organization, and control that ensure efficient use of the factors of production. Also, these enterprises should be prepared to negotiate strategic alliances in order to obtain the best conditions in the market. These decisions require training and technical support.

- In Napo and Condorcanqui this means **economic development in the forest**. It is clear that, in order for the local inhabitants to benefit more from the sale of their products, we need to work on processing these products. However, we need to bear in mind the collateral difficulties, such as the installation and maintenance of processing infrastructure, the lack of professionals for technical maintenance (motors, equipment), cost of energy, and others. We recommend proposing alternatives with respect to ecotourism, the rational logging of tropical wood (ecological and indigenous wood demanded by special markets), handicrafts, orchids, or forest fibers. We recommend that these commercial activities be accompanied by training processes that promote rational and sustainable removal of local resources, with consideration for biodiversity. It is precisely this productive diversity that allows for the strategies for the economic survival of native and colonizing societies.

- In Piura, further **analysis of economic-productive options and strategies** could search for routes to assure local and external market in Ecuador as envisioned by some Ayabaca producers. But there is also a need to enter into other types of alliances with higher levels of demands. In this respect, it is necessary to economically analyze the productive options in terms of the resources of the different micro-regions and supplement Program strategy by diversifying promising crops in order to reduce natural and market risks associated with the cultivation of just one crop.

Integrate Attention to Gender Issues Across Addition Activity Components

- **Gender action plan.** In the case of the Forest Border Program (in Condorcanqui and Napo), it is necessary to operationalize the observations and general proposals of the "Mujer Indígena" consulting firm, developed for the Program in recent months, and to develop an action plan specific to the productive component. To ensure its implementation the plan should specify, for each action, the implementation dates and the responsible parties (see e.g., Allen 2002, The CONCADE Project Gender Strategy). The actions should include the participation of women and men to achieve the maximum possible success. In the case of Piura, it is necessary to carry out a gender study on productive activities in the region and develop an action plan for its productive component similar to that described above for Condorcanqui and Napo.

- **Central elements of work with women.** It is necessary that the work be strengthened and made visible from [the level of] the indigenous female leaderships and authorities (not just at the level of community authorities), since the contribution to the development of their communities and families is not taken into consideration and is rejected, while still generating a series of relationships of solidarity, of assistance to others, which should be central elements of work with women.

- Future activities aimed at increasing women's participation should consider using training pairs from each community, a younger leader with an older leader, as well as examine ways to make materials more user friendly to a nonliterate population (as women are far less likely to be literate than men).

- There could be a greater degree of integration of gender and women's issues into the productive component. Women in the focus groups, along with the groups of men, say that not many women are participating in this latter program component. While integration of gender in this component was not required as part of the original SO design, it is important to consider, due to 1) the significant amount of time allocated by women in all three regions to the production of agricultural and animal products; 2) their distinct array of local knowledge (on pests, crop storage or processing, herbs); and 3) their accumulation of social capital; as well as their key contributions to risk reduction. These resources cannot be effectively tapped at present because women have limited access to technical assistance and capacity building in these areas. Promoters related to this component were most, if not all, men, and husbands did not seem to be aware of the benefits related to assuring that women received increased access to such information.

Develop a Communication Strategy for the Binational Plan Office and Border Program

- **Binational Plan Communication Strategy.** With respect to communications, information, and support for the Peace Accords, the Binational Plan should take into consideration, for a future communication strategy, the existing networks, such as that of Periodistas por la Paz [Journalists for Peace] and the Red Binacional de Emisoras de la Frontera [Binational Border Broadcasters Network], both binational projects. Also, the relationship with the small local broadcasters in the communities in which the project is active should be strengthened, providing them with more information and offering incentives (for example, technical training).

- **Communication Strategy in Iquitos (Border Program and Binational Plan).** Get the representative organizations of Iquitos to participate in discussion forums in which they can express themselves and explain the basis for the diverse points of view about the future of the region, in the context of regional integration. Based on the results of those meetings, initiate a publicity campaign that could be headed by the University's School of Communications and that involves local journalists and media (those with the greatest amount of influence, in addition to the two mentioned above, are already part of the Red de Comunicadores por la Paz [Network of Communicators for Peace). In this respect, there is a need for a strategy that calls for and establishes an institutional political foundation to support the securing of the Brasilia Accords and the objectives of the Border Program in Iquitos, combining the interests of the border districts with [those of] the Province and the Region. Also, within the framework of academic communication, promote binational meetings with journalists, associating this with the project for professional exchange of communicators from universities on both sides of the border.

INTRODUCTION

The United States Agency for International Development (USAID) Peru-Ecuador Border Program has operated in Peru since 2001 under the Mission's Special Objective to improve the quality of life of Peruvians along the border target areas. The program is currently scheduled to conclude as of January, 2005. Considering the importance that this USAID financed activity has played in the Border Region, particularly in the jungle component, the Peruvian Chapter of the Peru-Ecuador Binational Plan (hereafter Binational Plan Office) is interested in a follow-on activity. This assessment will provide input to USAID and the Binational Plan Office on lessons learned from the implementation of the Border Program to date. This information is compiled and assessed to provide input related to potential follow-on activities and replication or scaling up of related future development in the Border Region.

The USAID/Peru contracted Development Alternatives, Inc. to conduct this assessment of the Peru-Ecuador Border Region Development Program in order to 1) identify and appraise resulting development processes and products, identifying best practices and lessons learned; and 2) gain insights into where donor assistance might be most effective in further promoting develop in the region and make recommendations related to such future assistance. The following report documents this assessment process and its findings.

ASSESSMENT TASKS AND APPROACH

As requested in the scope-of-work for this assignment, the following report will:

- Assess community-based organization understanding of the Border Program approach for local development and its relationship to local, regional and central government policies for local development.

- Assess the potential effectiveness of Program interventions to strengthen the capacity of stakeholders (public and private) to take control of their own development process at the district level.

- Assess the validity of the existing Mission Border Program strategy, including current targets and indicators for assessing Program progress toward increasing the effectiveness, responsiveness, transparency and accountability of local stakeholders in managing development processes; and

- Based on these findings, make recommendations concerning areas of importance for future Binational Plan assistance related to improving the quality of life of Peruvians that live in the Border Region (USAID 2003:3; Annex 1).

The assessment methods included:

- Review of program design documents, along with associated monitoring and assessment data from program partners (Annex 2);
- Collaborative team development of structured interviews directed toward each stakeholder category involved;
- Three intensive weeks of site visits;
- Field-based structured interviews with local key informants individually and in focus groups; and
- Additional structured and unstructured interviews with Lima-based USAID and project staff, partners, and other stakeholders.

Stakeholders were selected to represent the multiple categories of organizations and affiliations involved in the Border Program, including representatives of national, regional, and local government, as well as civil society organization, businesses, local customer, and international donor representatives. Furthermore, in selecting the informants and communities to be visited, the team took into account community size, location, ethnicity, age, gender, and other determinants of differences among citizens in the region to ensure a representative sample. The interview guides used at local, intermediate, national and international levels are included in Annex 3.

Once data was collected, the team reunited in Lima to assess the results and to generate specific programming recommendations for future Border Region activities. Additional details of the DAI approach, including Team Member composition, a chronogram of field sites visits and a list of focus groups and interviews conducted, are provided in Annex 4.

The following sections of the assessment document this process. First, Section 1.2 will take a closer look at key background considerations, including events leading up to the initial development of the Peru-Ecuador Border Region Development Program (hereafter referred to as simply the Border Program) in FY2000, the intraregional differences in culture and geography, as well as a number of important changes that have occurred in the political and economic context of development in Peru since the program's inception. All these factors necessarily affect how the current program must be viewed today. Section 2 then goes on to assess the current capacity of local stakeholders to manage border development opportunities at local, regional and national levels. This information is then combined with an examination of the activities of international technical cooperation in the Peru-Ecuador border region, in order to identify opportunities, in order to identify opportunities for future collaboration. A short summary of program results follows, including the primary products and processes initiated via the life of the program. Section 3 then goes on to highlight the positive change processes identified, along with areas where the program could be strengthened. The section concludes with assessment of the utility of the USAID program design, the Border Program approach, and additional donor and counterpart considerations. Finally, Section 4

summarizes the conclusions reached, lessons learned and recommendations for future development assistance in the region.

BACKGROUND[2]

To set a proper foundation for the assessment data and analysis to follow, it is important to review a number of critical conditioning factors, including: 1) the state of development in the Peru-Ecuador border region as it stood at the time of the Border Program's inception; 2) an overview of the USAID Peru Border Program response; 3) important intra-regional differences in culture and geography; and 4) ensuing political and economic events leading us to the current state of development in this region.

The Development Challenge and Response: FY2000–FY2001

At the Consultative Group meeting held in New Orleans on March 23, 2000, and in response to the Peace Accords signed between Peru and Ecuador, the US Government (USG) pledged US$ 42 million to support the Binational Development Plan for the Peru-Ecuador Border Region (Binational Plan) goals in both countries.

The Binational Plan is one of the four components of the Acuerdo Amplio Peruano-Ecuatoriano de Integration Fronteriza, Desarrollo y Vecinidad, which in turn is part of the Peace Accords signed in Brasilia, October 28, 1999. The Binational Plan's mandate is to support the goal of improved the quality of life of Peruvian northern and north eastern populations as well as Ecuadorian southern and eastern populations. In accordance, USAID/Peru established a Special Objective for the Peru-Ecuador Border Region Development, whose objective is "Improved quality of life of Peruvians along the Peru-Ecuador border target areas".

This border region of Peru contains some of the poorest populations of the country, and is home to nearly 100,000 indigenous Amazonians. Living conditions are most severe in the isolated eastern jungle areas, followed closely by the highlands, in terms of poverty levels. Local governments along the border are weak and unable to meet the needs of the average citizen. Women, particularly in rural areas, face additional constraints and have even fewer opportunities to advance than do men residents of the region. Women and indigenous people, particularly in jungle areas, also suffer from justice system discrimination and routine curtailment of their rights. It is also important to note that this region contains an important biodiversity and ecological reserve that must be protected. The Binational Plan provides an opportunity to the border population to improve their living conditions, thereby making it difficult for them to take advantage of the benefits of the Plan. Moreover, due to historical and cultural factors, a climate of distrust prevails, one that is not conducive to the consolidation of peace.

[2] Major portions of this section are taken from the background information contained in the assessment scope-of-work, included here as Annex 1.

On September 27, 2000 the Government of Peru (GOP) and the USG, through USAID, signed a Strategic Objective (SO) grant agreement, by which US$20 million was granted for the implementation of the Border Region Development Program. The SO was to be achieved through four intermediate results (IRs):

1. Increased capacity of border communities to manage border development processes, through training and technical assistance in a complementary manner with the activities under the other components to strengthen local organizations, with an emphasis on local governments, to develop the capacity to produce sound community based project proposals and local development plans, including natural resources management plans, along with the ability to manage and monitor them.

2. Improved basic capacities for a healthy and productive life; through the provision of quality education for life, not only in the formal school setting, but also in the community, complemented by other basic services, such as health, water and sanitation. These activities will endow the target population with the tools to take advantage of the economic opportunities that border development and integration will offer.

3. Increased respect and protection of the rights of border population, particularly those of women and indigenous people; through training of human rights promoters, establishment of community networks for the promotion of human rights services, and develop mechanisms to protect the rights of the border population, with emphasis on women and indigenous populations, including their rights to control the use of natural resources.

4. Increased support to the Peace Accords, through public information on the Peace Accords, particularly in major cities (i.e., Tumbes, Iquitos, Jaen, Piura) that have had a particular view of the Peace Accords, and promotion of inter-cultural and cross-border linkages between the population of Peru and Ecuador, especially between the indigenous and non-indigenous communities of the area. Other related actions will include support for binational seminars, workshops, conferences, joint studies, trade-fairs, etc., which will strengthen the ties among the two countries.

The entire USAID/Peru Special Objective results framework is included as Annex 5 in this report.

At the time that the design document was finalized in June of 2000, the country's political climate was clouded by the controversial elections of April–May 2000, and the Montesinos scandal was soon to follow. The future of democratic governance in Peru was obviously and seriously in question. At the same time, the seeds of the transition toward an increasingly democratic decentralization had begun to take root. It was in this context that the USAID Border Program took form.

In order to provide support to the transition to a more stable democratic government, the entire USAID/Peru program at that time focused on **"promoting the expansion of**

sustainable opportunities for improved quality of life of Peruvians through democratic institutions and processes." The Border activity design was actually a microcosm of the overall USAID/Peru Country Strategic Plan at that point in time. The focus of the activity was intended to address those areas of the Border Region demonstrating significant threats to the quality of life and the maintenance of peace along the Peru-Ecuador border. The activity would address such threats through a highly decentralized development-strengthening approach, including a concerted focus on strengthening participatory planning and management process for the expressed purpose of improving the quality of life.

To implement this program, USAID and the Office of the Binational Plan selected the consortium led by CARE, in collaboration with the Instituto Peruano de Educacion en Derechos Humanos y Paz (IPEDEHP) and Servicio Agropecuario para la Investigacion y Promocion Economica (SAIPE), and signed the Cooperative Agreement in February 2001. The implementing consortium initially also included the International Resources Group (IRG) and considered program intervention in two target areas, Condorcanqui, in the Department of Amazonas, and Napo/Santa Clotilde, in the Department of Loreto. Together these form what is known as the Programa Frontera Selva (the jungle component of the program). The agreement was later was modified, in May 2001, to incorporate activities in the provinces of Huancabamba, Ayabaca and Lancones, in the Department of Piura, as a third target area (the sierra component). The total amount committed was by then up to US$ 16.9 million. The Mission also planned to issue a separate RFA to address a fourth target area, San Ignacio, planned to commence after the first year of program implementation in the other three regions, but an RFA has not yet been released

The Border Region: Intra-Regional Variation

The three target areas of the Border Program each bear their own specific geographic, sociocultural, economic and political characteristics. Each target area began the project with its own particular status and baseline, which explains much of the variation among levels of achievement to date.

Loreto is the largest department in Peru and one of the least populated. A mixture of high and low tropical rainforest environments covers gently undulating terrain with dense vegetation and a series of rivers and lakes, whose waters empty into the Amazon River. Together they form the major transportation network of this region. Roads are scarce and transportation costs quite high, however a major international airport is located Iquitos, thereby allowing it closer connection to other regions than enjoyed by many other jungle areas of Peru (compared to Condorcanqui, for example). Market linkages are thus limited, and food security is the major challenge for many of the region's inhabitants and poverty levels are high. The Border Program, it should be noted, has focused only to a limited extent in the city of Iquitos, with the majority of its activity concentrated in the provinces of Napo and Santa Clotilde. The participant population is overwhelmingly indigenous (90%), with Kichwas as the most numerous ethnic group, while the remainder of the population consists of mestizo colonists. Political power in the region rests with these latter colonists and is mostly concentrated in Iquitos, the department capital. Additional economic and political issues are

addressed in detail for Loreto, as well as Amazonas and Piura, in subsequent sections of this report.

Amazonas, and especially the province of Condorcanqui, is similarly characterized by high tropical rainforest, an extensive network of rivers, these all tributaries of the Alto Maranon. Similar to the Napo region, this limited network of roads and comparatively extensive network of rivers necessitates reliance on river transportation and with it, a dependence on the rains and the high cost of gasoline. Market linkages are similarly tenuous due to the relatively high production and transportation costs; food security is likewise the main preoccupation of the region's citizens. In Condorcanqui, approximately 80% of the population is of indigenous affiliation, Aguaruna or Huambisa, while 20% consists of mestizo colonos. Political power in the Department of Amazonas is concentrated in Chachapoya, the departmental capital, while that of the Province is located in Santa Maria de Nieva.

The Department of Piura poses a far different situation. Located far to the west of the Amazon basin, its terrain reaches from the highland Andes in the east to the coastal plain on the far western edge of the department, ending at the Pacific Ocean. Characterized normally by a marked rainy season, the agricultural production has been plagued by drought in recent years, thereby making the situation especially difficult for the area's large agricultural population. Rough terrain and limited roads, especially in the east, cause their own set of difficulties for farmers and other types of producers who seek market connections. Nevertheless, such linkages are comparatively much stronger in Piura, when compared to both Loreto and Amazonas, and the political and economic integration of the region in general is much more profound than that in either of the other two departments previously discussed. At the same time, a notable economic and cultural exchange, particularly in the area of tourism and transportation is flourishing across Piura's borders with Machala and Loja, it Ecuadorian counterparts.

Political and Fiscal Changes to Date

Since the initial inception of the Border Program, back in FY2000 the political and fiscal environment has indeed changed. At the same time, many aspects of this context remain fundamentally and disturbingly the same. Peace has indeed been maintained between Peru and Ecuador, yet tensions remain, particularly in Iquitos and Condorcanqui. While democratic governance in the country as a whole and the region in particular has been strengthened, the threat of corruption has recently resurfaced. And decentralization of authority and fiscal resources has indeed begun to take shape. However, the process has only carried through one budgeting cycle at the district level. A longer term vision is clearly required in order to achieve a more profound progress in regional development

On a final note with respect to key changes since FY2000, it is important to acknowledge that United States Government (USG) policy has also experienced a transition, including new priorities for its Mission in Peru (a new conceptual framework; see USAID 2003) and decreased funding for its country programs. Shortly after setting up the program and starting

implementation, in March 2002, the consortium realized that on-the-ground experience with local logistical and cultural situations in the jungle regions soon made it clear that the implementation schedule had been overly ambitious. The consortium went on to submit a proposal to USAID/Peru to adjust the program goals to the actual field situation and funds committed. At the same time, there was no certainty in obtaining the full amount of funds originally assigned to the initiative. USAID agreed to the adjusted program, thus modifying the CA in September 2002 for a new total cost of US$ 12.2 million, a reduction of one year in the life of the program, from January 2006 to January 2005, and focalization of activities in a reduced number of communities in the three target area. At this time IRG dropped the consortium and the components under its responsibility were taken by the other consortium members.

ASSESSMENT OF LOCAL STAKEHOLDER CAPACITY FOR CONDUCTING DEVELOPMENT

The signing of the Brasilia Accords in October, 1998, was associated, from the beginning, with the investment of US$ three billion dollars for the development of the populations on both sides of the border. As one of the products of the signing of the Accords, the "Binational Development Plan of the Peru-Ecuador Border" (Binational Plan Office) was created in the Ministerio de Relaciones Exteriores, as the coordinating entity responsible for leading activities and projects to integrate the region and to accelerate its development for a 10-year period. However, the origin of the US$ three billion announced at the time of signing the Accords was never made clear. Funds were indeed allocated for a large part of the border population on the Peruvian side, but these did not reach their destination, due to a series of failures on the parts of the Central Government and the Office of the Binational Plan. Citizens living along the border were left with high expectations, however, and their persistent demands were eventually answered by the initiation of regional development activities.

The first years of the Plan's implementation have continued to be marked by political uncertainty (in both countries), thereby limiting the political leadership capacity for administering these funds. It has been clear that the various sectors of the Central Government of Peru have not given priority to the agreements acquired by the country through the Brasilia Accords. Although the Presidency of the Republic relaunched the Binational Plan in November 2003, little has changed with respect to the sectorial plans for the present year.[3]

It is in this context that the implementation of the Peru-Ecuador Border Program must be analyzed. The following discussion addresses the political institutions and processes operating in this Border Region context, going on to assess the existing capacities of local level stakeholders to conduct local development and to identify their continuing needs.

POLITICAL CONTEXT: INSTITUTIONS AND PROCESSES

Governmental Commitment to the Border Program and the Binational Plan

Stakeholders consulted, nearly without exception, reported the greatest degree of government support for the Border Program on the localmost levels, in those population centers in which the Program intervenes, i.e., from provincial, district and community government and civil society organizations than on the regional or national level.

[3] As of November 2003, when the relaunching of the Binational Plan was announced, the public sector budget had already been submitted to Congress for the calender year (CY) 2004. The next possible submission date will be July 2004 for the CY2005. At that time the Office of the Binational Plan will have the opportunity to coordinate with the other governmental sectors to incorporate Border Regional initiatives.

On the community, district and provincial levels, there are a variety of actors who have committed time and resources to participation in the Border Program. Much of this can be explained by the fact that the Program has utilized a predominately bottom-up approach, signing accords with actors and organizations at each of these levels. In the case of local communities, contributions consisted of labor, materials and sometimes financial resources. Producers' organizations, indigenous federations, health networks, education network, mesas de concertacion and consejos de desarrollo also commit time and resources to capacity building and production activities of the Program. In the case of district or provincial governments, commitments would consist of a target percentage of a given activity (e.g., 12.5%), combined with a similar contribution from the community involved, and a complementary and substantially larger portion from the Border Program (e.g., 75%). One significant achievement as a result of such collaboration can be seen in the design and approval of Education sector Study Plans based on reality and local problematic, work coordinated in the framework of the Educational Councils and the Health Networks. In addition, the District Councils in the three areas of intervention have been beneficiaries of the program's capacity strengthening to such an extent that they have been better able to more effectively participate and take advantage of the new decentralization process (see section 2.1.3 below).

On the regional level, however, government commitment is much more tenuous. This tendency toward a weak relationship with the regional government is evident specifically in Loreto and Amazonas, where the Departmental Governments are not actually working in a coordinated and concerted manner with the objectives and aims of the Program. Neither Condorcanqui nor Napo has a major concentration of constituents living in the province. Furthermore, Border Program history in these areas only reaches back to late 2001.

Piura, on the other hand, has been highly interested in program activities. Contributing factors to this notable difference in the case of Piura may be due to the fact that CARE/Piura had been working in infrastructure and other activities in the region for some years previous to the initiation of the USAID Border Program. In addition, regional headquarters for the Border Program are located in the city of Piura, which also serves as the capital of the Department. The Chief of Party and Director of CARE/Piura both have quick and easy access to Departmental officials, who have thereby come to appreciate the benefits for their constituents that are associated with Program participation. The specific details of each region are addressed below, in Section 2.1.5, on regional variations.

On the national level, as we have noted, the Office of the Binational Plan has played a fundamental role as USAID's counterpart in the Border Program. In addition, the sector offices of MINSA, MINED, MAG and Defensoria del Pueblo have all participated in fundamental ways: MINSA and MINED in working towards locally appropriate health systems and curriculum during a period in which their own services and resources have become increasingly decentralized and reallocated to local entities; MAG as collaborator in working with participating producer groups, in conjunction with CARE teams in Piura who were focused on complementary enterprise and marketing development with those groups; and the Defensoria as an actual subcontractor for CARE and IPEDEHP to extend the

availability of Defensoria representatives to receive cases in Border Program communities and promote identity registration for adults and children who were previously unregistered and thus not able to take advantage of a host of rights available to them as full citizens.

It is important to mention also the indirect impact that the Border Program has had on the community of donors, by partially influencing the design of other development programs in the border zone. Such is the case of the project executed by UNICEF in the Santiago river basin under the sponsorship of the government of Finland's cooperation. Although this project is directed to bettering and strengthening the bilingual education networks in the region, its programming ideal is very similar to the Border Program performed by the CARE-SAIPE-IPEDEHP Consortium in the Nieva, Marañon and Domingusa river basins; capacity strengthening of local actors is considered a transversal hub that guarantees the project's sustainability. Something similar occurs with the Project being designed in the Pastaza and Morona river basins, where the Binational Plan, in coordination with PRO-FONANPE, the Regional Government of Loreto and the Ministry of Economy and Finance, have been able to exchange a debt with the German government with a project of territorial regulation, strengthening of capacities and local indigenous development.

The Binational Plan Office maintains a data base of donor activities in this region, as indicated on its website, however constant monitoring and communication with international donors will be necessary to keep this database up to date. An actual presence of decentralized Binational Plan offices could greatly assist with this process. From interviews carried out in Lima with an extensive list of donors, the assessment team was able to come up with a list of 12 donors working on the Peru side of the border, in the provinces in which the Program specifically works:

List of Border Development Activities Reported by International Donors (February 2004)

Donor:	Related Activity:	Donor:	Related Activity:
Finlandia/UNICEF	Food Security	GTZ/KFW	Local capacity building for development
GEF/PIMA	Natural Resource Management	USAID/PRA	Economic development through increased linkage to markets
UNFPA	NA	Japon	Infrastructure, especially water
Union Europea	NA	CONSUDE	NA
AECI	NA	Italy	NA
		France	Water desalinization

NA=not applicable

Border Policies

Even though regional and national levels of commitment, especially in terms of resources, were demonstrably less than that at the localmost levels, marked improvement can be noted over the life of the project. One of the results brought about by the Program in the three areas of intervention has been a larger presence of the central Government in these border territories, either through the obligation to cover the operational costs of new medical posts, health centers, and/or Ombudsman's offices, or through the integral incorporation of the issue of border development in the Plans for Regional Development. However, the team found a series of associated problems as well. On one hand, there was lack of special policies for populated border centers by the Regional Governments Loreto and Amazonas, and, on the other hand, the lack of basic information on the Binational Plan, both affecting the completion of the Program's goals. Piura's Regional Government is an exception to this assertion, as its most recent Regional Development Plan has border development as one of its strategic hubs.

The Binational Plan Office should consider decentralization of its administrative units. More constant and direct dialogue with those responsible for the Binational Plan will allow, in the first place, a recognition of actors who stand for a resolute national policy from the regional-local point of view.

Consistency with the New Decentralization Process

The Border Program's Intermediate Result #1 "Increased Capacity of Border Communities to Manage Border Development Processes" forms the core of program activities and creates a strong linkage with recent decentralization initiatives in the region. The "learning by doing" approach utilized by the program facilitates more effective interaction between community leaders, as well as association representatives with local government authorities. The former can now more effectively voice and advocate for the demands, while the latter are better able to respond to such demands and to manage resources to implement an appropriate response. Program activities carried out to achieve this result include those:

- To strengthen participatory planning processes related to local development;
- To facilitate collaborative and participatory management of development; and
- To promote leadership and organizational strengthening.

The process of decentralization in the country is now only its early stages, nevertheless, a number of important program advances related to these areas are evident. For example, consensus in development project planning has been achieved in a significant percentage of Border Program communities. Indigenous citizens in the region have clearly benefited from heightened awareness of their rights and responsibilities under the law and increased capacity to articulate their demands and hold government accountable. At the same time, district and provincial governments have begun to incorporate participatory processes in the construction of their strategies, annual plans and budgets. However the process is still quite new and

fragile; only one year of decentralized decision making and one budget cycle has elapsed since this process began at the district level (and two years at the provincial level).

For example, some communities reported having experienced difficulties in reaching consensus due to weak participatory procedures. As such, the Border Program must continue and intensify the task of local strengthening, as it is of prime importance to propitiate an effective participation of the citizens' organizations development efforts, especially through the local Coordinating Councils (Consejos de Coordinacion Local). The issue of information dissemination is also relevant here in relation to institutional transparency on the part of Municipalities. Additional capacity building will be needed to overcome this continuing weakness in the local governability process.

The consolidation of the decentralization process, in particular the mechanisms of participatory planning through the Coordinating Councils and/or the Bargaining Tables (Mesas de Concertacion en la Lucha Contra la Pobreza), facilitates the continuity and sustainability of the Program's achievements. If the strengthening of the local and leadership capacities for local public works is to be achieved, it is necessary to consider a longer term for the Program's execution, i.e., at least two additional cycles for development of participatory operational plans, budgets, implementation and management processes. It will be necessary for local actors to "buy-in" to the process to such a degree that they are willing to dedicate resources to funding this participatory process—it's still too new to expect that—and that they are willing to allocate fiscal resources have been sufficiently decentralized, to an increased extent for provincial and district governments, so that they have more resources with which to work.

Local government entities, in particular, need additional training, experience and accompaniment in responding to local constituents—to indigenous federations, community leaders and local citizens—and in managing associated development projects. The Border Program itself has been responsive to citizen demands in a number of ways, and they have helped build alliances to meet those demands via the mandatory partnerships required among participating communities, organizations and governments. Additional examples of the Programs responsiveness to local participants include hiring local citizens as staff, including a number of indigenous professional men and women. Furthermore, the activity uses local images and language and, in come cases, a local artist as well, to develop promotional materials related to its various components, paying special attention to local priority these related to human rights (e.g., indigenous and natural resource rights), education (carrying on language and traditions) and health (integrating local birth customs in birthing procedures of health centers, replicating trainings through a variety of methods more accessible to local residents). Radios and transportation were another strong request from local citizens, connected into an early warning and emergency transport network via river travel.

Program responsiveness could be increased to a significant degree, however, if there was greater flexibility across line items, according to individual community priorities related to productive activities, health, education, infrastructure or human rights. Furthermore, old and new leaders must be convinced that honoring processes of consensus and local priorities is best overall for their region, province, district, organization or community. Participation

needs to extend to and be deeply embedded in the way local entities do business—in vision setting, operational planning, and budget development. The first two are initially evident, while the last requires significant reinforcement, i.e., following through with the process.

Public Institutional Sustainability

The Border Program has been instrumental in achieving a greater central Government presence in these border territories, as explained above. However, the sectors have not fulfilled the plans according to the Binational Plan's obligations (see the report of the Presidential Commission for the Relaunching of the Binational Plan, July, 2003), and the doubt remains as to whether the diverse public sectors will fulfill their obligations to cover the operational costs of the new posts and health centers, schools, and/or Ombudsman's offices, or through integral incorporation, in the Regional Development Plans, of the problematic of the border development.

In this sense, the Program plays a critical supporting role by channeling of the efforts and resources of citizens' organizations in the local public area, facilitating participatory proposals to encourage a greater representation in the organizations that are participating in the Bargaining Tables or separate from them. It is only in this way that the new bargaining procedures now being implemented in the decentralization process will constitute a step forward onto institutional frameworks that will generate better conditions for development at the local level. With the Bargaining Tables, and hopefully in the new Coordinating Councils, there are places for members from government, business and civil society, with each sector further tied into, in many cases, a new or strengthened network of interaction, as is the case for education, health and human rights issues. So the idea is that the networks of trained promoters would continue in their positions, and/or recruit others to continue providing a given service. Take for example the human rights promoters in all Program regions; they will eventually become the immediate point of contact for citizens who have experienced a rights violation. They provide advice related to rights violations and how to file charges at the appropriate legal institution. Another example concerns the local development facilitators in Huancabamba and Ayabaca, who are intended to continue with responsibilities related to citizen participation and social oversight of budgets and plans after the life of the Program. The key term is "sustainability", and we will return to this important concept again several times in this document and ultimately its final conclusions.

A final issue relating to public institutional sustainability concerns the Office of the Binational Plan itself. In order to achieve adequate follow-up and potential scaling-up of related activities, the office will require additional presence in the Border Region. This would be minimally in the form of decentralized offices located in Iquitos, Santa Maria de Nieva and Piura. Additional technical staff will be needed to coordinate allocation of local resources to these priority border districts and to support their allocation along lines of investment that are compatible with both the Binational Plan document and program strategy. Furthermore, the Office will need an adequate budget and program structure to leverage this continued assistance and to further facilitate participatory processes according to the design suggested by this assessment (see Section 4.1.1).

Important Regional Variations in Processes and Institutions

The political context and commitment to program objectives varies across the program—Napo, Condorcanqui and Piura—in a number of notable ways. The following subsections focus in on the specific nature of these commitments, border policies, decentralization processes and indications of institutional sustainability as evidenced in each of these three regions.

Napo Target Area. Since the signing of the Brasilia Accords, the city of Iquitos made known its complete refusal, of the results of the accords themselves, as well as of the processes that were developed prior to then. The consensus within the population of Iquitos focused specifically on the rejection of the Centers of Commerce and Navigation, which were considered an attempt against national sovereignty. As for the process, the main criticism was that it did not have a participatory character, that the signing of the agreement was not accomplished in consultation with the population of Loreto, and that this was due fundamentally to the centralism of the Peruvian government, which city officials claimed has always tended to marginalize their region from the large national decisions. This feeling has not varied essentially up to the present, even after the subsequent regionalization of the country. In this context and social and political "climate", Iquitos basically ignores the work of the Binational Plan and the CARE Consortium in this zone. In spite of the existence of a Decentralized Office of the Ministry of Foreign Relations, there is no indication of collaboration among actors, public or private, with the development of the Regional Border Program, nor with the Binational Plan.

Little relationship exists, as well, between the regional public sector and the Program, giving the impression that the Program acts and is related exclusively to the social and political actors of the intervention zone of Napo. In conversations held with regional authorities, such as the President of the Region, the Provincial Mayor of Maynas, public officers, and communication networks, ignorance of the Program's objectives is notorious and, consequently, the value of its actions. Authorities harbor the impression that the Program acts and is related exclusively with the social and political actors directly from the intervention zone of Napo[4] In spite of this, after one year's activity by the regional government, the new authorities have said they are ready for a larger and improved relationship with the Binational Plan. It should be noted that the totality of those interviewed (see the list of interviews in the Annex 4) have individually manifested their acceptance of the Brasilia Accords and have asked for more information about the development of the Border Program. This lack of interest on the part of the regional government of Loreto may be explained, at least in part, by the fact that the regional government has no possibility to manage funds or to get funding from the Border Program, and thus the authorities opted for keeping distance. In addition, many authorities' primary motivation for action involves looking for votes. The Napo area is thus not particularly important to them in terms of the additional number of votes available,

[4] Moreover, the President of the Region, Robinson Rivadeneyra, informed the evaluating team of his explicit disagreement with the Program's strategy. In this way, there has been no possibility to demonstrate its consistency with the decentralization process begun in Peru.

and neither is it strong enough to provoke any social movement to pressure the regional government to be more responsive to their demands.

It is important to reiterate here one of the essential characteristics of the Program: to construct a larger presence of the State in this type of in a marginal, isolated, predominantly indigenous territory, as is the case of the Napo river basin. In this sense, the Program has played a strategic role if one considers the possibility of implementing a "live borders" public policy.

With specific reference to intermediate result 4 (IR.4), the Program has been receptive to the perceptions and expectations of the population of Iquitos, in that it recognized that the local climate was not at all favorable to a communications venue that would announce the range of Accord benefits or any other information on the Brasilia Accords. Public officials and local personalities agree with this valuation, attesting to feelings of frustration and impotence on the part of the population in Iquitos, who would certainly not have reacted favorably to such a message.

Finally, with respect to the government's capacity to continue the process, some political and budgetary limitations remain, as well as the absence of an informative policy about the Brasilia Accords. That is why we believe that it is fundamental that the National Government and the Regional Government coordinate actions within the Binational Plan, on one hand, so that, on the other hand, it in reality becomes necessary to form Committees to seek technical and financial support, i.e., fundamental components of the Border Program.

Condorcanqui Target Area. Government commitment to the PFS activities in Condorcanqui has varied widely, with the strongest level of commitment emanating from the most local levels. Communities and district-level federations as well as district and provincial governments have demonstrated their commitment through:

- Organization of participatory planning processes;
- Contribution of labor and materials;
- Participation in capacity building sessions; and
- Initial signs of willingness to use information gained through participatory processes in allocating resources to more local levels.

The force of this commitment reflects the PFS orientation to place early emphasis on building capacities at the most local levels as a first priority.

National level stakeholders at the local level have also made significant commitments of their time to participatory processes and capacity building. Of particular note are those working with the Ministries of Health and Education, who have all demonstrated their commitment by adopting local priorities and locally-appropriate designs in their own programs, like the broadcasts of health education programs, the strengthening of the Educational Councils, and

the consolidation of the bilingual educational plans[5]. In addition, the Binational Plan commissioned a multisectoral study to assess regional development problems and opportunities in Amazonas, describe on-going initiatives, and identify a strategic role for Binational Plan's participation in the region (Bedoya, E., et al., 2003). Complementary fiscal support from the national level has not been as promising, however. Unfortunately, the commitment of the regional government of Amazonas remains the weakest and most variable link in the chain.

From the beginning of Program activities in the region through 2002, the program benefited from a very close level of coordination with the sub-regional office in Santa Maria de Nieva. However, this situation changed drastically after the election of new political authorities at the end of year 2002. Political pressures from the new President of the Regional Government[6], resulted in a regional government transition to stakeholders with less favorable reactions to Program presence in the region.[7] This situation, once again, is a result of the lack of importance remote areas have for the regional government, located in Chachapoyas; the province of Condorcanqui, is too far and separated from its priorities to warrant, from their perspective, additional attention (and similar to the situation in Napo). At a meeting held with the former CTAR President and his staff, their main interest was focused on how to get resources from the Program to serve other areas/issues of the region.

The program is indeed consistent with the early phases of the decentralization and participation process as it has unfolded in Condorcanqui, however it suffers from the low level of fiscal resources currently allocated by the national government to this effort. The Program has been most effective in responding to citizen demands related to the construction of infrastructure—construction of potable water systems, health posts and schools—along with complementary improvements service delivery related to health and education. Citizen demands for increased production and market have been met to a limited extent; however,

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[5] These tasks are included in the proposal of the National Educational Emergency Program 2004 Proposals of The Ministry of Education (MED) (Supreme Decree No 029-2003-ED, Art 4. Especially in the Program of Education in Rural Areas and Bilingual Intercultural Education is where validity will be given to models of attention to reduce the gaps in quality between rural and urban education; promoting fairness in access to opportunities and bilingual education in an intercultural context will be encouraged and affirmed. Thus the UGEL can present Educative projects in the border Zones: This is a long-term strategic action destined to generate quality education and oriented to overcome the secular abandonment in which the border populations have lived. The MED will attend with priority the necessities of improvement of infrastructure and school furniture, taking into account the diversity of the integration needs and living conditions similar to those people in neighboring countries, without loss of their communal, regional and national identity, including components of the curriculum, educational materials, infrastructure, furniture and equipment, interaction of education with the productive development of the zone and the effort.

[6] This characteristic of the APRA Party to the GN and the ONG's that perform promotion tasks has the same characteristics of other regional governments in all of Peru. The regional governments of the APRA Party consider that all international cooperation should go through the regional government.

[7] According to CARE, their regional coordinator arrived at the first decentralization assembly in Nieva with a PowerPoint presentation and reports in hand. However, they were later criticized by the new regional government for not providing information on their activities in the region. CARE, in turn, has attempted to respond to these accusations, now with some indication of acceptance and has recently hired a team of advisors to explore how this relationship can be further strengthened.

citizen demands remain notably greater than the ability of the Program to meet such demands at present.

Piura Target Area. The Regional Government showed interest in performing works of infrastructure for water and energy, such as the dam in the district of Sondorillo. However, other priorities in the distribution of resources have made these initiatives inactive. The obligation with this provincial border is carried out through the Regional Offices of Health, Education and Agriculture, mainly. The Health Offices, through the Health Centers of Huancabamba, Ayabaca and Sullana, have personnel dedicated to preventive medicine, mainly through training of community agents within the Health. There is an active, coordinated presence of the sector in the provincial Bargaining Tables, which respond to the prioritization of health problems and to the organization of districts by river basins and geographical micro-sectors.

Educational networks, educational councils and scholastic councils are functioning in the province, following MINED's norms. These organizations have been promoted, thanks to an agreement between ADE and the Program. In the province, there is an agreement with the Agricultural Office to complement actions in the development of some productive modules, where the Program dedicates efforts to increase the aggregate value of primary products (potatoes and milk) and collaborate in their commercialization, while Agriculture has to attend to technological and raw material necessities. As for the IR3, RENIEC has worked in coordination, with the help of promoters, in the process of formally identifying the citizens of the province. On the other hand, the Program finances a representative from the Ombudsman's Office on the provincial level, assuring its presence there.

The most visible and potentially, the most powerful organizational unit in the decentralization process is the Bargaining Tables on the level of provinces and districts. This organization has been the pivot for the Program's efforts in terms of promotion, training and some logistic support, both on the district as well as on the provincial level. Among the most important participative products are the prioritization of necessities, strategic plans and municipal budgets. Participation in health and education networks and the formation of educational councils are also examples in which the Program acts in a consistent way with the country's decentralization processes. of the country.

The sustainability of the initiated processes requires a larger fiscal responsibility of the agencies, both of the National Government and of the Regional Government. In the case of Education, the active presence of the Educational Councils and the networks, in coordination with the Bargaining Tables and the Municipalities, is a factor in favor of the sustainability of the developmental processes oriented to the necessities of the community. But capable, well-trained teachers are required. The organizations described here could eventually raise funds from the government or from third parties to maintain these activities. However, in the present state of organizational maturity, it is difficult to perceive that this situation will be successful without the State's support. The analysis is similar in the case of Health.

The problems of agricultural production and animal husbandry also constitute an important theme in the Bargaining Tables (the province has more than 77% rural population). However,

we estimate that the responsibilities that the State must assume to assure the sustainability of the initiated communal developmental processes are substantially greater. These have to do with solving infrastructure and service necessities for the productive sector. The Ministry of Agriculture must analyze the social priorities in depth, taking into consideration the depressed border regions, the renewal of resources to national programs of agricultural support, such as PRONOMACHS and PSI. The training of producers has a great need to fulfill technological, business administration, production opportunities, legalization, quality, market and marketing themes.

A next step in securing a true institutional transformation will be when citizens and officials assure an adequate portion of the municipal budget to cover the expenses of the Bargaining Tables, and now ultimately the Concejos de Coordinacion Local.

The Ombudsman's sector. Although it really corresponds to direct support to have personnel paid by the BORDER PROGRAM so that the Ombudsman's Office can act, in this sense, this support can be considered adequate. However, it is not clear what will happen when the project and the money end, unless the Ombudsman's Office on the national level can increase its budget so that the DP's representation can be maintained in the zone.

Obligation of the base Organizations (OB). We consider that there is an effective presence of the OB in the Bargaining Tables for the fight against poverty; in a similar way, they have organized territorially with an effectively which they themselves point out. This is evident above all in the Committees of Communal Development CODECO or Local, as in Suyo (CODELO) or Zonal (CODEZO) where several communes or locales are covered, with their respective Local Action Plans (PAL).

In the case of health, the Committees of Health Promoters COPROMSA are assuming legal representation in Associations of Health Promoters APROMSA. In fact, practically all the COPROMSA will become APROMSA this year. In the case of education, the inclusion both of the students as well as the parents in the Educational Councils has been important. In the same way, the educational Network for a better teachers' organization is an indication of the participation of the citizens' organizations in the realms of public social policy. On their own, the organization of microbusiness people in Ayabaca is still a beginning process, but a strong obligation is evidenced with what CARE's BORDER PROGRAM proposes.

Finally, an important regional difference to note is that the Brasilia Accords are good for their community although they do not know the details, but it would be very important to communicate the message through publications, bulletins, radio Ayabaca and radio Campesino.

Communication Across Regions. Piura's situation is radically different from that of Iquitos. Because of its proximity to the border and to the dynamic commercial and cultural interchange that the Accords have intensified, the local population, although not well informed on these Accords, can see palpable effects. In Tumbes, for example, the large influx of Ecuadorian tourists and merchants across the border, and in Jaen, the inauguration of the International "Integration" Bridge over the Canchis River, in addition to a variety of

exchange events, have produced a change in the dynamic of these zones. Although this does not indicate, by any means, that the necessities for development that the region requires are being satisfied.

At present, the main problem in Piura and Tumbes, and to a lesser degree, in Jaen, concerns the Peruvians who cross the border illegally. In the majority of cases, they are returned to Peru, however, sometimes they are detained and taken to Guayaquil where they remain several days. That is why broadcasts in the zone on the Brasilia Accords have been oriented to giving practical information to the border population about the legal processes for moving people and vehicles across this border. Unfortunately, some aspects of what exactly the associated legal requirements are notoriously unclear and not user friendly, as in the requirements for exportation of products by small merchants/exporters, many of who now opt to continue to work illegally.

In terms of the IR 4, which includes a great part of the region of Piura, as well as the provinces of Tumbes and Jaen, there is a strategic alliance with governmental organizations, in spite of the fact that the Peruvian Government does not have a clear and precise policy on border development. In Piura, however, the President of the Region has incorporated "border development" as one of his strategic features. In this sense, the Border Program has set a foundation and served as a catalyst for the decentralization processes of education, in which the Program has urged the accommodation of the scholastic curricula to regional reality. The Region's communication strategy pertaining to education very dynamic, producing communication material, promoting binational interchanges and meetings and promoting a peace culture, basically through rural educational networks and the educational sector in general.

The diversity of binational organizations, such as those of the border municipalities (ABIM-SENOP), of the universities (AUSENP), communication projects with the border broadcasters which involve their reporters, and the program of the broadcasting network for peace coordinated by the UDEP (University of Piura), allow opportunities for Binational Plan follow-up related to this result. However, a larger presence of the Office of the Binational Plan and an information policy are capable of orienting, on a national level, all the ongoing initiatives of communication that are being developed independently could greatly enhance the image and effectiveness of the Accords in this region.

CURRENT CAPACITY AND CONTINUING NEEDS

The assessment team identified an array of notable successes in strengthening the capacity for development at the local level. Success stories concerning participatory planning, health, education, infrastructure and human rights abound, and a few of these are noted below, in the regional discussion of development capacity for Napo, Condorcanqui and Piura.

Yet a number of important challenges to making this capacity sustainable are still to be met. The establishment of a series of sectoral networks, committees and councils at the local level has great potential to continue allowing local citizens a more active role in governance; at the

same time it will be necessary to guarantee that these "Bargaining Tables" and associated networks are self-sufficient in the near future.

In general, it can be affirmed that the main restrictions or limitations that local actors face in order to guide the developmental processes are associated, on one hand, with the high transactional costs of participating in economic and political dynamics on the regional and national levels, and, on the other hand, with the low level of available human capital. For example, in the case of provincial governments, across target areas, the assessment team found that many citizens demonstrate low levels of formal education and little if any experience in developmental organizations, especially in the case of women. Communities recognize that they have leaders with capacity of convocation and that the bargaining table constitutes a very valuable social capital; however they also recognize the need to capacitate themselves and to count on outside technical or professional assessment for activities of diagnosis, assessment of options, and project preparation. The necessity of capacity building obviously extends to the tables of lower political level in the districts and micro-regions. The presence of professionals at the tables is much appreciated by the members; in some cases, the fear that the tables will be weakened by the departure of some professionals has been perceived. In addition, the producers require technical information and capacity building in business and marketing management.

At the same time, a huge deficit in available fiscal resources for basic infrastructure was discovered. Water and energy are limitations of primary importance in order to satisfy the necessities of health, drainage and production. Difficulty in access to healthy and economical sources of water and energy contribute, in no small part, to high levels of infantile malnutrition in the three areas where the Program intervenes, all regions of extreme rural poverty.

At present, locally elected bodies report a certain tension with the newly emerging processes on participation in the regions, especially at Napo and Condorcanqui. Communities and civil society are now better able to make their demands and hold government accountable; however, local and provincial governments may not necessarily be prepared to accommodate such participation, either through limited skill sets on their part to facilitate participation, lack of technical skills necessary to develop project profiles and budgets, and a dearth of fiscal resources overall. So, while local capacity to manage development processes is indeed emerging, it remains in a fragile state, in need of further strengthening and accompaniment until full mastery of these news skills is possible. The following three areas of capacity building deserve timely attention:

- Conflict resolution;
- Negotiation with private enterprise;
- Public speaking and advocacy;
- Knowledge of citizen rights and responsibilities.

The Case of Napo

Local authorities and the population in general spoke of a high degree of regional centralism on the part of Iquitos. Nevertheless, the participatory processes completed in Santa Clotilde and Angoteros have allowed these communities the possibility, not only to organize their present, but also to have a vision of the future with respect to the development of their zones. In that sense, development from the bases promoted by the Border Program is the best guarantee for the construction of a society that is ever less centralist. The Border Program in Napo was highly recognized by various local participants in a number of other areas as well. For example, the new information gained in land titling and the human rights promoters, located in many communities, was all acknowledged as highly positive outcomes of the Program as well.

In the case of the federations, Organization Kichuaruna Wangurina del Alto Napo (ORKIWAN) and FECONANCUA have completely different dynamics. ORKIWAN seems to be more consistent and to be more involved with the Border Program. This organization is much older than the FENCONANCUA, which was founded only a few years ago. Nevertheless, one can perceive in both organizations a commitment to the Border Program, not only in benefits in infrastructure or others in their communities, but also mainly for the fact of being recognized as valid spokespersons for the Border Program. This is fundamental when we refer to indigenous organizations, systematically unrecognized by the State, and, in many cases, by civil society itself. One can simultaneously note evidence of high self-esteem, as demonstrated by authorities, the leaders, and the population interviewed.

In addition, the team found that the communication of citizen expectations to the Border Program team has not been fluid, especially in the themes of commercialization and processing. The replication of production modules, as well as that of education, health and human rights training themes can be strengthened. We understand that this is a long-term process, not easily resolved, and therefore follow-up and reinforcement of related messages and skills will be crucial to its sustainability.

As noted earlier, the indigenous communities belong to a sector of the population that is historically excluded and discriminated. The State has not made itself present to generate mechanisms of dialogue and of living together in favor of proactive policies. In this sense, extremely complex situations are reaffirmed which require urgent analysis and aid. The kichwas show low scholastic levels, especially the women, lack of information on health, minimal experience in the negotiation of their products, little strength in their federative organizations, both in economic aspects as well as in technical ones. Also little knowledge with respect to other economic activities (petroleum, fishery, mining, lumber) is evident and an analytical attitude to advantages and disadvantages is lacking. Infrastructure and State services are precarious.

In the same way, the difficulties of geographical access influence in an important way the relation that can be had with the market, as well as the fact that their production is basically that of self-support, aside from the physical and technical distance in this respect, which makes the possibility of sales or barter of their excess production, if they have any, more

difficult in bettering terms of negotiation. Dispersion and the difficulties in communication affect the interchange of the populations with the market unfavorably, and it is a crucial factor in low income and scarce participation in the market. However, the attitude of the inhabitants is favorable to increasing commercial transactions and to obtaining lower prices and a better return on their efforts. This attitude should be capitalized on by the Border Program, but a cost-benefit analysis of economic options and capacity building are required so that the communities will know how to take advantage of and negotiate opportunities. (The later sections of Annex 6, on Napo, discuss this issue in greater detail.)

The aforementioned affects, therefore, the relation with the municipalities, since the distances are very great and, in general, travel on the river is very expensive. This makes the convocation of the population more difficult for participation in municipal decisions and causes difficulties for the local authorities to cover the area and discover the necessities of the population.

A strengthening of the organizational capacities with a focus on planning strategy for community development is required. In addition, it is necessary to identify and include the demands and interests of women in all the processes and instances of development implemented for the project. The gender perspective should allow the visibility of the contribution of women in the development of their communities.

The Case of Condorcanqui

Program participants reported that they felt much more capable of participating in and managing local development processes, but all, possibly without exception, stressed the need for continued capacity building and follow-up. They stated that they would need more experience in talking about and using these concepts and tools, and they expressed a desire to for new themes as well. Men, and to a certain extent women, had been involved in the initial visioning and operational planning process at the community level. As the process rolled up the political ladder, however, only those with highest status were able to stay involved, i.e., the community apu or federation apu, and sometimes, though not often, members of the organizations committee of directors as well.

Beneficiaries of the production and marketing component, implemented by SAIPE in this region, attested to receiving good quality assistance related to this component and even a desire to explore a bit of vertical integration. According to one producer of chicken from Huampami:

> *At first the production at the beginning did not reach expectations [but now] we are advancing in chickens and sowing corn for feed. The 20x20 chicken coops are fine, but now there are more chickens and for this we now need a feed processor for them.*

En Yuminkus, another participant noted that due to their collaboration with the Border Program:

> *Now we have an educational center, a health post, potable water and they are training promoters, midwives, apus of the communities, professors* [sic] *human rights, and radios for communication.*

In at least half of the communities, women reported that they had learned more about their rights as citizens and as women. In many cases, the situation of individual women with respect to domestic violence had improved or they knew how to seek recourse if it did not. In Tutino, for example, one older woman claimed:

> *Now it's not like before. Now they don't treat women so bad. If I was getting married today, everything would be different!*

In other words, men were now treating women better as a result of project capacity building in women's rights and human rights. At the same time, a number of challenges continue to exist. For example, while citizen demands for increased production and marketing have been met to a certain extent, demands for assistance remain notably greater than the ability of the project to supply. This observation fits well with the recent proposal for strategic lines of investment in the Upper Marañon, where the potentialities based on the geoecological, economic and cultural reality in order to center the support on agriculture, animal husbandry and aquiculture on a small scale, based on plant and animal species, both of native origin that will allow "reaching a sure food supply for the local population, and, if possible, generating sustainable income through new economic opportunities that respect the biological diversity of the territory".

Major strategic constraints to future community development in the border region of Amazonas, i.e., Condorcanqui, include a lack of economic resources at the provincial level, the high cost and lengthy time period required for transportation, and a limited communication infrastructure. Furthermore, and partially as a result of the aforementioned factors, a market structure for agricultural produce, livestock and animal products, along with handicrafts in the province is only beginning to emerge, but indeed this exists, according to participants, on the local level.

There are numerous studies that have remarked on the scarce knowledge with respect to business management and the functioning of national and international market laws, above all in areas where indigenous export products have greater comparative advantages, as, for example, the uses of forest woods and plants, or native medicinal knowledge.

The Case of Piura

Local development capacity in Piura came out comparatively the most high, among the three target areas of the Border Program. Local development facilitators assisted in running the Local Coordinating Councils or, as was more often evident, the Bargaining Tables. Then individuals on that Table would be seen again, later that same morning or afternoon, at a focus group with health promoters, members of the education network, or promotors of

human rights. In Huancabamba, Ayabaca and Sullana, the strength of each of these entities was remarkable in their presentation of information on their activities and plans for the future. Again what was notably missing, in this respect, were a greater number of women in these council or networking seats. This level of change, it is important to acknowledge, does indeed take additional time. In will be important that women and men participants and the specific nature/category of their participation should be identified, monitored and disaggregated throughout.

One of the most important limitations of human capital in Piura, as in the border provinces overall, is the low level of education and of minimal experiences in organizations for development, especially in the case of women. The communities have leaders with convocatorial capacity, but they need to improve their management skills.

The Bargaining Table is a very valuable social capital; however, its members recognize their need for capacity building and the necessity to count on technical or professional guidance for activities of diagnosis, assessment of options and project preparation. The necessity for capacity building obviously extends to the tables of lesser political level in the micro-regions. The presence of professionals at the tables is very appreciated by the members; in some cases, the fear that the tables will be weakened by the leaving of some professionals has been perceived.

The production and marketing component was similarly lauded as having assisted local producers. For example, one member of a dairy enterprise stated that:

With the income that we have [from the dairy] we are improving the living conditions in my home, providing more education to our children, but also we are improving the living conditions indirectly for other milk producers, when we buy milk from them to complete the volume that we now need.

While production capacity had improved, the organization continued to require technological information and capacity building in business management and marketing.

As in many other cases, the Government's (National and Regional) resources are insufficient to provide infrastructure and services to the population. Water and energy are limiting factors of primary importance to fulfill the needs of health, drainage and production. There are also high levels of infantile malnutrition in the zone. Most districts and provincial towns are connected to external markets by one highway only, and that one is usually in poor condition, a situation that affects bartering conditions unfavorably in relation to that province's competativity in regional markets. A highway is needed to provide more direct access by Huancabamba and Ayabaca to each other and by both to their counterpart provinces in Ecuador.

VALIDITY OF CURRENT USAID/PERU BORDER PROGRAM STRATEGY: SPECIAL OBJECTIVE 7

The assessment determined that Border Program strategy has indeed strengthened local capacity to initiate and manage border development processes in the project target areas. This section will now assess the validity of the program strategy by focusing in on program results to date, including changes induced at multiple levels. Subsequent discussion considers the appropriateness of the existing results package design as it applies to the current situation faced in each sub-region and in the current political and fiscal realities of the GOP and USG.

PRODUCTS AND PROCESSES FACILITATED BY THE BORDER PROGRAM

The outputs and outcomes of the activity were determined to be the most appropriate indicators of programmatic progress, because the project cycle was still 12 months short of its revised end date. Impact indicators, which can only be taken into account at the end of a complete project cycle are considered only in relation to the qualitative data collected during this assessment, looking for insights into how implementation events and choices may have impacted ultimately the final project results, in both positive and negative ways. As such, the resulting advances in program products and processes are significant Three years into program implementation and one year into the national decentralization process, almost all indicators registered at least 50% of their end-of-project goal, with most performing at 70% or above. This observation holds true for activities implemented in Loreto, Amazonas and Piura (Annex 11, Tables 11a and 11b). It is important to note that these targets have been adjusted for the new end-of-project date. Those activities performing at the 50% level will indeed have some distance to go to meet their end of project targets, however the catch-up activities involved are adequately addressed in the Annual Operational Plan for this year (POAIII).[8]

The following sections address each intermediate result and associated project component in turn, including analysis and explanation of these quantitative results, along with additional issues that emerged via the qualitative research phase.

[8] For example, to construct a total of 10 works during POA III, with which the planned goal would be achieved. These delays in the Napo area are explained by the lack of building materials in Santa Clotilde (since they must be brought from Iquitos) and by the fact that great distances must be traveled in order to bring them to the area where the works were built. Also, it is necessary to wait for the season when the rivers rise in order to move the materials. Moreover, the difficulties in building alliances with the local governments (especially that of Torres Causana) have complicated and drawn out the construction process, since the local governments never contributed the counterpart funds and the Program had to assume that cost. This meant that the cost of the works increased, in addition to the high charges for transporting the construction material.

Capacity Strengthening for Local Development: Planning, Leadership, and Participatory Management

The program's achievements strengthening the participants' capacities for local development include those at individual, organizational (grassroots), municipal, national, and international levels:

Individual capacities (human capital). A first level which must be stressed in the Program is the necessary training of human resources that was carried out to address, first of all, the new challenges of local development, and second, to prepare for the international challenges with the Ecuadorian neighbors.

Group and collective capacities (basic social capital). A second level addressed is overcoming the great imbalance that exists in our country, in particular on the border. To accomplish this, the Program carried out progressive organizational work for creation or reactivation in two profiles appropriate to the specific situation: territorial (river basin federations, the CODES or CODEL) or thematic (health, education, committees of producers, microentrepreneurs). That included giving them tools and procedures that were important to their operation: executive management, operating plans, and budget. We are still in a first period, but 2004 will be important for basic follow-up and adjustments to ensure future sustainability. (Annex 12 contains some examples of participative budgets which were reported as highly successful in including priorities of the various interests.)

Capacities in the municipios (basic institutional capital). The program also made a significant effort to give participating Municipalities the basic mechanisms and tools for better governance and democratization: thus the strategic plans, the participative budgets, and, behind that, the exercise in democracy in the Municipios.

Capacities for alliances among the institutions (expanded social capital). Some of the most important spaces for alliance in which the Program has worked are, on the one hand, the Bargaining Table (Anti-Poverty Roundtable) and the municipality, and, on the other hand, all the group and collective organizations of basic citizen social capital. Both spaces are dynamically interrelated, resolving their differences to progressively reach agreements between that which is public and that which is private, in order to achieve basic public works and basic development works with everyone's support. These Bargaining Tables were often found in competition with the Local Coordinating Councils, the latter being a newcomer actor to the local participation arena. As the new official “bargaining table” under recent municipal legislation, the Council is the entity that should ultimately be supported by the Program, and, by law, as part of the municipal budget.

Capacities for international relations. On the other hand, opposition to Ecuador was evidenced particularly in Loreto, and to a lesser extent in Condorcanqui. This is likely due, as noted earlier, to the nature of central-peripheral relations between Loretanos and people from Lima; the Loretenos perceive themselves as left to the margins of national development. Condorcanqui, too, has its challenges in this respect, as this was the scene of some of the most persistent and late term conflict between Peru and Ecuador. Nevertheless, there is also

evidence of progressive encounters between Peruvian and Ecuadorian citizens: indigenous Peruvians and Ecuadorians, both of the same ethnicity, as in the case of Napo with the Chichewa (relationship between ORKIWAN-FCUNAE of Peru and Ecuador, respectively); and different ethnicities, as in the case of Condorcanqui (Awajun and Wampis). These encounters will lead, progressively, to more binational encounters, which must be appropriately channeled since they will continue beyond the presence of the Program. On the other hand, in the case of Piura, efforts are being made toward encounters among youths and to establish the best modalities for the commerce-transit relationship, and to provide for the training of both public officials and economic agents.

All these capacities have different levels of intensity in the program's different areas of intervention. But the process has begun and, as such, should be continued in order to achieve consolidation.

Production and Marketing

The Program demonstrates notable results in improving food security for participants in the production and marketing component. In addition, producers of agricultural and livestock products in both Condorcanqui and Piura have begun to explore and construct market channels. The most secure markets in Condorcanqui seem relatively local, compared to Piura, the latter demonstrating emerging and vibrant ties with it’s counterpart markets across the border, in Ecuador. Much of the future development of markets in any of the three target regions waits the fulfillment of the Accord related commitments for improved roads and bridges.

Nevertheless, and in all the areas visited, the inhabitants' demands for increases in production and sales have not been met by the Program. The communities' progress in productive development has, in general, been insignificant in quantitative terms (number of families involved, areas, total sales, number of products, enterprises consolidated). The slow progress in this area seems to be affected by the limitations of time, funds, and technical personnel assigned to it, and to the production units' size, dispersion, and poor access to the market.

The Program has persuaded the involved families, even in the less accessible places, to participate in the market with part of their production and respond to its signals, even if the information available to them is woefully inadequate. The situation of poverty translates into low levels of family savings and a preference for the short term. However, the enthusiastic adoption of livestock production activities (dairy cows, pigs, fowl), which intrinsically involve a capitalization rate or savings, show a certain propensity for savings, despite the border populations' level of poverty, that is crucial to economic growth.

Napo. Demonstration modules involving the production of pigs, chickens, fish, and corn are being implemented in the communities. The Program has provided equipment, breeding animals, and seeds that must be transferred, after a time, to other members of the community on a rotational basis. While the rest of the community is interested in participating in these activities, the concern over the low prices received for the products, especially the

agricultural products, and the high cost of transportation, is clear. Under these circumstances, the service provided by the few commercial launches that come to Alto Napo is valued by the communities, even when the transaction could be inequitable, given the producers' limited selling options. The value added to the agricultural products (corn, yucca, rice) when they enter the animal production system (fowl, pigs, or fish) is appreciated, but insufficient. A module's corn production is too much to be transformed into animal product and command a higher price. In Alto Napo, a positive change after the agreements with Ecuador is the increased number of transactions with Ecuadorian merchants who come down to buy pigs and fowl at better prices.

The modules involving fish farming in controlled tanks give the producer the ability to sell the product in a growth stage, when fish are scarce and prices are higher. In a first phase the market would be local, but if the supply increases the fish would be sold in Iquitos. These fish farming prospects are undergoing a formalization of the production units, in coordination with the Regional Directorate of Production.

The productive potential of the forests for exploitation of products such as wood, medicinal plants, aromatics, and honey, has not been addressed by the Program or the directors for fear of threats to the conservation of natural resources. This fear is due to ignorance of the concept of comprehensive forest management and the scope of the Forest and Wildlife Laws, and also to the communities' limited business management skills and ability to do business equitably with third parties. The importance of these products is that they come from the stock of natural resources that give Napo a series of comparative advantages, which require technology and management, and probably alliances with third parties, to reach the market competitively and with markups for the communities.

Along this same line of natural resource conservation, the Program's inaction in relation to the buffalo (Bubalus bubalis) and cow populations of the communities along the Napo is debatable. These animals were provided to the communities by the former CTAR under the revolving fund modality. With no technical support to improve their efficiency in the use of pastures and areas, without integrating them into agroforest systems, and without increasing the return per animal, the environmental impact and the cost/benefit ratio will be decidedly higher.

Condorcanqui. The Program in Condorcanqui has made efforts to give added value to the primary commodities at the local level. Given the distances to the commercial centers, it is understood that the production initiatives' success depends, in part, on transporting products of higher value per unit of weight and volume, in order to reduce the impact of transportation charges on the final price of the product, enjoy a profit margin, and compete with products from other areas. Work is continuing on the processing of fruits, palm hearts (Bactris gasipaes), bees' honey, and manufactured feed. One of the problems in these early stages is getting to the point of producing in sufficient volume, with quality and consistency.

As in the case of Napo, emphasis has not been placed on the comprehensive use of the forest for wood through forest management plans and the utilization of intermediate technology that makes it possible to sell pre-cut, dried boards and handicrafts, the latter destined to the local

market, i.e., other indigenous communities. In all the initiatives, the possibility of forming business alliances is a promising option that should be assessed and that points to the need for organizations that are strong in terms of business management and have access to market information.

Piura. Agricultural production problems are an important issue at the Roundtables and for the Municipios in the Provinces of Huancabamba and Ayabaca, whose populations are, respectively 89% and 90% rural. In some districts, such as Montero, in Ayabaca, and thanks to the prioritization of the strategic plan, the Municipio has committed to supporting the productive models inspired by the Program (brown sugarloaf, dairy products, pigs, beekeeping, and fish farming). In others, such as Jililí, the participative budget gives priority to the construction of rural roads, canals, and reservoirs that provide key services for the agricultural production units.

In the case of Huancabamba, they are in the process of implementing and formalizing the community enterprise of Jicate milk producers. The enterprise has been processing the milk of 15 members and making it into cheese, yogurt, manjar blanco [a local sweet], and custard for the local Huancabamba market. The production volume is still very low, and this is a significant impediment to reducing average costs and becoming competitive. The producers see that they need technical assistance with pastures, nutrition, and genetic improvement, which, according to the Program agreement with the Agrarian Agency, should be provided by the latter. We have observed that the producers also need training in basic elements of production costs and business management.

Another initiative is the Huancabamba Association of Potato Growers, which generates added value through selection and washing of the product, thus obtaining higher prices in the Piura market. The producers mentioned the need to also promote other promising products, such as mixed vegetables (beans, peas, and broad beans), fruits (passion fruit), and trout. This concern is in response to the small farmers' need to diversify their crops in order to reduce market and other risks associated with the cultivation of just one crop.

In the case of Ayabaca, enterprises in three activities have been established with support from the Program: fattening pigs, orchids, and dairy products (Giroland). These enterprises received support from the Directorate of Agriculture and other institutions. In this case, the enterprise doesn't collect milk just from its associates, but from other supplying producers, thus increasing size and reducing average costs. The orchid enterprise has had technical problems related to packaging and quality control. Orchid production has a significant effect on environmental preservation, because it requires plantings of trees or forests. The INRENA must be involved in this activity to approve the management plan.

Milk production in Huancabamba and Ayabaca shows excellent potential as an economic activity that offers a diversity of final products and can directly support the nutrition programs for children and students, but it requires health registration and formal establishment of the enterprise. In the case of pigs, the Ecuadorian market shows additional promising demand, and at better prices.

Education

Napo and Condorcanqui. Participants, teachers and parents alike, emphasized how much the Program had supported their school. Educators have been trained by the Program in a variety subjects, including children's rights, and greater contact has been facilitated among educators, parents and students. Yet, while they now have six classrooms in their school, they only have four educators, and when classes are so overcrowded, it is difficult for students to learn.

The local (district) curricula have developed an intercultural vision based on the actual local situation. There are still challenges to the adoption of these curricula at the regional level in Napo and Condorcanqui, there being a more successful process at the regional level in Piura. This difference seems to reflect the importance of the greater cultural differences evidenced between the program communities and regional capitals for both Napo and Condorcanqui target areas when compared to that in Piura. The former two areas are also characterized by more distant social relations—i.e., between community and regional capital—as well as comparatively more challenging social conditions, when compared to Piura.

Piura. We have already addressed the changes produced and the achievements obtained by the Border Program in the section on results, but we repeat that the work with the Education Networks makes it possible to establish public policies on aspects as important as the curricula that the Consejos Educativos are working on jointly with the Border Program and its sector. Other achievements are the fact that, since implementation of this Program, there have been no dropouts at the educational centers, the participation of the teachers in human rights training, and its inclusion in the curricula.

Inclusion of the rural educational network in 2003 is important. According to the meeting with the UGEL of Ayabaca, this network is already recognized, and all the Educational Councils are functioning. It is essential to consolidate these processes in 2004 and to have explicit approval from the Ministry.

According to the meeting at the Ayabaca Educational Management Unit, as well as representatives of the education sector in Jililí (representative of the Educational Network) and teachers present in Montero, there is an Agreement with the Border Program for 2003–2004 to strengthen the eight educational networks: one in Jililí, six in Ayabaca, and one in Montero.

This work is in the emergency education Program to achieve a local curriculum proposal and to support the Educational Councils, which have been implemented and are in line with this Program. In this respect, they feel that the contribution of the Border Program has been important, and as such, the UGEL for all these areas is functioning, both with the curricula and with its Educational Councils and the Network. The District and provincial network[s] are also forming.

The fact that the Educational Councils have been set up and are operating in Piura is an important step forward for the sustainability of the participative process in Education. The

support for the participation of young people is also important, and it has come about not just locally, with the operation of the School Councils, but in binational exchanges among young people through the Pata y Panas program. Development of the new curricula, based on the work in Huancabamba and Ayabaca and carried out by the rural educational networks, will be published under the auspices of the Sierra Border Program with the prospect of replication throughout the Piura region.

Health

Napo and Condorcanqui. We found a proactive position in the health sector in both areas, in support of the Border Program, principally with the signing of agreements for work in peripheral areas. The work with the Health Networks, identifying the health Outreach Workers as agents for mobilization, the work involving IRAS and EDAS, and the improvement in child nutrition are some of the most noteworthy achievements of the Border Program. The Juntas Administradoras de Puestos de Salud (JAPS) are positioning themselves in Condorcanqui also as important counterparts of the Program, which is not happening in Napo. With regard to maternal health, work is taking place in Condorcanqui on a proposal for cultural adaptation so that women will give birth in accordance with their own customs and go to the health institutions. In Napo, the most important achievement is women reporting for pre-natal checkups. But a significant number of births (more than 80%) still occur at home. This is a risky situation, because the necessary conditions are not available in the event of an emergency; many of these emergencies end in the death of the mother or child, which is clearly preventable.

Health professionals and health care recipients alike reported the emergency health network as an important Program achievement, in organizing an evacuation committee, facilitating transportation (peque peque and/or gasoline), and establishing direct communication between health posts and the health center, an added benefit being that communities could now also communicate directly with one another and with their indigenous organizations and local governments, and visa versa.

Piura. In Huancabamba, the changes with respect to Health translate into quantifiable indicators, such as the higher number of births taking place at health facilities and the increased geographic coverage of health care. We have information from the Health Center about the noteworthy decrease in maternal mortality.

The Program in Ayabaca, however, cannot demonstrate effects/impact on the population's health after just two years. It is in an initial process which has, in some places, shown small but promising changes in results. For example, in Montero and Jililí, the health focus group felt that EDAS had decreased for two fundamental reasons: better training of the mothers in their homes and a greater presence of women in the Health Center services.

Where we can speak of changes is in the local organization for promoting health through the sectorization of health services, the training of outreach workers[9], and their organization,

[9] Especially in food and nutrition, maternal and child health, EDAS, and IRAS.

such as the Asociación de Promotores de Salud which will, in 2004, have legal recognition and be included as part of the support for the Health Centers. This APROMSA will be responsible for community health surveillance.

Another important element is the Juntas Administradoras de los Servicios de Agua. We believe that this organization for the implementation and, now the maintenance of water systems, can be considered a new organizational model that has become part of the local dynamic. Outreach workers indicated that there are promising changes in the families, especially in terms of attitudes and behaviors with respect to cleanliness. Participants in Pumpushak, Condorcanqui, for example, reported receiving courses on reproductive health, including prenatal care, boiling water, hand washing and childcare. They were eager to learn more.

There is a significant intervention by the Health Centers in both Montero and Jilili, especially through the health outreach workers trained with the support of the Border Program. They have also had the training workshops on different aspects of basic health, in particular on water management, malnutrition, preventable diseases, EDAS, and IRAS. Since we are dealing with the first year, it is not possible to determine what changes this will bring about. All these processes of training and work with the outreach workers are already being taken on by the respective Health Centers.

Training on prenatal checkups has been fundamental in their convincing the mothers to go to the health institution to monitor their pregnancies. With the Border Program's support, they have organized better and now use a monthly work plan. They attribute the decrease in diarrhea in children, brought about by changes in hygiene, to the training received. The inhabitants' participation in making their health and education needs known through networks in these fields is a change to which the Border Program has contributed by training outreach workers and utilizing methods for training adults.

The changes with respect to Health translate into quantifiable indicators such as the higher number of births taking place at health facilities and the increased geographic coverage of care. We have information from the Health Center about the noteworthy decrease in maternal mortality.

Infrastructure

Efforts to implement the infrastructure component of the program consist of an organized series of action: 1) first, raising awareness and training; 2) the communities or villages themselves expressing their willingness to participate/associate themselves and contribute to the work; 3) submitting a technical file for approval; and then 4) establishing the Juntas Administradoras de Proyectos (JAP) with the respective Project Committees. It is important to note that this occurs within the framework of co-financing by the Program per se, the community, the Municipio, and, in some cases, the Binational Fund.

Another important strategy is that, after completing the project, the Juntas Administradoras de Servicios de Saneamiento (JASS) are established. This organizational framework is making continuity possible with the cash contributions of the associated neighbors, to provide maintenance for the work, and, thus to assure its sustainability. This aspect is clearest in the water and sanitation works, less so in the school infrastructure work. In this respect, it must be pointed out that, despite the important presence of women in the process of the water and sanitation works, they have not become members of the Boards of Directors of the JASS. Women, as managers of the reproductive sphere of the home, are among the most interested parties.

The initial process of obtaining agreements for participation with the inhabitants interested in the project is important to the Program. In several cases, participants did not understand why they did not get more support or response for specific pieces of information requested for making their decisions. Demonstrating the continuity of the JASS and resolving disputes among the associates are also challenges for the Program and the inhabitants. It will be necessary to establish an organizational and regulatory framework for the agreements in order to overcome potential conflicts due to lack of participation or attention, or to disagreements, all of which were evident at the time of the assessment.

Citizenship, Rights, and a Culture of Peace

In general, the Border Program has contributed to significant changes in terms of the understanding and protection of human rights. These changes are apparent from indicators such as the increase in reports of family violence and the consequent decrease in the rates of violence. These aspects are extremely important since, despite involving long-term processes, they make it possible for the inhabitants to have a stronger identity and higher level of self-esteem and to exercise and acknowledge their citizenship. This issue was discussed in depth in the section on Program results.

In the case of Ayabaca, these changes are due to the Program's work in ensuring that the province has a representative from the Defensoría and a group of outreach workers distributed throughout the micro-regions. The number of individuals who understand their right to identity has increased along with the number of documented individuals. The latter right is basic, according to the Defensoría and others, because it is key to the exercise of other rights, such as the right to vote, claim inheritances, and enroll in school.

In Huancabamba (and Ayabaca), support for the participation of young people is also important. This has come about not just locally with the operation of the School Councils, but also in binational exchanges among young people through the “Entre Patas y Panas” project, which has developed, in alliance with and with the support of CARE, a series of exchange and youth leadership strengthening activities in the Tumbes and Piura areas, as described below. There is also a large number of Ecuadorian tourists to Huancabamba and Ayabaca (Suyo), an exchange of health services on the border (i.e., border doctors caring for patients from either country), and more transportation options offered by Ecuadorian companies.

Communication and Information Dissemination

The communication and publicity processes used most strategically in implementation of health, education and human rights components. These processes are not so clearly evident in other components, including those related to IR4. Radio spots, posters, handbooks, and so forth have supported the human rights work. In terms of Health, communication has been used to support the implementation of activities and reinforce certain practices. There are noteworthy products, such as the songs in Aguaruna, which have raised the awareness of Condorcanqui's inhabitants and are broadcast by loudspeakers in the communities. In addition, the education component uses its own communication strategy, with local images, language and curriculum. Locally developed changes, in some cases, are awaiting approval at the local levels in Napo and Condorcanqui but have already gained approval in Piura.

Loudspeakers and portable tape recorders have been used in support of the project's components in the communities of Napo. But, in general, we cannot talk about a communication strategy beyond publicity-training. There has been no publicity on the peace accords, and the inhabitants, while recognizing the benefits peace has brought, is basically uninformed as to the content of the accords.

In comparison with Condorcanqui—where there is a magazine in Spanish and Aguaruna and bilingual radio material in addition to songs and radio spots to spread messages about human rights and health—the communication strategy in Napo has been neglected. It must be pointed out that radio does not reach most of these communities, so a communication strategy must include community-by-community visits, with small media events that encourage the population to congregate. In this respect, a media-based communication strategy is a very difficult challenge to face, due to the communities' isolation.

In Piura, since Radio Cutivalú, a principal partner for radio publicity of the CARE Border Program, does not reach Ayabaca and Huancabamba well, an agreement has been signed with Radio Campesina for broadcast of Program radio spots, inasmuch as this radio station does reach these districts and is widely listened to in the area. According to a pre-program diagnostic, however, radio is not a frequently used medium of communication and its use was thus not encourage for the more remote rural regions of the country. The Program may wish to reassess this issue today, as technology is constantly changing, improving coverage and becoming increasingly economical.

Beyond that, what is really needed is a completely new communication strategy in Piura, Condorcanqui and Napo. The Program needs to launch a concerted initiative to promote the achievements and products attained in the areas of intervention to the areas of intervention for other program components to a much more significant degree than has been done in the past. It is important to note here that, during the design phase of the project, the rapid assessment team reported that the use of radios in rural areas was indeed limited, due to the high cost of batteries and weak signals. Therefore, beneficiaries must get information on the Peace Accords and the Binational Plan through other communication channels.

Other Achievements

The Border Program took on the challenge of working with the indigenous population, and this receives special consideration from the inhabitants and their organizations in Condorcanqui as well as Napo. This explicit recognition of their cultural membership has made it possible to work from a perspective of inclusive intercultural development in which they are taken into consideration and feel like valid actors. The inhabitants and the native Federations recognize the Border Program in terms of three of the project's fundamental aspects: intercultural dialogue, active participation in the processes of planning for development, and in the valuable identification of the benefits in terms of infrastructure.

DESIGN ASSESSMENT

Strategic Objective # 7 to "improve the quality of life of the Peruvians in the target areas along the Peru-Ecuador Border" of the logical framework, entails a five-year process with variables in implementation and management. The assessment carried out not quite three years from the time when intervention actually began has identified the achievement of significant number of highly desirable outcomes, as discussed above. Such achievements, when taken into consideration with the aforementioned political context and current capacities for development at the local level, make it now possible to assess the utility of the actual program design, including its objectives, phasing, specific results and targets, the efficiency of resource investments, and the cross-cutting components involved in program implementation.

Objectives

Based on program experience and progress to date, it appears that the original results framework was indeed quite sound, across the board. In reviewing the quantitative results concerning Program products and processes, as reported in Annex 11 of this document, it is possible to say that achievements in each of these areas were clearly evident. Furthermore, we can take a look back at the definitions of these results posited during the design phase:

1. Increased capacity of border communities to manage border development processes, through training and technical assistance in a complementary manner with the activities under the other components to strengthen local organizations, with an emphasis on local governments, to develop the capacity to produce sound community based project proposals and local development plans, **including natural resources management plans**, along with the ability to manage and monitor them.

2. Improved basic capacities for a healthy and productive life; through the provision of quality education for life, not only in the formal school setting, but also in the community, complemented by other basic services, such as health, water and sanitation. These

activities will **endow the target population with the tools to take advantage of the economic opportunities that border development and integration** will offer.

3. Increased respect and protection of the rights of border population, particularly those of women and indigenous people; through training of human rights promoters, establishment of community networks for the promotion of human rights services, and develop mechanisms to protect the rights of the border population, with emphasis on women and indigenous populations, including their **rights to control the use of natural resources**.

4. Increased support to the Peace Accords, through public information on the Peace Accords, particularly in major cities (i.e., Tumbes, Iquitos, Jaen, Piura) that have had a particular view of the Peace Accords, and **promotion of inter-cultural and cross-border linkages between the population of Peru and Ecuador, especially between the indigenous and non-indigenous communities of the area**. Other related actions will include support for binational seminars, workshops, conferences, joint studies, trade-fairs, etc., which will strengthen the ties among the two countries.

Comparing these statement related to actual program impact with the qualitative data collected in this assessment, we can see how much of these higher level results are likely to be achieved. The text in normal font refers to those aspects of the results statements—products and processes—that emerged as consequences of the project to date. The original design appears to have been a most feasible one.

Nevertheless, certain areas of concern would benefit from subsequent work, e.g., follow-up on past activities to reinforce their mastery and use, or evolution of skill-building to additional themes, or reaching out to a larger body of local citizens. These are indicated in the above text in bold italics. Given the need to follow-through in these areas, we would suggest that the **logical framework stands sound providing that subsequent actions are taken to guarantee the following**:

- **Follow-up visits by staff to reinforce understanding and use of new practices** related to production and marketing, the rights of women and indigenous groups (among women and men, indigenous and nonindigenous groups), relevant information on the Accords and associated programs;

- **Development of negotiation skills** relating to natural resources;

- Creation of a **result and associated indicator to measure the sustainability of participatory institutions**, e.g., the Consejo de Coordinacion Local;

- **Participation of women across additional project spheres**;

- **Create a stronger linkage of communication-based results (IR4) with the rest of the program**.

A major constraint, of course, has been the decreased operating budget for this program, thus requiring significant reductions in the timespan, but also in the extent of project activities. Nevertheless, even without such a major budget reductions, there additional adjustments would need to have been made in the timing of activities in Loreto and Amazonas due to the logistical and cultural issues noted above.

Validity and Implementation of Cross-Cutting Components

Wherever it has intervened, the Program has demonstrated the validity of its comprehensive model, in which the Capacity Strengthening component cuts across all activities. Important steps forward have been taken in the processes of participative planning at the local (community and district) level, and the capacity strengthening extends to the health, education, rights, and production components. The Program seeks, in this way, to instill leadership training processes that will support the results over the long term.

The health, education, infrastructure, and, to a certain extent, human rights components, are strategically integrated together in their implementation. Based on the priorities identified by each community and through agreements between them and the Program, the infrastructure component begins with the construction of essential works, such as the drinking water systems, health posts, and classrooms, in order to use them as platforms for launching the health and education components. Also, messages on health and human rights are part of the school curricula, and the educational networks are learning about the health priorities in their communities.

Thus it can be said that the activity demonstrates a high degree of integration overall. This section will consider those cross-cutting aspects of the Program that have received notable attention and positive outcomes, as well as other cross-cutting elements that require additional attention.

Strengthening of Capacities (for democracy and development). This element is the key to the program strategy and its most important component. Strengthening of local capacity for development is the most fundamental aspect of the Program, serving as a focal point for connection of the other components in the participative processes of planning and management in all the sectors. It has been totally consistent with the local decentralization processes which were in progress, and has encouraged citizen surveillance mechanisms in the Program's target areas.

The legal framework favorable to decentralization and citizen participation began to be established in Peru in parallel with Program implementation. This legal framework coincided with the Program's orientation with respect to increasing the communities' capacity to manage the local development process and made it possible to achieve important synergies needed for progress. In the case of Piura, the leaders' and the inhabitants' interest in and enthusiasm for the participative processes were also favorable conditioning factors.

Consolidation of the decentralization process, in particular the mechanisms for participatory planning through the Coordinating Committees and/or the Roundtables, facilitates the continuity and sustainability of Program achievements. In this respect, it is important to recognize that the Program has been through just one complete participative planning cycle and, therefore, if we want to strengthen local capacity and leadership for local public management, we must think about a longer Program execution period.

The Program has been successful in achieving an initial way of creating interest in and attitudes favorable to citizen oversight, including the citizens in the agenda of development processes through organized participation in community and district plans, along with implementing the new processes for the development of participatory budgets (see examples in Annex 12).

This success must be characterized in an initial way because there remain some challenges to fully integrating participatory processes into the latter stages of the budget cycle. The assessment team found that indigenous federations, the communities, Coordinating Councils, and the Bargaining Roundtables, in a number of cases, were pending implementation of these Plans, since the final versions of these Plans and the Budgets are not well known to the most local actors involved. Few municipalities and few or no Committees or Federations had made what would likely be considered sufficient effort to inform their indigenous or mestizo citizens about the actual content of the final budgets, i.e., making sure that the information is indeed accessible to their constituents. In Condorcanqui and Ayabaca, the local government had the opportunity to get the word out at public meetings, however, it is clear that the citizens or leaders are not aware that, subject to the rules of transparency and fiscal sustainability, which would require greater effort to disseminate via appropriate mediums and to set aside adequate funding to support such participatory processes in the future.

Moreover, since the relationship of representatives of the citizen organizations to the Municipio on the District Coordinating Council has not been organizationally constituted, it is not possible to show that the Agreed-upon District Municipal Development Plans and their Participative Budgets are being appropriately applied with the Local Provincial Coordinating Council, which coordinates, obtains agreement on, and proposes the Agreed-upon Provincial Municipal Development Plan and its Participatory Budget. This process should follow its course, being sent to the Regional Coordinating Council for integration with all the agreed-upon provincial and municipal development plans for the region and formulation of the Agreed-upon Regional Development Plan. Some of this shortcoming may be due to the fact that local municipal elections occurred in the midst of the Border Program cycle, and thus a new set of elected authorities are now on board. The Border Program, or a similar program, should follow through with training and facilitation to bring the participatory process into the complete decision making cycle of these local government entities.

Gender and cultural diversity. The Program has had a noteworthy degree of success in integrating the gender perspective into its health, education, and human rights components. Moreover, the number of women holding positions in municipalities, federations, and on boards of directors has increased—at least in Condorcanqui—since the Program was implemented. Significant advances have been made in reducing domestic violence, as

reported in almost half of the communities, as a result of many of these other accomplishments as well. Yet women continue to occupy only small percentage of voting positions in these organizations overall.

Gender-based impacts via the program will take a longer time than some of the others to gain sustainability. While women leaders have been chosen and trained in most communities, they often reported difficulty in replicating this experience in their own communities. Part of this difficulty may be due to the selection of leaders, who are usually younger, bilingual and literate women, who while able to absorb some of the more complex content of these the materials associated with these themes, they are not usually have the status necessary in their communities in order to bring in other women for a given event. The assessment team noted that those women serving as midwives (parteras) in their communities, were frequently older and, while not necessarily bilingual or illiterate, they did have such power to convene a group of women in their communities ("poder de convocatoria"). Future activities aimed at increasing women's participation should consider using training pairs from each community, a younger leader with an older leader, as well as examine ways to make materials more user friendly to a nonliterate population (as women are far less likely to be literate than men).

At the same time, there could be a greater degree of integration of gender and women's issues into the productive component, a development that could actually save them, in the end, some valuable time in their work days. While women's available time is notably less than that of men, a number of production techniques could actually save women time by reducing the amount dedicated to a given task (e.g., organic pest control techniques versus picking insects off by hand). Similarly, interventions in other areas, for example improved access to potable water as noted earlier, have the potential decrease the amount of time allocated to obtaining water and/or time spent caring for family members, who have fallen ill due to water quality problems. Constraints on women's time must be assessed as a part of the community needs assessment process. Given adequate information in this area, complementary interventions can be designed to address the issue of time-saving technologies and techniques

However, women in the focus groups, along with the groups of men, say that not many women are participating in this latter program component. While integration of gender in this component was not required as part of the original SO design, it is important to consider, due to: 1) the significant amount of time allocated by women in all three regions to the production of agricultural and animal products; 2) their distinct array of local knowledge (on pests, crop storage or processing, herbs); 3) their accumulation of social capital; as well as their key contributions to risk reduction. These resources cannot be effectively tapped at present because women have limited access to technical assistance and capacity building in these areas. Promoters related to this component were most, if not all, men, and husbands did not seem to be aware of the benefits related to assuring that women received increased access to such information.

These observations correspond to other studies of women in development or gender issues in the rural areas of Peru and other areas of the world. For example, a recent review of the

literature on development investments and gender, sponsored by the International Food Policy Research Institute, notes that:

> *Given equal access to resources and human capital, women farmers can achieve equal or even, as some studies show, significantly higher yields than men*—Brown et al. 2001:206

These findings illustrate the advisability of targeting women customers in the Border Region as a strategic investment of project resources. Not only is it the fair thing to do; the potential for gains in production and income generation are possibly greater than that of the men.

The issue of cultural diversity has also received noteworthy attention in a number of component activities. Human rights education stresses the importance of civil rights, indigenous rights and personal dignity, which have special significance for the indigenous participants who may all too frequently receive unjust treatment in the society at large, yet not know their rights or what recourse they have should such rights be violated. In addition, capacity building activities in health and education use local images produced by local artists, so that a strong message is sent to those who view the materials that the indigenous cultures are strong, vibrant and something of which to be proud.

Finally, we can consider the Bargaining Tables as an important venue for interethnic relations as well. They are an important nexus for program activities and for communication among various sectors and interests groups in the jurisdiction involved. Local representatives who participate in these Tables thereby have the opportunity to practice what they have learned.

Sustainability through alliances and active participation. The Program has sought to achieve sustainability through the facilitation of alliances among civil society, government and business organizations and through active and substantive involvement of program participants at all levels. This cross-cutting element is both compelling and essential. However, a condition of sustainability has not been reached. Such an expectation in fact would not have been realistic, in a three year period. The Program requires follow-on work through an additional two budget cycles in order to assure mastery by local participants and ultimately local "buy-in" of the participatory process, i.e., to assure dedication of sufficient municipal resources to the endeavor. The implications for suggested changes in program phasing are discussed below.

Natural resource management. Principles of sustainable natural resource management form the foundation of the Programs production and marketing component, which maintains an emphasis on local food production, indigenous products and environmental stability. In addition, the human rights component includes attention to land tenure and titling and some additional natural resource issues. Given an adequate budget, more could be accomplished in this area than financial resources currently allow.

Communication and information dissemination. The Program's communication strategy fits efficiently into the communication initiatives that have the same objective as the Border

Program. The Binational Plan should take into consideration, for a future communication strategy, the existing networks, such as that of the Periodistas por la Paz [Journalists for Peace] and the Red de Emisoras [Broadcasters Network], both binational projects. Despite the existence of an efficient publicity strategy, however, work has not been done in conjunction with media with a broader regional scope (commercial radio, TV) due to the specifications of the program's Cooperative Agreement (CA). That is, the CA establishes this component as part of the Jungle-based program (Iquitos and Condorcanqui), with urban areas of intervention designated only in Tumbes, Piura, Jaen and Iquitos.

Despite the noted achievements with respect to the Program's communication strategy, the connection of IR. 4 to the other three Program Results is not clear, and the system for planning (and follow-up) of the component between the Sierra Border Program and the Forest Border Program is very disorganized. While the Mission and CARE Peru seem clear on this division of labor and reporting responsibilities, the given situation may not be the most effective for actually increasing awareness concerning the Accords and improving knowledge, attitudes and ultimately practices related to it's associated benefits.

Additional emphasis should be place on communicating the content and benefits related to these Accords to a wider section of the rural areas in which the program operates. Appropriate venues could be borrowed from the health component, which effectively communicates and reinforces it's health messages on a compact disc, to be played on the a tape recorder and heard over speakers throughout much of the community. Furthermore, a communications specialist(s) should spend more time in each city and rural locations to better coordinate strategy and assure impact actually follows through to localmost levels, i.e., where people are actually living along the border and where conflicts may most need to be prevented.

Phases of Implementation

The initial implementation design proposed by the Border Program consortium involved six phases: 1) Start-Up; 2) Needs Assessments & Preparation; 3) Component Implementation, Stages I & II; 4) Midterm KAP Surveys and Evaluation; 5) Component Implementation, Stages III & IV; and 6) Close-Down. However, the logistical and political realities encountered during the implementation process in both Loreto and Amazonas resulted in a prolongation of early stages, while greater infrastructure and state presence in Piura allowed for a more accelerated pace of implementation for activities in that area.

Thus it is important to take into account such regional differences in allocating time and resources to each phase. Future activities in Loreto and Amazonas should be assigned extended periods for phases 1 and 2, due to the logistical challenges of working in such remote regions and to accommodate the extended negotiations needed to reach consensus and develop agreements (convenios) with the indigenous populations residing there.

For the Border Program´ activities operating in the forest areas (Frontera Norte), Phase 3 were originally to begin in month four, however, a combination of events and logistical

challenges resulted in a later initiation of this particular phase. In mid-2001, the Chief-of-Party (COP) originally proposed by the consortium left the program, so that the consortium needed to recruit a new COP. In addition, preparatory activities such as procurement of equipment, as well as consensus-building and the development of agreements (convenios) with communities took additional time, due to a combination of complicated logistics and the necessity of respect for local cultural practice.

At the same time that Program implementation started in both forest and mountain areas, i.e., in 2002, the decentralization process throughout the country had just reached the regional level. Elections ensued shortly thereafter, so that new people soon occupied key government posts, and it was not until 2003 that the participatory budgeting process got underway at the district level.

At present, the Program continues at a point somewhere between Phases 3 and 4, with a necessity to jump very shortly and prematurely to Phase 6. Indeed, Phase 5 was originally designed for the purpose of replication of results in additional communities, but what the team discovered that another version of Phase 5 is actually required: a specific activity Phase to carry out additional capacity building in some of the more advanced areas (e.g., dispute resolution, negotiation, program management) and to reinforce those skills learned during earlier Phases. Based on the lessons learned from program implementation to date, the same Phases could be maintained but under somewhat differing definitions and time periods:

1. Start-Up = Months 3-6, depending on the history of the contractor(s) in the region;

2. Needs Assessments and Preparation = Months 7-12, now including consideration of lengthy time periods required for achieving program agreements with participating communities, governments and organizations ;

3. Component Implementation = Months 11-36;

4. Midterm KAP Surveys and Evaluation = Months 36-40;

5. Component Implementation = Months 36-58, redefined as reinforcement and deepening of themes;

6. Close-Down = Months 56-60.

Given the initial resource allocation to the Program, full impact and sustainability can only be expected after a full five year cycle has been achieved. Replication to additional geographic areas should proceed from there, i.e., after the full five years if investing the same level of resources to a similar area, although there could possibly be some overlap during the final year of the project cycle, when work in diminishing in certain locations while increasing in others. If the Binational Plan can facilitate increased access to external resources for activities related to production and marketing, education, health, infrastructure and human rights, current Intermediate Results 2 and 3 (e.g., via decentralized fiscal resources, private investment and/or other donors), then they would only need to focus on contracting the

components related local capacity building to manage development and an integrated communications strategy, i.e., current Intermediate Results 1 and 4.

Conditioning Factors: Opportunities and Challenges

In the case of the Napo and Condorcanqui based activities, a series of situational factors have conditioned the effectiveness of the original design. Opportunities included:

- Availability of local, indigenous professionals to staff activities in multiple components;
- Correspondence with national decentralization initiative, at least the initial phases, and associated mandates for participatory processes.
- At the same time, the following challenges tended to slow the pace of program implementation:
- Demographic dispersion and associated difficulty in accessing participant communities, and for communities, in turn, to access markets, the latter reducing the competitiveness of the productive options;
- Negative past experiences of the indigenous communities in relation to doing business with enterprises;
- The limited management training and deficient handling of information on the part of local leaders limited early opportunities for strategic alliances with enterprises to exploit, in a sustainable manner, local natural resources.

In the case of Piura-based activities, a slightly different set of factors has conditioned the outcome of this design. Opportunities included:

- Comparatively great state presence and economic integration in the border region provinces involved (when compared to jungle region activities);
- Ethnic characteristics of participants, including language and cultural practices, were similar to those of the regional and national centers.
- On the other hand, a series of challenges also affected program outcomes in Piura, including:
- Significant transport/transaction costs relative to regional markets;
- Extended drought occurring across the Piura border provinces.

It is important to note here that the human and social capital that the Program has been building in the border communities is aimed at generating sufficient capacity in the organized

population and promoting sufficient State presence for the achievement of self-sustained development. Program actions, or similar activities in a new Program, should provide continuing of activities until a minimum capacity for sustainability has been achieved. This will be essential to make the most of the initial financial capital investments made during Phase 1 of the Border program, as well as the social and environmental capital gained to date. The assessment team found evidence of the an important piece of organizational fabric under construction, a result of the joint investments made by the Program, the municipios, the grassroots organizations, and State agencies. The savings, in terms of opportunity cost saved by continuing activities in similar form would be greater in the Napo and Condorcanqui than the Piura target area, the latter where State presence is stronger.

Efficient Use of Resources

The use of resources was indeed an efficient one based on the initial program intent, i.e., "Improved quality of life of Peruvians along the Peru-Ecuador border target areas". The key term here is "target areas". "The Binational Plan's mandate is to support the goal of improved quality of life of Peruvian northern and north eastern populations as well as Ecuadorian southern and eastern populations" (USAID 2004; Annex 1), i.e., in precisely the areas where conflict was most intense or most threatening and where populations suffered from the highest levels of poverty.

In the case of the Forest, the Program has had to confront unfavorable factors, such as demographic dispersion and difficulty accessing the market; these reduce the competitiveness of the productive options. Also, the negative experiences of the indigenous communities with respect to doing business with enterprises, the limited management training, and deficient handling of information decrease opportunities for strategic alliances with enterprises for sustainable exploitation of local natural resources.

The situation in the Sierra, i.e., Piura, presents fewer logistical challenges and enjoys greater presence of the State, including a decentralized office of the Ministry of Foreign Affairs. However, it is precisely because of the lack of such a state presence and the lack of infrastructure that notable tensions remain in the departments of in Loreto and Amazonas. For example, earlier in the year, a group of Peruvian police arrived in Santa Maria de Nieva with the intent to explore reports of Ecuadorian intrusion along the border (for settlement or mining activities). This police force approached the Border Program regional office in Sta. Maria to ask for use of their boats and gasoline. The lack of adequate state presence in the region is notable, and the Border Program has thus served as a proxy for such presence. Suggestions for increased presence of the Binational Plan Office in the region have been described above and will be redressed in the assessment conclusions, to follow.

It is important to note here, once again, that the Program is too new to have made enough progress to achieve sustainability of the intermediate results. Also, this progress has been hampered by the rural inhabitants' low level of education and limited experience in institutional management, especially on the part of the women, in the border districts. The human and social capital that the Program has been building in the border communities is

aimed at generating sufficient capacity in the organized population and promoting sufficient presence of the State for the achievement of self-sustained development.

The removal of Program actions prior to having achieved a minimum capacity for sustainability will result in a very high financial, social, and environmental cost, not just because of the lost opportunity for achievement, with additional effort, of said level of capacity, but also because of the high probability of the loss of an important part of the organizational fabric being constructed and, consequently, of the investment made jointly by the Program, the municipios, the grassroots organizations, and State agencies.

MANAGEMENT FACTORS

The USAID Special Objective team has evolved into a working group structure, with members from most of the Mission's SO teams, including those from offices with programming responsibilities in democracy and governance, economic growth, health and nutrition, environment and natural resources and education. The assessment team understood that there was some representation from the alternative development SO team as well, however the degree of this member's involvement was not known. This particular connection could be especially important for the remainder of the program and for future activities in the Napo and Condorcanqui areas, due both to certain signs/threats to resurgence of coca and introduction of poppy production in the forest regions and to the potential application of the Border Program's multisectoral model to alternative development activities elsewhere in the country.

This multisectoral structure within the Mission seems to have supported the achievement of high levels of intersectoral integration in project implementation, as noted above. For example, the assessment team found: 1) human rights curricula integrated into school and health sector training; 2) infrastructure projects serving as an initial focus for capacity building in development processes, but also as a springboard for subsequent activities related to the particular public work addressed, i.e., construction of schools in coordination with educational networks or construction of health facilities in consultation with health networks, etc.

The working group structure has its own set of strengths and weaknesses. The way it has worked until now is quite informal. It is a task force of volunteers from each Strategic Objective together with several assigned people from Mission support offices. Members of the Strategic Objectives offer their time according to the needs of the Program (through Team Leader's request). According to the issues at hand, the Team Leader requests support for individual tasks from specific people. On the positive side, this allows the Program to benefit from advice and assistance from a variety of professional staff, according to his/her expertise and knowledge. On the negative side, sometimes such staff are simply not available, and there is no mandate to priorities his/her time to the Border Program.

It should be noted that members of this working group do not include their roles and time dedicated to this group as part of their job description or work objectives. It is more a

personal commitment. This working group was very active during the design stage and then diminished when implementation started. But as the Mission shifted, over time, towards increased emphasis in Alternative Development, less time has been available to attend Border issues.

The Donor-Grantee relationships among USAID, Plan Binacional and CARE also seem to enjoy a close coordination among technical teams. All parties involved demonstrated a clear commitment to Program goals and participants. However, recent uncertainty related to approval of the current Annual Operational Plan (POA III) and subsequent funding thereof has resulted in some significant planning difficulties with staff and counterparts at the field level.

CONCLUSIONS: LESSONS LEARNED AND RECOMMENDATIONS

This assessment concludes with a summary of its findings. The following sections address each of the main assessment areas, identifying the primary conclusions, lessons learned and/or recommendations that apply to each. Where these differ markedly across regions, lessons learned and recommendations are elaborated by region.

STRENGTHENING CURRENT CAPACITIES AND MEETING NEEDS

Political Processes and Institutions

Communities, indigenous federations, district and provincial governments have demonstrated their commitment to the Border Program through:

- Contribution of labor and materials to associated activities;
- Participation in capacity building sessions;
- Adoption of the participatory approaches promoted; and
- Ultimately, an initial indication on the part of leaders, organizations and local governments of a willingness to allocate resources to more effective supply of local citizen demands.

Sustainability will only have been achieved when the local stakeholders themselves have the 'capacity to maintain benefits of a program' . That is to say, sustainability refers to the ability of an institution to secure on its own initiative the resources needed to maintain the essential features of a program.[10]

Recommendation

The Program should construct an index of sustainability for the participatory institutions it supports. Essential information to consider in assessing sustainability includes: 1) principal program benefits; 2) the resources needed to maintain those benefits; 3) the resources available to the institutions; 4) skills available within the institutions to secure additional resources (capacity to develop projects, locate and attract donors etc.); and 5) the resources

[10] A.L. Jones, *Laying the Groundwork for Sustainability :Using Action-Planning to Improve Project Design and Implementation in Ghana and Guatemala in* D.W. Brinkerhoff and A.A. Goldman, eds. *Institutional Sustainability in Agriculture and Rural Development: A Global Perspective*, Praeger, New York, 1990, pg.102

available from external sources that can be tapped into if the institutions have the necessary fund-raising skills.

Consolidation of the decentralization process, in particular the mechanisms for participative planning through the Coordinating Committees and/or the Roundtables, facilitates the continuity and sustainability of Program achievements. In this respect, it is important to recognize that the Program has been through just one complete participative planning cycle.

Recommendation

If we want to strengthen local capacity and leadership for local public management, we must think about a longer Program execution period, ideally completing three complete budgetary cycles that include training and hand-on experience in participatory operational planning, budget-setting and program implementation. In addition, a system needs to be in place that, not only guarantees self-funding of these participatory processes, but also passes on the skills gained in some form or other. While it may not necessary be practical or desirable to house these skills in the government itself, these could be housed in local NGOs or business enterprises, and the city could contract their services.

Another requirement for sustainability would be increased presence of the State, the Peruvian central government and their regional counterparts. In particular, a larger presence of the Office Binational Plan would be required in the region, together with a GOP policy on the nature of local alliances necessary to receive disbursement of funding and associated enforcement thereof. The purpose of this increased presence would be to allow the office to better:

1. Facilitate a well-connected and locally appropriate communications strategy across the Border Region;

2. Coordinate of donor investments for highest strategic impact;

3. Encourage citizen participation services to facilitate proposal development and advocacy on the part of communities and civil society organizations;

4. Develop public sector administration services to train new authorities and staff of local government;

5. Coordinate information on business interests in immediate area.

Recommendation

For the design to be ultimately effective and transform local communities, organizations, business and governments into a self-sustaining, participatory structure, key GOP agencies must invest at central, regional and local levels. Key agencies include those of MINSA,

MINED, INADE, the Defensoria del Pueblo, and the MINRREE, particularly the Office of Plan Binacional

A final consideration related to institutional sustainability concerns the presence of the international donor community in the region. Current donors fund infrastructure development along with some limited work in capacity strengthening for local development. This is especially important, first, because the assessment identified a deficit in fiscal resources dedicated to such infrastructure, with water and energy being the limitations of primary importance, related to its role in addressing key health, drainage and production needs. Poor infrastructure conditions contribute to high levels of infantile malnutrition in the three areas where the Program intervenes, which represent regions of extreme rural poverty in Peru.

Recommendation

A carefully targeted combination of donor resources focused on infrastructure, and working in collaboration with additional fiscal resources channeled to the region via the sectors, could greatly facilitate Border Regional Development activities as they transition into their next phase.

Local Level Capacity for Managing Development

The legal framework favorable to decentralization and citizen participation began to be established in Peru in parallel with Program implementation. This legal framework coincided with the Program's orientation with respect to increasing the communities' capacity to manage the local development process and made it possible to achieve important synergies needed for progress. In the case of Piura, the leaders' and the inhabitants' interest in and enthusiasm for the participative processes were also favorable conditioning factors.

The Program has been successful in achieving an initial way of creating interest in and attitudes favorable to citizen oversight, including the citizens in the agenda of development processes through organized participation in community and district plans, along with implementing the new processes for the development of participatory budgets. This success must be characterized in an initial way because there remain some challenges to fully integrating participatory processes into the latter stages of the budget cycle. The assessment team found that indigenous federations, the communities, Local Development Committees, and the Anti-Poverty Roundtables in a number of cases, were pending implementation of these Plans, since the final versions of these Plans and the Budgets are not well known. Few municipalities and few or no Committees or Federations had informed their indigenous or mestizo citizens about the actual content of the final budgets. In Condorcanqui and Ayabaca, the local government had the opportunity to get the word out at public meetings, however, it is clear that the citizens or leaders are not aware that, subject to the rules of transparency and fiscal sustainability, which would require greater effort to disseminate via appropriate mediums and to set aside adequate funding to support such participatory processes in the future.

Moreover, since the relationship of representatives of the citizen organizations to the Municipio on the District Coordinating Council has not been organizationally constituted, it is not possible to show that the Agreed-upon District Municipal Development Plans and their Participative Budgets are being appropriately applied with the Local Provincial Coordinating Council, which coordinates, obtains agreement on, and proposes the Agreed-upon Provincial Municipal Development Plan and its Participatory Budget. This process should follow its course, being sent to the Regional Coordinating Council for integration with all the agreed-upon provincial and municipal development plans for the region and formulation of the Agreed-upon Regional Development Plan. Some of this shortcoming may be due to the fact that local municipal elections occurred in the midst of the Border Program cycle, and thus a new set of elected authorities are now on board. The Border Program, or a similar program, should follow through with training and facilitation to bring the participatory process into the complete decision making cycle of these local government entities.

STRENGTHENING POSITIVE CHANGES RESULTING FROM PROGRAM ACTIVITIES

Local Capacity for Managing Development

In order to develop and build on social capital, an already valuable community asset, the Program carried out progressive organizational work for creation or reactivation in two profiles appropriate to the specific situation: territorial (river basin federations, the CODES or CODEL) or thematic (health, education, committees of producers, microentrepreneurs). That included giving them tools and procedures that were important to their operation: executive management, operating plans, and budget. We are still in a first period, but 2004 will be important for basic follow-up and adjustments to ensure future sustainability. (Annex 12 contains some examples of participative budgets which were reported as highly successful in including priorities of the various interests.)

A number of recommendations related to this component are mentioned above, but a few additional items are worth mentioning here as well.

Recommendations

- **Transparency and citizen surveillance.** Support dissemination and access to information and the regulations associated with it, to intermediate sectors and, insofar as possible, to the citizens, in connection with these achieved plans and budgets, i.e., improve the conduct of the Municipios and their local Coordinating Councils with respect to institutional transparency, applying training processes through the Border Program to overcome this deficiency in the local governance process. Above all, the local governments should have transparency Internet portals if the technical capacity exists. Where there is no budget for implementation of transparency portals, commitments to

periodically make the respective information known through other means of social communication or public actions.

- **Consolidation of the spaces for coordination and participative planning.** Enhance support and follow-up modalities for management of the governance and transparency processes with the municipalities and MCLP. Establish broader agreements with the education and health sector[s] to ensure the financial sustainability of the new organizational and participative processes and of the curricula and materials. In the case of agriculture, consistent cooperation will be necessary, especially with respect to the CARE productive projects, and other sectors, such as INRENA and the Chamber of Commerce, must be involved. The Border Program has good capacity to carry out participative processes in local management, thanks to its local recognition. This value should help expand and consolidate these processes.

- **Capacity Building in Condorcanqui.** The following recommendations are thus offered in order of priority; those listed first are considered most essential for securing the sustainability of results achieved to date, while subsequent recommendations are offered as options for implementation as additional funding:

- **Transfer capacity building component to federations/confederations over the next three years via:**

    1. Years 1 and 2—Focused capacity building of federation staff re: leadership/facilitation skills; proposal/budget development; advocacy skills; project implementation and accounting; continuation of capacity building lideres/lideresas in communities with via pairs of younger/older leaders of men and women (four from each community); seek public and private sector alliances to continue implementation of other program efforts applicable to other federation programs.

    2. Year Three—begin co-management/cogestion of activities, with continued capacity building for federation staff and with accompanied implementation of capacity strengthening component in communities; begin development of confederation based small grants program, to be funded by outside sources (GOP and ITC); PFS staff begins transition to become employees of federations/confederations

    3. Years Four to Five—Federation/confederations begin take over program, with accompaniment by PFS only minimal by the time of Year Five.

- In addition, integrate a stronger gender perspective in to production and marketing activities by: recruiting/training women technicians and promotoras; integrating an economic rights perspective in capacity building for women and men participants in this component; providing more technical follow-up to production sites if at all possible. This approach should be pilot tested in one or more communities before applying on a wider basis. (Note: Although the initial investment per person per community would be greater in the short run, the final return on this investment, i.e., in terms of total production and sustainability over time, should be greater in the long run.)

Production and Marketing

Condorcanqui. With regard to the Program's progress in the economic-productive development component, it is clear, in the case of Condorcanqui, that the production processes have been carried out on farms with smaller native animals (añuje) [agouti] in enclosures, aquiculture (with native species) with the know-how of SAIPE and other species with the IIAP (fry of paco, gamitana, and boquichicos that will be distributed), and promotion of the agroforestry system associated with short-cycle crops (soy, bean) and longer-cycle crops, such as cacao. It was also noted that agricultural products such as soy, fruit, honey, and palm hearts were processed. This process is just beginning, but the prospects for the future are promising, since there is evidence of monetary income. We believe the strategy is appropriate, since it incorporates potentialities on the basis of the actual geo-ecological, geo-economic, and cultural situation to focus on those small-scale activities involving native species that will make it possible to achieve a reliable food supply for the local population and, perhaps, generate sustainable income through new economic opportunities in the market, especially the extra-regional market, that respect the territory's biological diversity.

Citizen demands for increased production and improved marketing have been met to a limited extent, however such demands remain notable greater than the ability to the program to supply these at present.

Napo. The Program's progress in the economic-productive development component has, in the case of Napo, been insignificant. The strategy used by the Program is based on the implementation of rotating modules which, in a first phase, concentrate [on] a few locations and a small proportion of producers. The selection of products is not the result of a cost-benefit analysis of production options that considers the availability of resources in the various communities or micro-regions; and the effort to solve problems related to competitiveness (market, processing, and marketing) is too weak.

Piura. The Program in Piura adopted an appropriate strategy to improve the families' capacity to generate income through potentially productive activities centering on their context. Pilot community associations and enterprises intended to organize the stockpiling of the primary commodity and other indispensable supplies, add value to them, and market the final products were promoted. This is an indication of certain levels of productive linkages. Even if the models are successful per se, because of the evident interest and enthusiasm of the participating producers and the potential profits, except for the dairy products enterprise, Giroland, in Ayabaca, which generated income, capitalization, and progressively higher earnings for the associates, the others generated income and some capitalization. The potatoes and orchids enterprise is not showing significant income.

In the case of Giroland, the importance of the organization and the basic alliances of different institutions is clear. Noteworthy, in addition to CARE, are others, such as Agriculture and the Municipio, which authorized personnel, investments, and equipment to start up the

enterprises, despite the fact that it was an initial process. Also noteworthy is the interest of the Municipio and schools as buyers of milk or yogurt for students. But we believe that the Program has been in operation too short a time and the resources have been too minimal to achieve significant quantitative impact in terms of population and participating micro-regions, and in terms of volume and consistency of sales.

Recommendations

- **Consolidation of business management capacities**. Consolidate the enterprises that have impact due to market demand and not just because of the productive potential. Consolidate the aspects of business management, commercialization, and marketing, especially in terms of analysis of costs, quality, and healthfulness in the productive chains, adjusting to fit in with the commercial legal framework. Moreover, there is a need to assess and define appropriate business types in terms of ownership, organization, and control, that ensure efficient use of the factors of production. Also, these enterprises should be prepared to negotiate strategic alliances in order to obtain the best conditions in the market. These decisions require training and technical support.

- In Napo and Condorcanqui this means **economic development in the forest**. It is clear that, in order for the local inhabitants to benefit more from the sale of their products, we need to work on processing these products. However, we need to bear in mind the collateral difficulties, such as the installation and maintenance of processing infrastructure, the lack of professionals for technical maintenance (motors, equipment), cost of energy, and others. We recommend proposing alternatives with respect to ecotourism, the rational logging of tropical wood (ecological and indigenous wood demanded by special markets), handicrafts, orchids, or forest fibers. We recommend that these commercial activities be accompanied by training processes that promote rational and sustainable removal of local resources, with consideration for biodiversity. It is precisely this productive diversity that allows for the strategies for the economic survival of native and colonizing societies.

- In Piura, further analysis **of economic-productive options and strategies** could search for routes to assure local and external market in Ecuador as envisioned by some Ayabaca producers. But there is also a need to enter into other types of alliances with higher levels of demands. In this respect, it is necessary to economically analyze the productive options in terms of the resources of the different micro-regions and supplement Program strategy by diversifying promising crops in order to reduce natural and market risks associated with the cultivation of just one crop.

Education

Retaining the strategy of the health networks and involving different actors, committed to the sector, give clear signs of improvement in the education of both boys and girls. Retention rates are on the increase and repetition rates have diminished.

The local (district) curricula have developed an intercultural vision based on the actual local situation. There are still challenges to the adoption of these curricula at the regional level in Napo and Condorcanqui, there being a more successful process at the regional level in Piura.

Also, a mechanism for multi-actor action that is actively functioning, aligning the different institutions, organizations, and individuals involved in the sector, has been established. The APAFAS, teachers, and students have come together in spaces for exchange. And the PEBIAN in Napo has produced an extremely important strategy that has strengthened the work with the Rural Educational Networks, the Educational Councils, and the School Councils, resulting, among other things, in improvement of the curricula, adjusting them to area or local needs and interests. It is also important to mention that, in the indigenous areas, the teachers are bilingual. This has a direct impact on the quality of the children's education. One important achievement is the lowering of the school dropout rate. But, we must note that in Napo the Educational Councils are still not up and running.

Health

We found a proactive position in the health sector in both areas, in support of the Border Program, principally with the signing of agreements for work in peripheral areas. The work with the Health Networks, identifying the health Outreach Workers as agents for mobilization, the [work involving] IRAS and EDAS, and the improvement in child nutrition are some of the most noteworthy achievements of the Border Program. The JAPS are positioning themselves in Condorcanqui also as important counterparts of the Program, which is not happening in Napo. With regard to maternal health, work is taking place in Condorcanqui on a proposal for cultural adaptation so that women will give birth in accordance with their own customs and go to the [health] institutions. In Napo, the most important achievement is women reporting for pre-natal checkups. But a significant number of births (more than 80%) still occur at home. This is a risky situation, because the necessary conditions are not available in the event of an emergency; many of these emergencies end in the death of the mother or child, which is clearly preventable.

Basic Infrastructure

The communities organized themselves into the so-called Juntas de Administración de Proyecto (JAP). These basic sanitation service works, for the implementation, improvement, and expansion of safe/drinkable water, the improvement of educational infrastructure (basically classrooms), and health infrastructure (Health posts) have been a reason to organize and participate in shared community funding with the Border Program. This strategy has ensured that, after termination of the Program's intervention, the Juntas retain their structure for maintenance as Juntas Administradoras de Servicios de Saneamiento (JASS) for the work with the contributions of all associates. The most promising case of self-management is the JASS for maintaining the water system with its Annual Operating Plan. The project also supplemented this funding with a contribution from the APC-Japón (Forest).

And the Binational Fund in Napo [sic]. Furthermore, in some districts, the proposals could be picked up by the local governments for replication. Thus, this work could be considered a model with future sustainability. However, it is still not clear whether the MINSA will assume, along with the inhabitants, the costs of maintenance, equipment, and personnel of the new Health Centers.

In addition, a huge deficit in available fiscal resources for basic infrastructure was discovered. Water and energy are limitations of primary importance in order to satisfy the necessities of health, drainage and production. These conditions contribute to high levels of infantile malnutrition in the three areas where the Program intervenes, which represent regions of extreme rural poverty in Peru.

Human rights

The Program has improved knowledge and promoted changes in attitude toward human rights, especially regarding the most basic rights with respect to land, women, health, and family violence, through the outreach workers and leaders in coordination with the Defensoría del Pueblo. These improvements have had favorable effects on the strengthening of the grassroots organizations, both in the Forest and in the Sierra, and on the participation of male and female leaders and authorities in the process of local development, especially in Piura and Condorcanqui. In the case of Napo, change has occurred with the directors, but there is still much work to be done with the rest of the inhabitants.

The subject of human rights is extremely complex, and the Border Program has made an important contribution to the creation of spaces for learning and disseminating information about indigenous rights and, in particular, women's rights. The signing of the Convenio Marco by the Defensoría del Pueblo and the Border Program has helped gain attention for the demands of the inhabitants in general and women in particular, making family violence, especially violence against women and girls, a more visible issue.

Gender

The Program has had a noteworthy degree of success in integrating the gender perspective into its health, education, and human rights components. Moreover, the number of women holding positions in municipalities, federations, and on boards of directors has increased—at least in Condorcanqui—since the Program was implemented. But a weakness is noted in the lack of integration of gender and women's issues into the productive component. Women in the focus groups, along with the groups of men, say that not many women are participating in this component. Also, we should stress the lack of an analysis from the gender perspective showing how private and public social relationships establish situations that exclude and discriminate against women and girls. Since this explanatory base has not been developed, neither has work been done within the framework of human rights (training, educational materials) or women's rights. One sign of the fragility of this process is the limited participation of women, particularly in public political spaces.

RECOMMENDATIONS

- **Gender action plan.** In the case of the Forest Border Program (in Condorcanqui and Napo), it is necessary to operationalize the observations and general proposals of the "Mujer Indígena" consulting firm, developed for the Program in recent months, and to develop an action plan specific to the productive component. To ensure its implementation the plan should specify, for each action, the implementation dates and the responsible parties. The actions should include the participation of women and men to achieve the maximum possible success. In the case of Piura, it is necessary to carry out a gender study on productive activities in the region and develop an action plan for its productive component similar to that described above for Condorcanqui and Napo.

- **Central elements of work with women.** It is necessary that the work be strengthened and made visible from [the level of] the indigenous female leaderships and authorities (not just at the level of community authorities), since the contribution to the development of their communities and families is not taken into consideration and is rejected, while still generating a series of relationships of solidarity, of assistance to others, which should be central elements of work with women.

Future activities aimed at increasing women's participation should consider using training pairs from each community, a younger leader with an older leader, as well as examine ways to make materials more user friendly to a nonliterate population (as women are far less likely to be literate than men).

There could be a greater degree of integration of gender and women's issues into the productive component. Women in the focus groups, along with the groups of men, say that not many women are participating in this latter program component. While integration of gender in this component was not required as part of the original SO design, it is important to consider, due to: 1) the significant amount of time allocated by women in all three regions to the production of agricultural and animal products; 2) their distinct array of local knowledge (on pests, crop storage or processing, herbs); 3) their accumulation of social capital; as well as their key contributions to risk reduction. These resources cannot be effectively tapped at present because women have limited access to technical assistance and capacity building in these areas. Promoters related to this component were most, if not all, men, and husbands did not seem to be aware of the benefits related to assuring that women received increased access to such information.

The Special Situation of Iquitos

Unlike Piura, where there is a greater confluence of donor agencies implementing projects under the framework of the Binational Plan, in Iquitos, no economic improvement and no benefit as a consequence of the Brasilia Accords have been noted. This is due in part to the attitude of the people of Iquitos, but also to the donor agencies' lack of interest and the

Binational Fund's passive role in allocating resources to the area, as indicated by the Mayor of the Province of Maynas, who was a member of the Fund's Board of Directors. But it is worth mentioning that, after the recent re-launching of the Binational Plan subsequent to the Joint Presidential Declaration of November 2003, the Fund has allocated US$ 500,000.00 a year to the Loreto Region, so now it is becoming a question of the regional and provincial authorities' management capacity.

In general, and as pointed out by some studies (Collantes), interviews of authorities and public figures, and even the opinions voiced by citizens in the focus group, an opportunity would be opening up in Iquitos to initiate a communications strategy that could reverse the rejection of the inhabitants of Iquitos and look toward prospects for development in the border area. We must take advantage of the commitment of the President of the Regional Government and the Provincial Mayor with respect to their desire to look to the future and not get bogged down in an irreversible Agreement. In that respect, the next meeting of the Eje Amazonas de la Iniciativa de Integración Regional Sudamericana (IIRSA), to be held in Iquitos during the second quarter of 2004, is a good opportunity to establish the basis for new relationships with both local authorities.

Communication Strategy of the Binational Plan and Border Program

The Program's communication strategy fits efficiently into the communication initiatives that have the same objective as the Border Program. The Binational Plan should take into consideration, for a future communication strategy, the existing networks, such as that of the Periodistas por la Paz [Journalists for Peace] and the Red de Emisoras [Broadcasters Network], both binational projects. But despite the existence of an efficient publicity strategy, work has not been done in conjunction with media with a broader regional scope (commercial radio, TV), probably for budget reasons. Also, the relationship with the small local broadcasters in the communities in which the project is active should be strengthened, providing them with more information and offering incentives (for example, technical training).

Despite these achievements with respect to the Program's communication strategy, the connection of IR4 to the other three Program Results is not clear, and the system for planning (and follow-up) of the component between the Sierra Border Program and the Forest Border Program is very disorganized.

The Program needs to launch a concerted initiative to communicate and promote the achievements and products attained in the areas of intervention, a communication strategy to spread the word about the tangible products under the umbrella of the Binational Plan to reach more citizens who actually live in the Program target areas for the rest of the Program Components. It is important to note here that, during the design phase of the project, the rapid assessment team reported that the use of radios in rural areas was indeed limited, due to the high cost of batteries and weak signals. Therefore, beneficiaries must get information on the Peace Accords and the Binacional Plan through other communication channels.

Recommendations

- **Binational Plan Communication Strategy.** With respect to communications, information, and support for the Peace Accords, the Binational Plan should take into consideration, for a future communication strategy, the existing networks, such as that of Periodistas por la Paz [Journalists for Peace] and the Red Binacional de Emisoras de la Frontera [Binational Border Broadcasters Network], both binational projects. Also, the relationship with the small local broadcasters in the communities in which the project is active should be strengthened, providing them with more information and offering incentives (for example, technical training).

- **Communication Strategy in Iquitos (Border Program and Binational Plan).** Get the representative organizations of Iquitos to participate in discussion forums in which they can express themselves and explain the basis for the diverse points of view about the future of the region, in the context of regional integration. Based on the results of those meetings, initiate a publicity campaign that could be headed by the University's School of Communications and that involves local journalists and media (those with the greatest amount of influence, in addition to the two mentioned above, are already part of the Red de Comunicadores por la Paz [Network of Communicators for Peace). In this respect, there is a need for a strategy that calls for and establishes an institutional political foundation to support the securing of the Brasilia Accords and the objectives of the Border Program in Iquitos, combining the interests of the border districts with [those of] the Province and the Region. Also, within the framework of academic communication, promote binational meetings with journalists, associating this with the project for professional exchange of communicators from universities on both sides of the border.

Continuation of Development Activities in the Border Region

It is important to stress that the Program is too new to have made enough progress to achieve sustainability of the intermediate results. Also, this progress has been hampered by the rural inhabitants' low level of education and limited experience in institutional management, especially on the part of the women, in the border districts.

As noted earlier, it is important to remember that the human and social capital that the Program has been building in the border communities is aimed at generating sufficient capacity in the organized population and promoting sufficient State presence for the achievement of self-sustained development. Program actions, or similar activities in a new Program, should provide continuing of activities until a minimum capacity for sustainability has been achieved.

INCREASING THE IMPACT OF PROGRAM DESIGN

- Given the need to follow-through in these areas, we would suggest that the logical framework stands sound providing that subsequent actions are taken to guarantee the following:

  - Follow-up visits by staff to reinforce understanding and use of new practices related to production and marketing, the rights of women and indigenous groups (among women and men, indigenous and nonindigenous groups), relevant information on the Accords and associated programs;

  - Development of negotiation skills relating to natural resources;

  - Creation of a result and associated indicator to measure the sustainability of participatory institutions, e.g., the Consejo de Coordinacion Local;

  - Participation of women across additional project spheres;

  - Create a stronger linkage of communication-based results (IR4) with the rest of the program.

ANNEX 1

SCOPE OF WORK FOR THE ASSESSMENT OF THE PERU-ECUADOR BORDER REGION DEVELOPMENT PROGRAM

SCOPE OF WORK FOR THE ASSESSMENT OF THE PERU-ECUADOR BORDER REGION DEVELOPMENT PROGRAM

SUMMARY

The United States Agency for International Development (USAID) in Peru seeks the services of a Contractor to (1) assess the current situation of the development processes and products reached in the three target areas by the Peru-Ecuador Border Region Development Program and the continued validity of the strategies underlying USAID's program applied in the local development processes put in place at the community and district levels; and (2) make recommendations for future assistance in this area. **The Contractor should start the assessment no later than January 5, 2004 and the Team Leader should start field work in Peru no later than January 7.**

BACKGROUND

At the Consultative Group meeting held in New Orleans on March 23, 2000, in response to the Peace Accords signed between Peru and Ecuador, the USG pledged US$ 42 million to support the Binational Development Plan for the Perú-Ecuador Border Region (Binational Plan) goals in both countries.

The Binational Plan is one of the four components of the Acuerdo Amplio Peruano-Ecuatoriano de Integración Fronteriza, Desarrollo y Vecindad, which in turn is part of the Peace Accords signed in Brasilia, October 28, 1999. The Binational Plan's mandate is to support the goal of improved the quality of life of Peruvian northern and north eastern populations as well as Ecuadorian southern and eastern populations. In accordance, USAID/Peru established a Special Objective for the Peru-Ecuador Border Region Development, whose objective is "Improved quality of life of Peruvians along the Peru-Ecuador border target areas".

The Peruvian border region is severely underdeveloped, contains some of the poorest populations of the country, and is home to nearly 100,000 indigenous Amazonians. Living conditions are most severe in the isolated eastern jungle areas, followed by the highlands. Local governments are weak and unable to meet the needs of the average citizen. Women, particularly in rural areas, face additional constraints and have fewer opportunities to advance. Women and indigenous people, particularly in jungle areas, also suffer from justice system discrimination and routine curtailment of their rights. The region also contains an important biodiverse and ecological reserve that must be protected. The Binational Plan provides an opportunity to the border population to improve their living conditions; however, the absorptive capacities to take advantage of the benefits of the Plan are weak or almost nonexistent. Moreover, due to historical and cultural factors, there is a climate of distrust in some areas that is not conducive to the consolidation of peace.

On September 27, 2000, the Government of Peru (GOP) and the USG, through USAID, signed a Strategic Objective (SO) grant agreement, by which US$ 20 million is granted for the implementation of the Border Region Development Program. The SO is to be achieved through four intermediate results (IRs):

1. **Increased capacity of border communities to manage border development processes**, through training and technical assistance in a complementary manner with the activities under the other components to strengthen local organizations, with an emphasis on local governments, to develop the capacity to produce sound community based project proposals and local development plans, including natural resources management plans, along with the ability to manage and monitor them.

2. **Improved basic capacities for a healthy and productive life**; through the provision of quality education for life, not only in the formal school setting, but also in the community, complemented by other basic services, such as health, water and sanitation. These activities will endow the target population with the tools to take advantage of the economic opportunities that border development and integration will offer.

3. **Increased respect and protection of the rights of border population**, particularly those of women and indigenous people; through training of human rights promoters, establishment of community networks for the promotion of human rights services, and develop mechanisms to protect the rights of the border population, with emphasis on women and indigenous populations, including their rights to control the use of natural resources.

4. **Increased support to the Peace Accords**, through public information on the Peace Accords, particularly in major cities (i.e., Tumbes, Iquitos, Jaen, Piura) that have had a particular view of the Peace Accords, and promotion of inter-cultural and cross-border linkages between the population of Peru and Ecuador, especially between the indigenous and non-indigenous communities of the area. Other related actions will include support for binational seminars, workshops, conferences, joint studies, trade-fairs, etc., which will strengthen the ties among the two countries.

The implementing agency is a consortium led by CARE and initially included the *Instituto Peruano de Educación en Derechos Humanos y la Paz* (IPEDEHP), International Resources Group (IRG) and *Servicio Agropecuario para la Investigación y Promoción Económica* (SAIPE), through Cooperative Agreement 527-A-00-01-00059-00 signed with CARE on February 2001. This CA considered program intervention in two target areas, Condorcanqui and Napo (jungle component), and was modified on May 2001 to incorporate Piura as a third target area (sierra component). The total amount committed was up to US$ 16.9 million. A fourth target area, San Ignacio, was planned to start after the first year of program implementation.

After setting up the program and the field team started implementation, in March 2002, the consortium submitted to USAID/Peru a proposal to adjust the program goals to the funds committed. At the same time, there was no certainty in obtaining the full amount

commitment, thus USAID established and agreed an adjusted program which modified the CA in September 2002, for a new total cost of US$ 12.2 million, a reduction of one year in the life of the program, from January 2006 to January 2005, and focalization of activities in a reduced number of communities in the three target area. At this time IRG dropped the consortium and the components under its responsibility were taken by the other consortium members.

Before ending the program implementation, the Binational Plan is interested in a follow-on activity considering the importance that this USAID financed activity has played in the Border Region, particularly in the jungle component. Thus, it will be important to assess the implementation strategy pursued and the development hypothesis in order to make recommendations that the Binational Plan can take into consideration for replication or scaling up throughout the Peruvian section of the Border Region.

OBJECTIVE

The purpose of this contract is to provide USAID/Peru with an assessment of the strategy and processes that the Border Program has set in motion and the products achieved to date. Likewise, it will make recommendations to the Binational Plan for potential future replication or scaling up assistance to further the goal of improved quality of life in the border region.

Specifically, the Contractor will analyze the strategy, principles and approaches applied during the program implementation in the Border Region, including the following:

- Assess how widespread is the common understanding of the Program approach for local development among local/base organizations and how this common understanding relates to local, regional and central government policies for local development.

- Assess the potential effectiveness of Program interventions at the local and district level to strengthen the capacity of stakeholders (public and private) to take control of their own development process.

- Assess the validity of existing Mission strategies, including current targets and indicators for assessing Program progress in increasing the effectiveness, responsiveness, transparency and accountability of local stakeholders in managing development processes; and

- Make recommendations based on these findings for areas in which the Binational Plan might focus future assistance to foster the quality of life of Peruvians that live in the Border Region.

The objective of this assessment is to learn from the experiences of previous years of effort by USAID in the Border target areas, and to gain insights as to where donor assistance might

be most effective in further promoting the development of this region and in preparing local population to take on increased responsibilities to manage their own development processes.

STATEMENT OF WORK

The Contractor shall assess the overall situation of communities in target areas regarding development process and the impact of USAID Peru's assistance on the institutional capacity of local stakeholders (e.g., community-based organizations, sectoral organizations, municipal governments) and the management/citizen outreach capacities of local governments to undertake local development processes in a participatory manner.

The product of this assessment will be a final assessment report that discusses the present state of Program implementation, the key issues and needs for local community development, the validity of the existing Mission strategies, and recommendations of areas for future support of the Binational Plan. The assessment and recommendations should make maximum use of lessons learned of USAID's on-going efforts in this area.

Regional Assessment: Capacities and Needs of Local Stakeholders for Conducting Development Processes

The Contractor will prepare an analysis that reviews the current capacities and needs in local development processes in the Border Region target areas, in relation to the competencies and responsibilities of different stakeholders in each target area. The analysis should address the following issues:

1. Political context

   - Has commitment to the Border Regional Program been demonstrated by national, state and local level government leadership and agencies as well as civil society organizations and other donors? If so, how? For example, is the Border Region a priority for the GOP? Are state agencies contributing to initiatives that the Program has developed?

   - Are Program strategies consistent with the participation and decentralization process started in Peru? If so, how can current mechanisms/initiatives (e.g., public sector and regional governments regarding the decentralization process) contribute to achieve the objectives of the Program?

   - In what way have changes in the socio-political context (e.g., changes in elected leaders, sectoral authorities, GOP budget priorities) influenced implementation of the Program strategy?

- To what extent has the Program been responsive to the perceptions, participation and expectation of local stakeholders (border population, community leaders, indigenous federations) towards the Program and the Peace Accords?

- Does the GOP have the capacity to continue the pertinent processes that are in place or have been initiated in the Program target areas? Has the Binational Plan the capacity to do a follow-up or scaling up of the program? What is still needed?

2. Current capabilities

- What are the constraints that people, communities, base organizations, and local governments face for community development?

- Does each stakeholder understands his/her functions towards local development and how well performs them in terms of organization, accountability, and participation?

- What specific skills do these stakeholders still need?

Assessing the Validity of the Current USAID Strategy

The Contractor will determine to what extent USAID assistance through the Border Program is contributing to achieving the results as defined in the SO results framework. In carrying this task the contractor will include an assessment of the different training interventions (education, health, agriculture, to human rights promoters) to acquire skills for providing improved services to the border population, and/or for identifying effective democratic, transparent, and participatory processes for organizing community-based groups and coalition building at the local level. The Team will also analyze the degree of application of participatory approaches for the management of natural resources, development of local government capacities and protection of human rights.
The following topics are illustrative of the issues that USAID/Peru would like the Contractor to address.

1 Design (strategy, approach)

- Is the strategy appropriate to achieve the expected objectives? Is it valid for all border geographic settings? What modifications have occurred in implementing the strategy?

- Were the original objectives realistic/reasonable? Has it been adequate timing for process implementation? If not, why?

- Which factors influenced the ability of the program to achieve the objectives?

- Was the strategy a good use of resources, given the conditions existent at that time? (Was the decision to focus on isolated areas better than to focus on Piura and San Ignacio productive activities?)

- What have been the key or most important aspects of the strategy? What aspects of the strategy have been the most and the least effective? Which interventions are likely to have a lasting impact?

2 Changes at the municipal, local institutions, community, and people level

- What kinds of changes have been introduced? What are the bases for those changes?
- What is working and what is not and why?
- What is being learned from experience that can be directed into an expanded/new program? What actions do implementing agencies think necessary to do next?
- What kind of adaptation is required for scaling-up to the border region?
- Look at how the communities could use the lessons learned from the assessment in further developing their local/district development plans.
- How has the Border Program contributed to
  - Foster community and local public sector capacity development?
  - Enhance ownership of development project and commitment (e.g.. building social capital)?
  - Enhance women's roles in local development processes?
- What are the obstacles and opportunities brought by program implementation to beneficiaries and stakeholders? Were there any unintended consequences positive or negative?
- What should be reached or hasn't been reached?

3. Management factors

- How effective has the USAID team approach been for the SO (synergies with other USAID activities, advantages and disadvantages)?
- How have donor-grantee relationships (USAID-Plan Binacional, USAID/Plan Binacional-CARE) facilitated/hindered the Program implementation process? What has worked, what has not?

- Is there collaboration and coordination with other donors, and other GOP agencies? Is there potential for further collaboration?

- Has the implementing agency properly identified incentives for program staff to reach outcomes rather than disbursement of funds/expenses?

Recommendations for Replication/Scaling up in Other Peru Geographic Regions, Particularly in the Border Region

Based on the results of the assessment and building on lessons learned, what recommendations can be made for future support? The ultimate question will be: How can donor assistance in this region be most effectively targeted to support the needs of local people to gain from the Peace Accords?

The following topics are illustrative of the issues that USAID/Peru would like the Contractor to address in terms of recommendations for follow-on assistance. These should not constrain the Contractor from pursuing other relevant issues based on the findings of its assessment.

1. What will be the constraints for scaling-up the community development focus/strategy used by the CARE consortium? Identify costs, (un)favorable political and social conditions, adverse institutional barriers, logistics requirements, community and district co-financing restrictions/resource mobilization.

2. What would the requirements be for scaling-up in terms of institutional, social and political framework/conditions, leadership, local staff, and timing?

3. Propose key components of sustainability and clearly identify how results of the Program (e.g., specific benefits of the Program, participatory processes, partnerships, local government capcities, etc.) can be made more sustainable.

4. Suggest effective ways to integrate donor contributions to maximize cooperation and increase the likelihood of success and/or heighten the impact of the Binational Plan.

METHODOLOGY

The assessment will consider four criteria: pertinence, efficacy, efficiency and sustainability of Program interventions.

A team consisting of an expatriate assessment expert-team leader and four national experts (see section V below for team skills required) will conduct this assessment. The assessment

team is expected to review the Program design documents as well as existing monitoring and evaluation data collected by implementing partners. The literature includes at a minimum:

- USAID/Peru Strategic Plan
- FRONTERA Project Activity Design
- Frontera Project Reports
- Peru-Ecuador Border Region Development Activity Design Document
- Strategic Objective Grant Agreement
- RFA
- Cooperative Agreement
- Annual work plans
- Baseline studies, IRG, SAIPE, Ipedehp materials
- CARE Quarterly Reports
- Binational Plan reports, bulletins.

The assessment team will spend approximately four weeks in the field (Tumbes, Iquitos, Jaen, Piura, Suyo, Lancones, Ayabaca, Huancabamba, Condorcanqui, Rio Napo) carrying out this Scope of Work.

The team will conduct structured interviews with key USAID and Project staff, partners, and stakeholders, both governmental and non-governmental, including key people from local and regional government bodies that have participated in the Program, the government sector, the Binational Plan, other donors, civil society organizations, as well as beneficiaries. It is of particular interest to incorporate the Binational Plan information and learning needs for the design of Program follow-on or scaling-up. The contractor will identify and interview local stakeholders receiving support from both USAID funded programs and other donors as well as from non assisted communities. In identifying key informants/communities, the Contractor shall consider community size, geographic location, ethnicity, gender, age and other relevant factors to ensure adequate coverage and diversity.

The following is an illustrative list of those to be interviewed by the team:

- Relevant USAID staff

- Central Government Officials (Ministry of Foreign Relations/Binational Plan, Ministry of Education)

- Regional Sectoral Offices

- Regional and local government authorities

- Civil society organizations

- Representative number of local public sector staff

- Other Donors providing assistance to the Border Region (UNICEF, JICA, AECI, World Bank)

- Representative number of Beneficiaries (e.g., community leaders, citizens, students)

ASSESSMENT TEAM QUALIFICATIONS

The assessment team should comprise one expatriate team leader and four Peruvian team members, two of them with extensive work in the Amazon region and knowledge of indigenous population, and required administrative/logistic staff. The team will require the services of a local interpreter during the field visit to the Condorcanqui and Napo area. The team will include:

Expatriate Team Leader: Senior Level Program Development Specialist, Spanish level S/R-4. Should have particular experience in areas such as community development, local governance, or rural development, preferably in South America. Prior experience in conducting assessments/evaluations of and/or implementing USAID programs highly preferred. Professional experience in Peru is also strongly desirable. Also desirable is to have experience with indigenous populations. Knowledge of USAID development assistance policy is desired. He/she must be fluent in English and Spanish and have excellent writing, facilitation and presentation skills.

Senior Level Peruvian Public Administration/Strategic Management Specialist: A Peruvian national with background in social/political sciences, with at least 15 years of professional experience in design/assessment/management of development programs in rural areas. He/she should have strong knowledge of Peruvian political context and familiar with Peru-Ecuador border issues and peace process. Knowledge of USAID and other donor assistance in the area of local development desired. Prior experience assessing and/or implementing USAID programs preferred. He/she should have very good written and spoken English, and excellent writing and presentation skills.

Two Mid-Level Peruvian Program Development/Monitoring Specialist: Should have at least 10 years of extensive work in social sciences and/or environment with a very strong understanding of rural community development in Peru. Strong links to the Peruvian research community is required. Knowledge of USAID and other donor assistance in the area of local development desired. Prior experience assessing and/or implementing USAID programs preferred. They should have very good written and spoken English, and have excellent writing, facilitation and presentation skills.

Mid-Level Peruvian Communications Specialist: Should have at least ten years of experience in developing and assessing public awareness programs. Experience in communication campaigns for indigenous populations is also required. He/she should have very good written and spoken English, and have excellent writing and presentation skills.

All team members will have the ability to interact with people from many different social and economic backgrounds. They also should possess excellent writing and presentation skills. The team will have combined skills and experience in rapid appraisal methodologies (interviews, focus groups, mini-surveys, etc.), gender analysis, institutional analysis, conflict prevention/mitigation, international relations, local governance, participatory processes involving local communities in planning, implementation and monitoring, and strong knowledge of Peru's public sector functioning and Peruvian political processes. In addition, the team should have a gender balance and combined experience in the Program related sectoral areas including basic health, education, human rights, natural resource management, and social communications. All team members must be willing and able to travel to remote zones.

ILLUSTRATIVE SCHEDULE

Preparations: Day 1-3

The assessment should commence o/a January 5, 2004. Starting Day 1, USAID/Peru will provide the team with input and guidance in setting up a schedule of interviews and site visits, but the responsibility for the schedule resides with the Contractor. Before starting field work, the team members shall familiarize themselves with previous and current documentation about USAID/Peru's assistance to the Border region. USAID/Peru will ensure that this documentation is available to the team prior to the arrival of the Team Leader.

The Expatriate Team Leader should arrive in Lima, Peru and be prepared to begin work no later than January 7. An initial team planning meeting will be held with USAID/Peru and the Binational Plan no later than the third day the full team is in place. The draft schedule should be ready for review and discussion at the initial team planning meeting. The goal of this meeting is to establish clear expectations about the outcomes of the assessment and go over the goals, schedule and methodology of the assessment

Field work Lima and Border Region: Days 4-33

Prior to Lima interviews and site visits, the Team will review background program documents to gain better understanding of the situation in the Border Region and the USAID/Peru activities supporting the Binational Development Plan.

The team is expected to visit the areas of Lancones, Suyo, Huancabamba, Ayabaca, Rio Napo and Condorcanqui. Additionally the Contractor is expected to visit Tumbes, Jaen and Iquitos, only to analyze interventions related to IR 4 (public information campaigns, border exchanges, etc.). At least 46 person days in the eastern Amazon (Napo, Condorcanqui, Iquitos, Jaen) region and at least 18 person days in the Northern region (Tumbes, Piura, Suyo, Lancones, Ayabaca and Huancabamba) will be needed. The team should take into account the following factors:

- At least 10 days are required to visit the Condorcanqui area (Lima-Chiclayo by plane, Chiclayo-Bagua-Imaza by car, Imaza-Condorcanqui by boat—4 days travel time, six days effective work)

- 8-10 days required to visit Rio Napo area (Lima-Iquitos by plane, Iquitos-Mazan-Torres Causana- Santa Clotilde by boat—3-4 days travel time)

- 6-7 days to visit the Piura area (Piura-Lancones-Suyo-Ayabaca-Piura-Huancabamba-Piura)

- Tumbes, Jaen, Iquitos will require 1 effective day of work to review the IR4 activities.

Midway the fieldwork process, the team leader will meet the USAID border team to review progress.

Preliminary findings: Days 34-36

The assessment team will be required to meet with USAID/Peru at the end of their field work to brief USAID/Peru and the Binational Plan orally on their progress and findings to date.

Draft report: Days 37-41

Two days prior to departure, the team leader will be required to submit a draft of the assessment report for discussion and comment. The team will also be required to debrief USAID orally on the key findings and recommendations prior to the team leader's departure from country. USAID/Peru will provide oral comments at the debriefing, and may follow up with written comments.

Final report: Days 41-43

USAID will provide the Contractor with final comments within 10 working days of the draft assessment report's submission. The Contractor shall incorporate all comments and submit a final report within 5 working days of receiving USAID's final comments. The USAID Peru Cognizant Technical Officer (CTO) will be responsible for review and approval of the final assessment report. The report belongs to USAID not the consultants or Contractor and use of any material in the report by Contractor without written permission of USAID is expressly prohibited.

DELIVERABLES

Prior to the Team Leader departure, the team will prepare a draft assessment report. The following sections shall be included in the report:

1. An Executive Summary (3-5 pages) a document containing a clear, concise summary of the most critical elements of the report, including the recommendations.

2. A Table of Contents

3. An Assessment Report (no more than 40 pages), which discusses the major findings and the related issues and questions raised in Section III. In discussing these findings, the assessment shall also address the following:

   - Purpose and questions of the assessment;
   - Evidence/findings of the study concerning the assessment questions;
   - Briefly stated conclusions drawn from the findings (including lessons learned); and
   - Recommendations based on the assessment's findings and conclusions, presented with sufficient detail to take actions by involved parties.

The Final Assessment Report will also include:

- Assessment Report Appendices, including:
  - A copy of the assessment scope of work;
  - Team composition and study methods (1 page maximum);
  - USAID/Peru Special Objective results framework;
  - A list of documents consulted, and of individuals and agencies contacted; and
  - More detailed discussions of methodological or technical issues as appropriate.

The Team Leader shall be responsible for providing the final deliverable to USAID/Peru in electronic format (in Microsoft Word, Excel, maps in PDF) and in hard copy in English and Spanish (5 hard copies in each language). The Contractor shall provide three copies to PPC/CDIE/DI in accordance with normal AID/W requirements.

PROPOSED LEVEL OF EFFORT

Expatriate Team Leader

3 days in the U.S. for preparation
30 days fieldwork in Peru
7 days follow up and report preparation
3 days final report preparation
2 days of int'l travel
= 45 days total

National Assessment Experts

3 days for preparation
30 days fieldwork
7 days follow up and report preparation
= 40 days total per expert (3)

Communication Specialist

3 days for preparation
10 days fieldwork
3 days follow up and report preparation
= 16 days total

A six-day workweek is authorized.

SPECIAL PROVISIONS

Logistical Support

The Contractor is responsible for providing all logistical support. Office space shall not be provided by USAID. The Contractor will be responsible for providing office supplies, equipment, computers, copiers, printers, etc. Translation services and vehicle rentals are the responsibility of the contractor.

Supervision

The team will work under the direct supervision of the USAID/Peru Border Program Cognizant Technical Officer (CTO).

Performance Period

The Assessment will be carried out during an eight-week period beginning NLT January 5, 2004.

ANNEX 2.

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ANNEX 3

GUIAS DE ENTREVISTA—LOCAL, INTERMEDIO, Y NACIONAL/INTERNACIONAL

GUIAS DE ENTREVISTA—LOCAL, INTERMEDIO, Y NACIONAL/INTERNACIONAL

GUÍA DE ENTREVISTA I

(Actores locales- dirigentes comunales, líderes de mujeres, padres de familia, promotores, *etc.)*

Preguntas generales introductorias

1. ¿Ha participado en alguna actividad del PFS? ¿Cuál(es)?

2. ¿Considera que la estrategia que aplica el PFS ha sido (es) la más adecuada? ¿Por qué?

3. ¿Cree usted que el programa está resolviendo sus necesidades y mejorando las condiciones de vida en su comunidad? ¿Por qué, cómo?

4. ¿Cómo se ha incorporado en la estrategia de su (organización, institución, agencia o sector) los programas o lineamientos del PFS? Especificar módulos, sistemas, currículas de capacitación

   A partir de la respuesta a la pregunta 3:

   Interrogar aspectos puntuales referidos a los IR 1 – 4 (gestión institucional para el desarrollo local, salud, educación, derechos):

   - (Influencia del PFS en gestión institucional / participación)
   - (Influencia del PFS en prácticas de salud)
   - (Influencia del PFS en acciones y programas de educación)
   - (Influencia del PFS en prácticas sobre derechos de mujeres / indígenas)
   - (Influencia del PFS en conocimiento y apoyo a los Acuerdos de Paz)

Finalmente,

5. ¿Considera usted que el PFS ha logrado los objetivos que se propuso? ¿Por qué?

Preguntas Específicas en Relación a los Componentes del Proyecto (IR 1 - IR 4)

En función del(os) entrevistado(s) desarrollar algunos de los componentes con detenimiento. Para ello, utilizar las preguntas sueltas iniciales formuladas por los(as) consultores(as).

Resultado Intermedio 1: Aumento en la Capacidad de las Comunidades de la Región Fronteriza para Manejar Procesos de Desarrollo en la Región Fronteriza

Numero	Temas/Preguntas	Seccion TOR
1	¿Ha participado Ud. en algún reunión o encuentro de debate sobre presupuestos de desarrollo? ¿Cómo así? Si contesta "si": ▪ ¿Quiénes estaban incluidos en tal debate(s)? (representantes de la comunidad, la federación, otros "grupos étnicos" (Aguaruna, Huambisa, Quichua, colonos mestizos, los del Ecuador, etc.) [1], oficiales del gobierno local, de los sectores de salud, educación, otros? ▪ ¿Qué ha pasado allí? Ha resultado algo del/los debates? (Fueron resultados positivos? Negativos? Más o menos?) ¿Otros reuniones/debates?....(las mismas preguntas de arriba)	A.1.d.
2	¿Ha participado Ud. en alguna capacitación para líderes/dirigentes en la planificación de desarrollo? ¿Qué tema(s) ha sido tratado(s)? Si contesta "si": ▪ ¿Ha aprendido algo útil en tal capacitación o no? ▪ ¿Ha tenido oportunidad de aplicar lo que ha aprendido? Explicar. ▪ ¿Cuál era el mejor aspecto de la(s) capacitaciones? ▪ ¿Cuál era el aspecto que no le gustó? ▪ ¿Quiere que sigan haciendo capacitaciones similares para Ud. o líderes nuevos, o no? ▪ ¿Hay algunos aspectos que deben continuar? ¿Hay algunos aspectos que no deben continuar?	B.2.a B.2.b. B.2.c. B.2.e. B.2.f. B.2.g. B.2.h.

[1] ¿Hay otro término que debemos usar aquí?

Herramientas: Entrevista a Actores Relacionados al Proyecto Frontera

{II/IN}: Instituciones Internacionales/Instituciones Nacionales,
{IL/IR}: Instituciones Regionales/Instituciones Locales
{ALB}: Actores locales de base

Resultado Intermedio 2: Mejora de las Capacidades Básicas Para una Vida Saludable y Productiva

Los códigos de la derecha corresponden a los del TOR.

El Tema de Salud

A.1.d.	¿Cree Ud. que el programa está resolviendo sus necesidades de salud. ¿Por qué?, ¿cómo?, ¿Cómo se implementaría una mejor atención de calidad?, ¿de que forma?, ¿Ud. participa en la programación de prioridades de las acciones sobre los aspectos de salud, ¿De que forma?, ¿Cómo cree que podría participar más?
B.1.b	MINSA: ¿En cuanto ha disminuido las EDAs en niños menores de 5 años entre el 2002 y 2003, según los datos del Centro de Salud? ¿Podría conseguir copia de esos registros? ¿Podría compartir estos registros con el PF? CC:¿Qué nuevas prácticas de salUd. emplea su familia?, ¿Podría indicar cuáles son?¿por qué no hace uso de ellas? (indicar otras prácticas) ¿Cuál es el peso de los niños nacidos entre 2002 y 2003 en el Centro de SalUd. local?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector, distrito, localidad, comunidad?
B.2.a.	¿Se está incrementando el uso de los servicios de salUd. materno infantil? ¿Por qué? (Indagar sobre los nuevos sistemas interculturales) ¿Cuál es el sistema de vigilancia-defensoría comunitaria implementado por las organizaciones locales?, ¿Cuál es el grado de reconocimiento local e sectorial?
B.2.b.	¿Cómo están funcionando las secretarias de salUd. en las federaciones?, ¿Las Juntas de Administración de proyectos Comunitarios (JAP) funcionan bien?
B.2.f	¿Qué aspectos del programa han permitido generar organizaciones de salUd. en la propia ciudadanía asumiendo responsabilidades locales?, ¿Ha mejorado los roles de la mujer en los procesos de salUd. local? (CLAS)

Tema Productivo

A.1.d.	Cree Ud. que el programa está resolviendo sus necesidades de producción o comercialización agropecuaria. ¿Por qué y cómo ?. ¿Ud. participa en la programación de las acciones sobre los aspectos de producción o comercialización agropecuaria?, ¿De qué forma?, ¿Cómo cree que podría participar más?
B.1.b	Para el MAG: ¿Conoce Ud. en cuánto se incrementó la venta de los productos en la Unidades Familiares en relación a la campaña anterior o el manejo de los RR NN que apoya el PF? Para CC ¿En cuánto se incrementó la venta de sus productos en su Unidad Familiar en relación a la campaña anterior?, ¿Sabe cuánto vale su actual producción en relación a la producción anterior?. Puede decirnos en cuánto se incrementó sus ingresos en relación a la campaña anterior (o en relación al año anterior). Si no se incrementó, ¿ cuál considera que es la razón?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector?
B.2.a.	¿Se ha logrado producir, transformar y comercializar palmito, néctar, mermelada, pulpas, alimentos balanceados, miel, licores, vinos y otros productos (incluir aspectos de manejo agroforestal, productividad, rentabilidad, posibilidades de acceso al mercado). ¿Por que sí o no?, ¿Ha logrado el manejo de RRNN en algún parque?, ¿y en su propia comunidad?, ¿Cómo así? (indagar por programas en el gobierno local y sector del estado)
B.2.c	¿Qué aspectos del programa serán asumidos por su sector? ¿Qué aspectos del programa han permitido generar organizaciones agrarias, pecuarias de RR NN en la propia ciudadanía para asumir responsabilidades locales ¿ ha mejorado los roles de la mujer en los procesos productivos, de comercialización, de RR NN, a nivel local?

Educativas

A.1.d.	Cree Ud. que el programa está resolviendo sus necesidades de Educación. ¿Por qué?, ¿cómo así?, ¿Ud. participa en la programación de prioridades de las acciones sobre los aspectos de Educación?, ¿Cómo así?, ¿Cómo cree que podría participar más?
B.1.b	Para zonal de Educación o colegio. ¿Cuántos niños hay en edad escolar?, ¿Se ha logrado matricular a todos los niños (sus hijos) en relación al año pasado?, ¿por qué no y por qué sí?, ¿Cuántos más se han matriculado en el Area de Educación en relación al año pasado y cuántos han terminado exitosamente en relación al año pasado?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector distrital, localidad, comunidad?
B.2.a.	¿La deserción escolar ha disminuido en las escuelas adaptadas?, ¿Qué tipo de curricula innovadora está siendo asumida por las escuelas y por el Area de Educación? (indagar sobre los nuevos sistemas interculturales).

	Grado de reconocimiento local y sectorial
B.2.b.	¿Conoce los Consejos educativos, cómo están funcionando?, ¿Qué convenios se están cumpliendo con el Area de Educación?, ¿Conoce la Mesa de Dialogo para la Educación, qué sabe de ellas?
B.2.f	¿Qué aspectos del programa serán asumidos por su sector?, ¿qué aspectos del programa han permitido generar organizaciones de Educación en la propia ciudadanía asumiendo responsabilidades locales?, ¿Ha mejorado los roles de la mujer en los procesos de educación local?

Resultado Intermedio 3: Aumento del Respeto y La Protección de Derechos de la Población Fronteriza, Particularmente Los de las Mujeres e Indígenas.

Componente: Derechos Humanos y Ciudadanía

Numero	Actores Locales	Código
1	¿Cree usted que el PFS está resolviendo sus necesidades con respecto a derechos humanos, ciudadanía y democracia?	
2	¿Cuáles son los logros y dificultades en la capacitación con la población, autoridades y organizaciones?, ¿cuáles son los cambios que han ocurrido en su vida personal, familiar y comunal a partir del conocimiento de sus derechos, incluyendo la no violencia contra la mujer?	
3	¿Cuáles son los derechos que han trabajado?, en ellos ¿han considerado los derechos de las mujeres?, ¿por qué?, ¿cuáles son?, ¿cómo?	
4	¿Cuáles han sido las dificultades para trabajar los derechos de las mujeres y cómo las ha enfrentado?	
5	¿Cómo se seleccionaron las/os promotoras/es de derechos humanos?, ¿cuántos se capacitaron y seleccionaron, por qué?	
6	¿Cuáles fueron los temas de mayor y menor impacto, en ellas/os y beneficiarias/os?	
7	¿Cuántos casos han derivado a la defensoría, demuna, registro de nacimientos, RENIEC?, ¿Cuál es el nivel de relación con cada instancia, dificultades y logros?	
8	¿Cuáles casos específicos de violencia contra las mujeres y niñas/os tuvieron una resolución y/o respuesta positiva por las instancias mencionadas?	
9	¿Se reconoce el trabajo de las/os promotoras/es comunitarias/os? (indagar si son referentes válidos)	
10	¿Cuáles son los derechos aprendidos en la capacitación?, ¿ha conversado o enseñado a otras personas sobre lo aprendido en la capacitación?	
11	¿Cuál es la ruta de las víctimas para la resolución de sus problemas?	
12	¿Cuál es su evaluación con respecto a la solución de los conflictos territoriales?	

Resultado Intermedio 14: Aumento del Apoyo al Acuerdo de Paz

Numero	GRUPO 3	Codigo
1	¿Cuáles han sido los beneficios de su familia, organización o comunidad que se derivan de los Acuerdos de Paz? ¿Conoce usted de las iniciativas binacionales desarrolladas en la frontera para promover el diálogo y apoyo a los Acuerdos de Paz? ¿Ha participado de los intercambios?	A
2	¿Cree que el Programa está ayudando a la difusión sobre dichos acuerdos? ¿Ha sido informado de los acuerdos a través de algún medio de comunicación?	A
3	¿Considera que ha recibido una información adecuada sobre los beneficios de los Acuerdos de Paz? ¿La información recibida ha cambiado su percepción inicial sobre los aspectos negativos/positivos de los Acuerdos de Paz? ¿Qué debe lograrse y qué es lo que no se ha logrado? ¿Ha participado activamente en actividades relacionadas con el Acuerdo de Paz? ¿Ha participado de los intercambios binacionales? ¿Los considera beneficiosos para la promoción de la Paz?	B

GUÍA DE ENTREVISTA II

(Funcionarios públicos a nivel nacional – regional – local / organizaciones de la sociedad civil a nivel regional - local)

Preguntas Generales Introductorias

6. ¿Cuál es el apoyo o compromiso que tiene su (organización, institución, agencia o sector) con respecto al PFS?

7. ¿Ha participado en alguna actividad del PFS? ¿Cuál(es)?

8. ¿Cómo se ha incorporado en la estrategia de su (organización, institución, agencia o sector) los programas o lineamientos del PFS? Especificar módulos, sistemas, currículas de capacitación

   A partir de la respuesta a la pregunta 3:

   Interrogar aspectos puntuales referidos a los IR 1 – 4 (gestión institucional para el desarrollo local, salud, educación, derechos):

   - (Influencia del PFS en gestión institucional / participación)
   - (Influencia del PFS en políticas/programas de salud)
   - (Influencia del PFS en políticas/programas de educación)
   - (Influencia del PFS en políticas/programas sobre derechos de mujeres / indígenas)
   - (Influencia del PFS en conocimiento y apoyo a los Acuerdos de Paz)

9. ¿Considera que la estrategia que aplica el PFS ha sido (es) la más adecuada? ¿por qué?

10. ¿Considera usted que el PFS ha logrado los objetivos que se propuso?, ¿Por qué?

11. ¿Cuáles son los principales avances que el PFS ha logrado en términos de la institucionalidad y alianzas desarrolladas?

Preguntas Específicas en Relación a los Componentes del Proyecto (Ir 1 –Ir 4)

En función del(os) entrevistado(s) desarrollar algunos de los componentes con detenimiento; para ello utilizar las preguntas sueltas iniciales formuladas por los(as) consultores(as).

Resultado Intermedio 1: Aumento de la Capacidad en las Comunidades de la Región Fronteriza para Manejar Procesos de Desarrollo en la Región Fronteriza

Numero	Temas/Preguntas	Seccion TOR
1	¿Ha participado Ud. en algún reunión o encuentro de debate sobre presupuestos de desarrollo?, ¿De qué forma? Si contesta "si": ▪ ¿Quiénes estaban incluidos en tal debate(s)? (Representantes de la comunidad, la federación, otros "grupos étnicos" (Aguaruna, Huambisa, Quichua, colonos mestizos, los del Ecuador, etc.) 2, oficiales del gobierno local, de los sectores de salud, educación) (otros?) ▪ ¿Qué ha pasado allí?, ¿Ha resultado algo del debate/los debates? (¿Fueron resultados positivos?, ¿Negativos?, ¿Más o menos?) ▪ ¿Otras reuniones/debates?..(las mismas preguntas arriba)	A.1.d.
2	¿Ha participado Ud. en algún capacitación para lideres/dirigentes en la planificación de desarrollo?, ¿Cual ha sido el tema tratado?, ¿Hubieron otros temas? Si contesta "si": ▪ ¿Ud ha aprendido algo útil en dicha capacitación o no? ▪ ¿Ha tenido oportunidad de aplicar lo que ha aprendido? Explicar ▪ ¿Cuál era el mejor aspecto de la (s) capacitación/es? ▪ ¿Cuál fue el tema que no le gustó? ▪ ¿Quiere que sigan haciendo capacitaciones similares para Ud. o líderes nuevos o no?, ¿Hay algunos aspectos que deben continuar? ▪ ¿Hay algunos aspectos que no deben continuar?	B.2.a B.2.b. B.2.c. B.2.e. B.2.f. B.2.g. B.2.h.
3	¿Cree Ud. que su gobierno municipal/distrital/regional es más/menos/igualmente capaz de llevar servicios a los comunidades? Explicar.	B.2.a B.2.b. B.2.c. B.2.e. B.2.f. B.2.g. B.2.h
4	¿Cómo ve Ud. la participación de mujeres en los planes de desarrollo? ¿Es importante o nó?, ¿Por qué? Si la respuesta es si: ▪ ¿Ha tenido el PFS algún efecto en la participación de mujeres en su comunidad?, ¿en su organización?, y ¿en los procesos del gobierno local?	B.2.a B.2.b. B.2.c. B.2.e. B.2.f. B.2.g. B.2.h.

[2] ¿Hay otro término que debemos usar aquí?

Numero	Temas/Preguntas	Seccion TOR
	Explicar. ▪ ¿Ha aprendido algo útil del valor de la participación de mujeres en procesos de desarrollo o nó? ▪ ¿Ha tenido oportunidad de aplicar lo que ha aprendido? Explicar. ▪ ¿Quiere que siga el PFS promoviendo la participación de mujeres de la forma que lo viene haciendo o nó?, ¿Hay algunos aspectos que deben continuar? ¿Hay algunos aspectos que no deben continuar?	
5	¿Cuáles son las fortalezas que Ud. ve en las iniciativas del PFS para capacitar líderes/dirigentes de organizaciones locales y en las planificaciones de desarrollo? ¿Debilidades? ¿Hay algunos aspectos que deben continuar? ¿Hay algunos aspectos que no deben continuar? ¿Hay otros cambios necesitados en este aspecto de la programa?	B.2.f. B.2.g. B.2.h
6	¿Cuáles son las fortalezas que Ud. puede mencionar con respecto a las iniciativas del PFS por capacitar líderes/dirigentes de gobiernos locales y en las planificaciones de desarrollo? ¿Debilidades? ¿Hay algunos aspectos que deben continuar? ¿Hay algunos aspectos que no deben continuar? ¿Hay otros cambios necesarios en este aspecto del programa?	B.2.f. B.2.g. B.2.h
7	Para Ud. ¿cuáles son las fortalezas en las iniciativas del PFS por sensibilizar a la población sobre la importancia de la participación de la mujer? ¿Debilidades? ¿Hay algunos aspectos que deben continuar? ¿Hay algunos aspectos que no deben continuar? ¿Hay otros cambios necesarios en este aspecto del programa? En Condorcanqui ¿porque no han reportado a los hombres y mujeres que han sido capacitados/participantes?	B.2.f. B.2.g. B.2.h

Herramienta: Entrevista a Actores Relacionados al Proyecto F

Resultado Intermedio 2: Mejora de las Capacidades Básicas para una Vida Saludable y Productiva

Los Códigos de la Derecha Corresponde a los del TOR.

El Tema de Salud

A.1.d.	¿Cree Ud. que el programa está resolviendo sus necesidades de salud?, ¿Por qué?, ¿Cómo?, ¿Cómo se implementaría una mejor atención de calidad?, ¿De qué forma?, ¿Ud. participa en la programación de prioridades de acciones sobre los aspectos de salud?, ¿De qué forma?, ¿Cómo cree que podría participar más?
A.1.e	¿Tiene su sector (MINSA) la capacidad de continuar los procesos pertinentes que se están llevando a cabo o que han sido iniciados en las áreas objetivo del Programa?, ¿Cuál es su opinión si el Plan Binacional tiene la capacidad para dar un seguimiento o para ampliar a un mayor nivel las acciones del Programa?, ¿Qué se requiere aún?
B.1.a.	¿Considera que la estrategia que aplica el PF es la más adecuada para el periodo?, ¿por qué? (indicar aspectos claves y efectivos y los menos efectivos)
B.1.b	MINSA: ¿En cuanto ha disminuido las EDAs en niños menores de 5 años entre los años 2002 y 2003 de acuerdo a los datos del Centro de Salud?, ¿Podría conseguir copia de sus registros?, ¿comparte estos registros con el PF?
CC	¿Qué nuevas prácticas de salud emplea su familia?, ¿Podría indicar cuáles son?,¿por qué no hace uso de …-indicar otras prácticas?, ¿Cuál es el peso de los niños nacidos entre 2002 y 2003 en el Centro de Salud de su localidad?
B.1.c	¿Qué factores locales influyeron en el desarrollo del Programa para alcanzar los objetivos en su sector?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector, distrito, localidad, comunidad?
B.2.a.	¿Se está incrementando el uso de los servicios de salud materno infantil? ¿Por qué?. {Indagar sobre los nuevos sistemas interculturales} ¿Cuál es el sistema de vigilancia-defensoría comunitaria implementado por las organizaciones locales?, ¿Cuál es el grado de reconocimiento local y sectorial?
B.2.b.	¿Cómo están funcionando las secretarias de salud en las federaciones?, ¿Funcionan las Juntas de Administración de proyectos Comunitarios (JAP)?
B.2.f	¿Qué aspectos del programa serán asumidos por su sector?, ¿Qué aspectos del programa han permitido generar organizaciones de salud en la propia ciudadanía que permita asumir responsabilidades locales?, ¿ha mejorado los roles de la mujer en los procesos de salud local? (CLAS)

Tema Productivo

A.1.d.	Cree Ud. que el programa está resolviendo sus necesidades de producción o comercialización agropecuaria?, ¿Por qué?, ¿cómo?, ¿Ud. participa en la programación de las acciones sobre los aspectos de producción o comercialización agropecuaria?, ¿De qué forma? Y ¿Cómo cree que podría participar más?
A.1.e	¿Tiene su sector (MAG) la capacidad de continuar los procesos pertinentes que se están llevando a cabo o que han sido iniciados en las áreas objetivo del Programa? ¿Cuál es su opinión si el Plan Binacional tiene la capacidad para dar un seguimiento o para ampliar a un mayor nivel las acciones del Programa? ¿Qué se requiere aún?
B.1.a.	¿Considera que la estrategia que aplica el PF es el más adecuado para el periodo?, ¿por qué? (indicar aspectos claves y efectivos, y los menos efectivos)
B.1.b	Para el MAG: Conoce Ud ¿En cuánto se incrementó la venta de los productos en la Unidades Familiares en relación a la campaña anterior o el manejo de los RR NN que apoya el PF? Para CC ¿En cuánto se incrementó la venta de sus productos en su Unidad Familiar en relación a la campaña anterior? ¿Sabe cuánto vale su actual producción en relación a la producción anterior? Puede decirnos en cuánto se incrementó sus ingresos en relación a la campaña anterior (o en relación al año anterior). Si no se incrementó, ¿Cuál considera que es la razón?
B.1.c	¿Qué factores locales influyeron en el desarrollo del Programa para alcanzar los objetivos en su sector?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector?
B.2.a.	¿Se ha logrado producir, transformar y comercializar palmito, néctar, mermelada, pulpas, alimentos balanceados, miel, licores, vinos y otros productos { incluir aspectos de manejo agroforestal, productividad, rentabilidad, posibilidades de acceso al mercado}. ¿Por que sí o no?, ¿Ha logrado el manejo de RRNN en algún parque?, ¿Y en su propio comunidad?, ¿Cómo así? {indagar por programas en el gobierno local y sector del estado}
B.2.c	¿Qué aspectos del programa serán asumidos por su sector?, ¿Qué aspectos del programa han permitido generar organizaciones de agrarias, pecuarias de RR NN en la propia ciudadanía para asumir responsabilidades locales?, ¿Ha mejorado los roles de la mujer en los procesos productivos, comercialización, de RRNN a nivel local?

Educativas

A.1.d.	Cree Ud. que el programa está resolviendo sus necesidades de Educación. ¿Por qué?, ¿cómo así?, ¿Ud. participa en la programación de prioridades de las acciones sobre los aspectos de Educación?, ¿Cómo así?, ¿Cómo cree que podría participar más?
A.1.e	¿Tiene su sector (MINSA) la capacidad de continuar los procesos pertinentes que se están llevando a cabo o que han sido iniciados en las áreas objetivo del Programa?, ¿Cuál es su opinión si el Plan Binacional tiene la capacidad para dar un seguimiento o para ampliar a un mayor nivel las acciones del Programa?, ¿Qué se requiere aún?
B.1.a.	¿Considera que la estrategia que aplica el PF es el más adecuado para el periodo?, ¿por qué?
B.1.b	Para zonal de Educación o colegio. ¿Cuántos niños en edad escolar hay?, ¿Se ha logrado matricular a todos los niños (sus hijos) en relación al año pasado?, ¿por qué no y por qué sí?, ¿Cuántos más se han matriculado en el Area Educación en relación al año pasado y cuántos han terminado exitosamente en relación al año pasado?
B.1.c	¿Qué factores locales influyeron en el desarrollo del Programa para alcanzar los objetivos en su sector?
B.1.e.	¿Cuál es el grado de institucionalidad y alianzas logradas en la propuesta para alcanzar sostenibilidad más allá de la propuesta de PF en su sector distrito, localidad, comunidad?
B.2.a.	¿La deserción escolar ha disminuido en las escuelas adaptadas?, ¿Qué tipo de curricula innovadora está siendo asumida por las escuelas y por el Area de Educación? {Indagar sobre los nuevos sistemas interculturales}, ¿Cuál ha sido el Grado de Reconocimiento local y sectorial?
B.2.b.	¿Conoce los Consejos educativos, cómo están funcionando?, ¿Qué convenios se están cumpliendo con el Area de Educación?, ¿Conoce la Mesa de Dialogo para la Educación?, ¿Qué sabe de ellas?
B.2.f	¿Qué aspectos del programa serán asumidos por su sector?, ¿Qué aspectos del programa han permitido generar organizaciones de Educación en la propia ciudadanía para asumir responsabilidades locales?, ¿Ha mejorado los roles de la mujer en los procesos de educación local?

Resultado Intermedio 3: Aumento del Respeto y la Protección de Derechos de la Población Fronteriza, Particularmente Los de las Mujeres e Indígenas.

Componente: Derechos Humanos y Ciudadanía

Numero	Gobiernos Regionales y Locales e Instituciones Locales.	Código
1	¿Cómo se han incorporado las estrategias del PFS en las actividades de la RENIEC, Defensoría, DEMUNA y Registro de Nacimientos? ¿Cuál ha sido el mayor y menor impacto del proyecto en su institución?	
2	¿Cuáles son los principales problemas atendidos?, ¿Cuáles son las diferencias por Género?	
3	¿Cómo es el proceso de resolución de conflictos, cuánto dura, hacen seguimiento, cuáles son los niveles de urgencia, frecuencia o gravedad, cuáles son los criterios para esta diferenciación?	
34	¿Cuál es su evaluación respecto a la resolución de conflictos territoriales?	
5	¿Cuáles son las principales fortalezas y debilidades con las/os promotoras/es comunitarias/os.	
6	¿Cuáles han sido los criterios de selección para elegir a los promotoras/es mujeres y varones?, ¿cuántos se seleccionó y por qué?. ¿Se trató el tema de violencia contra las mujeres?, ¿por qué?, ¿cómo?	
7	¿Cuáles consideran que son los logros y dificultades en la capacitación a las/os promotoras/es, la comunidad, autoridades y organizaciones?	
8	¿Se ha considerado la interculturalidad para trabajar los temas de la capacitación, cómo? ¿Cómo se ha trabajado la incorporación de la perspectiva de género	
9	y derechos indígenas en las capacitaciones?, ¿Se trató el tema de violencia contra las mujeres?, ¿cómo?	

Resultado Intermedio 4: Aumento del Apoyo al Acuerdo de Paz

Numero	Preguntas	Codigo
1.	¿De qué manera los Acuerdos de Paz han influenciado en el desarrollo de la región fronteriza, preparando a la población local a tomar mayores responsabilidades en el manejo de sus propios procesos de desarrollo? ¿Cuál ha sido el compromiso o apoyo que tiene su institución al Proyecto Frontera en lo que respecta a lograr un mayor apoyo a los Acuerdos de Paz?	A.
2.	¿Cree que ha existido una estrategia de difusión/información adecuada sobre los Acuerdos de Paz?	A.
3.	¿Considera que la estrategia comunicacional adoptada es la más adecuada para lograr un mayor apoyo a los Acuerdos de Paz? ¿Considera que las acciones de comunicación han tenido impacto y cree que serán duraderas? ¿Qué debe lograrse y qué es lo que no se ha logrado? ¿ Ha participado activamente en actividades relacionadas con el Acuerdo de Paz?	B.

GUÍA DE ENTREVISTA III

(Funcionarios públicos a nivel nacional e internacional)

Preguntas Generales Introductorias

12. ¿Cuál es el apoyo o compromiso que tiene su (orginazación, institución, agencia o sector) con respecto a la zona fronteriza Peru-Ecuador?

13. ¿Ha coordinado o colaborado con alguna actividad del PFS? ¿Cuál(es)?

14. ¿Conoce algo de la estrategia de su (organización, institución, agencia o sector) los programas o lineamientos del PFS? Especificar módulos, sistemas, curriculas de capacitación

15. ¿Tendra su institucion interés o planes para iniciativas nuevas en la zona?...en fortalecer actividades existentes?

    A partir de la respuesta a la pregunta 4:

    Interrogar aspectos puntuales referidos a los IR 1–4 (gestión institucional para el desarrollo local, salud, educación, derechos):

    - (Interes/metas en gestión institucional / participación)
    - (Interes/metas en políticas/programas de salud)
    - (Interes/metas en políticas/programas de educación)
    - (Interes/metas en políticas/programas sobre derechos de mujeres / indígenas)
    - (Interes/metas en conocimiento y apoyo a los Acuerdos de Paz)

Si ya conoce algo del diseño del PFS:

16. ¿Considera que la estrategia que aplica el PFS ha sido (es) la más adecuada? ¿por qué?

17. ¿Considera usted que el PFS ha logrado los objetivos que se propuso? ¿Por qué?

18. ¿Cuáles son los principales avances que el PFS ha logrado en términos de la institucionalidad y alianzas desarrolladas?

ANNEX 4

ASSESSMENT APPROACH—TEAM COMPOSITION, STUDY METHODS, FIELDWORK SCHEDULE, INTERVIEWS AND FOCUS GROUPS

ASSESSMENT APPROACH—TEAM COMPOSITION, STUDY METHODS, FIELDWORK SCHEDULE, INTERVIEWS AND FOCUS GROUPS

DAI's approach to the assessment focused on key research questions posed by the USAID mission and informed by additional information brought to bear by the assessment team itself. Primary areas of inquiry included:

- The capabilities and needs of local stakeholders for conducting development and the relationship of these to the broader political context of the Border Region; and

- The validity of the current USAID strategy for its Border Program, its design, recent dynamics at multiple levels, and management factors relating to the mechanism for program implementation.

The subsequent analysis of this information by the team resulted in recommendations for future support of Border Region activities in Peru.

ASSESSMENT TEAM

Our assessment team was composed of a dynamic group of Peruvian and U.S. experts with vast experience in the assessment of the technical areas pertinent to the Peru-Ecuador Border Region Development Program.

Andrea Allen, a senior development staff member of DAI, will be the Team Leader for this assignment. Her 15 years in international development have focused on technical areas that include democracy and governance, environment, indigenous and gender concerns, poverty alleviation, and agribusiness. Dr. Allen brought to the team vast experience designing and implementing program evaluations and assessments, as well as extensive work in the Andean region, including Peru.

Manuel Glave, a public administration and strategic management specialist, has 19 years of experience in rural, economic, and environmental development. His assessment and evaluation work is extensive, and he has worked with the Plan Binancional de Desarrollo Fronterizo, and thus understands the distinct political, social, and economic context of the region.

Complementing Dr. Glave's experience and skills are three Program Development and Monitoring Specialists. **Alfredo Riesco** brings to this assessment 25 years of experience in Peruvian ecological and economic development. Dr. Riesco expertise extends to Amazonian agriculture, livestock and marketing development and collaboration with international donors to promote sustainable development in the region. **Jorge Noriega**'s breadth of technical knowledge includes local government, water, health and sanitation, education, and human rights. His multisectoral experience in Peru will be a tremendous asset to the DAI team. **Nydia Villavicencio** has worked in the Peru-Ecuador Border Region on a variety of projects with such NGOs as Manuela Ramos and Flora Tristán, focusing her efforts on gender and

indigenous concerns, reproductive health, and microenterprise. She has undertaken numerous assessments and analyses of related projects and policies.

Assessing the Peru-Ecuador Border Region Development Program's communication strategy will be **Mariella Sala**. A writer and journalist by profession, she has worked extensively in the Amazon regions with NGOs such as Movimiento Manuela Ramos and Flora Tristán in the areas of gender and assessment and the design of intercultural communication strategies. Together, this team provided a well-balanced, dynamic group of professionals who could successfully carry out this assessment and provide USAID with concrete recommendations based on local realities.

STUDY METHODS

The assessment methodology included:

- Review of program design documents, along with associated monitoring and evaluation data from program partners;
- Collaborative team development of structured interviews directed toward each stakeholder category involved;
- Three intensive weeks of site visits;
- Field-based structured interviews with local key informants individually and in focus groups; and
- Structured interviews with Lima-based USAID and project staff, partners, and other stakeholders.

Stakeholders were selected to represent the multiple categories of organizations and affiliations involved in the Border Program, including representatives of national, regional, and local government, as well as civil society organization, business, local customer, and international donor representatives. Furthermore, in selecting the informants and communities to be visited, the team took into account community size, location, ethnicity, age, gender, and other determinants of differences among citizens in the region to ensure a representative sample.

Once data was collected, the team reunited in Lima to assess the results and to generate specific programming recommendations for future Border Region activities.

FIELDWORK SCHEDULE

The following chronogram describes the step-by-step timing of assessment activities taking place both in Lima and at field-based locations. During the first days of the assessment, team members examined relevant documents. Soon after, the Team Leader traveled to Lima to meet with team members and mission staff to refine the assessment scope of work, including the development of a more specific list of site visits and key informant interviews. In addition, the team developed the assessment interview schedule (Annex X) and finalized the overall assessment work plan.

As indicated in the chronogram, the team divided into sub-teams and reunited as one team at various points over the following three weeks to most efficiently cover Border Program sites and stakeholders located in Napo, Condorcanqui, Jaen, Piura, Tumbes, and ultimately Lima, at the same time maintaining key areas of expertise in each sub-team throughout. Team members reunited briefly in Piura, near the end of the field-based site visits, to compare findings and begin data synthesis. They then separated into two new teams to cover the remaining Lima interviews.

The specific configuration of team members was designed to ensure that, as often as possible, sub-teams consist of members with complementary areas of expertise; any one team will have expertise in all relevant program sectors. In addition, sub-teams consisted of both men and women in order to provide balanced access and ease for interviewing both men and women customers.

The entire team reunited at the end of the assessment, after data collection was complete, to further synthesize and analyze its findings, brief the mission and representatives of the binational plan on the results, and generate a draft assessment report. After reviewing the draft report, the mission will supply comments for consideration in the final assessment report, and the Team Leader will revise the draft report accordingly, providing the final deliverable to the mission soon thereafter.

GRUPOS FOCALES

Location	Afiliación/Institución	Participantes
LORETO		
Napo	ADE	Profesores, Coordinador y 3 personas más
	Miembros Representativos de la población	7 hombres y 3 mujeres
Angoteros	Padres de Familia Angoteros	6 personas (incluído dirigente ORKIWAN)
	Personal Centro de Salud de Angoteros	4 personas (incluido dirigiente de ORKIWAN)
Campo Serio	Autoridades locales, Padres de Familia y Técnicos/as de Salud	30 personas (10 mujeres)
Diamante Azul	Organizaciones de Mujeres del Vaso de Leche	11 mujeres
	CARE IQUITOS	Grupo Técnico CARE PFS
San Rafael	Padres de Familia y Autoridades	20 Padres de Familia (incluyendo al Jefe de la Comunidad: Figueroa, Antonio)
	Organizaciones de Mujeres del Vaso de Leche	18 mujeres
Visitas	Campo Serio.	Visita a Módulos Productivos
	San Rafael	Lugar de Visita: Letrinas, pozos de agua, piscigranjas, módulos de cerdos y aves, producción de maíz
AMAZONAS		
Cenepa	CCNN Huampaní	16 varones
	CCNN Cusu Pagata	11 varones
	CCNN Tutito	13 personas (APU, APAFA, Pastores, Enfermero, encargado de Botiquín y Líder)
	CCNN de Mamayaque	9 varones (Jefe de la Comunidad, Secretario de ODECOFROC, Jefe de Promotores Indígeneas, PAFA)
Santa María Nieva	Municipio de Nieva	6 personas (todos varones) (Gerencias del Municipio, Asesor Legar y el Teniente Alcalde, jefe de la RENIEC y del Registro Civil)
Nieva, Cuenca del Dominguza	CCNN Yumgkus	12 varones (Miembros del Comité de Salud, miembros de la FAD, Presidente de Justicia Indígena, Registro Civil, APAFA, Secretario de JASS y Pastores)
	CCNN Pumpusahk	18 varones (Comité de Salud, FAD, Presidente de Justicia Indígena, Registro Civil, APAFA, Secretario de JASS y Pastores)
PIURA	CARE PIURA	Equipo del Programa Piura
Senderillo	Mesa de Concertación Distrital de Senderillo	15 personas (incluyendo al Teniente Alcalde José Manchay)
Sondor	Redes Educativasde Sondor y Tuluce	11 personas (incluyendo al Presidente de la Mesa de Concertación de Sondor, Meza, Héctor)
Huancabamba	Centro de Salud de Huancabamba	5 personas (incluyendo al Gerente de la Red de Salud)

Location	Afiliación/Institución	Participantes
	Mesa de Concertación Provincial de Huancabamba	35 personas (incluyendo al Presidente de la Mesa de Concertación Provincial y a Regidores de la Municipalidad)
	Productores de Lácteos de Jicate y Asociación de Productores de Papa	16 productores
	Promotores de Derechos Humanos	Participación: 5 promotores y la Comisionada de la Defensoría
	Municipio de Sondorillo	Participación: 6 personas (incluyendo al Alcalde de Sondor)
	Afiliacion: Red Educativa, Sondor	Participacion: 22 personas
Lancones	Municipio de Lancones	10 personas (incluyendo al Alcalde de Lancones: Galdós, Simón
Ayabaca	Representantes de la MCLP	25 personas (representantes de instituciones públicas, Iglesia, facilitadotes, microempresas y ONGs de la localidad.
	Autoridades del Municipio de Ayabaca	3 personas (entre ellos el Gerente Municipal, Regidor y la Gerencia de Asuntos Sociales del Municipio. No estuvo presente el Alcalde por encontrarse en Piura)
Jililí	Centro de Salud y Promotores de Salud	8 personas (entre ellos el Director del Centro de Salud, profesionales y técnicos y los Promotores de Salud)
	Autoridades y Sector Educación	6 personas (representantes de la MCLP, Municipio y la Red Educativa)
Montero	Mesa de Concertación de Lucha contra la Pobreza (MCLP)	12 personas (entre ellos el Alcalde, representantes de entidades públicas, Consejo Municipal, facilitadotes, representantes del Comité de Productores)
Suyo	Mesa de Concertación de Lucha contra la Pobreza y Alcaldía	Participación: 10 personas (representantes de instituciones estatales, la iglesia y el alcalde)
	CODES Sorasuyo	8 líderes y facilitadotes
	Promotoras/es de Salud	6 personas (5 mujeres y 1 varón) trabajan en diferentes centro poblados: Sorasuyo, Santa Rosa, Puente Quiroz, etc.

PERSONAS ENTREVISTADAS

Institución/Afiliación	Persona
LORETO:	
Iquitos -	
Alcade de Maynas	Del Aguila, Roberto
IIAP	Del Castillo, Denis
Dirección Regional de Educación	Flores, Guillermo
CETA y Revista Kanatari	García, Joaquín
Focal Bosque y IIAP	Otarola, Erasmo y Salazar, Angel
Médico C.S. Santa Clotilde	Padre McCarthy, John
La Voz de la Selva	Reátegui, Oraldo
Gobierno Regional Loreto	Rivadeneyra, Robinson
Ministerio de Educación	Sotil, Gabel
Dirección Regional Producción De Loreto	Shapiama, Alfonso y Correa, César
Presidencia del Gobierno Causana	Estevez, Carlos
Alcaldía de Torres Causana	5 representantes
Angoteros -	
ORKIWAN	Notecio, Decio (Presidente) y 3 personas más de la Junta Directiva
Santa Clotilde	
Alcaldía de Napo	Alcalde de Napo: Guevara, Alfonso y 4 personas más
Centro Médico de Santa Clotilde	Padre Mauricio Schoeder
Gerencia Sub Región	Alvarado, César
FECONAMCUA	Rodríguez, Arbes
Vicariato de Iquitos	
Mesa de Concertación de Alivio a la Pobreza	Padre Baeter, Lamberto
CONDORCANQUI:	
Alcadía de Condorcanqui	Primera Regidora y responsable Registro Público
Sub Región de Condorcanqui	Gerente Administrativo
Centro de Salud de Nieva	Gonzáles, Pablo
Unidad de Gestión	Shajián, Román
Imaza -	
FEMAAM	Presidenta y Delegada
Santa María Nieva -	
Proyecto Frontera	14 personas del Equipo (5 mujeres y 4 indígenas)
Nieva, Cuenca del Dominguza -	
FAD	Inchipis, Daniel Francisco
JAEN:	
ABIM-SENOP	Ahumada, Yeude
Proyecto PRA	Del Pino, Wilfredo
Radio Marañón	Fajardo, Oscar
PIURA:	
INCAGRO	Torres, Fidel

Institución/Afiliación	Persona
Proyecto Catamayo-Chira	Zegarra, Luis
Gobierno Regional de Piura	Calderón, Juan
Institución/Afiliación	Persona
PIURA, continued:	
Colectivo Interquorum	Gómez, Enrique
Proyecto "Patas y Panas"	
CARE PIURA	Harman, Lucy
Redes Educativas del MINED	Lara, José y Villar, Pedro
Facultad de Comunicaciones UDEP	Portugal, Luisa
Las Lomas -	
Diario Cutivalú	Córdova, Raúl
Puente Internacional La Tina -	
Aduana del Perú	Aguilar, Luis
Suyo	
Diario Cutivalú	Chávez, Denis
Tambo Grande	
Diario Cutivalú y Noticiero	García, Fernando
Emisora Local "San Andrés" AM	
Ayabaca	
Unidad de Gestión Educativa	Representante
Microempresarios	12 personas (representantes de las 3 microempresas que apoya PF de CARE)
Defensoría del Pueblo	Flores, Elsa (Comisionada de la Defensoría)
Huancabamba –	
RENIEC	Representante
TUMBES:	
Cámara de Comercio de Tumbes	Moretti, Arturo
Prefectura de Tumbes	Morán, Manuel
"Entre Patas y Panas"	Pardo, Yván más 9 personas
Migraciones Tumbes	Personal de Migraciones
Radio Programas del Perú	Rodríguez, Rosario
MACARA, ECUADOR:	
CEPRODA-Minga	Rivero, Rosa y Hero, María Luisa
Alcalde de Macará	Román, Vicente
Cónsul del Perú en Macará	Olano, Francisco
Radio Cutivalú	Lozada, Luis
LIMA:	
CARE PERU	Mora, Carlos
Consorcio Proyecto Frontera Selva	6 representantes y la Misión Evaluadora
Confederación de Nacionalidades Amazónica del Perú (CONAP)	Sara, César
COSUDE	Bieler, Gielbert

Institución/Afiliación	Persona
Defensoría del Pueblo	López, William
Dirección Educación Bilingüe Ministerio de Educación	Gálvez, Modesto y Ríos, Angela
PAR SALUD	Amaro, César
UNICEF	Guevara, Susana
UNFPA	Palacios, Jairo
Unión Europea	Sobrino, Ignacio y Reboud, Patric
Vicepresidente de la Asociación Interétnica de Desarrollo de la Selva Peruana (AIDESEP)	Salazar, Aroldo (Vicepresidente)
AECI	Hermoza, José, Director de Proyecto
GTZ	Egger, Helmut, Director de Desarrollo Rural
USAID	Iron, John y Robles, Juan
IIRSA PERU	Santa Gadea, Rosario
Comisionado del Presidente De la República para el Relanzamiento del Plan Binacional Perú	García-Sayán, Diego
Chemonics Perú	Tinsler, Douglas, Director

ANNEX 5

SPECIAL OBJECTIVE RESULTS FRAMEWORK

SPECIAL OBJECTIVE RESULTS FRAMEWORK

Special Objective
Improved Quality of Life of Peruvians Along the Peru-Ecuador Border Target Areas

Timeframe: FY 2000-FY 2005

Indicators:
1. % of households with unmet basic needs
2. Girls' 4th grade completion rate
3. Chronic malnutrition
4. % of people with knowledge of their basic rights

IR 1: Increased Capacity of Border Communities to Manage Border Development Processes

Indicators:
1. % of indigenous communities participating in the development of communal reserve and forest management plans
2. % of local governments with annual budgets and plans for development activities elaborated with citizen participation
3. % of local governments budget directed to public investments
4. % of women participating in decision making process.

IR 2: Improved Basic Capacities for a Healthy and Productive Life

Indicators:
1. % change in environmentally sustainable agricultural returns
2. Girls net enrollment rate in primary school
3. % of children with diarrhea that come to the health facility dehydrated
4. % of births attended by trained personnel
5. % of low weigh births
6. Rate of exclusive breastfeeding
7. % of children with appropriate weaning
8. Rate of early diagnosed malaria cases
9. # of targeted communities with access to quality basic services

IR 3: Increased Respect and Protection of Rights of Border Population, Particularly Those of Women and Indigenous People

Indicators:
1. # of mechanisms for the protection of fundamental rights operating
2. % of targeted communities with active human rights promoters
3. # of unregistered people (identity cards, birth certificate)
4. % of complaints over natural resources resolved
5. # of complaints of violence against women and children registered and resolved

IR 4: Increased Support to Peace Accords

Indicators:
1. % of people that support Peace Accords
2. # and type of common initiatives undertaken by both sides of the border
3. Policies adopted to support Peace Accords

Note: U.N. quality of life indicators include health, education, living standards, human security, environment, and gender equality dimensions. SpO illustrative indicators shown measure changes in those dimensions of quality of life in the target areas that USAID will be able to influence and track.

ANNEX 6

NOTAS DE NAPO
CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

NOTAS DE NAPO
CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

El Caso de Napo en la Región Loreto

En cuanto al Programa Frontera ejecutado por el Consorcio liderado por CARE es evidente no existe una relación entre el sector público regional y las acciones del Programa, dando la impresión que el Programa actúa y se relaciona exclusivamente con los actores sociales y políticos directamente de la zona de intervención del Napo. En las conversaciones sostenidas con las autoridades regionales, como el Presidente de la Región, el Alcalde Provincial de Maynas, funcionarios públicos, y medios de comunicación, es notorio el desconocimiento de los objetivos del Programa y, por lo tanto, el valor de sus acciones. Aún más, el Presidente de la Región, Robinson Rivadeneyra, comunicó al equipo evaluador su desacuerdo explícito con la estrategia del Programa. De esta manera, no se ha tenido la posibilidad de demostrar la consistencia del mismo con el proceso de descentralización iniciado en el Perú. A pesar de ello, a un año de actividad del gobierno regional, las nuevas autoridades han expresado estar dispuestas a una mayor y mejor articulación con el Plan Binacional Cabe destacar que la totalidad de los entrevistados (ver listado de entrevistas en los anexos) han manifestado individualmente su aceptación de los Acuerdos de Brasilia y han reclamado una mayor información (dado su desconocimiento) del desarrollo del Programa Frontera. Es importante reiterar aquí una de las características esenciales del Programa, cual es la de arrastrar a los organismos del Gobierno central a construir una mayor presencia en un territorio marginal, aislado, predominantemente indígena, y con una absoluta falta de presencia del Estado, como es el caso de la cuenca del río Napo. En ese sentido el Programa ha jugado un papel estratégico si es que se considera la posibilidad de que se implemente una política pública de "fronteras vivas".

Ante la situación descrita, y en referencia específica al resultado intermedio 4 (IR.4), el Programa sí ha sido receptivo a las percepciones y expectativas de la población de Iquitos, en tanto reconoció que el clima local no era en absoluto favorable (por la actitud de rechazo a los Acuerdos) para desarrollar una estrategia de comunicación que difundiera los alcances de su trabajo o pudiera facilitar una mejor información de los Acuerdos de Brasilia. Los funcionarios y personalidades locales, coinciden con esta apreciación, en tanto la frustración y sentimiento de impotencia de la población, podría ocasionar un efecto negativo a mensajes favorables a la paz con el Ecuador.

Para un posterior seguimiento de las acciones del Programa se requeriría una mayor presencia del Plan Binacional en la región, unida a una política de alianzas con los sectores locales y una estrategia comunicacional diseñada a partir de las oportunidades que brinda el contexto actual de la región, el mismo que será descrito más adelante. Esto adquiere mayor importancia al constatar algunos resultados de un grupo focal realizado por el equipo evaluador en la ciudad de Iquitos, con el apoyo de La Voz de la Selva (ver resumen en los Anexos). El grupo consistió en una muestra representativa de empresarios, organizaciones de mujeres y juveniles, gremios, entre otros, y en él se pudo comprobar que el tema con respecto a los Centros de Comercio y Navegación, denominados por ellos como "enclaves

ecuatorianos", sigue siendo cuestionado y existe aún la expectativa en la mayor parte de los participantes, que éste no es irreversible y puede ser negociado con las autoridades peruanas y ecuatorianas. La frase "ni un ladrillo ecuatoriano en suelo loretano" tiene aún vigencia en un grupo considerable de pobladores. Sin embargo, todos ellos manifestaron requerir mayor información al respecto y se mostraron expectantes por las posibilidades económicas futuras y desarrollo regional que podría proporcionarles los Acuerdos de Brasilia, aún a pesar que hasta la actualidad manifiestan no conocer ningún beneficio económico como resultado de éste. La demanda de espacios interinstitucionales con la participación de las diferentes organizaciones de la sociedad civil loretana para discutir la realidad política, social y económica de Iquitos, fue manifestada por todos los invitados al grupo focal; asimismo, se manifestó la necesidad de recibir información a través de los medios de comunicación sobre aspectos técnicos del Acuerdo y sobre la posibilidad de elaboración de proyectos para la zona.

En general, se percibe en todos los entrevistados la sensación que se está perdiendo el dinero del Plan Binacional destinado a Loreto y, más concretamente, a Iquitos, por el rechazo a los Acuerdos y porque la población todavía cree que éstos se pueden negociar y dar marcha atrás en los puntos mencionados.

Sub-región Napo. El responsable inicialmente manifestó no haber participado, ni conocer las accciones del Programa Frontera, pero luego, a lo largo de la entrevista, manifestó lo contrario pues nos informó de haber participado en actividades relacionadas a la elaboración del Plan Estratégico. Suponemos que su posición, en su calidad de subordinado del presidente regional, más que pensada en el desarrollo de la sub-región, responde a variables políticas, ya que él en la práctica no puede desconocer los beneficios que viene recibiendo su población del Programa Frontera.

Dirección regional producción (pesquería). La posición del Sector es ambivalente, pues menciona tener pendiente la firma de un Convenio con CARE, que no llega a tramitarse desde el mes de agosto. El problema técnico que mencionan los representantes del Ministerio de la Producción es que al capacitar e implementar a los productores a capturar su propia semilla (alevinos), éstos estarían actuando contra la dinámica de la población de peces en los ambientes naturales. Nos parece una posición sumamente exagerada en este momento, donde las amenazas reales para la ictiofauna vienen de la pesca con químicos e implementos prohibidos. Estas diferencias deben ser conversadas entre el Programa Frontera y este organismo.

Sector salud. En éste sector encontramos una posición proactiva en apoyo al Programa Frontera. Existe una complementación para llegar a áreas periféricas; muestra de ello es un trabajo conjunto en el cuál aportan ambos, tanto el Programa Frontera con infraestructura, deslizadores, etc., como el Sector Salud, por intermedio de la organización de las redes de salud que ayudan a una resolución de problemas importantes como las EDAS e IRAS especialmente en los niños y niñas. Existe también un trabajo coordinado entre el Programa Frontera y el Centro de Salud de Santa Clotilde, por ejemplo - que pertenece a la Iglesia católica -, cuyo trabajo conjunto les permite resolver emergencias y dar atención a la población. Adicionalmente hay una búsqueda continua para brindar una atención de calidad.

Una de las características es por ejemplo la no discriminación étnica, el trato de ciudadanía a todas las personas que acuden a los servicios de salud.

Contexto en el río Napo. Napo es una zona fronteriza que cuenta con el apoyo de las autoridades locales, municipales y comunales, y de la sociedad civil constituida en Mesas de Concertación, las cuáles han trabajado de manera conjunta los Planes Estratégicos con sus respectivos presupuestos participativos en las municipalidades de Santa Clotilde y Angoteros. Las Mesas de Concertación están identificadas con el Programa Frontera, además de la iglesia (como lo mencionamos antes) y del sector educación aunque se debe tener presente que si bien el Programa Frontera no ha podido establecer los Consejos Educativos, los PEBIAN trabajan de manera coordinada. En este ámbito, los profesores son en su mayoría indígenas kichwas.

Hemos podido recoger también la posición de apoyo de los pobladores hombres y mujeres al Programa Frontera, a partir de los beneficios recibidos vía infraestructura para salud y educación, además de los proyectos productivos y del hecho de permitirles la posibilidad de reconocerse como ciudadanos con derechos. También recogimos una crítica muy fuerte al Frente Patriótico de Loreto y al gobierno regional, que, según ellos, repiten el centralismo limeño. No encontramos un solo poblador/dora que tuviera una posición negativa del Programa Frontera. Si encontramos un desconocimiento sobre el Plan Binacional, pues por primera vez se recibía la visita de un funcionario de éste. Al respecto se refiere que otros funcionarios, como el Alcalde de la provincia de Maynas, también han ido por una sola vez a este lugar.

Como mencionamos en el párrafo anterior, si bien se habla, por parte de las autoridades y de la población, de centralismo con respecto a Iquitos, los procesos participativos llevados a cabo en las zonas de Santa Clotilde y Angoteros han permitido a éstas comunidades la posibilidad de no sólo organizar su presente sino también de tener una visión de futuro con respecto al desarrollo de sus zonas. En tal sentido, el desarrollo desde las bases promovido por el Programa Frontera es la mejor garantía en la construcción de una sociedad cada vez menos centralista.

De otra parte, las Federaciones Orkiwan y Feconancua tienen dinámicas distintas. La Orkiwan parece ser más consistente y estar más comprometida con el Programa Frontera. Esta organización tiene mucha más antigüedad que Feconancua, que fue fundada hace pocos años; sin embargo, en ambas organizaciones se percibe un compromiso con el Programa Frontera no sólo en tanto beneficios en infraestructura u otros en sus comunidades, sino principalmente por el hecho de ser reconocidos como interlocutores válidos para el Programa Frontera. Y esto es fundamental cuando nos referimos a organizaciones indígenas sistemáticamente no reconocidas por el Estado y, en muchos casos, por la misma sociedad civil.

Podemos afirmar finalmente que se percibe claramente una mejora en la autoestima de las autoridades, líderes y población entrevistada, a partir del trabajo del Programa.

Con respecto a los Acuerdos de Brasilia, solamente encontramos manifestaciones en la población referidas a que éste les estaba posibilitando el desarrollo, pero no en lo que respecta a conocer qué cosas exactamente se habían pactado en el Acuerdo de Brasilia.

De otro lado, encontramos que la comunicación de expectativas al equipo del Programa Frontera no ha sido fluida especialmente en los temas de comercialización y procesamiento. Existe una deficiente réplica de los módulos productivos y también es deficiente la réplica de capacitación en educación, derechos humanos y salud. Entendemos que se trata de un proceso de largo alcance, que no se resuelve fácilmente, por ello mismo pensamos que siempre que sea posible debe volverse sobre éstos temas. Pensamos que un aspecto fundamental que está relacionado con el tema planteado en el párrafo anterior, está referido a la necesidad de una mayor permanencia del equipo de Programa Frontera en el campo, principalmente profesionales o técnicos de la región y en lo posible kichwas.

Finalmente, con respecto a la capacidad del gobierno para continuar el proceso, existen algunas limitantes, políticas y presupuestales, además de la ausencia de una política de difusión realizada sobre los Acuerdos de Brasilia. Creemos, por ello, que es fundamental que el Gobierno Nacional y el Gobierno Regional coordinen acciones dentro del Plan Binacional, de un lado, en tanto que, del otro, se hace necesario formar Comités que busquen apoyo técnico y financiero, componentes fundamentales del Programa Frontera.

Capacidades actuales y limitantes al desarrollo comunal. Las comunidades indígenas pertenecen a un sector de la población excluido y discriminado históricamente. El Estado no se ha hecho presente para generar mecanismos de diálogo y de convivencia en pro de políticas proactivas. En ese sentido, se reafirman situaciones sumamente complejas que se hacen de urgente análisis y asistencia. Los kichuas presentan bajos niveles de escolaridad, principalmente de las mujeres, información, salud, mínima experiencia para la negociación de sus productos, poca fortaleza de sus organizaciones federativas, tanto en aspectos económicos como técnicos. También se constata poco conocimiento respecto a otras actividades económicas (petróleo, pesca, minería, madera) y falta de una actitud analítica de ventajas y desventajas. Infraestructura y servicios del estado precarios.

Otra limitante está relacionada con la dispersión poblacional y una geografía difícil. Esto genera dificultades en términos de tiempo y dinero para la movilización de la población, pero, sin embargo, tiene mayor relevancia lo que la población percibe como beneficios a partir de la implementación del Programa Frontera. Por ello, es sumamente importante identificar una estrategia de convocatoria y de reuniones acorde con sus tiempos y horarios de trabajo.

Igualmente, las dificultades en el acceso geográfico influyen de manera importante en la relación que se pueda tener con el mercado, así como el hecho de que su producción sea básicamente de autosubsistencia, aparte de la distancia física y técnica con respecto a éste, que hace más difícil la posibilidad de que vendan o intercambien sus excedentes - de tenerlos - en mejores términos de negociación. La dispersión y las dificultades de comunicación afectan desfavorablemente los términos de intercambio de las poblaciones con el mercado, y es un factor crucial de los bajos ingresos y la escasa participación en el mercado. Sin

embargo, la actitud de los pobladores es favorable a aumentar las transacciones comerciales y a obtener menores precios y mejor retorno por sus esfuerzos. Esta actitud debería ser capitalizada por el Programa Frontera, pero se requiere de un análisis beneficio costo de opciones económicas y capacitación para que las comunidades sepan aprovechar y negociar oportunidades.

Gobiernos locales. Lo mencionado anteriormente afecta, por ende, la relación con las municipalidades ya que las distancias son muy grandes y movilizarse por el río en general es sumamente costoso. Esto hace más difícil la convocatoria a la población para la participación en las decisiones municipales y las dificultades de las autoridades locales para recorrer su ámbito y recoger las necesidades de su población.

Habilidades Específicas Que Aún Requieren los *Stakeholders*

Identificamos que se hace urgente la realización de una Política de frontera donde actúen de manera concertada el Plan Binacional, el Gobierno Regional de Loreto y el Programa Frontera, en donde se desarrollen las capacidades de negociación para los acuerdos políticos de la región. Es sumamente importante determinar una estrategia para la implementación de objetivos comunes centrados en el desarrollo fronterizo.

Lo anterior es un pre-requisito para la sostenibilidad institucional pública del Programa Frontera, ya que es necesario que los diferentes sectores del Estado asuman sus respectivas responsabilidades en la continuidad del desarrollo de la frontera del Napo. Consideramos importante reiterar que la primera visita realizada al Napo por un funcionario del Plan Binacional se realizó con el equipo consultor.

Se requiere de un fortalecimiento de las capacidades organizativas con enfoque de planificación estratégica del desarrollo comunitario. Asimismo, se necesita identificar e incluir las demandas e intereses de las mujeres en todos los procesos e instancias de desarrollo implementadas por el proyecto. La perspectiva de género debió permitir visibilizar el aporte de las mujeres en el desarrollo de sus comunidades.

CAMBIOS INDUCIDOS POR LA PROGRAMA FRONTERA

Fortalecimiento de Capacidades Para el Desarrollo Local: Planificación, Liderazgo y Gestión Participativa

Tanto en la Municipalidad de Angoteros como de Torres Causana estos procesos fueron realizados con éxito, tanto así que los alcaldes mencionaron lo importante que había sido para ellos no sólo la capacitación sino la posibilidad de proyectar su desarrollo y presuestos de manera participativa con sus comunidades. Expresiones similares tuvieron los dirigentes de las Federaciones, aunque el caso de la Feconancua sólo asistió a la reunión su

vicepresidente, pero explicó lo positivo del proceso de capacitación y la necesidad que tenían de reforzamiento por ser una organización relativamente joven, con respecto a la Orkiwan.

Producción y Comercialización. En ambos municipios, en susc aseríos principalmente pudimos observar las diferentes actividades productivas que estaban realizándose, tanto en lácteos, crianza de porcinos y piscigranjas. Mayormente están proyectadas para satisfacer las necesidades de sobrevivencia de las personas, las posibilidades de generar excedentes para el mercado aún no son visibles. Esto lo hablamos ampliamente en el análisis de resultados en éste documento.

Educación. Ya hablamos con anterioridad sobre los cambios producidos y los logros obtenidos por el Programa de Frontera en la parte de los resultados, sin embargo reiteramos que el trabajo con las Redes de Educación posibilita lograr políticas públicas en aspectos tan importantes como la currícula que los Pebian vienen trabajando de manera conjunta con el Programa Frontera y su sector. También el hecho de que se manifestara que desde la ejecución de éste Programa no había deserción en los centros educativos, es otro de los logros, y la participación de los docentes en la capacitación sobre derechos humanos así como la inclusión de éstos en la currícula.

Salud. Este aspecto también ha sido desarrollado con detenimiento cuando explicamos los resultados del Programa en éste tema. Reiteramos que un aspecto sumamente valioso es el trabajo conjunto con las Redes de Salud y los promotores comunitarios, así como la capacitación para la prevención de EDAS e IRAS principalmente, y como consecuencia la disminución de éstas por efecto de las actividades conjuntas realizadas.

Infraestructura. Visitamos en los diferentes centros poblados de los municipios de Angoteros y Torres Causana las obras de infraestructura realizadas, desde letrinas, aulas escolares y puestos de salud que benefician a las familias de dichos lugares.

Ciudadanía, derechos y cultura de paz. Este eje es de una importancia muy grande, a pesar de ser procesos de largo plazo, posibilitan a la población no sólo identidad y autoestima sino también ciudadanía. También lo hemos desarrollado a profundidad en la parte de los resultados del programa.

Comunicacion. A nivel de los medios de comunicación no se han producido cambios, aún a pesar que otras iniciativas como la de la Red de Emisoras por la Paz, que involucra a 6 emisoras de la frontera, tres en cada país, financiada por AECI y liderada por Radio Marañón en Jaén, también involucró a Iquitos a través de La Voz de la Selva. Asimismo, existe una iniciativa liderada por la UDEP, Universidad de Piura, que involucra a los periodistas de mayor influencia en las zonas de frontera, donde participan por Iquitos, la Facultad de Comunicación de la Universidad y la Radio La Voz de la Selva, entre otros. Como parte de estas iniciativas, emisoras y periodistas han recibido capacitaciones en los temas de los Acuerdos de Brasilia, así como se han producido una serie de cuñas radiales que La Voz de la Selva difundió tibiamente en horas de la madrugada para poder ser escuchadas por las poblaciones rurales y ocultarse de la población urbana de Iquitos.

Oraldo Reátegui, quien ha asumido el cargo de Director de La Voz de la Selva desde setiembre del 2003, ha manifestado estar muy interesado en desarrollar una campaña sostenida a favor de los Acuerdos de Paz, por lo que parecería ser una buena oportunidad para retomar el tema que ha permanecido "con gran ruido comunicacional", básicamente liderado por dos periodistas de gran influencia en Iquitos. Entre sus sugerencias quisiéramos resaltar la de convocar a instituciones como las universidades e instituciones de prestigio, para desarrollar una campaña de difusión e información sobre el tema de las poblaciones de frontera.

CONSIDERACIONES ADICIONALES

1. ¿Qué sabemos de inversionistas del sector privado con interés de invertir en la zona del Napo?

Sabemos de Plus Petrol (explorando pero aún no extrayendo petróleo de la cuenca del Napo); de extractores forestales (haciendo arreglos con apus de algunas comunidades para sacar madera con capacidad de flotación); de buscadores de oro (dragas que tienen permiso del Ministerio respectivo para sacar gravilla –small stones- pero que en realidad sacan oro); pescadores comerciantes (con permiso del Ministerio de la Producción para extraer grandes volúmenes de pescado, con facilidades de refrigeración en sus embarcaciones). Y, en el lado ilegal, los narcotraficantes, compradores de hoja de coca.

2. ¿Tendríamos alguna información sobre ejemplos o planes de PFS para capacitar participantes en como negociar con empresas o autoridades? ¿Tendríamos algunas ideas de cómo podrían hacerlo? e.g. Temas específicos a tratar, e.g. derechos o economía de concesiones forestales, cuestiones de minería, etc.

En el caso del Napo, donde se necesita con mayor urgencia estas habilidades de negociación por parte de las comunidades indígenas, no he observado ningún plan de capacitación y entrenamiento en este tema.

Hemos observado un temor grande por parte de nuestros interlocutores de las comunidades del Napo en relación a las empresas de diverso tipo, desde los comerciantes pequeños (en Angoteros no dejaron asentarse a una familia mestiza que quería poner un comercio…), hasta los extractores de madera, pescadores con lanchas refrigeradas, extractores de oro y empresas petroleras (Plus Petrol tiene un plan de exploración en la zona…).

El tema forestal es de crucial importancia para las comunidades del Napo y Curaray, porque es un recurso que les puede dar ventajas competitivas si aprender a manejarlo, respetando la Ley Forestal y de Fauna Silvestre y su reglamento (Ley 27308 y D.S. 014-2001-AG), tanto para obtener madera en trozas (para laminados) y con cierto nivel de valor agregado (aserrada y pre-dimensionada, cuartones para pisos y machihembrados), como para obtener productos no maderables (plantas medicinales, aromáticas, aceites, pesticidas orgánicos y

frutas exóticas para exportación). La lista es aún más diversa, porque es posible también manejar la fauna silvestre para comercializarla, siempre dentro de la mencionada ley.

Se requiere CON URGENCIA capacitación a líderes y promotores de desarrollo en las comunidades y en los municipios, sobre el por qué de la Ley 27308 y como esta les ofrece oportunidades para aprovechar sus bosques en forma sostenible. Se requiere capacitación sobre las formas de aprovechar los bosques comunales, el ordenamiento de sus recursos forestales (producción y protección), como hacer los trámites ante INRENA para obtener los permisos, etc.

Como en cualquier industria, se requiere de capacidades técnicas y de gestión que pasan necesariamente por la contratación de profesionales del sector y por alianzas o contratos con empresas especializadas. Esto requiere capacitación y entrenamiento en como negociar equitativamente o con ventaja. Y alguna base en aspectos de costos y beneficios.

De la misma forma, se requiere conocer los derechos que otorgan a las comunidades las normas en relación a energía y minería, la Ley de Aprovechamiento Sostenible de los Recursos Naturales y el Código del Medio Ambiente y los Recursos Naturales.

También es crucial fomentar el funcionamiento de un sistema de información permanente en relación al mercado, precios, tendencias, normas legales nuevas, etc.

El temor a las empresas se basa en experiencias funestas del pasado, donde las comunidades estaban totalmente desprotegidas de conocimientos del mundo exterior y institucionalidad propia suficientemente fuerte.

ANNEX 7

NOTAS DE CONDORCANQUI
CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

NOTAS DE CONDORCANQUI

CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

El Caso de Condorcanqui en la Región Amazonas

Government commitment to the PFS activities in Condorcanqui has varied widely, with the strongest level of commitment emanating from the most local levels. Communities and district-level federations as well as district and provincial governments have demonstrated their commitment through:

- Organization of participatory planning processes;
- Contribution of labor and materials;
- Participation in capacity building sessions; and
- Initial signs of willingness to use information gained through participatory processes in allocating resources to more local levels.

The force of this commitment reflects the PFS orientation to place early emphasis on building capacities at the most local levels as a first priority.

National level stakeholders at the local level have also made significant commitments of their time to participatory processes and capacity building. Of particular note are those working with the Ministries of Health and Education, who have all demonstrated their commitment by adopting local priorities and locally-appropriate designs in their own programs, like the broadcasts of health education programs, the strengthening of the Consejos Eduactivos, and the consolidation of the bilingual educational plans (PEBIAN)[1]. In addition, Plan Binacional commisioned a multisectoral study to assess regional development problems and opportunities in Amazonas, describe on-going initiatives, and identify a strategic role for

[1] Estos trabajos se enmarcan en la propuesta del PROGRAMA NACIONAL DE EMERGENCIA EDUCATIVA **2004**. PROPUESTAS DEL MINISTERIO DE EDUCACIÓN. (MED) (Decreto Supremo N° 029-2003-ED, Art. 4°. En particular en el Programa de **Educación en Áreas Rurales y Educación Bilingüe Intercultural** donde se validarán modelos de atención para reducir las brechas de calidad entre la educación rural y la urbana, fomentando la equidad en el acceso a oportunidades y se fomentará y afianzará **la educación bilingüe en un contexto intercultural**. Así las UGEL pueden plantear p**royectos Educativos en Zonas de frontera:** Constituye una acción estratégica de largo plazo encaminada a generar una educación de calidad y orientada a superar el abandono secular en que han vivido las poblaciones de frontera. EL MED atenderá con prioridad las necesidades de mejoramiento de infraestructura y mobiliario escolar tomando en cuenta la diversidad del contexto de las zonas de frontera y brindando un ambiente adecuado para facilitar los aprendizajes. Se responderá a las necesidades de integración y convivencia en condiciones de igualdad con los pueblos de los países vecinos, sin pérdida de su identidad comunal, regional y nacional. incorporando componentes relacionados con las necesidades particulares de cada una de las zonas en temas de capacitación docente, diversificación del currículo, materiales educativos, infraestructura, mobiliario y equipamiento, articulación de la educación con el desarrollo productivo de la zona y gestión.

Plan Binacional's participation in the region (Bedoya, E., et al., 2003). Complementary fiscal support from the national level has not been as promising, however. Unfortunately, the commitment of the regional government of Amazonas remains the weekest and most variable link in the chain. From the beginning of Program activities in the region through 2002, the program benefited from a very close level of coordination with the sub-regional office in Santa Maria de Nieva. However this situation changed drastically after the election of new political authorities at the end of year 2002. Political pressures from the new President of the Regional Government[2], resulted in a regional government transition to stakeholders with less favorable reactions to the Program presence in the region. According to CARE, their regional coordinator arrived at the first decentralizaiton assemply in Nieva with a PowerPoint presentation and reports in hand. However, they were later criticized by the new regional government for not providing information on their activities in the region. CARE, in turn, has attempted to respond to these accusations, now with some indication of acceptance and has recently hired a team of advisors to explore how this relationship can be further strengthened.

The program is indeed consistent with the early phases of the descentralization and participation process as it has unfolded in Peru, however it suffers from the low level of fiscal resources currently allocated by the national government to this effort. The Program has been most effective in responding to citizen demands related to the construction of infrastructure—construction of potable water systems, health posts and schools—along with complementary improvements service delivery related to health and education. Citizen demands for increased production and market have been met to a limited extent, however citizen demands remain notable greater than the ability of the Program to meet such demands at present.

En la propuesta de lineamientos estratégicos de inversión en el Alto Marañón[3] se indica con claridad las potencialidades a partir de la realidad geoecológica, económica y cultural para centrarse en el apoyo a una agricultura, ganadería, acuicultura de pequeña escala basada en especies vegetales y animales ambos de carácter nativo que permitan " alcanzar una seguridad alimentaria para la población local y de ser posible, generar ingresos sostenibles a través de nuevas oportunidades económicas que respeten la diversidad biológica del territorio".

- Precio. Por todas estas dificultades, hay muchos productos que no se comercializan porque el precio no justifica la inversión del productor. Los principales productores de plátano se encuentran a lo largo del río Marañón, ellos entregan directamente su producción a botes que surcan para Imaza, para los productores de las demás cuencas, el precio del ciento de plátano no justifica el costo del transporte hasta la orilla del Marañón.

[2] Esta característica del partido aprista respecto al GN y a las ONGs que realizan labores de promoción tiene las mismas características de otros gobiernos regionales en todo el Perú. Los gobiernos regionales del partido aprista considera que toda cooperación internacional debe pasar por el gobierno regional.

[3] Bedoya, Eduardo, otros: Amazonas: Lineamientos estratégicos de desarrollo. Capítulo Perú, Plan Binacional de Desarrollo de la Región Fronteriza Perú Ecuador. 2003. Lima, pp. 108-111.

- Volúmenes. Otro factor importante que limita la producción y una comercialización constante de productos locales son los pocos volúmenes que se manejan. La producción de esta parte de la selva es una producción muy variada y dispersa, corresponde a la realidad de los mercados de la zona.

- Concepción cultural local. La producción local es pequeña y variada. Las familias, teniendo las posibilidades, no siempre están preparadas a mantener una producción constante en volúmenes y calidad. La concepción cultural local no es una concepción de mercado. La necesidad de ingresos no corresponde a una concepción de ahorro y de proyección a futuro, sino más bien a satisfacer necesidades inmediatas: compra de ropa, compra de medicinas, viaje, etc. Pocas familias planifican su producción y mantiene un ritmo de trabajo constante que permite asegurar un abastecimiento regular del mercado. Esta misma concepción local da a las familias una gran libertad frente al mercado, si la familia ve que el precio que se le paga para su producto no es el que piensa que debería ser, preferirá a menudo dejar de vender o vender en menores cantidades pero a mayor precio. Es un caso que pasa con los productores de palmito, algunos prefieren dejar de vender a la planta de transformación (lo que supone grandes cantidades de palmitos, el respeto del día de entrega y un precio que oscila, según la calidad del producto, entre S/.0.50 y S/.0.80 por tallo) y vender ocasionalmente una menor cantidad de palmito a otras familias, en cursos o a restaurantes, pero a un precio que puede oscilar entre S/.1.00 y S/.2.00 por tallo. Cambiar esta concepción sería peligrosísimo, más que todo en un contexto tan globalizado, pero por otra parte, encontrar mercados que puedan asumir esta realidad, es un verdadero reto.

- A estas dificultades se añaden otras como por ejemplo: la necesidad de una asistencia técnica constante a los productores para evitar que plagas arasen con toda la producción (ejemplo del cacao que se comercializaba en los años 80 sin estar mínimamente manejado y que ha sido arrasado por plagas), las dificultades de instalación y mantenimiento de infraestructura de transformación (falta de profesionales que aseguren el mantenimiento técnico (motores, equipos, etc), costo de la energía, etc).

- Valor agregado a los productos. Es claro que para que la población local se beneficie más de la venta de sus productos, se debe trabajar a la transformación de estos productos a nivel local, por esta razón se está trabajando la transformación de frutas, palmito de pijuayos, miel, vinos, alimentos balanceados, etc. Debemos promocionar productos propios de la selva, que no puedan competir con otros productos que se puedan elaborar en la costa a menores costos.
- Quedan varias alternativas que falta explorar: el ecoturismo, la explotación racional de maderas tropicales, artesanías, orquídeas o fibras de la selva, etc.

Hay numerosos estudios que han remarcado el escaso conocimiento indígena con respecto a los aspectos de administración empresarial y de funcionamiento de las leyes mercado nacional e internacional, sobre todo en ámbitos donde los productos indígenas de exportación tengan mayores ventajas comparativas, como por ejemplo los usos del bosque de la foresta y plantas, o conocimientos indígenas sobre medicina.

EVALUACION DE LA VALIDEZ DE LA ACTUAL ESTRATEGIA DE USAID

Cambios Positivos y Negativos

El Caso de Condorcanqui en la Región Amazonas

En el caso de Condorcanqui, los participantes del programa informaron de una serie de cambios positivos que se han desarrollado a diversos niveles (municipal, organizacional, comunal y personal), los que incluyen:

- Un aumento en el conocimiento de los derechos y responsabilidades ciudadanas;
- Grupos locales que han cambiado una cultura burocrática hacia una cultura participative;
- Un incremento del respeto hacia las mujeres en un número notable de casos;
- Líderes jóvenes y algunas mujeres cuentan hoy con un buen nivel de capacitación sobre derechos y por lo tanto tienen la posibilidad (y una interesante proyección) para asumir responsabilidades en la conducción de procesos organizativos comunales e incluso de asumir cargos públicos;
- Sin embargo, el liderazgo de las mujeres es todavía incipiente, por lo que se requiere aumentar el número y participación de las mujeres en cargos directives; y
- También una mayor preocupación y atención a las prácticas de salud relacionadas con el uso del agua y la preparación de alimentos y un mayor uso de los servicios de salud en mujeres embarazadas.

Faltaría tomar en cuenta para eventuales modificaciones del Programa, contemplar la convocatoria a mujeres jóvenes y de mediana edad; así como también a jóvenes y adultos con reconocimiento comunitario para lograr una influencia significativa respecto a las acciones emprendidas por los jóvenes.

El Caso de Condorcanqui en la Región Amazonas

Program participants reported a number of highly positive changes occuring at multiple levels (i.e., municipal, organizational, community and people levels) including:

- Grupos locales de cultura burocrática-cultura participative;
- PE y Presupuesto Participativo en Gobierno Local y Federal (CCNN?);

- Actores públicos y Asociaciones Civiles: encuentros, problematizar situación;
- Incremento del respecto hacia las mujeres en un número notable de casos;
- Incorporación de equipo regional capaz; and
- Jóvenes Líderes y algunas liderezas con un buen nivel de capacitación sobre derechos, con interesante proyección para asumir responsabilidades en la conducción de procesos organizativos comunales e incluso públicos.
- Liderazgo de mujeres incipiente. Se requiere aumentar este número;
- Increased knowledge of citizen rights and responsibilities;
- Increased awareness of healthy practices related to water and food preparation; and
- Increased use of medical facilities by expectant mothers.

Areas that could benefit from program adjustments/modifications include:

- Convocatoria a mujeres jóvenes y mediana edad. Asimismo también a jóvenes y adultos con reconocimiento comunitario para lograr significante influencia respecto a las acciones emprendidas por los jóvenes and
- En Fed. Ampliar fortalecimiento en gestión y generación de RREE, aprender a manejar estos RREE (por ejemplo de Gobierno Local) buscando cogestión con CARE.

ANNEX 8

NOTAS DE HUANCABAMBA
CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

NOTAS DE HUANCABAMBA

CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

El Caso de Huancabamba en la Región Piura

La situación en Piura es radicalmente diferente a la de Iquitos. Debido a su proximidad con la frontera y al dinámico intercambio comercial y cultural que los Acuerdos han intensificado, la población local, aunque no está muy informada sobre dichos Acuerdos, sí puede ver sus efectos palpables. En Tumbes por ejemplo, la gran afluencia de turistas y comerciantes ecuatorianos que ingresan por la frontera, y en Jaén, la inauguración del Puente Internacional "Integración" sobre el río Canchas, además de varios eventos comunicacionales, hacen visible un cambio en la dinámica de estas zonas, aunque ello no signifique que se estén satisfaciendo las necesidades de desarrollo que la región requiere.

El principal problema actualmente en Piura y Tumbes, y en menor medida en Jaén, es el relativo a los peruanos que pasan la frontera ilegalmente y que en el mejor de los casos son devueltos al Perú, cuando no son detenidos y llevados hasta Guayaquil permaneciendo allí varios días. Por esta razón la difusión sobre los Acuerdos de Brasilia en la zona se han orientado a dar información práctica a los pobladores fronterizos sobre el paso de personas y vehículos. Sin embargo, existen vacíos en la legislación en lo que se refiere a la exportación de mercadería a través de pequeños comerciantes/exportadores, muchos de los cuales trabajan en la ilegalidad.

En términos del IR 4, que abarca gran parte de la región Piura, además de las provincias de Tumbes y Jaén, existe una alianza estratégica con organismos gubernamentales, a pesar que el Gobierno del Perú no tiene una clara y delineada política de desarrollo fronterizo. En Piura, sin embargo, el Presidente de la Región sí ha incorporado "el desarrollo fronterizo" como una de sus líneas estratégicas. En este sentido el Programa Frontera se ha articulado bastante bien a los procesos de descentralización, como es visible en el caso de la descentralización de la educación, en el que el Programa ha impulsado la adecuación de las currículas escolares a la realidad regional. La actividad de comunicaciones es muy dinámica, produciéndose materiales de difusión, propiciando intercambios y encuentros binacionales y promoviendo una cultura de paz, básicamente a través de las redes educativas rurales y el sector educación en general.

La diversidad de organizaciones binacionales como las de los municipios de frontera (ABIM-SENOP), de las universidades (AUSENP), proyectos comunicacionales con las emisoras de frontera que involucran a sus corresponsales, y el programa de la red de comunicadores por la paz coordinado por la UDEP (universidad de Piura), permiten hacer un seguimiento del Plan Binacional al nivel de los medios de comunicación (IR. 4) en la región. Sin embargo, hace falta una mayor presencia del Plan y una política de información que sea capaz de orientar a nivel nacional, todas las iniciativas de comunicación que se están desarrollando, independientemente del gobierno central, en la región.

Compromisos de Órganos Gubernamentales

- El Gobierno Regional mostró interés en hacer obras de infraestructura de agua y energía, como la represa del distrito de Sondorillo. Sin embargo, otras prioridades en la asignación de recursos han dejado inactivas estas iniciativas. El compromiso con esta provincia fronteriza se manifiesta a través de las Direcciones Regionales de Salud, Educación y Agricultura, principalmente.

- La Dirección de Salud a través del Centro de Salud de Huancabamba tiene personal dedicado a la prevención, principalmente vía capacitación a agentes comunitarios, dentro de la Red de Salud que cubre cuatro distritos. Existe una presencia activa y coordinada del sector en la Mesa de Concertación de Huancabamba, donde responde a la priorización de problemas de salud y a la organización de los distritos por cuencas y microsectores geográficos.

- En la provincia están funcionando las redes educativas, los consejos educativos y los consejos escolares, siguiendo normas del MINED. Estas organizaciones han sido promovidas merced a un acuerdo entre el ADE y el Programa.

- Existe un acuerdo con la Dirección de Agricultura en la provincia para complementar acciones en el desarrollo de algunos módulos productivos, donde el Programa dedica esfuerzos a aumentar el valor agregado de productos primarios (papa y leche) y colaborar en la comercialización, mientras que Agricultura debe atender necesidades de tecnología e insumos.

- En cuanto al IR3, la RENIEC ha trabajado coordinadamente en el proceso de identificar formalmente a ciudadanos en la provincia con apoyo de promotores. Por otra parte, el Programa financia un representante de la Defensoría a nivel de provincia, asegurando su presencia.

Proceso de Descentralización (y Participación)

- La unidad organizativa más visible y potencialmente más potente dentro del proceso de descentralización es la Mesa de Concertación de Lucha Contra la Pobreza a los niveles de la provinicia y los distritos. Este organismo ha sido el eje de los esfuerzos del Programa en términos de promoción, capacitación y algún apoyo logístico, tanto a nivel distrital como provincial.

- Entre los productos participativos más importantes están la priorización de necesidades, los planes estratégicos y los presupuestos municipales.

- La participación en redes de salud y de educación, y la formación de los consejos educativos, son también ejemplos donde el Programa actúa en forma consistente con los procesos de descentralización del país.

Sostenibilidad de la Institucionalidad Pública

- La sostenibilidad de los procesos iniciados requiere de un mayor compromiso fiscal de las agencias tanto del Gobierno Nacional como del Gobierno Regional.

- En el caso de Educación, la presencia activa de los Consejos Educativos y las redes, en coordinación con las Mesas de Concertación y los Municipios es un factor a favor de la sostenibilidad de procesos de desarrollo orientados a las necesidades de la comunidad. Pero, se requieren profesores capacitados y actualizados. Las organizaciones descritas podrían eventualmente elevar fondos del gobierno o de terceros para mantener estas actividades. Sin embargo, en el presente estado de maduración organizativa es difícil percibir que esta situación se logre sin un apoyo del Estado.

- El análisis es similar en el caso de Salud.

- Los problemas de producción agropecuaria constituyen también un tema importante en las Mesas de Concertación (la provincia cuenta con más de 77% de población rural). Sin embargo, estimamos que los compromisos que debe adquirir el Estado para asegurar la sostenibilidad de los procesos de desarrollo comunal iniciados son sustancialmente mayores. Estos tienen que ver con solucionar necesidades de infraestructura y de servicios para el sector productivo. El Ministerio de Agricultura debe analizar dentro de las prioridades sociales, teniendo en consideración las regiones fronterizas deprimidas, la reasignación de recursos de programas nacionales de apoyo al agro, como PRONAMACHS y PSI. La capacitación de productores tiene un espacio muy grande por satisfacer en temas de tecnología, gestión empresarial, oportunidades de producción, formalización, calidad, mercado y mercadeo.

- Faltan reservar una porción del presupuesto municipal para gastos de las Mesas de Concertación

Capacidades y Limitantes Que Enfrentan los Actores

- Una de las limitantes más importantes del capital humano en la provincia es el bajo nivel de educación y de experiencias mínimas en organizaciones para el desarrollo, especialmente en el caso de mujeres.

- Las comunidades tienen líderes con capacidad de convocatoria, pero requieren mejorar sus habilidades en gestión.

- La mesa de concertación constituye un capital social de mucho valor; sin embargo, sus miembros reconocen la necesidad de capacitarse y de contar con asesoría técnica o profesional para actividades de diagnóstico, evaluación de opciones, preparación de proyectos. La necesidad de capacitación se extiende obviamente a las mesas de menor nivel político en las micro - regiones. La presencia de profesionales en las mesas es muy

apreciada por los miembros; en algunos casos, se ha percibido el temor de que se debiliten las mesas con la salida de algunos profesionales (caso de Sondorillo).

- En general se requiere un apoyo en métodos de socialización de los diversos componentes del desarrollo, así como de la importancia de las organizaciones y de la participación de la población. En varios casos, los promotores tienen dificultades en trasmitir lo aprendido. Quieren más capacitación y creen que debían haber involucrado a las autoridades y los profesores desde el comienzo para lograr más poder convocatoria.

- Como en muchos otros casos, los recursos del Gobierno (Nacional y Regional) son escasos para dotar de infraestructura y servicios a la población.
- Agua y energía son limitantes de primera importancia para satisfacer necesidades de salud, saneamiento y producción.

- También hay niveles altos de malnutrición infantil en la zona, e.g. 77.9% este año reportado por mesa en Sondorillo

- La condición de única carretera de acceso al mercado externo es deficiente, dando lugar a términos de intercambio desfavorables para la competitividad de la provincia. Recomiendan una carretera más directa a Ayavaca y al Ecuador.
-
- Los productores requieren información y capacitación tecnológica, de gestión empresarial y de mercado.

EVALUACION DE LA VALIDEZ DE LA ACTUAL ESTRATEGIA DE USAID

Cambios

- El cambio más notorio donde PF ha contribuido en forma importante es en la capacitación para los procesos participativos a partir de las mesas de concertación. Estos esfuerzos parecen haber producido un interés en participar en organizaciones de base. Un producto importante para apoyar la sostenibilidad del proceso son los facilitadores y autoridades capacitadas.

- La participación de la población para dar a conocer sus necesidades de salud y educación a través de redes en estos campos es un cambio donde el PF ha contribuido a través de capacitación a promotores y el empleo de métodos de capacitación a adultos. Es un avance importante para la sostenibilidad del proceso participativo en Educación la formación y vigencia de los Consejos Educativos. El apoyo a la participación de jóvenes es también importante, lo cual se ha materializado no sólo localmente con el funcionamiento de Consejos Escolares, sino en intercambios binacionales entre jóvenes a través del programa de Pata y Panas". …turismo por ecuatorianos a Huancabamba, intercambio de servicios de salud a la frontera (i.e. medicos tratan gente de cualquier pais), y incremento de opciones de transporte por companias ecuatoriantos.

- Los cambios en Salud se traducen en indicadores cuantificables como el aumento en partos institucionales y en la cobertura geográfica de las atenciones. Se tiene información del Centro de Salud acerca de una reducción notable en la mortalidad materna.

- En desarrollo económico, se tiene ahora modelos de producción donde se demuestra el efecto que se puede lograr con un cierto énfasis empresarial, produciendo lo que el mercado quiere y generando valor agregado. Estos cambios se han logrado en base a dos productos primarios: papa y leche de vaca.

- En cuanto al conocimiento y protección de los derechos humanos, el PF ha contribuido a cambios significativos que se han concretado en indicadores como el aumento de denuncias de violencia familiar, asumiendo que no hay razones para el aumento de actos de violencia en el período. Estos cambios se deben a la contribución de PF para que la provincia tenga una representante de la Defensoría y un conjunto de promotores distribuidos en las micro-regiones. Tambien ha incrementado conocimiento del derecho a la identidad y el numero de personas documentas. Este ultimo derecho es fundamental según la defensoria y otros porque es clave a realizar otros derechos como lo de votar, acceso a la herencia [y servicios del gobierno?]

Qué No Funciona?

- No existe fortaleza en los municipios para diseñar, elaborar, presentar proyectos de desarrollo. Existen debilidades en cuanto a la ruta que deben seguir las propuestas o dónde presentarlas. Esta debilidad requiere probablemente de consultores o profesionales de planta en el municipio provincial; las limitantes financieras para este servicio deberían negociarse por producto logrado.

- La participación de mujeres en varias organizaciones de produccion y mesas de lucha contra la pobreza esta debil, aunque se encuentra un poco mas fuerte en los sectores de salud y educacion y en el nivel de las comunidades. Han avanzado bastante en el conocimiento de derechos. Se debe vencer actitudes de timidez o inseguridad en base a entrenamiento de mujeres y hombres en la tema.

- Se requiere capacitación nutricional para el uso adecuado de recursos alimenticios especialmente en le dieta infantil. La percepción de nuestros interlocutores en algunas mesas es que los ingredientes que se entregan en programas de ayuda alimentaria no llegan a los niños y a menudo se encuentran en venta localmente.

- En salud, informantes claves indican que la bartonelosis sigue creciendo en la provincia y el problema no está siendo priorizado por PF.

- Se requiere elaborar y socializar estudios de opciones de producción y procesamiento y comercialización en cada micro-región de acuerdo a su respectiva dotación de recursos. Se mencionan una serie de opciones tanto de productos primarios, como de tecnologías de

producción y de procesammiento, pero no se cuenta con análisis técnico de costo-beneficio. Entre los productos por estudiar se tienen: menestras (arveja, frejol, habas), frutales (granadilla, chirimoya), tubérculos (oca, olluco, además de la papa), cereales (maíz, kiwicha) truchas, cerdos y aves, y también turismo.

- Es necesario tener un programa de réplica más ágil y de mayor impacto de losmodelos que se han venido probando en papa y lácteos. Pero, es necesario enfocar un sistema diversificado de productos para asegurar que los productores reduzcan riesgos.

- No se tiene claridad en cuanto a como mejorar la dotación de agua y energía en la provincia. Que posibilidades existen de lograr acuerdos con PRONAMACHS en estos temas?

- La réplica de los temas de capacitación por parte de los promotores, en los diversos componentes del desarrollo, no se trasmite suficientemente por diversos factores (habilidades en comunicación, reconocimiento por parte de la comunidad, nivel de educación del promotor).

En algunos casos, como el Municipio de Sondor, existen conflictos entre la mesa redonda y el Consejo (ver arriba).

ANNEX 9

NOTAS DE AYABACA

NOTAS DE AYABACA

CAPACIDADES Y NECESIDADES DE LOS *STAKEHOLDERS* LOCALES

El Caso de Ayabaca en la Región Piura

Compromiso de las organizaciones gubernamentales. Se constata un efectivo y positivo apoyo de los Municipios distritales de Montero, Jilili y el Provincial de Ayabaca, así como algunas oficinas regionales de los ministerios con un buen nivel en el sector de Educación y salud y una interesante relación con el de agricultura. Ello evidencia un buen nivel de efecto alcanzado por el proyecto en estas entidades del Estado para asumir responsabilidades y sostenibilidad en el trabajo con la población local

Los municipios y las MCLCP[1]. En los meses finales del año 2001, el municipio provincial reconoce e inicia el trabajo con el PROGRAMA FRONTERA de CARE. Las tareas estuvieron encaminadas a fortalecer la legitimidad de las Mesas y sus líderes, para lo cual se hizo necesario el cumplimiento de dos precondiciones. La primera era conseguir que en el Pleno de la Mesa se consiguiera la más amplia y representativa participación ciudadana -tanto urbana como rural- La segunda residía en el hecho de poder sumar a este movimiento, la contribución de las distintas instituciones -estatales y privadas-, para comenzar a trabajar con este conjunto, procesos prácticos de concertación.

Se considera que la fase de motivación, permitió crear condiciones subjetivas en un numeroso contingente ciudadano, con el cual se inició el proceso de planificación participativa en sí. Por acuerdos de las distintas Asambleas Plenarias de las Mesas de Concertación se decidió iniciar la elaboración / actualización participativa del Plan Estratégico de Desarrollo. Ya en el Plan para el 2003 estaba considerado CARE, el cuál se enmarcaba en algunas de sus líneas estratégicas. De hecho, como se puede apreciar en el Anexo también en el PE 2004, aprobado por el MEF están incorporados Proyectos que realiza CARE con la población como aporte del Municipio y enmarcado en sus líneas estratégicas.

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[1] La Mesa para algunos es una instancia de la sociedad civil. En realidad, aunque proviene de espacios creados por la propia sociedad civil, sin embargo actualmente, la Mesa es reconocida y creada por el Estado. El 18 de enero del 2001 mediante D.S.01-2001-PROMUDEH y en el mes de julio de ese mismo año se promulgó el D.S. 014-2001-PROMUDEH que modifica y complementa el anterior. La Ley Orgánica de Gobiernos Regionales, promulgada el 27 de mayo del 2003, en su octava disposición final señala. "Las Mesas de Concertación para la lucha contra la pobreza seguirán cumpliendo las mismas funciones que les han sido asignadas respecto a las políticas sociales por el Decreto Supremo N° 001-2001-PROMUDEH -modificado por el Decreto Supremo N° 014-2001-PROMUDEH-, al que se le otorga fuerza de ley". Una de sus funciones básicas por un lado es ser una instancia de diálogo para alcanzar la articulación coherente de los esfuerzos del Estado, sociedad civil y el sector privado destinados a la lucha contra la pobreza. Asimismo, ser instancia de consulta para la formulación tanto de planes nacionales como locales referidos a la política de desarrollo y promoción social, así como la definición de las prioridades presupuestales.

Todo el proceso significó una reflexión participativa con la finalidad de rescatar la heterogeneidad de la realidad distrital. Para ello se identificaron un conjunto de geo espacios al interior de cada distrito, denominado Microregiones. Se crearon 5 microregiones que son constituidos en territorios que agrupan diversos centros poblados, homogenizados por su piso ecológico, la producción, por los circuitos de comercialización, y por la identidad que se construye sobre estos procesos, y que se reconocen los propios pobladores.

Es importante destacar en este trabajo la organización social y territorial, para recoger de mejor forma las potencialidades y demandas ciudadanas cuya atención le daría un nuevo sentido y ritmo, al proceso de desarrollo local.

Fue importante a realización de talleres entre los líderes de los centros poblados que conforman cada microregión, y que continúa en la actualidad, con la realización de talleres concertados entre sectores del Estado –particularmente Educación y Salud- y la población, para la validación e intercambio de criterios de micro regionalización.

En el conjunto de estas tareas, hay que destacar la participaron decidida y generosamente de un numeroso conjunto de facilitadores locales formados por el PROGRAMA FRONTERA, pero que además son reconocidos por el municipio; es decir equipos integrados por técnicos y profesionales jóvenes, que fueron capacitados especialmente para asumir las tareas de la construcción del desarrollo local. Es necesario recordar que en el diseño organizativo los facilitadores locales realizaron también un conjunto de diagnósticos rurales participativos en diversos centros poblados.

En el caso del Plan estratégico de desarrollo Concertado del distrito de Ayabaca 2003-2013 significa la actualización de otro PE que existía con anterioridad[2]. El Municipio considera que ha sido adecuada esta actualización. Hay que destacar el apoyo a la elaboración del Presupuesto Participativo para 2004 por parte del PROGRAMA FRONTERA en la provincia. Ello se logró en base al mismo sistema de organización donde tuvo un papel destacable la Mesa de Concertación de Lucha contra la Pobreza.

Luego de dos talleres participativos hubo un tercero donde solamente participaron algunos representantes y fue donde se aprobó este Presupuesto. Aquí surge una versión de los representantes de la Mesa que indica que en esa última reunión sólo hubo representantes del Municipio y algunas personas, y que por tanto este presupuesto no es representativo.

En el distrito de Montero. En relación al Presupuesto participativo para el 2004 del Municipio del Distrito de Montero se evidencia un importante incorporación de proyectos productivos que devienen de lo que es el apoyo del Proyecto Frontera de CARE, entre ellos se destaca la instalación de módulos de panela granulada, queso, yogurt, apicultura y piscigranja. Incluso según el propio Municipio algunos de estos proyectos participa la mujer y se tiene el apoyo de otra ONG como es PIDECAFE. Es interesante destacar en este

[2] CIPCA 2000. Plan Estratégico de Desarrollo Provincia de Ayavaca 2000-2010

presupuesto la incorporación de Estudios y la capacitación y asesoramiento de organizaciones distritales por cerca de 54 mil soles.

Respecto a la Mesa de Concertación Para la Lucha Contra la Pobreza, el Municipio considera que permite la participación de instituciones públicas y privadas. Sin embargo ello plantean, incluso en su documento del Plan estratégico, que la Municipalidad pueda liderar y organizar mejor los diversos esfuerzos y así redistribuir las inversiones considerando la intervención de los sectores salud, educación, FONCODES, PRONAMACHS y llegar a las poblaciones marginadas, alejadas y excluidas.

En la reunión que se tuvo con esta Mesa se mantiene la presidencia de la Iglesia católica local. Ello deviene por las diferencias políticas internas de los líderes de Ayabaca que estos se encuentren vinculados a la Mesa y por ello este espacio se convierte en "oposición" de la propia municipalidad. CARE debe procurar como parte integrante de la Mesa y de su cuerpo directivo, que ello no suceda. La participación de la alcaldía es importante en toda reunión pública para mantener a la Mesa como un espacio de concertación de los líderes públicos y privados para acuerdos amplios.

No obstante ello podemos destacar que en el informe económico del 2003 se explicita el aporte del Municipio al trabajo de CARE por 40% en el proyecto de agua potable rural de Vilcales, Carrozal Bajo, Paragüero, Lnache y Mexico por S/. 78, 481,98, a otro proyecto por 10% de agua de Pilaron Asiyaco-Pacinio, agua potable y letrinas en Ambasal por S/. 15,114.50

Para el presupuesto aprobado para 2004 tiene un rubro vinculado al trabajo de CARE en el PROGRAMA FRONTERA. De acuerdo al anexo que adjuntamos el apoyo a proyectos productivos estaría el apoyo a las microempresas con las cuales trabaja CARE, especialmente el de cerdos y el de lácteos (ver Rubro "Apoyo al desarrollo Productivo de 10 proyectos" por S/. 337,193).

Entre otros aspectos, se indicó que ellos ya tuvieron apoyo de PROVIAS del Ministerio de Transporte, del Banco Mundial y el Fondo Canadienes ACDI para el agua potable urbano de Ayabaca. Se espera del Plan Binacional el apoyo fundamentalmente a carreteras y para que el Centro de Salud local pase a ser un Hospital como se comprometieron.

En la reunión que se tuvo con la Mesa de concertación donde estuvieron presentes las autoridades y líderes del distrito la Municipalidad destaco el siguiente apoyo:

- El desarrollo de capacidades
- Fortalecimiento institucional

El proceso de elaboración de su primera Planificación estratégica 2003 al 2008 a lo largo de diversos talleres por 2 años. Así mismo su primer presupuesto participativo por S/. 915,310 con 36 proyectos aprobados más 25% de apoyo comunal y de los 36 proyectos 5 son de mujeres. Se destaca el apoyo del PROGRAMA FRONTERA de CARE en el primer encuentro de regidores en Montero de diferentes localidades como Lancones, Jilli, Sincchis,

Ayabaca y de ahí ya se continuarán estos talleres en otras localidades de Ayabaca. También en el primer encuentro de regidoras mujeres en Piura sobre temas de liderazgo y aspecto del municipio.

En relación al Presupuesto participativo para el 2004 del Municipio de este Distrito se evidencia un importante incorporación de proyectos productivos que devienen de lo que es el apoyo del Proyecto Frontera de CARE, entre ellos se destaca la instalación de módulos de panela granulada, queso, yogurt, apicultura y piscigranja. Incluso según el propio Municipio algunos de estos proyectos participa la mujer y se tiene el apoyo de otra ONG como es PIDECAFE (ver anexos).

Es interesante destacar en este presupuesto la incorporación de Estudios y la capacitación y asesoramiento de organizaciones distritales por cerca de 54 mil soles. En este caso si es importante la participación del la Mesa de concertación que a su vez a destacado la presencia de los Facilitadotes de la localidad capacitados por el PROGRAMA FRONTERA para llevar todo este proceso.

Respecto a la incorporación de los líderes de la Mesa de Concertación al proceso de formación del Consejo de Coordinación local (CCL) consideran que todos deberían estar ahí, pero dada las restricciones de la ley, ellos están haciendo una propuesta conjuntamente con la Red de Municipios Rurales de manera de crear una ordenanza especial.

En el Caso del Municipio de Jililí. Para este Municipio el PROGRAMA FRONTERA también apoyó para la elaboración del Plan Estratégico del Desarrollo Concertado del Distrito del 2003 al 2010.

Este es un Plan muy interesante en su contenido, pues abarca diferentes aspectos del desarrollo local vinculados a la educación, saneamiento básico- salud, agricultura, transformación de productos, infraestructura de comunicación, vías y medios, así como el fortalecimiento local. Según el representante de la Mesa de Concertación que era funcionario del Municipio para la aprobación de este presupuesto participaron 60 personas de ellas 20 mujeres que eran dirigentes de los Comités de Desarrollo Local formados en los caseríos por el propio Proyecto de F. Se seleccionaron 18 proyectos de las 3 microregiones.

Sin embargo, en el Presupuesto participativo para el 2004 por un poco más de S/. 500 mil no aparece con claridad el apoyo en inversión a proyectos vinculados a este Plan Estratégico. Es evidente que tiene un peso los caminos rurales la construcción de canales o reservorios y algo menos para un banco de insumos.

Ello puede deberse en primer lugar a una falta de mayor participación en el momento de los procesos de decisión del presupuesto participativo de diferentes actores. De hecho el sector salud, al cual entrevistamos señaló que no participó en la última reunión. Pero también se debe a que, de acuerdo a los presupuestos aprobados tanto en la provincia, como en el distrito, se está priorizando la construcción de una nueva carretera para una llegada más rápida a Ayabaca.

El Gobierno Local de Suyo

El Sector Salud. Tanto en Montero como en Jilili se constató que hay una importante intervención de los Centros de salud de la localidad, especialmente a través de los promotores de salud formados con el apoyo del PROGRAMA FRONTERA. Además se han recibido los talleres de capacitación sobre diferentes aspectos de salud básica en particular sobre manejo del agua, desnutrición, enfermedades prevenibles EDAs, IRAs. Dado que se trata del primer año no se puede establecer los cambios que se darían en estos aspectos.

Todos estos procesos de capacitación y trabajo con los promotores ya está siendo asumido por los respectivos Centros de Salud. No se considera que ello implicaría un incremento del sector para mejorar las campañas o el apoyo a los propios promotores de salud. En el caso de Ayabaca también se explicitó que hubo un importante trabajo a los promotores.

Las Promotoras de Salud. Participaron en talleres sobre salud materna, desnutrición, referencia y contrareferencia. El Programa Frontera es importante porque trabaja de acuerdo a su realidad. Las mujeres ahora asisten a sus controles y llevan a sus niños cuando tienen EDA e IRA. El agua potable clorada es buena para su salud. Están organizadas como promotoras y comentan que la gente mejorará su salud con su trabajo y ellas serán mejores personas.

Trabajan con el Centro de Salud y hacen sus planes mensuales. Hacen referencias y contrareferencias desde sus localidades, pues pertenecen a Puestos de Salud al Centro de Salud de Suyo. Lo más gratificante para ellas es conocer y aportar a su comunidad, pues así también ellas participan del desarrollo. Manifiestan que en las réplicas de derechos ellas no participaron, aún cuando hay promotoras y promotores en su comunidad. Mencionaron que las mujeres no asisten al establecimiento a dar a luz, porque es muy frío y tienen vergüenza.

Finalmente manifiestan que el Acuerdo de Brasilia es bueno para su comunidad aunque no conocen en detalle qué es lo que se dice en el Acuerdo, pero sería muy importante que se difunda con publicaciones, boletines, por radio Ayabaca y radio Campesina.

El Sector Educación. Se constata que el mejor trabajo del PROGRAMA FRONTERA ha sido asumido por este sector. De acuerdo a la entrevista en la Unidad de Gestión Educativa de Ayabaca, así como representantes de educación en Jililí (representante de la Red Educativa) y profesores presentes en Montero se tiene un Convenio para el 2003-2004 con CARE para fortalecer las 8 redes educativas una en Jililí, 6 en Ayabaca, 1 en Montero.

Este trabajo está en el Programa de emergencia educativa para lograr una propuesta curricular local y apoyar los Consejos Educativos los cuales se han implementado y están acordes con este Programa. En este sentido consideran que el aporte de CARE ha sido importante y como tal la UGEL para todas estas zonas está funcionando tanto con la curricula como con sus Consejos educativos y la Red. En estos momentos también se están formando la red Distrital y Provincial.

En el caso del distrito de Jililí donde se tuvo reunión con el representante de la Red se dijo que el Proyecto F. tiene en su Plan presupuestal US$11,000 dólares para apoyar a todo este proceso. De todas formas se indicó que el Ministerio aún no aprueba un presupuesto complementario para este trabajo y se esperaría tener un nuevo presupuesto elaborado en 2004 para el 2005.

El Sector de la Defensoría. Aunque corresponde más bien a un apoyo directo para tener una personal pagado por el PROGRAMA FRONTERA para que actúe la Defensoría y en tal sentido se puede considerar este apoyo adecuado. Sin embargo no queda claro qué paso cuando el proyecto y el dinero termine si la defensoría a nivel nacional puede aumentar su presupuesto para que las represtación de la DP se mantenga en la zona.

2.6.4.6. Compromiso de las Organizaciones de Base (OB). Consideramos que hay una efectiva presencia de las OB en la Mesas de concertación de lucha contra la pobreza, así mismo se han organizado territorialmente con una efectividad que ellos mismos destacan. Ello se evidencia sobre todo en los Comités de Desarrollo Comunal CODECO o Local como es en Suyo (CODELO) o Zonal (CODEZO) cuando se abarca varias comunales o locales, con sus respectivos Planes de Acción Local (PAL).

En el caso de salud destacan los Comités de Promotores de salud COPROMSA y que se están convirtiendo en representación legal en Asociación de Promotores de salud APROMSA. De hecho prácticamente todos los COPROMAS, este año se convertirán en APROMDA.

Por el lado de educación la incorporación tanto de los alumnos como los padres de familia en los Consejo Educativo ha sido importante. Así mismo la Red educativa para una mejor organización de los profesores es un indicio de la participación de las organizaciones de la ciudadanía en las esferas de la política social pública.

Por su parte las organizaciones de microempresarios en Ayabaca aún es un proceso inicial, pero se evidencia un alto compromiso con lo que pretende el PROGRAMA FRONTERA de CARE.

Política de Frontera

Ciertamente por las entrevistas con la población, la MCLP en Ayabaca y los representantes de los Municipios (se incluye Montero, Jilli y Suyo) se abrió una gran expectativa y oportunidad luego de la Resolución del conflicto con el Ecuador: Se consideró que abría un importante aporte de los Fondos Binacionales para el desarrollo de los pueblos fronterizos y la realización de inversiones para la resolución de los problemas primordiales que permitirán un mejoramiento de las condiciones y la calidad de vida de la zona. De igual forma se supone que facilitaría el libre tránsito y la apertura de nuevos mercados para la producción de la provincia ayabaquina.
Sin embargo, salvo la presencia de CARE que opera fondos del Plan Binacional (PB) no se conoce prácticamente nada de este Plan o los aportes del acuerdo de Paz. Tampoco se conoce

una política que tenga el PB para con la provincia. Lo poco que se sabe es por algunos spots en la radio "El campesino", que además es del Ministerio de Agricultura y por ello mismo tener mayor cobertura al respecto. Se considera que más se escucha radios del Ecuador que del propio Perú. El Municipio considera que una radio con mayor potencia y alcance en esta zona de altura podría llegar a toda la provincia o más allá de ella. Por ello están considerando la posibilidad de colocar una radio el propio Municipio. En ella se podría dar a conocer lo este PB o los beneficios del Acuerdo de Paz.

Proceso de Descentralización

Se reconoce que hay mayores decisiones políticas que van asumiendo los gobiernos locales sobre todo en el cómo decidir las formas de organizase y lidiar con las necesidades locales, las que progresivamente se van expresando con mayor claridad, pero que a su vez no significa que se puedan solucionar estas. Los niveles de intervención del Gobierno local como aporte a un trabajo más amplio con el aporte del PROGRAMA FRONTERA se evidencian por lo menos en la zona de Ayabaca.

Consideramos que el caso más crítico donde el PROGRAMA FRONTERA de CARE actuará será en el apoyo a la conformación de los Consejos de Coordinación Locales. Ello será propiciando espacios de debate sobre todo con la Mesa de CLCP. La Mesa no debe competir con estos CCL, deben ser instancias con diferentes roles, pero que se retroalimentan. En estas mesas están los principales representantes que podrán asumir esa responsabilidad que por ley tiene que cumplir el gobierno local.

El Consejo de Coordinación Local Provincial creado, basándose en los Planes de Desarrollo Municipal Distritales Concertados y sus Presupuestos Participativos, procede a coordinar, concertar y proponer el Plan de Desarrollo Municipal ProvinciaI Concertado y su Presupuesto Participativo, el cual luego de aprobado es elevado al Consejo de Coordinación Regional para su integración a todos los planes de desarrollo municipal provincial concertados de la región y la formulación del Plan de Desarrollo Regional Concertado.

Aún ningún Municipio de los visitados ha formado su CCL que debería tener representantes de la sociedad civil elegidos democráticamente, por un período de 2 (dos) años, de entre los delegados legalmente acreditados de las organizaciones (por ejemplo de nivel distrital), que se hayan inscrito en el registro que debería abrir para tal efecto la Municipalidad (Distrital o provincial) que en estos momentos aún ninguno la hace. Dicen que han tenido problemas en la acreditación. Pero se conoce de otros Municipios que han dado ordenaza especiales para superar este impase.

Además esto es importante porque deberá establecerse los delegados para el Consejo de Coordinación Regional que preside el Gobierno regional. Según la Ley Orgánica de Gobiernos Regionales, el CCR debe ser convocado por el Presidente Regional dos veces al año, para emitir opinión y concertar sobre el Plan de Desarrollo Regional Concertado, el Plan Anual y el Presupuesto Participativo. Sin embargo, éste puede reunirse más veces, a solicitud

de sus miembros, si el presidente acepta convocarlos extraordinariamente. Al respecto nadie de los entrevistados conoce sobre este proceso.

En el caso de los Consejos de Coordinación Local Distrital (CCLD), además de coordinar y concertar los planes y presupuestos distritales, deben proponer la elaboración de proyectos de inversión y de servicios públicos locales, así como convenios de cooperación distrital para la prestación de servicios públicos.

El tema Presupuestal

Se evidencia cierto crecimiento del presupuesto local en soles, lo cual no es significativo y por ello podríamos hablar del concepto de Presupuesto Potencialmente Descentralizable". Considerando que el Gobieno Central (GC) controla la mayor parte de este presupuesto, podemos deducir que existe un buen margen para la descentralización presupuestal en los próximos años. La conclusión que se desprende del "Presupuesto Potencialmente Descentralizable" que nos mostraron los gobiernos locales resulta, a todas luces, bastante reducido. Siendo así, aún cuando se avance más en descentralizar el presupuesto, los recursos para los Gobiernos Regionales y Locales, previsiblemente, seguirán siendo escasos e insuficientes frente a la magnitud de las necesidades

El Tema de la Transparencia

De los 4 Municipios visitados, sólo dos brindaron información inmediata sobre su presupuesto. En algunos casos como el de Jililí no sabía si le habían aprobado su Pto, el Ministerio de Economía (MEF). En el caso de Suyo no nos entregó la información acordada. Sólo uno de ellos sabía que existía una ley de transparencia y acceso a la información pública. Tanto los representantes del Municipio como la ciudadanía carecían de información sobre esta ley.

Así mismo salvo el Municipio de Montero, que tenía una información pública y había realizado una asamblea pública, los demás municipios no tenían ningún material para información pública sobre el presupuesto u otras actividades que realiza el municipio.

El tema de la difusión de la información, es decir, en el comportamiento de los Municipios respecto de su transparencia institucional propiamente dicha, mediante la generación de boletines y notas de prensa e incluso de asambleas o mecanismos de internet para difundir los avances en la ejecución presupuestaria. Este tema falta trabajar más en este periodo.

Sostenibilidad de la Institucionalidad Pública

En general se aprecia que hay potencial político para dar sostenibilidad a las instancias públicas locales de forma más descentralizada. Sin embargo aún falta profundizar los procesos de participación de la ciudadanía en la esfera pública, lo cual es parte de la

institucionalidad pública. Pareciera que por momentos aún pesa la características de demanda entre la ciudadanía al Estado, cuando ya se entró a todo un proceso de de articulación de lo privado en las acciones de los temas de sociales públicos, como la educación, salud o reducción de la pobreza.

En el caso de la sierra de Piura preocupa más esta situación, en tanto generalmente el mayor beneficio público ha sido para la costa. Se requiere que el PROGRAMA FRONTERA apoye en las organizaciones ciudadanas en la esfera pública local planteando propuestas respecto a participación para propiciar una nueva normatividad:

- •La acreditación de las organizaciones no se sustenta sólo en la personería jurídica en Registros Públicos, sino que se aceptan también otras formas de reconocimiento de organizaciones por parte del Estado.

- •En esta oportunidad no se exigirán tres años de existencia demostrada.

- •Un plazo prudencial para la inscripción de las organizaciones en el registro de organizaciones provincial o distrital. Ahora hay un proceso de constitución de instancias de concertación que tienen funciones sustantivas para el planeamiento del desarrollo, la asignación de los recursos públicos y otros temas afines. Pero para que la concertación sobre estos temas se traduzca en compromisos efectivos por parte de los actores públicos y privados locales y por tanto de la institucionalidad, se necesita que los integrantes de la sociedad civil sean representativos y que sus opiniones comprometan a los actores. Ello, a su vez, reclama que los procesos de constitución de los marcos normativos en los que la concertación se desarrolla, se sustenten en normas y procedimientos que aseguren transparencia en la elección de sus integrantes.

Capacidades y Limitaciones de Actores

Posibles cambios en los líderes o los alcaldes influiría parcialmente en los procesos participativos, en las organizaciones generadas, en los presupuestos participativos, si es que los representantes de la sociedad civil no están suficientemente consolidados o no sean altamente representativos. Es el caso de algún alcalde que pueda ser revocado de su cargo[3], pero que teniendo una buena participación de su MCLP o en las propias organizaciones de desarrollo, el proceso continuará. Otro factor que puede influir en el proceso es si no hay capacidad para ir generando nuevos procesos colaterales a los realizados por el PROGRAMA FRONTERA.

Por un lado respecto a la gestión y transparencia del gobierno local que ya hemos señalado en otro capítulo. Por otro, con relación a otras actividades potencialmente gravitantes como son:

1. Los productos agropecuarios más masivos que ofrece Ayabaca, incluso que llegan al mercado ecuatoriano de acuerdo al propio informe obtenido de las reuniones locales. En este ámbito será necesario incorporar a los productores por tipo de producto más que a

[3] Como el de Suyo por lo que dicen los pobladores entrevistados.

comunidades. En este sentido es importante recalcar que entre las 21 provincias en el Perú con mayor superficie agrícola con riego superior a las 25 mil hectáreas las tiene Ayabaca que tiene 37,616 has.[4]

2. Otro factor positivo es que entre las provincias con más de 50,000 vacunos está Ayabaca que tiene 76,514.

3. Uno de los pocos sitios donde los bosques de Mangas y Cuyas tiene el suelo, altitud, clima privilegiado para el cultivo de orquideas. No obstante tener esta capacidad los mayores beneficiados son los intermediaros de Lima o Moyabamba-Tarapoto que tiene mejor tecnología para trasladar este producto a otras zonas.

4. Aspectos de turismo y cultura

5. Además de un las fiestas religiosas del Cristo de Ayabaca que llega gente desde el Ecuador o desde Lima en peregrinaje, se tiene la lagunas curativas como la laguna de Prieto y la laguna del Inca que constituyen un potencial poco conocida incluso para sus propios habitantes.

EVALUACION DE LA VALIDEZ DE LA ACTUAL ESTRATEGIA DE USAID

Principales Cambios y Efectos en los Actores con Planificación Participativa

Un importante aporte del PROGRAMA FRONTERA por CARE es haber logrado incorporar, un proceso de planificación estratégica local, que priorice la planificación y ordenamiento Territorial participativo con los CODECO, CODELO, CODEZO. Esto permitió un amplio, efectivo y mayor participación y elección democrática de los diferentes caseríos que tienen los distritos de la sierra de Piura. Además ello es significativo por lo desarticulado que resultan los caseríos tanto por la distancia, como por la difícil geografía local.

Esta participación también ha permitido superar los problemas de la representatividad formal de las grandes comunidades campesinas de sierra que ahora están desagregadas por caseríos o anexos.

Parte de esta planificación ha sido los logros en los Planes de Acción local (PAL) que se han promovido a través de las propias CODEL o CODEZO y luego en los Planes estratégicos de desarrollo a nivel distrital con los Municipios y las MCLP.

En este marco podemos señalar que el Municipio también cambió sus servicios que prestaba solo vinculados infraestructura, parque o carreteras a prestar servicios a favor del desarrollo local. La calidad de los mismos irá mejorando a medida que asuma esta tarea importante.

[4] Mapa de Potencialidades del Perú. Una primera aproximación a nivel Provincial PNUD, 2003. Perú

Gestión y Alianzas Participativas

El diseño del proyecto para lograr una sinergia de los actores locales ha sido importante en el logro de las acciones planteadas por el PROGRAMA FRONTERA de CARE.

Hay que destacar la participación alta de la ciudadanía en escenario público permitiendo el empoderamiento de la propia ciudadanía y poder realizar así alianzas con los actores del sector público.[5]

En este sentido también hay que destacar la relación del sector salud y educación con el Municipio para realizar trabajos conjuntos en el marco del PROGRAMA FRONTERA de CARE. También en menor medida, pero con gran potencial entre el sector de agricultura y el Municipio con los pequeños microempresarios cuyos aportes se verá más adelante.

Otro aspecto clave han sido los promotores y facilitadotes locales (en proyectos-diseño) con efecto multiplicador para lograr estas alianzas. Es decir han sido un eslabón entre los sectores con menores condiciones educativas, con aquellos sectores que tienen amplias condiciones para ello.

El apoyo a las acciones que se pretendía desde las Mesas de concertación de lucha contra la pobreza y los esfuerzos por ligar a ésta con el gobierno local, en algunos casos han permitido un cambio central en las acciones emprendidas propiciando redes no solo locales, sino también redes de articulación con actores fuera del ámbito distrital. Es decir no se han quedado en las redes comunales o locales que son importantes, pero no suficientes para propiciar cambios y aportes al desarrollo, sino que estas redes comunales han comenzado a interlocutar con actores públicos y privados del distrito o incluso de la región o extraregional como ha sucedido con las empresas de orquídeas.

Eso evidencia un importante cambio de actitud y de mejoras en las condiciones de vida de aquellos que han participado con mayor amplitud en estas redes.

En este periodo nuevo del 2004 será importante ampliar esas alianzas y redes extradistritales con las redes locales, pues ellas podrían ser el eslabón que permita unir sectores dinámicos de la localidad con otros sectores nacionales que tienen capacidad adquisitiva, capacidad de influencia política y por tanto asegurar mejores condiciones de educación, salud, ingresos para los ciudadanos locales.

También será importante lograr que a nivel político en la gestión local y respondiendo a la Ley Orgánica de Municipalidades se constituyan los CCL como órganos de coordinación y

[5] El caso de Montero es el más significativo. De 42 caserios salen 6 microregiones. Cada caserío con sus CODECO y sus proyectos van a la microregión. De cada Microregión se elige un delegado que asiste a la MCLCP. Todo el proceso es por elecciones democráticas. En el distrito hay una asamblea Distrital compuesta por una Directiva central (alcalde, vice coordinador de la MCLP—que es el representante cafetalero—el secretario—que es representante de las rondas campesinas—el tesorero—que es el representante de la rede educativa y el Frente de defensa del distrito. Se tiene una junta de delegados que representan a las instituciones públicas y privadas, OB y a la ONGs.

concertación de las municipalidades provinciales y distritales. Ello será fundamental en el marco de la descentralización fiscal y la posibilidad de obtener más recursos y por tanto que los representantes de la ciudadanía vean el mejor uso efectivo de este dinero que proviene de ellos mismos.

En las Condiciones Salud

El Programa no puede mostrar efectos/impacto en la salud de la población en 2 años de implementación. Se trata de un proceso inicial que en algunos lugares han podido señalar pequeños pero interesantes cambios en resultados. Por ejemplo en Montero y Jililí el grupo focal con salud consideraron que si había disminuido las EDA por dos razones fundamentales una mayor capacitación a las madres en sus casas y una mayor presencia de la mujer en los servicios de salud del Centro de salud.

Donde si se puede hablar de cambios es en la organización local para promover la salud a través de la sectorización de los servicios de salud, la capacitación de promotores[6] y su organización como es la Asociación de Promotores de salud que en el 2004 tendrá reconocimiento legal e incorporada como parte del apoyo de los Centros de Salud. Esta APROMSA tendrá la responsabilidad de la vigilancia de salud comunitaria.

También realizó un taller sobre metodologías de capacitación de adultos a los representantes de salud que les permitió hacer réplicas en su trabajo. Se ha otorgado materiales, mejora en la infraestructura y en los medicamentos para mejorar la calidad de la atención.

Otro elemento importante son las Juntas Administradoras de los Servicios de Agua. Consideramos que esta organización para la implementación y ahora el mantenimiento de los sistemas de agua pude ser considerado como un modelo organizativo nuevo que se ha incorporado en la dinámica local.

En todas las entrevistas los promotores indican que hay cambios interesantes en las familias sobre todo de actitudes y comportamientos respecto a la limpieza

En las Condiciones de Educación

Programa no puede mostrar efectos/impacto en 2 años de implementación, se trata de un proceso inicial. Sin embargo si muestra interesantes avances en resultados intermedios.

Sin embargo, es importante la incorporación de la red educativa rural en el 2003, pero que algunos casos piensan que no está reconocida aún por la UGEL como el caso de Jilili. De acuerdo a la entrevista con la UGEL de Ayabaca se considera que esta red ya está reconocida y que además funcionan todos los Consejos Educativos.

[6] Especialmente en Alimentación y nutrición, salud materno infantil y EDAS e IRAS.

También se indicó sobre la importancia de la incorporación en la currícula escolar sobre el tema de derechos.

En todo caso será importante en el 2004 consolidar estos procesos y que se tenga claramente determinado la aprobación por parte del Ministerio de todos estos procesos.

En las Condiciones de Producción e Ingresos

El PROGRAMA FRONTERA de CARE puede mostrar algunos efectos a nivel de organización básica y de ingreso, no obstante de tratarse de un proceso inicial.

Se trata de 3 tipos de microempresas:

- Asociación prestadora de servicios AIPATE de engorde de porcinos que se creó en 2000 con 30 socios de los cuales ahora se encuentran activos 6.

- Servicios Agropecuarios la orquidea que se creó en 1997 con 22 socios, pero que comienza a funcionar recién en el 2003 con 18 socios activos con una interesante presencia de mujeres activas, pues 14 de ellos son mujeres.

- La empresa procesadora de productos lácteos GIROLAND que se crea en febrero del 2003 tiene 11 socios activos.

Aspectos Destacables

Las empresas tiene el apoyo de diferentes instituciones destacando el Municipio y CARE en todas.

En el caso de GIROLAND también están el Ministerio de agricultura que apoya con un técnico, la ONG IGCH con un préstamo de US$1,000 que ya se devolvió, el Instituto Tecnológico de Ayabaca con un módulo de procesamiento que está en calidad de préstamo. Pero también están otros ganaderos que ofrecen su leche como insumo para la empresa. Es decir esta empresa está articulando instituciones y ganaderos no necesariamente asociados y por tanto tiendo efecto colaterales en los ingresos de otros productores.

Sobre los ingresos generados: la microempresa de orquideas aún no genera ingresos, pues ha tenido una primera experiencia donde el factor negativo ha sido el tratamiento de la flores para su traslado, el cual se requiere mejorar. Lo principal para ellos es que ha generado la posibilidad de crear bosques entre los socios por ½ hectárea para una mejor producción y comercialización sin perjudicar la desaparición de estos árboles. Por ello quieren hacer un Plan de manejo con INRENA de los bosques y hacer viveros y técnica para hacer leña.

En el caso de la microempresa de lácteos: Ha generado ingresos suficientes como para pagar deudas, incorporar trabajadores, mantener la producción de leche, yogurt, queso en una

tienda del mercado local. Además ha permitido que estos ingresos les permita ampliar y comprar más material e insumos tanto de leche como de equipamiento. Otro aspecto destacable según los datos mostrados hay una distribución de ganancias entre los socios lo que impacta en mejores condiciones de vida entre ellos. Sus perspectivas serán la ampliación de la venta en bolsas pláticas con registro sanitario del Ministerio de salud para proveer al Municipio y los colegios. También esperan conseguir el módulo lechero, pues el que tienen está prestado y de carácter piloto.

Se considera que esta empresa bien gestionada puede permitir el encadenamiento productivo de la zona que tiene un gran potencial lechero.

En el caso de la empresa de porcinos prácticamente todas las ganancias han sido reinvertidas en 3 meses. Comenzaron con 4 porcinos por cada socio. En solo 3 meses tiene 10 por cada socio. Consideran la posibilidad de ampliar la sociedad y vender hasta el Ecuador.

Se considera que aún requieren el reforzamiento de procesos organizativos y de gestión. En algunos casos no tienen personería jurídica definida. También microproductores requieren "aún apoyo para "navegar" en el mercado y para generar excedentes, relacionarse en mejores condiciones y más favorables para ello.

Otros Aspectos: Los Derechos Humanos

Se considera importante en la zona la formación de promotores de Derechos humanos. En el caso de de Montero se han formado 42 promotores capacitados en maltrato infantil, apoyo para la lograr la identidad. Con ello también el Municipio apertura la DEMUNA.

Otro aspecto detectado en los grupos focales de las MCLCP son los conflictos por tierras entre los productores. Prácticamente la autoridad comunal ha perdido el respeto y la representatividad como para solucionar ese tipo de problemas.

En este sentido el tema de derechos deberá considerar el tema de las tierras, la capacitación tanto a los promotores, como a los actores que llevan justicia en el campo como son los jueces locales o los ronderos e incluso la Defensoría del Pueblo sobre negociación de conflictos. Ello permitirá también encontrar las causas y soluciones a un problema que deberá ser encarado por el Ministerio de Agricultura en su política local

ANNEX 10

NOTAS DE LANCONES

NOTAS DE LANCONES

CONTEXTO

Compromisos de Organos Gubernamentales

- El programa junto con el Municipio apoyan la Mesa de Concertación y la preparación del presupuesto participativo.
- Está capacitando a promotores en coordinación con la Defensoría.
- Asesoramiento en las comunidades para obtener identificación en coordinación con RENIEC.
- Ministerio de Agricultura apoya con asistencia técnica la implementación de una miniplanta de procesamiento de leche.

Proceso de Descentralización y Participación

- Los procesos participativos en el distrito tienen como herramientas básicas a las Mesas de Concertación y la elaboración de presupuestos participativos, las cuales han recibido apoyo técnico del Programa.
- Se han conformado las Juntas Vecinales las cuales fueron capacitadas en elaboración, vigilancia y control de proyectos, junto con personal del Municipio.
- Con apoyo del Programa se nombraron y capacitaron facilitadores en cuatro áreas del distrito.

Capacidades y Limitantes Que Enfrentan los Actores

Participación

- Dispersión de las viviendas y caseríos
- Las mujeres en general no pueden movilizarse a talleres en otros lugares para evitar problemas con sus esposos (celos).

Producción

- La principal limitante que enfrenta el distrito es la escasez de agua para consumo y para producción.

- La represa de Poechos está en el distrito, pero los beneficios provenientes de agua para riego van principalmente a otros distritos de Sullana. La población aprovecha en forma extensiva para actividades de pesca. Con alguna inversión adicional se puede aprovechar el agua para riego tecnificado en las partes altas y la crianza controlada de peces (por ejemplo, tilapia), en la misma laguna. Existe un consorcio privado que produce alevitos en jaulas flotantes en la represa.

- Bosque secos de algarroba.

PROCESOS

Cambios

IR1

Mesa de Concertación y juntas Vecinales trabajando coordinadamente con el municipio distrital.

El Programa ha capacitado a los facilitadotes en la elaboración de proyectos. El Municipio está preparado para trabajar en la búsqueda de fondos con apoyo de ONGs.

Los promotores de derechos humanos capacitados por el Programa han efectuado réplicas en los caseríos.

IR2

El distrito es fundamentalmente ganadero y agricultor. Se ha iniciado la implementación de la miniplanta de lácteos en coordinación con el Ministerio de Agricultura. Es una microempresa en formación, compuesta por 12 socios directos, que producen y acopian leche de otros productores vecinos. Antes se producía sólo queso, ahora se produce yogurt y majar blanco. El programa provee el equipamiento; el MinAg, la asistencia técnica; los productores, el local e insumos. No tiene refrigeración. La producción es aún muy pequeña.

Se ha elaborado un proyecto de riego tecnificado, para la producción de uvas y otros frutas. Este proyecto es producto del Presupuesto participativo y el Programa proveerá capacitación en riego tecnificado.

También existe un proyecto para hacer piscicultura en la laguna de Poechos con capacitación del Programa.

Dentro del Plan Binacional, caseríos como Alamor, Pichinche, Pitayo, El Salto y otros han recibido agua potable y servicios básicos de saneamiento (letrinas) y/o electrificación.

IR3

Existen 57 promotores de derechos humanos en el distrito. Estos han sido capacitados por el Programa y ya han efectuado réplicas en los caseríos. Una tercera parte de estos promotores son mujeres.

Qué Funciona? Y Qué No Funciona?

Es difícil hacer este análisis con sólo una entrevista en el Municipio Distrital. La percepción que tengo es que los productos se han empezado a ver muy recientemente, pero que la formación (capacitación) de miembros del Municipio y promotores han dejado una base de sustentación importante para acciones participativas futuras.

ANNEX 11A

MATRIZ DE INDICADORES Y METAS DEL PROGRAMA FRONTERA SELVA

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
RESULTADO INTERMEDIO 1: AUMENTO DE LAS CAPACIDAD DE LAS CC. FRONTERIZAS PARA ADMINISTRAR LOS PROCESOS DE DESARROLLO FRONTERIZO				
PRODUCTO 1.1: PLANES DE DESARROLLO FORMULADOS Y VALIDADOS PARTICIPATIVAMENTE POR COMUNIDADES Y FEDERACIONES				
1) Comunidades participan en la elaboración y seguimiento de planes de desarrollo de sus distritos	**Definición:** Comunidades participando en planes de desarrollo local de sus distritos. **Unidada de Medida:** a) Número	Línea de base 2001: Napo: 0% Condorcanqui: 0%	Napo: 57 CC. (80%) Condorcanqui: 145 CC. (85%)	Napo: 72 CC. Condorcanqui: 171 CC.
2) Federaciones participan en mesas de concertación locales con propuestas y/o planes de desarrollo	**Definición:** Se busca que las mesas de concertación sean el núcleo de discusión de propuestas de desarrollo local **Unidad de Medida:** a) Número	Línea de base 2001: Napo: 0% Condorcanqui: 0%	Napo: 01 (50%) Condorcanqui: 3 (60%)	Napo: 02 Condorcanqui: 05
1) Número de proyectos locales que cuentan con financiamiento municipal	**Definición:** Se refiere a proyectos derivados de los planes de desarrollo distrital y que la municipalidad se compromete a financiar con sus propios recursos **Unidad de Medida:** a) Número de proyectos	Línea de base 2000: Napo: 20 Condorcanqui: 3	Napo: 3 (70%) Condorcanqui: 7 (70%)	Napo: 5 Condorcanqui: 10
PRODUCTO 1.3: LAS MUJERES PARTICIPAN EN EL PLANEAMIENTO Y LA TOMA DE DECISIONES EN LA COMUNIDAD Y EN LAS ORGANIZACIONES NATIVAS.				
1) Las mujeres líderes participando activamente en comunidades, federaciones y municipalidades	**Definición:** Mujeres que ocupan cargos dirigenciales en juntas directivas de comunidades, federaciones y gobiernos locales. **Unidad de Medida:** a) Número de mujeres	Línea de base 2001: Napo: 2 Condorcanqui: 4	Napo: 4 (incremento de 100%) Condorcanqui: 20 (incremento de 500%)	Napo: xx Condorcanqui: xx
RESULTADO INTERMEDIO 2: MEJORA DE LAS CAPACIDADES BÁSICAS PARA UNA VIDA SALUDABLE Y PRODUCTIVA.				
PRODUCTO 2.1: LAS FAMILIAS MEJORAN EL PROCESO PRODUCTIVO DE SUS ACTIVIDADES AGROPECUARIAS.				

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
1) Producción fam. agropecuaria	**Definición:** Impulso al proceso productivo de las unidades familiares a través del desarrollo de las diferentes actividades implementadas por el PFS.		Napo: 304 unid. Fam. (99%)	Napo: 306 unid. fam.
	Unidad de medida:		Napo: 350 mód. produc. (75%)	Napo: 462 mód. Produc.
	a) Números de unidades familiares		Condorcanqui: 464 U.F. (67%)	Condorcanqui: 690 U.F.
	b) Numero. de módulos productivos		Condorcanqui: 408 módulos (47%)	Condorcanqui: 867 módulos
PRODUCTO 2.2: LAS FAMILIAS DESARROLLAN ACTIVIDADES ECONÓMICAS ARTICULADAS AL MERCADO (CONDORCANQUI).				
1) Estudio de comercialización (solo en Napo)	**Definición:** Desarrollo de un estudio para identificar desde la demanda, oportunidades productivas de articulación mercantil			
	Unidad de medida: a) Numero de estudios.		Napo: 1 estudio	Napo: 1 estudio
2) Parte de la producción de las familias destinadas al mercado (solo en Condorcanqui)	**Definición**: Ingresos provenientes del desarrollo de actividades articuladas a los espacios de validación locales y otros.			
	Unidad de medida:		Condorcanqui: 103 u.f. (15% de 690 u.f.)	Condorcanqui 20% de familias
	a) Porcentaje de familias.		"Bastante probable que	Condorcanqui: Más de S/.
	b) Ingresos en soles		supera la meta"	150.00
PRODUCTO 2.3: LAS ORGANIZACIONES COMUNALES APOYAN ACTIVAMENTE LA EDUCACIÓN DE LAS NIÑAS Y NIÑOS.				
1) Escuelas que cuentan con actividades/iniciativas comunales de apoyo a la educación de las niñas	**Definición:** Implementación de iniciativas comunales que contribuyen a mejorar la asistencia de niñas y niños a la escuela.		Napo: 18 escuelas (>100%)	Napo: 14 escuelas
	Unidad de medida: a) Numero de escuelas con iniciativas.		Condorcanqui: 22 escuelas (100%)	Condorcanqui: 22 escuelas
PRODUCTO 2.4: ESCUELAS LOCALES ADAPTADAS A LA REALIDAD COMUNAL.				
1) Escuelas que aplican propuestas curriculares adaptadas a su realidad.	**Definición:** Se refiere a la implementación de la propuesta curricular intercultural diversificada en las escuelas donde interviene el componente.		Napo: 19 escuelas (90%)	Napo: 21 escuelas
	Unidad de medida: a) Numero de escuelas		Condorcanqui: 22 escuelas (100%)	Condorcanqui: 22 escuelas

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
2) Tasa de deserción escolar de niñas y niños en el ámbito de intervención del compon. Condorcanqui 3) Tasa de repitencia escolar de niñas y niños en el ámbito de intervención del compon. Napo	**Definición:** La misma empleada por el MINEDU. **Unidad de medida:** a) Tasa de deserción escuelas de Condorcanqui b) Tasa de repitencia escuelas de Napo	Línea de base: Napo: 26%. Condorcanqui: ND	Se percibe como producto de PFS la disminucion de repelencia en Napo y de la deserción en Condorcanqui	Condorcanqui: 30% de dismin. Napo: 30% de disminución.
PRODUCTO 2.5: EL ACCESO DE LAS FAMILIAS A LOS SERVICIOS DE SALUD DE CALIDAD HA AUMENTADO.				
1) Se incrementa en el uso de los servicios para la atención curativa y preventiva de la salud materno infantil	**Definición:** Atención en: Crecimiento y desarrollo, vacunaciones, diarrea niños, neumonía niños, control prenatal, partos, fiebre en niños y adultos (posible malaria) **Unidad de medida:** a) Porcentaje	Línea de base: ND	"Posiblemente han superado la meta"	Napo: Increm. de un 20% Condor: Increm. de un 20%
PRODUCTO 2.6: LAS FAMILIAS ADOPTAN MEJORES PRÁCTICAS DE SALUD.				
1) Las familias aplican buenas prácticas de salud	**Definición:** Porcentaje de personas del ámbito del componente que tiene "buenas prácticas" de salud en su vida diaria **Unidad de medida:** a) Porcentaje de personas que se lavan las manos antes de ingerir alimentos. b) Porcentaje de personas que usan agua tratada para beber	Línea de base 2001 a) Napo: 0% b) Napo: 44.6% a) Condorcanqui: 0% b) Condorcanqui 39.3%	a) Napo: b) Napo: a) Condorcanqui: b) Condorcanqui En el Napo 70% y 75% en Condorcanqui de las familias a las que se ha capacitado recuerdan los mensajes.	a) Napo: 20% b) Napo: 55.6% a) Condorcanqui: 20% b) Condorcanqui: 50.3%
PRODUCTO 2.7: LAS COMUNIDADES PARTICIPAN ACTIVAMENTE EN LA MEJORA DE INFRAESTRUCTURA DE SERVICIOS BÁSICOS.				

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
1) Comunidades se organizan e implementan proyectos de infraestructura con financiamiento compartido.	**Definición:** Se refiere a la generación de capacida des locales, a través de la organización participativa de la población asumiendo corresponsabilidad desde la identificación de las obras, construcción y mantenimiento de la infraestructura			
	Unidad de medida: a) Numero de obras b) Numero de comunidades	Línea de base 2001: Napo: N.D	Napo: 11 obras (52%) Napo: 11 comunidades (52%) Condorcanqui: 29 obras (82%) Condorcanqui: 29 comunidades (82%)	Napo: 21 obras Napo: 21 comunidades Condorcanqui: 35 obras Condorcanqui: 35 comunidades
RESULTADO INTERMEDIO 3: AUMENTO DEL RESPETO Y LA PROTECCIÓN DE LOS DERECHOS DE LA POBLACIÓN FRONTERIZA, PARTICULARMENTE LOS DE LAS MUJERES Y LOS PUEBLOS INDÍGENAS. **PRODUCTO 3.1: LÍDERES SOCIALES CAPACITADOS EN DERECHOS HUMANOS, DEMOCRACIA Y PARTICIPACIÓN CIUDADANA.**				
1) Líderes socials capacitados en DD.HH y participación ciudadana	**Definición:** Se refiere a la cantidad de líderes que serán capacitados a lo largo de la intervención del Programa (02 líderes por comunidad intervenida)			
	Unidad de medida: a) Numero de líderes	Línea de base 2001: Napo: ND	Napo: 97 líderes (85%)	Napo: 114 líderes
1) Pobladores que han sido informados sobre los DD.HH y democracia	**Definición:** Cuantifica el número de pobladores que están informados en derechos humanos y democracia. Estos pobladores reciben información y conocimientos de los líderes a los que se hace mención en el producto 3.1. (50% de la Poblac. del componente)			
	Unidad de medida: a) Porcentaje	Línea de base 2001: Napo: ND Condorcanqui: ND	" Se ha avanzado en el proceso"	Napo: 50% Condorcanqui: 50%
PRODUCTO 3.3: DEFENSORÍA DEL PUEBLO OPERANDO EN LA ZONA.				
1) Número de distritos en los que opera la Defensoría del Pueblo	**Definición:** Cuantifica el ámbito efectivo de operaciones de la Defensoría del Pueblo	:		
	Unidad de medida:	Línea de base 2001	Napo: 2 distritos (100%)	Napo: 2 distritos

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
	a) Numero de distritos	Napo: ND Condorcanqui: ND	Condorcanqui: 3 distritos (100%)	Condorcanqui: 3 distritos
2) Casos atendidos por la Defensoría	**Definición:** La Defensoría atenderá casos presentados por indígens y mestizoas relacionados con problemas de violencia contra las mujeres y los niños, conflictos y problemas relacionados con la tierra y otros que se consideren necesarios **Unidad de medida:** a) Numero de casos	Línea de base 2001: Napo: ND Condorcanqui: ND	Napo: 312 casos (65%) Condorcanqui: 615 casos (75%)	Napo: 480 casos Condorcanqui: 820 casos
PRODUCTO 3.4: DERECHOS HUMANOS Y CIUDADANÍA DIFUNDIDOS EN LA ZONA.				
1) Distritos y comunidades a los que han llegado los mensajes sobre DD.HH y ciudadanía	**Definición:** Cuantifica el ámbito geográfico en que se ciudadanía **Unidad de medida:** a) Número de distritos. b) Porcentaje de comunidades	Línea de base 2001: Napo: ND Condorcanqui: ND	Napo: 2 distritos Napo: fichas a 80% de poblacion; 65% conocen derechos fundamentales Condorcanqui: 3 distritos Condorcanqui: fichas a 80% de poblacion; 65% conocen derechos fundamentales	Napo: 2 distritos Napo: 80% de comunidades Condorcanqui: 3 distritos Condorcanqui: 80% de cc.
1) Porcentaje de población que no cuenta con certificados de nacimiento se reduce	**Definición:** Cuantifica uno de los vehículos de protección de los DD.HH. De la población; la certificación de nacimientos. **Unidad de medida:** Porcentaje a) Porcentaje	Línea de base 2001: Napo: 66% Condorcanqui: 63%	Convenios con Defensoria y RENIEC en Napo y Condorcanqui	Napo: 30% Condorcanqui: 30%
PRODUCTO 3.6: EL TERRITORIO ÉTNICO Y LOS DERECHOS DE LA POBLACIÓN ESTÁN ASEGURADOS (sólo en Condorcanqui)				
1) Comunidades con personería jurídica	**Definición:** La inscripción en registro públicos busca asegurar los derechos de las		Condorcanqui: 29 cc. (100%)	Condorcanqui: 29 cc.

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
	comunidades sobre su territorio a) Numero de comunidades			
2) Conflictos territoriales resueltos	**Definición:** se refiere a la resolución de conflictos que se presentan entre comunidades indígenas y entre comunidades indígenas y colonos. **Unidad de medida:** a) Numero de conflictos		Condorcanqui: 16 conflictos (46%)	Condorcanqui: 35 conflictos
RESULTADO INTERMEDIO 4: AUMENTO DEL APOYO AL ACUERDO DE PAZ.				
PRODUCTO 4.1: PROMOCIÓN ACTIVA DEL RESPETO A LA PÀZ Y AL RECHAZO DE LA VIOLENCIA.				
1) Número de distritos en los que se han desarrollado acciones/eventos de respeto a la paz y rechazo a la violencia	**Definición:** Desarrollar e implementar acciones que contribuyan a la consolidación de una cultura de paz y reachazo a la violencia entre los pueblos fronterizos **Unidad de medida:** a) Numero de distritos		Napo: Contexto politico de Iquitos no es proclive Condorcanqui: Han desarrollado actividades Piura: Acciones y eventos en 10 distritos (70%)	15 distritos.
PRODUCTO 4.2: ACTORES LOCALES Y LA POBLACIÓN EN GENERAL BIEN INFORMADOS RESPECTO A LOS ACUERDOS DE PAZ.				
1) Población fronteriza informada sobre el acuerdo de paz	**Definición:** Mide la importancia y el potencial apoyo que la población le da a los acuerdos de paz **Unidad de medida:** a) Porcentaje	Línea de base 2001: ND	Napo: Poco difundido Condorcanqui: Poco difundido Piura: 40% de la poblacion recuerda los mensajes	50% de personas
PRODUCTO 4.3: EL INTERCAMBIO PROFESIONAL, COMERCIAL Y CULTURAL ES PROMOVIDO				
1) Eventos binacionales	**Definición:** El PFS promueve y auspicia el intercambio binacional en los campos profesionales, culturales y comerciales **Unidad de medida:** a) Número de solicitudes de financiamiento de		Napo: Algunos encuentros realizados Codorcanqui: Algunos encuentros realizados	Iquitos: 5 solicitudes Piura: 45 solicitudes

Matriz de Indicadores y Metas del Programa Frontera Selva

Indicador	Definición / Unidad de Medida	Linea de Base	Ejecutado: set 2003	Meta: a Enero de 2005
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
	intercambios binacionales atendidas. b) Número de convenios suscritos con participación del PFS		Piura: 70%	

ANNEX 11B

MATRIZ DE INDICADORES Y METAS DEL PROGRAMA FRONTERA SIERRA

Matriz de Indicadores y Metas del Programa Frontera Sierra

Indicador	Unidad de Medida	Año / Valor de Línea de Base	Ejecutado a Setiembre 2003	Enero 2005 Meta
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
RESULTO INTERMEDIO 1: LAS COMUNIDADES FRONTERIZAS AUMENTAN SU CAPACIDAD DE ADMINISTRAR SUS PROCESOS DE DESARROLLO				
PRODUCTO 1.1: GOBIERNOS LOCALES PARA CONCERTAR, IDENTIFICAR Y DAR RESPUESTA EFECTIVA A LAS NECESIDADES DE LA POBLACIÓN				
Porcentaje de líderes comunales que son mujeres aumenta	Porcentaje	2001 / Piura: 0%	20% (66% de meta)	30%
Porcentaje de COGEL que gestionan sus planes estratégicos distritales aumenta	Porcentaje	2001 / Piura: 0%	100%	100%
PRODUCTO 1.2: LAS COMUNIDADES ORGANIZADAS PARTICIPAN CON SUS GOBIERNOS LOCALES EN LA ELABORACIÓN E IMPLEMENTACIÓN DE SUS PLANES DE DESARROLLO				
Porcentaje de presupuestos distritales elaborados participativamente	Porcentaje	2001 / Piura: 0%	100%	100%
RESULTO INTERMEDIO 2: LAS FAMILIAS MEJORAN SUS CAPACIDADES BÁSICAS PARA UNA VIDA SANA Y PRODUCTIVA				
PRODUCTO 2.1:CENTROS EDUCATIVOS RURALES EN RED ARTICULADOS A LOS PROCESOS DE DESARROLLO LOCAL				
Redes desarrollan sus procesos de gestión educativa articulado al desarrollo local	**Numero /** Porcentaje	**2001 / Piura: 0**	Piura: 9 (225%)	Piura: 4 [1]
Redes que cuentan con proyectos de diversificación curricular en Red	**Numero /** Porcentaje	**2001 / Piura:0**	Piura: 9 (225%)	Piura: 4
PRODUCTO 2.2: LOS SERVICIOS DE SALUD PARTICIPAN EN LAS INSTANCIAS DE CONCERTACIÓN DISTRITAL				
Porcentaje de planes de salud local elaborados y ejecutados con participación de las mesas temáticas de salud	Número/ Porcentaje	2001/Piura: 0 %	70%	100%

[1] La meta comprometida inicialmente fue de cuatro Redes Educativas Rurales. Adicionalmente, con la Dirección Regional de Educación se Piura se tienen programado a Diciembre 2004 tener en total 16 Redes Educativas Rurales trabajadas bajo el Modelo del Programa.

Matriz de Indicadores y Metas del Programa Frontera Sierra

Indicador	Unidad de Medida	Año / Valor de Línea de Base	Ejecutado a Setiembre 2003	Enero 2005 Meta
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
PRODUCTO 2.3: POBLACIÓN MEJORA SUS CONOCIMIENTOS EN SALUD				
Porcentaje de madres con conocimientos en salud incrementa	Número / Porcentaje	2001/ Piura: (35 %)	(45%) [2] (33% del incremento hasta la meta)	(70%)
PRODUCTO 2.4: Población con acceso a servicios de agua potable y saneamiento				
Familias que consumen agua potable	Número / Porcentaje	2001 / Piura: 5207 fam	Piura: 780 fam (100%)	Piura [3] : Incrementar en 780 fam
Familias que utilizan facilidades sanitarias funcionales	Número / Porcentaje	2001 / Piura: 8525 fam	Piura: 533 fam (100 %)	Piura [4] : Incrementar en 533 fam
PRODUCTO 2.5: POBLACIÓN CONTRIBUYE CON LA PROTECCIÓN AMBIENTAL				
Familias que conocen sobre protección ambiental	Número / Porcentaje	2001 / Piura: 3507 fam	Piura: 780 fam (100 %)	Piura: Incrementar en 780 fam
PRODUCTO 2.6: PRODUCTORES SE ARTICULAN AL MERCADO CON PRODUCTOS COMPETITIVOS				
Porcentaje de productores articulados al mercado	Número / Porcentaje	Piura: 0%	187 productores (78% productores articulados de la meta final)	240 productores (80% del total de productores)
RESULTADO INTERMEDIO 3: AUMENTO DEL RESPETO Y LA PROTECCIÓN DE LOS DERECHOS DE LA POBLACIÓN FRONTERIZA, PARTICULARMENTE LOS DE LAS MUJERES Y NIÑOS				

[2] Reporte al mes de Noviembre 2003

[3] Adicional al compromiso inicial, se ha iniciado la construcción de 7 sistemas de agua que atenderán a 408 familias con financiamiento del Fondo Binacional

[4] Adicional al compromiso inicial, se tiene programado a Diciembre 2004 la instalación de letrinas con financiamiento de USAID (450 letrinas) y el Fondo Binacional (408 letrinas)

Matriz de Indicadores y Metas del Programa Frontera Sierra

Indicador	Unidad de Medida	Año / Valor de Línea de Base	Ejecutado a Setiembre 2003	Enero 2005 Meta
OBJETIVO ESPECIAL: MEJORAR LA CALIDAD DE VIDA DE LOS PERUANOS EN LAS ÁREAS OBJETIVO A LO LARGO DE LA FRONTERA PERÚ-ECUADOR				
PRODUCTO 3.1: DEFENSORÍA DEL PUEBLO DESARROLLA ACTIVIDADES EN LA ZONA				
Número de distritos en los que trabaja Defensoría del Pueblo	Numero / Porcentaje	2002 / Piura: 0	10 (100%)	10
Número de casos atendidos por Defensoría del Pueblo	Numero / Porcentaje	2002 / Piura: 0	1674 (70 %)	2400
PRODUCTO 3.2: COMUNIDADES CON PROMOTORES COMUNALES CAPACITADOS EN DERECHOS HUMANOS				
Número de promotores capacitados	Numero	2002 / Piura: 0	226 (99%)	228
PRODUCTO 3.3: PROMOTORES COMUNALES CAPACITADOS IMPLEMENTAN ACTIVIDADES DE DERECHOS HUMANOS				
Porcentaje de quejas resueltas por los promotores en derechos humanos	Porcentaje	2002 / Piura: 0%	55%	Aumenta a 80%
PRODUCTO 3.4: REGISTRO E INSCRIPCIÓN DE CIUDADANOS				
1) Porcentaje de población de 18 años a más con registro de identidad incrementa	Porcentaje	2001 / Piura: 88.8 %	Se ha avanzado en el proceso[5]	Aumenta en 5 %
2) Niños y niñas con partida de nacimiento incrementa	Porcentaje	2001 / Piura: 95.0 %	Se ha avanzado en el proceso	Aumenta en 2 %

[5] No se tiene los datos oficiales 2003 de la Oficina de Registro de Identidad, dado que la el cierre de campaña nacional de identidad culmina en el mes de Febrero 2004.

ANNEX 12

EJEMPLOS DE PRESUPUESTOS PARTICIPATIVOS— CENEPA Y MONTEROS

PLAN ESTRATEGICO DE DESARROLLO CONCERTADO DE EL DISTRITO DE EL CENEPA

PROYECTOS PRIORIZADOS PARA EL AÑO 2004

I.Eje: MEJORAR LA CALIDAD DE VIDA.

PROYECTOS:

1. Construcción de Local descentralizado de la UGE- CENEPA	50,000.0(
2. Construcción Mini Central Hidroeléctrica de Tutino	35,397.0
3. Adquisición de Radios de Comunicación para diferentes comunidades	20,000.0(
4. Adquisición de Paneles Solares para diferentes comunidades	8,000.0(

II.Eje:PROMOCION Y RECURSOS NATURALES

PROYECTOS:

1. Apoyo a comunidades con módulos de ganados	20,000.0
2. Apoyo a comunidades con cultivos de cereales	5,000.0
3. Capacitación Agropecuaria a Beneficiarios	5,862.0
4. Mejoramiento de local Municipal Albergue puerto Imacita.	5,000.0

III. Eje:INTEGRACION Y ORDENAMIENTO TERRITORIAL

PROYECTOS:

1. Construcción puente peatonal SAASA	25,000.0
2. Mejoramiento del puerto principal Huampami	30,000.0

IV. Eje:FORTALECIMIENTO DE ORGANIZACIONES Y LAS INSTITUCIONES CONOCER LOS DERECHOS Y PROMOVER LA EQUIDAD DE GENERO

PROYECTOS:

1. Hacer división en el local Municipal para Servicios Sociales (mesas de concertación)	8,839.00
2. Hacer limpieza en el contorno del Palacio Municipal	8,000.0(
	221 008 0

PRESUPUESTO PARTICIPATIVO
AÑO FISCAL 2004

01	Estudios	S/. 30 000.00
02	Fortalecimiento Institucional.	S/. 24 215.00
03	Instalación de Módulo de Panela Granulada.	S/. 40 000.00
04	Instalación de Vivero.	S/. 10 000.00
05	Apoyo al Desarrollo Ganadero.	S/. 30 000.00
06	Asistencia Téc. A pequeños productores.	S/. 24 000.00
07	Construcción de Bebederos – Pichandul.	S/. 8 000.00
08	Mejoramiento de canales de regadío.	S/. 15 000.00
09	Fondo de semilla.	S/. 6 000,00
10	Fondo de Módulo en Sanidad Animal	S/. 5 075,00
11	Instalación y Conducción de Minigranja.	S/. 6 000,00
12	Apoyo Social y Obras de Emergencia	S/. 46 684,00
13	Contraparte "Construcción de Tres Aulas I.S.T. "Lizardo Montero Flores"	S/. 50 000,00
14	Rehabilitac. Y Mejoram. De Centros Educativos	S/. 23 485,00
15	Equipamiento de Centros Educativos	S/. 15 000,00
16	Construc. De Sist. De Agua P. El Salvador	S/. 15 000,00
17	Rehabilitación De Sist. Agua Potable Montero	S/. 15 000,00
18	Rehabilitación De Sistema Aguas P. Rurales	S/. 23 000,00
19	Const. Sistema de Agua P. Caserío Israel	S/. 12 000.00
20	Construcción de Relleno Sanitario	S/. 10 000.00
21	**Implementación de** NUSACOS: **Pite, ULuncha" - "Pichandul"**	S/. 15 645.00
22	**Construcción de Puente Peatonal "Santa Rosa de Chonta Alto"**	S/. 24.097.00
23	Rehabilitación de Trocha C. Paraje – Pite	S/. 45 000.00
24	Rehabilitación de Trocha C. Pite – Marmas	S/. 5 000.00
25	Rehabilitación de Trocha Carrozable Chonta – Sicacate – Loma de Sicacate	S/. 37 000.00
26	Mejoramiento Calle Jr. Piura y Jr. Merino	S/. 88 310.00
27	Construcción de Dren Pluvial - Montero	S/. 20 000.00
28	Mejoramiento de Parque Regina Cevallos	S/. 4 000,00
29	Mejoramiento de Parque "Nueva Esperanza"	S/. 6 000,00
30	Instalación de Módulo Producción de Queso	S/. 15 000.00
31	Instalación de Módulo Producción de Yogurt	S/. 5 000.00
32	Instalación de Módulo de Apicultura	S/. 3 000.00
33	Construcción de Bebederos la Pega Pega.	S/. 13 000.00
34	Mejoramiento de Pisigranja	S/. 5 000.00
35	Construcción de Bebederos - Huayacanes	S/. 16 000.00
36	Construcción de Bebederos –Charán Alto	S/. 8 000.00
37	Construcción de Trocha C. Pite-San martín	S/. 27 806 00
38	Construcción de Tres Aulas del Colegio Secundario "Nuestra Señora de las Mercedes" – Sicacate.	S/. 68 194.00
39	Construcción de Puente Carrozable – Montero	S/.100 000.00
	Total	S/.915 310.00