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EVALUATION

Midterm Evaluation of the Peru Decentralization and Local Governance Project

Executive Report

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EXECUTIVE REPORT

MIDTERM EVALUATION OF THE PERU DECENTRALIZATION AND LOCAL GOVERNANCE PROJECT (PRODECENTRALIZATION)

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS

ANGR	National Assembly of Regional Governments
ARA	Regional Environment Authority (Autoridad Regional Ambiental)
CGR	Comptroller General (Contraloría General de la República)
COPARE	Participatory Regional Education Council (Consejo Participativo Regional de Educación)
CLAS	Local Health Administration Community (Comunidad Local de Administración de Salud)
CRED	Health services to improve child growth and development
CSO	Civil society organization
DG	District Municipality Government
DIRESA	Regional Direction of Health (Dirección Regional de Salud)
DO	Development Objective
FED	Fund to Stimulate Performance (Fondo para la Estimulación de Desempeño)
FOCAS	Functional Organization Capacity Strengthening
FONIPREL	Fund for Promotion of Regional and Local investment (Fondo para la Promoción de la Inversión Regional y Local)
GGD	Decentralized Management Group (Grupo de Gestión Descentralizada)
GoP	Government of Peru
GOREMAD	Madre de Dios Regional Government
GORESAM	San Martin Regional Government
GOREU	Ucayali Regional Government
ICI	Institutional capacities index
IR	Intermediate result
JICA	Japan International Cooperation Agency
JNE	National Elections Jury (Jurado Nacional de Elecciones)
KAP	Knowledge, attitudes, and practices
LG	Local government (includes district and provincial governments)
MCLCP	Round Table for Coordination of the Fight Against Poverty (Mesa para la Concertación de la Lucha Contra la Pobreza)
MEF	Ministry of Economy
MINAM	Ministry of the Environment (Ministerio del Ambiente)
MINCUL	Ministry of Culture
MINEDU	Ministry of Education
MINSA	Ministry of Health

ONDS	National Office for Dialogue and Sustainability (Oficina Nacional para el Diálogo y la Sostenibilidad), in the Presidency of the Council of Ministers
OSCE	Organism for Supervision of Public Contracts (Organismo Supevisor de Contrataciones del Estado
PCM	Office of the Presidency of the Council of Ministers
PG	Provincial Municipality Government
PIP	Public Investment Project
PMP	Performance Monitoring Plan
POI	Institutional Operating Plans
QSIP	Quality Service Improvement Plan
RG	Regional Government
SERVIR	National Civil Service Authority
SD	Secretariat for Decentralization (Secretaría de Descentralización)
SGP	Secretariat of Public Management (Secretaría para la Gestión Pública)
SOW	Statement of Work
SUMA	Quality Basic Education Reform Support Program
TTAP	Training and Technical Assistance Plan
TUPA	Administration Manual (Texto Único de Procedimientos Administrativos)
UGEL	Local Education Management Units (Unidades de Gestión Educativa Locales)
USAID	United States Agency for International Development, Peru Mission
USG	United States Government

EXECUTIVE SUMMARY

Evaluation Purpose

The purpose of this independent external mid-term performance evaluation is to measure the relevance, effectiveness, efficiency, and sustainability of the ProDecentralization project design, approach, methodologies, tools, and activities. By testing the development hypothesis and program assumptions with facts from the findings, the evaluation identifies performance results, implementation challenges, unmet needs, and unexpected results. It provides information and develops recommendations intended to support Peru Mission of the United States Agency for International Development (USAID) in enhancing ProDecentralization activities and orienting future programming. It also summarizes lessons learned and best practices. This mid-term evaluation looks at the first two years of implementation, slightly less than half of the implementation period.

Evaluation Questions

1. To what extent is ProDecentralization project achieving its results and targets, and how has it contributed to the improvement of the decentralized management and articulation of the State in health, education and environmental services in selected areas? What are the main factors that have limited or facilitated achieving expected results?
2. What activities, tools, or interventions are more successful than others, and what are the factors for their relative success? What current activities/efforts should be expanded or decreased?
3. How do the design, strategies, tools, and activities of ProDecentralization correspond with the needs, priorities, bottlenecks, and the evolution of decentralized management of services in the areas of health, education, and environment?
4. What type of technical resources and level of effort are used by ProDecentralization to improve the decentralized management of services in health, education, and environment, and which of these should be assumed by different levels of government to expand and sustain the coverage and/or quality of the priority services?
5. What specific changes to the strategy, approach, methodologies, or activities should be made to achieve maximum results, sustainability, and ownership by the governments involved?

Project Background

Following the return of democratic governance in Peru, the regionalization process began after a decade's hiatus in 2002, with the Base Law for Decentralization (Law 27783). That law requires the creation of "regional governments" through the integration or fusion of two or more adjacent departments as approved by popular referendum in the territories proposed for them (Article 29). To date, no regional governments have been created. However, the same law defines decentralization as a dynamic process, to be implemented in stages to promote regional integration and the constitution of macro-regions (Article 4, paragraph b) through a process beginning in the existing departments and the Constitutional Province of Callao, and establishes that the sites for these "regional governments" are the capitals of these departments (Article 30). Thus, in practice, Peru's Departments are functioning as if they were Regions, with all of the organs and functions established for the Regional Governments.

In response, USAID developed three successive projects to support the decentralization process, all awarded to ARD, Inc. and its current parent company, TetraTech. The current ProDecentralization award began on October 10, 2012 and is scheduled to finish on October 14, 2017 with a total budget of $14,858,825. Unlike its predecessors, the current activity is based in five departments of the Amazon

Basin and is focused on strengthening the decentralized management of select public services. Its core development hypothesis is that a combination of capacity building and policy strengthening at the regional and national levels, including better coordination and coherence among the three levels of government, supported by active citizen participation and oversight, will facilitate improvements in service provision and citizen/user satisfaction with those services.

The ProDecentralization activities are designed to be mutually supportive across three Intermediate Results (IR). Specifically, interventions consolidating the policy framework (IR 1) and broadening transparency and citizen participation (IR 3) will contribute to the success of interventions strengthening capacity for effective democratic governance at the subnational level (IR 2).

ProDecentralization set up clusters, the Decentralized Management Groups or GGDs, each comprised of one regional government, one provincial government, and at least three district governments to set objectives and project implementation. The GGDs identify and prioritize one critical area and service related to health, education or the environment, with civil society participation. The project applies the Functional Organization Capacity Strengthening (FOCAS) tool to assess functional capacity in operational areas and identifies improvement needs, in discussion with the regional and local governments; these must reflect priorities for effectiveness. Then the project applies the Quality Service Improvement Plan (QSIP) tool in partnership with the same government institutions, and citizens or public service users to jointly diagnose and address barriers to accessing quality services. The sub-national GGD members or their staffs are trained and provided technical assistance to help them implement capacity building plans and conduct service audits. Thus, ProDecentralization seeks to integrate policy decisions, citizen participation and transparency measures, with improved decentralized management and quality service improvements.

Design, Methods and Limitations

The evaluation team, in coordination with USAID and ProDecentralization, developed a statement of work for the midterm performance evaluation of the Peru Decentralization Project. The statement of work (SOW) is included as Annex 2 of this report. The SOW includes a matrix for the evaluation's analytical focus and 14 different guides for interviews with stakeholders at all level. These include USAID officials, the ProDecentralization team, public officials in the appropriate central government agencies and in the regional and local governments who participate in project activities, service users and beneficiaries, and focus groups. Based on 140 interviews conducted in Lima and during site visits to the five regions of project implementation as well as the revision of project documents, the evaluation team employed a mixture of qualitative and quantitative methods with data obtained from both primary and secondary sources. Activities initiated on September 15, 2014, and evidence collection concluded with submission of the first draft of the evaluation report on December 26, 2014. Primary source quantitative methods included a survey of knowledge, attitudes, and practices (KAP) with resident solid waste management service users in their homes to obtain direct evidence on targeted results (e.g. changes in collection frequency), a self-applied survey of teachers in San Martín, and an exit survey of health services users in Amazonas and Loreto. The evaluators also obtained secondary source statistics from health providers, schools, and local governments (LG).

Findings and Conclusions

After two years of implementation, the evaluation team found the ProDecentralization project to be relevant to USAID and GoP priorities to the extent that it addresses decentralization policy issues at all levels of government, strengthens capacity in subnational governments, furthers transparency and social inclusion and seeks to articulate subnational government with the State.

Confronted with a lack of adequate supervision, support for, and autonomy of the central government

agencies charged with furthering the decentralization process in Peru, ProDecentralization has adopted a flexible strategy. This strategy prioritizes the consolidation of capacity at the subnational level, emphasizing the articulation of the State at different levels of subnational government, while continuing to provide technical assistance to improve the legal and regulatory framework at the national level. The Project has been innovative in integrating service improvement processes across subnational government levels and effective in reaching under-served populations and furthering its gender focus, although the most underserved populations reside outside of project intervention areas (e.g. remote populations of Amazonas).

ProDecentralization provides training and technical assistance to the GGDs, or directly to corresponding level of sub-national government to help them implement capacity building plans and conduct service audits, in accordance with a Training and Technical Assistance Plan (TTAP) developed for each GGD. These interventions are intended to enable participating institutions to resolve the priority critical barriers to quality service delivery. The training strategy has been challenged by the loss of trained personnel due to the rapid turnover of government positions. The project intends to more sustainability addressing the need to retain trained personnel at the subnational level through support for the implementation of the new civil service law under the National Civil Service Authority (SERVIR).

Capacity building and institutional strengthening interventions are long, tedious processes with many obstacles and pitfalls, but the FOCAS and QSIP tools have made helpful contributions toward diagnosis and planning for technical assistance to lead to the targeted improvements. Despite their effectiveness, they have not been introduced to many local management teams, especially local governments.[1] The widespread and sustainable adoption of these tools will require their incorporation into public policy and management norms.

Some of the interventions would benefit from expanding, integrating, or focusing the processes involved in public service improvement, as the different situations require. For example, the GGD-selected focus on reducing wait times for the delivery of health services addressed to child growth (CRED) will be limited in its health outcomes without also addressing the need for related service improvements, such as ensuring the availability of vaccines. Addressing solid waste management must also integrate the whole service chain, including public environmental education. There is a need for stronger transparency measures and for strengthening recently functioning citizen oversight committees and other platforms for citizen participation.

ProDecentralization has met its goals for new and improved policies in terms of norms drafted. There is a need for additional follow-up and support, in coordination with the Secretariat for Decentralization (SD) and the Secretariat for Public Management (SGP), for the approval of proposed policies, and to ensure the implementation of policies that have been approved. There is a particularly strong need for the policies that further the decentralization process and provide guidance and supervision on that process at the subnational level; such as the guidelines for subnational management elaborated by the project that are currently moving through the approval process.

The ProDecentralization San Martin experience has built on a solid foundation. Previous USAID interventions in the region and the current project´s strengthening of policies and networks have contributed to a relatively advanced and better-integrated decentralization process when compared with Peru in general. The San Martin experience in education can serve as a laboratory for furthering decentralization elsewhere in Peru and beyond. The experiences with CRED service support in Amazonas and Loreto and those of improving solid waste management in Ucayali and Madre de Dios are

[1] ProDecentralization management note that this was planned for the fourth year of the project following a period of transition to new regional and local administrations in January of 2015.

on the whole effective but can benefit from better integration of the processes involved in those services and increased project focus.

An important project initiative has been its establishment of citizen oversight committees, particularly among beneficiaries of the solid waste management services in Madre de Dios and Ucayali. These need to be consolidated, and, in Madre de Dios, where environmental oversight functions are combined with citizen security concerns, their roles and functions better defined.

Recommendations

ProDecentralization should move quickly with the newly elected subnational government officials to ensure their commitment to and ownership of the processes, tools, and policies that it advanced in the previous administrations.

USAID and ProDecentralization should take advantage of the upcoming 2016 national elections for President and Congress to position decentralization as a campaign issue to which it can contribute information and experience. The project should build on its established experience disseminating publications and lessons learned, to carry out the systematic dissemination of project successes, lessons learned and methodologies, which can be tied to election year themes. Meanwhile, ProDecentralization should emphasize the importance and benefits of decentralization as demonstrated through project results while seeking stronger commitment of central government agencies guiding the decentralization process throughout Peru. Whether or not substantial progress can be made in this area prior to Project termination in 2017 will depend largely on how well the issues around decentralization are discussed in the election campaign and how committed candidates are to the related policies.

ProDecentralization should continue working with the SD and SGP to develop training materials, coordination guidelines, and supervision processes that can be applied at the subnational level. The policy and institutional framework for the decentralization process would benefit from changes that elevate the political level of the SD and SGP in order to provide Peru's decentralization process with adequate autonomy from the changing short-term political agendas of the Office of the Presidency of the Council of Ministers (PCM). The project should also consider providing assistance to the SD and SERVIR to enhance training and service supervision that support effective implementation with well-trained managers at the subnational level.

The project should promote the adoption of the GGD as a tool supporting the improvement of regional management through coordination that can be adapted in a flexible manner nationwide. In parallel, the project should work with subnational governments to facilitate their proactive adoption of these or equivalent mechanisms. The GGDs are proving to be a potentially useful mechanism for coordination among subnational governments in each of the project regional areas. However, they are not fully understood nor appropriated by the subnational governments themselves. There is a need for more substantial awareness and consolidation of such coordination spaces to ensure their sustainability and effectiveness.

ProDecentralization contributions to human and institutional capacity building at the subnational levels need to be consolidated in conjunction with transparency and citizen participation and oversight processes, as is already underway. With the approval of the Civil Service Law, ProDecentralization needs to work with SERVIR to ensure its application at the subnational level in order to overcome the issues around frequent staff turnover and inadequate human and institutional capacity – an initiative that ProDecentralization has been pursuing since FY2013 without traction due to a lack of political will supporting the effort. The subnational governments need to demonstrate improved capacity to assume their service delivery functions, and they also need clear and more effective guidance and supervision from reorganized central government agencies having those responsibilities.

Each level of government, including the three levels of subnational government, requires improved

understanding of its roles and functions and ways to achieve their objectives through improved inter-governmental coordination and articulation. For that, the subnational governments need guidance and supervision, while the central agencies need to better understand subnational governmental needs and an improved ability to respond to them.

Work with civil society organizations needs to be strengthened to help generate public support for decentralization initiatives and service improvements at the subnational level. The citizen oversight committees in Loreto and Madre de Dios require strengthening and better definition of their roles and functions. The project should provide support to help these groups address the sensitive issue of incentives, ensuring that participation in committees remains voluntary in fact and perception. The introduction of measures such as photo identification for committee participants could provide simple means for formalizing community recognition for members' service.

USAID and ProDecentralization should make a strategic determination regarding the potential benefits of promoting a more comprehensive approach to service improvements versus an approach that focuses on specific links in the service chain. In the case of waste management, the interventions have taken a more integrated approach. This approach is recommended for health and education interventions as well, although it would require more geographic focus and a more gradual implementation – both of which may represent strategic costs for USAID.

The project should articulate CRED interventions with regional and national priorities and policies to help ensure their sustainability and leverage a more integrated service improvement. For example, the project could support participating subnational governments to develop activities that respond to the criteria of the Fund to Stimulate Performance (FED), launched in May 2014. The project should strengthen its gender approach for the CRED intervention by engaging stakeholders, such as UNICEF, in promoting more paternal involvement in their children's nutrition and health.

Interventions in solid waste management could give more attention to recycling and integrating the solid waste management processes in a manner that diminishes the reliance upon sanitary landfills. Although not included in the original prioritization process, ProDecentralization is already supporting this work in Loreto and Madre de Dios. Additionally, the Project should coordinate with Madre de Dios Regional Government (GOREMAD) to secure its commitment to Ministry of the Environment (MINAM) goals and processes for solid waste management and to provide the corresponding budget allocations. If these requirements cannot be achieved, it should consider concentrating efforts with the Tambopata Provincial Municipality to advance the JICA-funded solid waste management project there and apply best practices and lessons learned in the three districts of that Province with which the Project is working. In Ucayali, the project should work with the MINAM to carry out a study supporting the local governments to establish a permanent solution for the final disposition of solid waste at their currently overburdened landfill.

In San Martin, there is a need for better coordination with the new Regional Government (GORESAM) authorities and to commit them to assume the progress attained with Ministry of Education (MINEDU) support and provide continuity to the progress made by their predecessor administration with improvements that they can help define. The project should support the Office of Operations and the Local Education Management Units (UGELs) to assume their respective functions while continuing to close performance gaps in the distribution of education materials.

ProDecentralization should expand its performance measurement indicators to capture results that are currently not reflected in the performance monitoring plans, such as gains in environmental education.[2]

[2] Post-evaluation note: USAID approved an updated Activity Monitoring Plan that includes RIG recommendations on April 15, 2015.

USAID may want to consider an ex-post evaluation of the 15-year process of support to Peru's decentralization initiatives with a focus on long-term impacts and lessons learned.

EVALUATION PURPOSE AND QUESTIONS

The purpose of this independent external mid-term performance evaluation is to measure the relevance, effectiveness, efficiency, and sustainability of the ProDecentralization project design, approach, methodologies, tools, and activities. The evaluation tests the development hypothesis and design assumptions with facts from the findings, and it identifies implementation problems, unmet needs, and unexpected results. It provides information and develops recommendations intended to support USAID in improving ProDecentralization results and orienting future programming. It also summarizes lessons learned and best practices. Specific evaluation objectives are to:

1. Determine the relationship between needs and contextual situation with the design, strategies, methodologies, priority services, and activities currently performed by the Project;
2. Validate the theory of change and the project assumptions with facts, evidence, and other experiences;
3. Measure progress in the achieving outcomes and outputs established in the performance monitoring plan (PMP) and identify successes and implementation challenges;
4. Analyze the factors that favor or limit the achievement of results;
5. Measure the contribution of the project in improving decentralized management and the articulation of the State;
6. Explain how the project components have contributed to the results in priority services and in selected areas; and
7. Analyze the actions taken by ProDecentralization to ensure the sustainability of their methodologies, procedures, tools, and results.

The evaluation team has developed the following five key evaluation questions to focus the analysis and respond to the evaluation purpose:

1. To what extent is ProDecentralization project achieving its results and targets? How has it contributed to the improvement of the decentralized management and articulation of the State in health, education and environmental services in selected areas? What are the main factors that have limited or facilitated achieving expected results?
2. What activities, tools or interventions are more successful than others, and what factors drive their relative success? What current activities/efforts should be expanded or decreased?
3. How do the design, strategies, tools and activities of ProDecentralization correspond with the needs, priorities, bottlenecks and the evolution of decentralized management of services in the areas of health, education and environment?
4. What type of technical resources and effort level are used by ProDecentralization to improve the decentralized management of services in health, education and environment, and which should be assumed by the levels of government to expand and sustain the coverage and/or quality of the priority services?
5. What specific changes to the strategy, approach, methodologies or activities should be made to achieve maximum results, sustainability and ownership by the governments involved?

PROJECT BACKGROUND

Decentralization has been central to Peru's state reform since the democratic transition from the Fujimori regime in 2001. The Decentralization Law of 2002 (Law 27783) requires that "regional governments" be created by the integration or fusion of two or more adjacent departments, as approved by popular referendum in the territories proposed for them (Article 29). None regional government has been created to date and a 2005 referendum rejected that integration in the areas where it was proposed. However, the same Decentralization Law defines decentralization as a dynamic process to be implemented in stages to promote regional integration and the constitution of macro-regions (Article 4, paragraph b) through a process beginning in the existing departments and the Constitutional Province of Callao, and establishes that the sites for these "regional governments" are the capitals of the departments (Article 30). Thus, in practice, Peru's Departments are functioning as if they were Regions, with all of the organs and functions established for the Regional Governments. A recent legislation, Law 30305 of March 9, 2015, modified the Constitution to re-designate the former Regional Presidents as Governors and limit them and municipal mayors to one term with no immediate re-election.

Municipalities on two levels, provincial and district, have long been granted relative autonomy and function with resources transferred from the central government, as well as revenues they generate from taxes and fees. The current Municipalities Law of 2003 (Law 27972) reaffirms district and provincial municipalities' autonomy, defines their purpose in the adequate provision of adequate local public services and the promotion of integrated, sustainable, and harmonic development of the areas within their jurisdiction, and subjects them to national general laws, policies, and plans (Articles ii, iv and vii).

To coincide with the launch of the Government of Peru's (GoP) new decentralization initiatives, in 2002 the Peru Mission of the United States Agency for International Development (USAID) launched the first of three consecutive projects to foster and strengthen the decentralization process and, thereby help strengthen Peru's democracy and economic integration. The current project is the third iteration of this project, all implemented by TetraTech-ARD and its predecessor, ARD, Inc. This project, unlike the previous two, is focused on the five Amazonian "regions" (San Martin, Ucayali, Amazonas, Loreto, and Madre de Dios) with selected provincial and district municipal governments in each and a select menu of services, including health education, and solid waste management (See Table 1 below).

This Project, called ProDecentralization, was launched in October 2012 and has a total budget of US$ 14,858,825[3]; it will conclude on October 14, 2017. ProDecentralization responds to USAID's Country Cooperation Development Strategy (CCDS) goal that "Peru's stability and democracy are strengthened through increased social and economic inclusion …" and specifically to its Development Objective (DO) 2, "Management and quality of public services improved in the Amazon Basin," and the corresponding DO2 intermediate results (IR):

IR 2.1. Improved government capacity to provide quality public services.
- Sub-IR 2.1.1. Improved management at sub-national levels,
- Sub-IR 2.1.2. Improved enabling environment for decentralized service provision, and
- Sub-IR 2.1.3. Improved government capacity to prevent and mitigate conflicts.

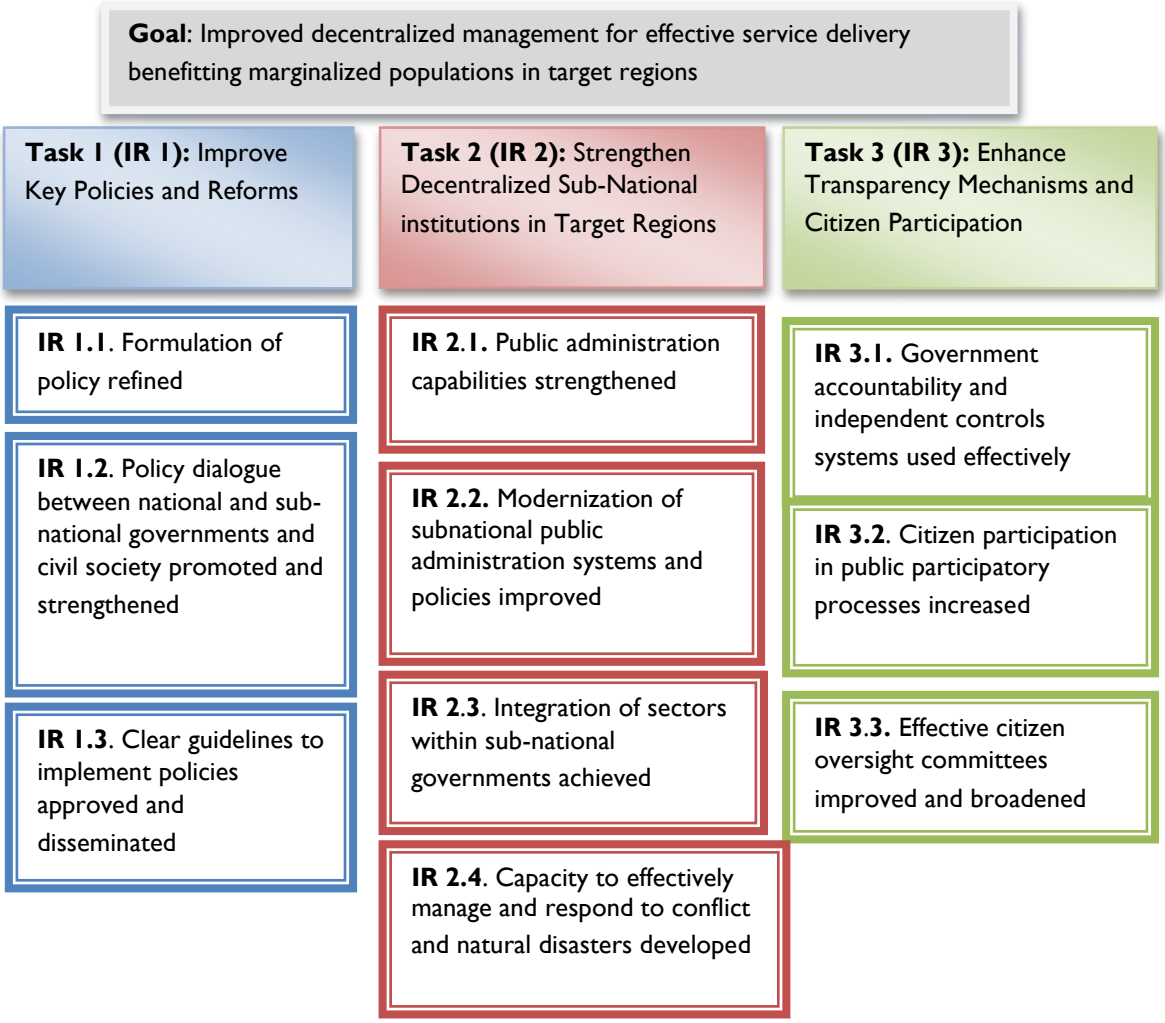
IR 2.2. Increased citizen engagement in decision-making and oversight.
- Sub-IR 2.2.1. Increased citizen capacity to articulate needs,
- Sub-IR 2.2.2. Improved citizen access to public information, and
- Sub-IR 2.2.3. Enhanced citizen capacity to dialogue and negotiate to prevent and mitigate

[3] The original budget of $11,967,126 was increased through contract modification 4, April 2014

conflicts.

The activity's revised Monitoring and Evaluation Plan was approved in August 2014 with the Results Framework shown in Figure 1. Tasks 1 and 2 of ProDecentralization shall contribute to USAID IR 2.1, and Task 3 shall contribute to IR 2.2.

Figure 1: ProDecentralization Results Framework



The ProDecentralization project's core development hypothesis is that a combination of capacity building and policy strengthening at the regional and national levels, and citizen participation and oversight of the prioritized services, along with better coordination and coherence among the three levels of government, will lead to improved management of those services, with improved service delivery that benefits the population within the intervention areas.

The current ProDecentralization Project was designed to address the critical challenges that its predecessor project identified in a 2011 publication.[4] It assumes an integrated, cross-sectorial approach that coordinates with other projects in the health, education, and environmental programs of USAID and the Government of Peru (GoP). As the project's sub intermediate results suggest, activities are organized so that results in the improvement of the regulatory framework (IR 1) and enhanced transparency and citizen participation (IR 3) contribute to the results achieved through capacity strengthening and public service improvement plans implemented by subnational governments under IR 2.

Policy and sector reform activities (IR 1) are designed to support the strengthening of regional decentralization by improving and reforming key policies that directly impact decentralization and sub-national governance. In practice, this has generated three categories of activities:

1. Support for the development of policies that improve the framework and structure for decentralization, including TA for policy drafting, fomenting dialogue and conducting consultations;
2. Strengthening policy dialogue between national and sub-national governments and civil society, including the establishment of policy dialogue with civil society, disseminating regional best practices, and engaging CSOs in policy dialogue; and
3. Ensuring the development and dissemination of clear guidelines to strengthen the implementation of decentralization policies by sub-national governments, including TA for the development of guidelines procedures and training materials that allow sub-national governments to implement decentralization policy, improve services, manage social conflicts, incorporate gender and cultural equality tools and policies into their programs, and, specifically, to improve the management of decentralized educational services.

Sub-national institutional strengthening activities (IR 2) are being implemented across three sectors (health, education, and the environment) in five "regions" or departments of the country, involving three levels of sub-national government, as well as the central government. The project set up intervention clusters with Decentralized Management Groups (GGD), each comprised of one regional government (RG), one provincial government (PG), and at least three district governments (DG) as discrete units for project interventions. The GGD identify and prioritize one or two critical areas and services related to health, education or the environment to be addressed with civil society participation. Initially, the project applies its Functional Organization Capacity Strengthening (FOCAS) tool in discussion with the regional and local governments (LG). The tool addresses limitations measured by an institutional capacity index (ICI) to assess functional capacity in operational areas and identify improvement needs, which must reflect priorities for improving effectiveness. The assessment is followed by the application of the Quality Service Improvement Plan (QSIP) tool with the same government institutions together with citizens/service users to collectively diagnose and address barriers to accessing quality services.

ProDecentralization provides training and technical assistance to the GGD, or directly to corresponding level of sub-national government to help them implement capacity-building plans and conduct service audits, in accordance with the Training and Technical Assistance Plan (TTAP) developed for each GGD. It assumes a three-year cycle with biannual monitoring of service changes with user feedback. Table 1 presents the project GGD, the services they prioritized, and the critical challenges they identified as targets for the service improvements under ProDecentralization. The assessment and planning processes result in two principal tools to guide implementation: i) institutional capacity strengthening

[4] Pro-Descentralización. 2011. Proceso de Descentralización: Balance y Agenda a Julio de 2011. http://www.prodescentralizacion.org.pe/downloads/documents/08734140013189562 36.pdf

plans, and ii) quality service improvement plans (QSIP) developed with decentralized management groups (GGD) with their respective regional and municipal governments.

Table 1: Decentralized Management Groups (GGD), Prioritized Services and Critical Challenges

Decentralized Management Group	Problem Identified	Priority Service	Critical Challenge
Amazonas: (Amazonas RG, Condorcanqui PG, Santa María de Nieva DG, El Cenepa DG, Río Santiago DG)	Health / Chronic Infant Malnutrition	Child growth and development services for children under age 5	High patient wait times
Loreto: (Loreto RG, Maynas PG, Mazán DG, Belén DG, Punchana DG)			
Madre de Dios: (Madre de Dios RG, Tambopata PG, Laberinto DG, Inambari DG, Las Piedras DG)	Environmental contamination from solid waste	Collection and disposal of solid waste	Collection frequency and inadequate solid waste disposal
Ucayali: (Ucayali RG, Coronel Portillo PG, Manantay DG, Campo Verde DG, Yarinacocha DG, Nueva Requena DG)			
San Martín (San Martín RG, Lamas PG, Tabalosos DG, Cunumbuqui DG, Zapatero DG)	Low student learning levels	Distribution of educational materials	Delays in the delivery of educational materials.

Key: RG: Regional Government, PG: Provincial Government, DG: District Government

In Amazonas and Loreto, technical assistance focuses on reducing waiting times for CRED services as critical to reducing chronic child malnutrition among its constituencies. In San Martín, the GGD identified the reduction of delays in the delivery of educational materials as critical to improving learning levels among students. In Ucayali and Madre de Dios, GGD identified the increased collection and disposal of solid waste as critical to reducing the negative impact on the environment. Training and technical assistance are differentiated according to the needs and reality of each region and level of government. The ICI measures institutional capacities at all three levels of sub-national government. The institutional capacity building plans are developed to strengthen planning, regulation, citizen engagement, administration and budget execution, supervision and control functions, while the QSIPs are designed to improve service quality.

IR3 activities aim to enhance transparency mechanisms, promote citizen participation and support the organization of citizen oversight committees. The project provided technical assistance to subnational governments to improve accountability practices, as publishing public information on websites; and fostered citizen committees to oversight the improvements in the prioritized services strengthened under IR2. The activities described should encompass gender, interculturalism and social inclusion approaches.

EVALUATION METHODS & LIMITATIONS

The evaluation employs a mixture of qualitative and quantitative methods with data obtained from both primary and secondary sources. Fourteen different interview guides were used to obtain information from those with implementation responsibility in the project, government officials in the corresponding sectors, and service users. In addition to the following summary, details of the evaluation design are presented in Annex 2.

Qualitative methods include standardized interviews in Lima and the five field areas with key informants and focus groups with the service oversight committees for solid waste management in Ucayali and Madre de Dios. Primary source quantitative methods include a survey of knowledge, attitudes and practices (KAP) with targeted resident solid waste management service users in these same areas to obtain direct evidence on changes in collection frequency, a self-applied survey of teachers in San Martín, and an exit survey of CRED users in Amazonas and Loreto. The evaluators also obtained secondary source statistics from health service providers, schools, and local governments (LG) and revised technical and administrative project documents.

The evaluation team interviewed 140 key informants, 110 in the regions -among five regional governments, five provincial governments and twelve local governments. The team surveyed 145 households in 5 intervention districts and 1 control district in Ucayali, and 115 households in four intervention districts and one control district in Madre de Dios. In San Martin, the team surveyed 31 school directors and 50 teachers from 38 schools in 3 intervention districts and 2 control districts. In Loreto, the evaluation team interviewed five directors, 6 health care providers and 25 service users in four health service establishments in intervention areas and in one establishment in a control district in Loreto. In Amazonas, the team interviewed one director, three health care providers and six service users in one health service establishment in an intervention district.

Fieldwork was postponed due to a USAID audit that included visits to three regions that, in some cases, involved interviews with the same key informants scheduled for the evaluation. Data collection was carried out in the context of recent regional and local elections, which represented a period of instability for senior public officials, whose positions are generally assigned to new individuals with the arrival of newly elected representatives.

The evaluation measures mid-term performance of the ProDecentralization project and makes judgments on eight issues that are categorized into one of four evaluation themes: relevance, effectiveness, efficiency and sustainability. These issues are:

1) Whether the project's design, strategies, and methodologies address the needs of the local actors and operating context (relevance);

2) The theory of change, assumptions and evidence that justify the planned actions to achieve the expected results (relevance);

3) The fulfillment of the results and established products in the PMP (effectiveness);

4) The contribution of the project in the improvement of decentralized management and in the articulation of the State (effectiveness);

5) The performance of the priority services from the users' perspective, compared with those not participating in the project (effectiveness);

6) The relationship between the level of effort and technical resources used in the activities with the achievement of results (efficiency);

7) Experiences, methodologies, or project instruments that have been adopted by some level of government by means of policies or own resources (sustainability); and

8) Political, technical, financial, and social viability so that the project experiences, methodologies or instruments can continue without USAID cooperation, and what needs to be done so that the project can become sustainable (sustainability).

The evaluation assesses the project's relevance based on the range of sources of information and context analysis, makes judgments about the relationships between its focus, development hypothesis, methodologies, and tools, with the needs, priorities, and bottlenecks, as well as the evolution of decentralized management in public health, education, and environmental services. To assess effectiveness, the evaluation reviews the achievement of project objectives as measured by the activity's monitoring and evaluation plan, output and outcome indicators and also progress in the implementation of the QSIPs. It compares baseline indicators with those at the time of the evaluation and with service indicators for areas that did not participate in the project. It assesses efficiency and feasibility in the context of improvements in the health system and technical standards, as well as CRED records. To assess potential sustainability of Project contributions, the evaluation looks at the experiences, methodologies, and instruments that have been adopted or expanded at some level, with standards or public resources. The evaluation began on September 15, 2014, and evidence collection concluded December 26, 2014.

FINDINGS, CONCLUSIONS & RECOMMENDATIONS

Findings

The most salient findings from the evaluation are grouped below as they relate to the evaluation themes of relevance, effectiveness, efficiency and sustainability.

Relevance

Relevance of the Project Approach.

The ProDecentralization project as a whole is highly relevant to USAID's Development Objective (DO) 2, "Management and Quality of Public Services Improved in the Amazon Basin."[5] The Project goal of "improved decentralized management for effective service delivery benefitting marginalized populations in target regions (Amazonas, Loreto, Madre de Dios, San Martin, Ucayali)" directly embraces that DO. It incorporates decentralization, one of the most critical and important reforms of the Peruvian State (Casas 2012) as the means to achieve that objective, and it assumes the Humala administration's priority of greater social inclusion. The more significant areas for discussion of the project's relevance occur at a lower level.

The Project design was oriented by the previous project's July 2011 report (ProDecentralization 2011), which focused on six critical challenges: coordination and coherency, fiscal decentralization, civil service and professional capacity, citizen participation, social conflicts, and disaster preparedness, as well as other analyses available at the time, including reports prepared for previous USAID projects and project consultancies.[6] At the time the request for proposal was issued for the current Project, its focus was narrowed and fiscal decentralization was not prioritized among the current three tasks or intermediate results for lack of the conditions necessary to advance adequately. This appears to have been a sound decision with regard to achieving the focus required to optimize effectiveness and efficiency given available funding and the need to address other challenges that are more relevant to USAID's immediate interests and priorities.

The Project's core development hypothesis reflects the targeted results of the USAID DO2. It appropriately ties its activities to a mutually supportive set of results that, in turn, reflect the DO development framework, that is, that combining an improved regulatory framework with capacity building at the regional and national levels and citizen oversight of prioritized services will result in the improved management of priority services. It also is expected that better coordination and coherence among the three levels of government shall contribute to improved service management delivery and benefit the population within the intervention areas. Ultimately, the design of this comprehensive approach may help test and hone the DO framework to the extent that all the pieces come together, and produce the desired results.

Several of the project's core implementation approaches are relevant as areas of appropriate focus to attain project objectives. Citizen oversight committees address the need for citizen participation and

[5] USAID/Peru, 2012. Country Development Cooperation Strategy, 2012-2016, pp. 25-35. Lima: USAID/Peru.

[6] Including, but not limited to: Baca, Epifanio, 2006, La Descentralización en el Perú. Lima: CIES; Ballón, Eduardo, 2006, Balance del Proceso Peruano de Descentralización desde los Gobiernos Regionales. Lima: CIES; Ballón, Eduardo, 2011, Las Dificultades y los Desafíos del Proceso de Descentralización Peruano. En El Estado en Debate, Múltiples Miradas. Lima: PNUD; Manrique, Ángel María, 2011, Sistematización de Modelos de Gestión Educativa de los Gobiernos Regionales de San Martín, Arequipa, y La Libertad. Lima: USAID/Peru-Proyecto SUMA; Molina, Raúl, 2002, Descentralizando las Oportunidades en el Perú, Lima: Escuela Mayor de Gestión Municipal; Molina, Raúl, 2006, Informe Exploratorio: Organización Territorial y Formación de Regiones: Situación en el Perú. Lima: USAID/Perú-Pro-Descentralización.

service provision oversight. The Project has addressed social conflicts indirectly by prioritizing service improvements in areas of marginalized populations, but not disaster preparedness. The GoP promulgated a new Civil Service Law (Law No. 30054) in July 2014, which requires public service employment procedures to be based on merit. This requirement will enhance the relevance of project training interventions.

ProDecentralization policy interventions with the Decentralization Secretariat (SD), in developing its 2012 Supervision Plan, and with the National Office for Dialogue and Sustainability, in drafting a new Law to establish a System for Conflict Prevention and Management, must be considered relevant. The same is true of interventions with the Madre de Dios Regional Government to establish a Regional Environmental Authority (ARA) and a unit to address conflict prevention and disaster risk management. The new Civil Service Law and its enabling regulations have set the stage for future policy interventions that will facilitate the implementation of the civil service system at the subnational level, which will be highly relevant to the project's objectives.

ProDecentralization FOCAS methodology is an important methodology to achieve its institutional capacity strengthening objectives. It addresses limitations measured by the institutional capacity index at the start of the project and subsequently in each of the selected regional and municipal governments. Likewise, the project's quality service improvement plans, developed in coordination with the decentralized management groups (GGD) and the service providers are key to achieving the combined and coordinated participation of the project's targeted stakeholders. Testimony from interviewees demonstrates that beneficiaries and other project stakeholders are conscious of the relevance of these tools to their training and work, although a significant number are not confident they can replicate their use. Most see a continuing need for project effort focused in these areas.

The project's targeted service improvement activities are relevant in that they have been selected and prioritized by the GGDs themselves, not defined a priori by the project or a national authority. Therefore, they must be judged to respond to locally defined needs and priorities. Whether or not the selected interventions are the most appropriate to meet the critical needs defined by the GGD depends on what the alternatives were or are. Generally, the surveys reflect beneficiary satisfaction with the activities that were prioritized. Those surveys are presented in Annex 4.

Relevance of Project Interventions in Service Improvements

In San Martin, the work with the school units (UGEL) in Lamas is relevant in that it builds upon previous assistance provided by the USAID Quality Basic Education Reform Support Program (SUMA) Project in San Martín, among other USAID initiatives, in a manner consistent with both USAID and GoP priorities. ProDecentralization provided assistance to the Lamas UGEL to help it define milestones in the application of the previously defined plan for distribution of educational materials. This intervention supports a Ministry of Education (MINEDU) norm on distribution of educational materials (Ministerial Resolution 543-2013-ED of October 30, 2013). Those activities are relevant because they attend an underserved population, the Quechua-speaking Lamista Indians, a tropical forest group. They also build on previous USAID and GoP activities and help continue articulating the decentralization process initiated with the establishment of the decentralized UGEL and Redes by engaging UGEL directly with the municipalities and service users.

In Ucayali and Madre de Dios the project relevance is anchored in its support to the articulation of roles among the different levels of municipal government in coordination with the respective Regional Governments. In Ucayali, the activity is being coordinated with a larger project that is publicly funded. ProDecentralization provided the district municipalities in these areas with technical assistance in the development of their own solid waste management plans and facilitated the articulation of these plans with those of the provincial municipalities and the Regional Environmental Authorities (ARA). Those activities are relevant to both USAID and GoP objectives because they are directed at long underserved

populations in a remote area of Peru, where they help articulate the decentralization process in areas that would otherwise not be served.

This prioritized service improvement is relevant because it supports local government articulation with national Ministry of the Environment (MINAM) policies and the Ministry of Economy and Finance's (MEF) incentives program. This program establishes goals for the separation of solid waste at its source in major cities (Tambopata, Yarinocha, Calleria y Manatay) and for the disposal of solid wastes in smaller municipalities with at least 500 households, such as Inambari, Las Piedas, Laberinto and Campo Verde. These cities have serious environmental challenges resulting from chaotic urban growth.

There is an existing program addressing solid waste management in Puerto Maldonado funded by the Japan International Cooperation Agency (JICA). While there has not yet been extensive coordination with that program, the possibility of substantially improving results through proper coordination with that program exists. Both ProDecentralization and the JICA project prioritize Puerto Maldonado, a city of more than 60,000 people, while ProDecentralization also focuses on the district municipalities of Inambari, Laberinto and Las Piedras.

In Loreto, the project has had particular relevance in its articulation of CRED interventions with those of the Regional Direction of Health (DIRESA). The role of ProDecentralization in articulating among the different levels of subnational government is critical to the success of those programs. This has not been the case in Amazonas, primarily due to geographical reasons. The project serves a poor, mainly urban population in Loreto, while it works with the most isolated province of Amazonas, Condorcanqui, where DIRESA has little presence. Concorcanqui has large, underserved, and long marginalized majority indigenous populations, the Awajún and Wampís. The Project is particularly relevant in both areas, where chronic malnutrition rates are substantially higher than in the rest of Peru.[7] In both areas, there are also many other unsatisfactory health indicators, including infant and maternal mortality and infectious diseases such as malaria and dengue, which complicate health conditions overall.

The Project Activity Monitoring and Evaluation Plan, still referred to as the performance monitoring plan (PMP),[8] distinguishes among four time frames with corresponding risks. The more relevant risks that need to be addressed in project interventions over the next year are those laid out for the fourth time frame, General (National) Elections, 2016, and the assumption that decentralization policy will be a key agenda item in the 2016 national elections. This assumption appears to be highly relevant, given the announced intention of a number of candidates and political movements from Peru's interior to compete in these elections.

Effectiveness

The following section first presents results in order of the tasks defined in the contract scope of work, followed by a breakdown of service improvement results by sector. Annex 1 provides the PMP output indicator results for the 2013 – 2014 period.

National level – policy reform

Task 1 addresses policy reform at the national level. The project met or exceeded targeted

[7] INEI, 2014, ENDES, 2013.

[8] Tetra Tech/ARD Peru, 2014. Peru ProDecentralization Program Performance Monitoring Plan. Lima: ProDecentralization.

performance for nine of ten performance indicators under Task 1. The following bullets summarize the performance indicator results, followed by a presentation of the related activity results.

IR 1.1: Significantly, the project met or exceeded all three targets for 2014 on policy formulation.[9] The four national policy reforms supported by ProDecentralization are still in the approval and adoption process. The target for regional-level reforms was 10, which was surpassed with a total of 21. The cumulative target for regional consultative meetings to validate and disseminate the Annual Analysis on the Decentralization Process was 12, which was met, with 5 in 2013 and 7 in 2014, although no meetings between public officials and civil society organizations (CSO) occurred in Loreto. Dialogues on decentralization were organized around the 2014 municipal and regional government elections; the target was 4, but 8 were held.

IR 1.2: Two of the three IR 1.2 targets for 2014 on support for policy dialogue between national and sub-national governments and civil society were exceeded substantially; these targets relate to participation in the dialogues. Indicator 4 of IR 1.2, the number of evidence-based best practices disseminated for replication, had a target of 8, of which 5 had been achieved, and 2 more on public-private partnerships and territorial organization were in process during the evaluation. Targets for Indicators 5 and 6 addressing citizen and civil society organization participation in policy dialogues reached 144% and 177% of their target levels, respectively.

IR 1.3: The three IR 1.3 targets applicable in 2014 on the approval and dissemination of policy guidelines at the regional and municipal levels were all met or exceeded.

The project assisted in the formulation of guidelines for decentralization of services and in the preparation of a "Guide to the development of the decentralized management of public services", for which approval is still pending. It provided technical assistance to the National Office for Dialogue and Sustainability (ONDS) to develop a draft law for a System for Conflict Prevention and Management, and two manuals with guidelines for the resolution of social conflicts.

As a recent Audit Report of the ProDecentralization Project noted, the project did not originally address civil service reform in its work plans and activities (USAID 2015, p. 3). The USAID Mission response explained that ProDecentralization was limited by the GoP delay, until June 2013, in approving regulations for the implementation of the civil service reform.[10] As a result of this approval, USAID and ProDecentralization revised the FY2015 work plan to include technical assistance activities supporting the civil service reform. From November-December 2014, ProDecentralization provided technical assistance to SERVIR to design the strategy, organize and facilitate an expert review to validate SERVIR's guidelines for implementation of the new civil service law. The project plans additional technical assistance to SERVIR in support of the Civil Service Law.

Among the constraints in the policy area are the lack of effective leadership, supervision, and coordination on the part of the responsible central government agencies, the SD and the Secretariat for Modernization of Public Management (SGP), both of which respond to the PCM.[11] In its 2014 report,[12] the Comptroller General's Office (CGR) recommended a modification of this organizational structure

[9] Indicator No. 1 refers to laws and amendments, but then defines reforms as a mix of "new laws, policies, ordinances and/or regulations from national or sub-national level governments, drafted and presented for approval with the assistance of the Project." The Audit Report (USAID 2015, p. 5) found this indicator poorly defined and noted: "The Project is not getting credit for laws or policies adopted—only those drafted."

[10] Memorandum from Mathew Cohen, Acting Mission Director, to Van Nguyen, Regional Inspector General/San Salvador, February 6, 2015.

[11] This situation was pointed out by employees in the Prime Minister's Office and recognized by the National Assembly of Regional Governments (ANGR) in its annual report on decentralization.

[12] Contraloría General de la República, 2014. Estudio del Proceso de Descentralización en el Perú. Lima: CGR.

to allow for improved governance of the decentralization process.

ProDecentralization also assisted the Madre de Dios Regional Government (GOREMAD) with ordinances to establish the Regional Environmental Authority (ARA) and to create a Committee for a Gender Focus.

Sub-National Government Strengthening

Task 2 (IR 2) addresses the project's contribution to the strengthening of decentralized management and the articulation of the state at the regional level. The project has interventions with five regional governments of the Amazon Basin, including one provincial municipality in each region and a total of 15 district municipalities, three in each provincial municipality. PMP targets for 2014 were met or exceeded, as follows:

- IR 2.1 addresses technical assistance in the development of management tools. The project met the target of providing assistance to 25 sub-national governments. Public sector cumulative counterpart contributions toward training were $137,546, exceeding the $100,000 target. 3,083 individuals participated in a variety of trainings on efficient public management practices, exceeding the cumulative 2014 target of 2,000.
- IR 2.2 includes indicators reflecting the targeted improvements in public administration systems as well as the improved delivery of health, education and environmental services. Indicator 15 sets a 2014 target of 70% (18 of 25) of the subnational governments adopting institutional operating plans (POI), which was met. The 2014 target for the number of subnational governments improving their competence in five functions was 50%, based on ICI scores with 5% or more improvement; this target was surpassed as 24 of 25 (96%) improved their ICI scores in these areas. The 2014 target for number of days required for distribution of educational materials in Lamas Province was 77 days versus an actual number of 81 days in 2013; this target was exceeded when the materials were distributed in 61 days. The number of health centers reducing waiting times for CRED services had a 2014 target of 25% of those supported was surpassed with improvements in 3 of the 4 health centers in Loreto, but none registered improvement in Amazonas since the procedures are still in process of being implemented. The number of supported local governments increasing trash collection frequency had a 2014 target of 25%; the actual number for that year was 7 of 9 local governments (78%).
- IR 2.3 addresses integration of services among different levels of subnational government with civil society engaged. The 2014 target for functioning decentralized units was 4 of the 5 regions, which was met, with GGDs functioning in all Project regions but Loreto, where only one meeting had been held. The 2014 target for Project supported subnational governments including service improvements in their POIs was 50%, which was met at 56%, since 14 of the 25 LGs included them.
- IR2.4 refers to regional governments' capacity for managing and responding to conflict and natural disasters. The 2014 indicators for number of regional governments adopting strategies to address conflict resolution was 2 of the 5, 40%; this was met as the San Martin RG set up an office to address social conflict, and Loreto approved one which has yet to be implemented.
- The national entity charged with training decentralized government staff in their functions is the National Civil Service Authority (SERVIR), which should help locate experienced managers, assess KAPs of public officials, and provide training. However, SERVIR has yet to develop its role at the subnational level. Since the new Civil Service Law (Law No. 30057) did not go into effect until 2014, ProDecentralization provided its training and technical assistance directly to the subnational governments based on the results of the FOCAS and QSIP tools and using locally appropriate sector-focused instruments.

In interviews, local government staff members mostly considered the Project's tools, such as FOCAS and QSIP, to be appropriate and effective. Some institutional leaders were unaware of these approaches, or at least could not identify them by name. Staff turnover, following the 2014 subnational government elections, limited progress as previously trained staff were replaced with untrained staff. The project anticipated this situation. The generalized expectation is that the new Civil Service Law will help resolve this problem and consolidate a well-trained civil service.

ProDecentralization provided technical assistance to the Provincial Municipality of Coronel Portillo, Ucayali, to implement a public investment project (PIP) funding new equipment to support its solid waste management projects. Interview results indicate that local governments are most interested in accessing public funding sources to support service improvements, including the Fund for the Promotion of Regional and Local Public Investment (FONIPREL).

ProDecentralization has established its presence and well-defined interventions in all of the planned areas and sectors, with a focus on the inclusion of marginalized populations, particularly in hard-to-reach rural areas with large indigenous populations.

Strengthening Transparency and Citizen Participation

Task 3 (IR 3) indicators measure project outputs regarding the strengthening of transparency and citizen participation in decentralized governance.

- **The IR 3.1** indicator looks at the use of independent systems of public control and transparency. The project reported that 60% of subnational government websites updated their websites in compliance with the Law on Transparency and Access to Information. There has not yet been an evaluation of the use, relevance, and quality of the information disseminated through these websites.
- **The IR 3.2** indicator measures the number of participants in citizen oversight committees who received leadership training; the project trained 38% of participants, surpassing its 20% target. Of those trained, 62% were women and 38% men. This ratio is not unusual, since committee members are volunteers and more women tend to serve nationwide than men. There is a high level of turnover among these volunteer participants.
- There are three **IR 3.3** indicators. These measure the numbers of oversight committees trained, number of women in these committees trained, and financial resources leveraged through public-private partnerships to support subnational government service improvements. The targets for all three IR 3 indicators were met or exceeded.

ProDecentralization interventions in the area of transparency include technical assistance to four regional governments (RG), three provincial governments (PG) and eight district governments (DG) to upgrade their websites to include public information accessible to citizens. The relevance, timeliness, and quality of that information are not yet clear and need to be analyzed. Additionally, ProDecentralization provided assistance to establish citizen oversight committees (*comités de vigilancia*) and train participants in leadership skills to oversee service delivery in the three sectors and five intervention regions. Among citizen oversight groups, 59% of participants in the training projects were women, and of all committee members, 75% were women. These committees were of particular importance in providing oversight of the solid waste management services in Ucayali and Madre de Dios.

In the context of the 2014 regional government and municipal elections, ProDecentralization organized 8 workshops, 2 in Lima and 6 in the regions, to facilitate public dialogue on decentralization issues. The project held these workshops in coordination with the National Elections Jury (JNE), the Round Table for Coordination of the Fight against Poverty (MCLCP), and the National Assembly of Regional Governments (ANGR).

ProDecentralization also provided the National Office for Dialogue and Sustainability (ONDS) with

technical assistance to help draft a proposed law for a National System for Conflict Prevention and Management, for which approval is pending, and contributed to a Manual for Conflict Management.[13] Moreover, in coordination with the ANGR, it supported interventions with the regional governments to strengthen their capacity to prevent social conflicts, including a workshop in Arequipa and another with representatives and leaders from the indigenous community of Awajun in San Martin to foster dialogue and formulate strategies facilitating the resolution of specific conflicts.

Results by Sector

The following paragraphs disaggregate ProDecentralization intervention results according to the services prioritized by the GGD in each of the intervention areas in the Amazon Basin departments.

Education

In San Martín, the ProDecentralization project assumed a role in a reform program that USAID actively supports. The Regional Government sought support for the distribution of educational materials in Lamas Province. This reflected the priority set by the GGD, which had identified excessive delivery times for school materials as affecting student learning performance. The Ministry of Education (MINEDU) had previously diagnosed deficiencies in the distribution system and issued a directive, Ministerial Resolution 543-2013-ED on October 30, 2013, that clearly established a delivery chain with times, actors, and a budget. The stewardship role that the MINEDU plays, as opposed to that of a direct implementer, helped to facilitate the articulation of efforts by the project among the central, regional and local governments. ProDecentralization worked to articulate this program via the GGD, providing training, technical assistance and coordination among the subnational governments to bring educational material delivery in compliance with the directive. The project worked with three districts of the Lamas province, Tabalosos, Zapatero, and Cuñumbuqui. Lamas Province has an important indigenous population, which, historically, had received poor quality education services. The district governments of Tabalosos and Zapatero developed institutional operating plans (POI) and administration manuals (TUPA) based on project-facilitated institutional strengthening plans.

Following training, technical assistance and the facilitation of improved coordination to strengthen system performance, the delivery time in the Lamas Province was reduced in 2014 and was expected to do so again in early 2015. When school began in March of 2014, materials were delivered in an average of 61 days, reduced from 81 days prior to the intervention (Table 3, indicator 18). While the guiding role of the MINEDU is essential, there is some evidence supporting the attribution of some of this success to the intervention of the project: the increase of on-time delivery of materials in project areas was higher than in two project-monitored control areas, the districts of Chazuta and Morales. The number of teachers interviewed reporting the timely delivery of materials in the intervention districts increased from 10 of 31 in 2013 to 19 of 31 in 2014, while teachers from control districts reporting the same increased from 6 of 18 to 9 of 18. However, the data is limited and records change for only the first year. Also, it would be misleading to quantify the project's contribution based on this control area, since support to the national and regional actors would presumably have a beneficial impact on the entire system.

The San Martín Regional Government received performance incentive funding of 9 million soles for meeting MINEDU performance targets, one of which was the successful distribution of educational materials. The Regional Government allocated 1.7 million of the performance incentive funding to the Lamas UGEL for meeting its targets.

[13] Reported to the evaluation team by employees interviewed in the National Office for Dialogue and Sustainability (ONDS) in the Prime Minister's Office.

The factors that facilitated these achievements in San Martín include a long history of prior USAID support and strong leadership. This support began in the 1990s, when the Alternative Development Program supported the organization and strengthening of the San Martin Region Municipalities Association. The recent USAID Quality Basic Education Reform Support Program (SUMA) directly supported GORESAM in education management in San Martin.

The project has built on the unusually strong leadership of the San Martin Regional Government (GORESAM) over several successive administrations. The regional government has a clear concept of what policies implement and how to carry out institutional change while integrating it with donor support. This has allowed ProDecentralization to establish alliances with the government, and generate synergies in the improvement of government functions and service management. Government interviewees recognize institutional strengthening activities as effective, and that they help orient sector policies and implementation (especially education and health) and contribute to a common institutional framework. According to the regional government's Social Development Manager, ProDescentralización "has allowed us to look at the redesign process from the outside and see what should be improved."

GORESAM had developed a solid relationship with national and regional coordination structures, such as the National Assembly of Regional Governments (ANGR), of which former San Martin Regional President, César Villanueva, was President for several terms; the Inter-Regional Amazonian Council; and the Network of Urban and Rural Municipalities of Peru. The Lamas UGEL also had a history of inter-sector coordination that brought health authorities into education planning, as well as councils for educational institution coordination (COPARE), a range of other networks, and prior consensus on education plans.

Limiting factors for inter-governmental articulation include a history of inattention to district municipalities, for which organizational and management skills have been particularly weak in the more remote areas where the project intervention focused.

Solid Waste Management

ProDecentralization has prioritized the integrated management of solid waste services in Ucayali and Madre de Dios, in coordination with the GGDs in both regional areas. The critical link identified through the planning process was transportation and disposition of solid wastes. In Ucayali, the GGD includes the provincial municipality of Coronel Portillo Province, and the corresponding district municipalities of Campo Verde, Manantay, Nueva Requena and Yarinacocha. In Madre de Dios the GGD includes the Tambopata Province and the districts of Inambari, Laberinto, and Las Piedras.

In Ucayali, the GGD helped coordinate among the three levels of subnational government and among different public sector actors involved in developing institutional capacity. ProDecentralization provided management training to key staff in these municipalities in the areas of need identified during the assessment process. According to its 2014 Annual Report, ProDecentralization provided technical assistance on the institutional operating plans (POI) and helped raise the Ucayali Regional Government's (GOREU) score on the institutional capacity index (ICI) from 2.2 to 2.34 (+6.4%). Coronel Portillo Province's score on the same index advanced from 2.2 to 2.63 (+18%), while among the district municipalities, Nuevo Requena's score rose from 1.42 to 1.51 (+6.5%); Campo Verde's from 1.60 to 1.78 (+11%), and Yarinacocha's from 1.70 to 2.03 (+19%), meeting or exceeding targets in all cases.

ProDecentralization has had success in using an integrated approach to improving waste collection, including support for solid waste disposal. The project assisted the Coronel Portillo Province to implement the PIP with central government funding to expand and improve the province's waste disposal system. The project's technical assistance supported the local government to improve the existing landfill and to support the development of a new landfill given the approved PIP project funding. By improving conditions at the landfill, including reducing the waiting time for disposal of solid waste, the government freed up vehicles and personnel for trash collection. This reduced delays and allowed for an

expanded coverage for solid waste collection. However, the high volume of solid waste being directed to the landfill at km 22 of the Basadre Highway remains a critical challenge to the Coronel Portillo Province solid waste management system.

In Manantay district, the project trained local citizens as environmental promoters using technical assistance and training on the importance of separation of solid wastes at source. In Yarinacocha district, a similar project engaged 3,000 households in solid waste separation at source. In both districts, recycling services were organized. The project disseminated information on best practices through the district municipalities. Interviews with service users in these districts showed significant increases in recycling practices with separation of solid wastes at source. As documented by successive progress reports and confirmed by the user surveys (Annex 6), frequencies of solid waste collection were increased by an additional day each week, which were reflected in substantial increases in user satisfaction with the services in Coronel Portillo Province and Manantay District, although user satisfaction was less in Yarinacocha.

In mid-2014, ProDecentralization began training citizen oversight committees for the solid waste management services in Ucayali. Focus groups assessing the citizen oversight committees were comprised almost entirely by women. They concluded that citizen oversight committees are proving to be a powerful force for motivating municipal authorities to meet their commitments to provide improved solid waste management services.

In Madre de Dios, ProDecentralization has provided technical assistance principally to the provincial and district municipalities on the transportation and disposal of solid waste. The GGD had identified these two aspects as the weak links in the solid waste management system for each of the municipalities. Interviewees indicate that this assistance has contributed to improved collection routes and increased collection frequency. GOREMAD has negotiated with stakeholders to improve its strategic plan, provided training and assistance to the municipalities on solid waste management and final disposal, and assumed its oversight role.

The Tambopata Provincial Municipality developed an integrated plan for environmental services and solid waste management. With ProDecentralization training and technical assistance, the three district municipalities developed service fee plans and ordinances for their implementation. Of these three districts, the Inambari district municipality approved its ordinance and began collection services according to the Plan in August 2014. That municipality is working to increase its fee base among the service user population and is conducting educational campaigns to that effect. In the Las Piedras and Laberinto district municipalities, ordinance approvals are still pending. ProDecentralization is providing technical assistance to the three district municipalities to support their progressive conversion of dumps into sanitary landfills. The project has worked with the three district municipalities to form volunteer citizen oversight committees, which have a parallel function that includes citizen security. This is the area of the project that has achieved the greatest number and greatest acceptance of the volunteer citizen oversight committees.

Based on the interviews conducted among employees in the Laberinto and Las Piedras district municipalities, there is some confusion about the FOCAS and QSIP methods and their purpose. The same employees, however, as well as service users, were consistent in their recognition of improved results. The Inambari district municipality staff had a clear sense of the process and better scores on the ICI. The scores rose for the Tambopata Provincial Municipality from 1.51 to 1.98 (+31%), for Inambari district from 1.24 to 1.75 (+41%), for Laberinto district from 1.41 to 1.66 (+18%) and Las Piedras district from 1.29 to 1.50 (+16%), meeting or surpassing targets.

Based on participant interviews, one of ProDecentralization's most important achievements in Madre de Dios has been in the articulation of policies and practices among the different levels of subnational government through the GGD. Participants perceive the GGD as a space where they can share

experiences and problems and collectively seek solutions. Another important achievement reported by participants is the functioning of more dynamic citizen oversight committees, which have the potential to become sustainable if they are embraced by the corresponding subnational government in future years. One issue, yet to be resolved in Madre de Dios, is the dual function of these citizen oversight committees that are addressing both environmental issues and those related to citizen security. Having been formed around existing citizen security committees, many focus group participants did not understand their role in the environmental oversight committee or the oversight tools (monitoring forms). It is still too early to establish whether the dual function will be effective or whether it will generate confusion regarding the their roles, since the committees in Madre de Dios had been operational for only six months at the time of the evaluation. Some members also expressed that they perceived travel stipends as incentives, which is a topic that needs to be treated with caution since the committees are intended to be voluntary in nature.

The most important external facilitating factor evaluators identified in Madre de Dios was the incentives plan. This plan provides budget incentives to district municipalities to make specific improvements. A potential facilitating factor is the possibility, not yet realized effectively, of more substantial coordination with the solid waste service improvement plan being implemented in the City of Puerto Maldonado with JICA support, which is centered around the implementation of a sanitary landfill for the city, the capital of Tambopata Province and Madre de Dios.

External limiting factors identified in Madre de Dios have been problems of coordination among the district municipalities, which include a lack of will for collaborative efforts, as political rivalries and competition tend to prevail among them. All were involved in the GGD, but ProDecentralization training and technical assistance to them were by municipality. Corruption has also been a limiting factor, as has leadership turnover. The GOREMAD President elected in 2011 was suspended on corruption charges and has disappeared. His Vice-President assumed the presidency and served the remainder of the term. The Tambopata Province mayor elected the same year was ousted on a management technicality and replaced by the lead council member from his political movement. Newly elected authorities replaced them in January 2015. The evaluators noted with concern ties between the newly elected GOREMAD Governor and illegal gold miners, whose federation he had presided over prior to assuming his current role. However, he was popularly elected, and the project needs to work with him as a representative of the citizens of his department.

ProDecentralization has made progress in getting municipal governments to publish more information on their websites. However, there has been no assessment of the quality or relevance of the information disseminated on these sites. Internal control staff in municipal governments are selected by and report to the CGR, but they are included in the municipalities' own budgets. ProDecentralization has provided assistance to improve internal controls in the municipalities.

Health

In both Amazonas and Loreto, where health indicators and epidemiology records are highly unsatisfactory, the Project facilitated the GGD of both areas in prioritizing attention to chronic malnutrition, specifically health service to improve child growth (CRED),[14] and identified reducing waiting times for CRED service attention as the critical need.

[14] The MINSA Technical Norm for Control of Growth and Development of Children Under 5 Years of Age defines CRED as: "a combination of periodic and systematic activities developed by a professional, physician or nurse, for the purpose of adequate and timely monitoring of children's growth and development, timely detection of risks, alterations or disturbances, or the presence of disease, to facilitate timely diagnosis and intervention, diminishing deficiencies and incapacity.

In Amazonas, ProDecentralization works in the Condorcanqui Province and the three municipal districts of Santa María de Nieva, El Cenepa, and Río Santiago. These remote and logistically difficult to reach areas each has large majorities of Awajún (Santa María de Nieva and El Cenepa) and Wampís (Río Santiago) indigenous populations. In Loreto, the health system prioritized CRED services in four health centers managed by Local Committees for Health Administration (CLAS). Three centers are in urban areas near Iquitos, Bellavista Nanay in Punchana district; Moronococha, in Maynas district and Province; and 6 de Octubre in Belén district. The fourth is located in a semi-rural area of Mazán, in the Mazán district.

The ProDecentralization project has achieved important results in both areas by articulating public services across levels of subnational government. Service user interviewees from Loreto and Amazonas confirm the importance of reducing wait times and recognized progress in this area, although they continue to arrive early (Annex 6). The QSIP, developed with ProDecentralization technical assistance, was applied in four health centers in Amazonas: Nieva and Kigkiss in Santa María de Nieva district; Huampami in El Cenepa district; and Galileo in Río Santiago district. In Loreto, it was also applied in four health centers: Bellavista Nanay in Punchana district, 6 de Octubre in Belén district, Moronococha in Maynas district, and Mazán in Mazán district. ProDecentralization provided results-based management training in the selected CLAS in both Amazonas and Loreto to help improve service quality. Site visits by the evaluation team measured the participation of staff members from each of the participating CLAS as ranging from 50% to 90%.

Based on the institutional strengthening plan, ProDecentralization provided technical assistance and results-based management training at each of the three sub-national levels of government. In Loreto, DIRESA officials did not participate despite their function in the regional government. These interventions helped increase ICI scores in the Amazonas Regional Government from 2.56 to 2.75 (7%), in Condorcanqui Province from 2.11 to 2.29 (8%), and in El Cenepa district from 1.91 to 2.06 (8%) and in Río Santiago district from 2.01 to 2.15 (7%). In Loreto, the ICI score improvements were from 2.79 to 2.95 (7%) for the Regional Government, from 2.3 to 2.45 (6%) for Maynas Province, from 2.56 to 2.72 (6%) in Belén district, from 2.56 to 2.72 (6%) in Mazán district, and from 1.70 to 2.13 (25%) in Punchana district.

Evaluation team visits to the health centers in both Amazonas and Loreto established that the CRED users' records had been reorganized. Staff had removed inactive patients' records and were maintaining active records well. Adequate record organization was reported to reduce the time required to locate patient histories, which is an important factor affecting patient wait times. Some of the steps in CRED control were incomplete, while others were well documented. In Amazonas, site visits to Santa María de Nieva and Kigkiss with staff interviews by the evaluators documented partial implementation of the QSIP, although application of this planning tool had not yet been included in the POIs nor approved by DIRESA Resolution. Despite this, half of the staff interviewees had participated in the QSIP and half of interviewees had participated in training exercises there.

Citizen oversight committees included previously existing health councils with civil society organization participation. Local community members participated in committees at the CLAS level. ProDecentralization set up three citizen oversight committees in Bellavista, 6 de Octubre, and Moronacocha in Loreto. In Amazonas, site visits to Santa María de Nieva and Kigkiss revealed that four of these committees have been functioning there since August 2014 and have met twice. There is some confusion in that some committees include health promoters from a municipal project. Project coordinators in Huampami and Galilea reported to the evaluators that the mayor of El Cenepa district refuses to present accounts or to allow for citizen participation, and that he has moved to another location with his staff.

External facilitating factors include the current GoP administration's emphasis on social inclusion, which makes it more likely that service improvements can be expanded in project areas that prioritize

indigenous and other marginalized sectors of the population. There is also the Fund to Stimulate Performance (FED), which was launched in May 2014 to provide an incentive for regional governments that accomplish specific goals related with interventions that address chronic malnutrition. External limiting factors include an apparent lack of political will on the part of the mayor of El Cenepa to comply with basic standards for transparency. The remote location of these areas results in limited DIRESA supervision of the CLAS and challenges the project's ability to ensure local participants' timely compliance with ProDecentralization processes and procedures.

Efficiency

ProDecentralization has provided technical assistance and training to facilitate better management tools and processes in the five regional areas of intervention, some of which are likely to be used after the Project concludes. Project resources for this purpose have been measured and targeted according to Project needs as defined by the GGDs, including three levels of subnational government and civil society. The project covers a broad geographical range and faces the logistical challenges of providing interventions with 25 subnational governments plus control areas, and a relative lack of support from the central government agencies charged with supervision and orientation of their activities. Given that ProDecentralization has succeeded in carrying out planned activities across these areas and has met or exceeded most of its targeted results, the activity must be deemed as efficiently using its assigned resources. Measurement of the level of capacity the staff of these subnational entities have achieved and how much of this capacity is retained or absorbed by successor staff is a matter that may be addressed by future study after local administrations change.

For project purposes, the GGDs have proven to be efficient spaces for coordination among the different levels of subnational government, determining priorities, and planning training and technical assistance interventions. Not all of the subnational government authorities have assumed ownership of these processes and products, as field interviews have made clear, but no more efficient alternatives have been offered by anyone either in Government, civil society, or donor agencies. On the municipal level, the project has provided important procedural manuals for functions and management that, if used over an extended period of time, will prove to have been an efficient intervention.

The improvements in delivery time of educational materials in Lamas Province of San Martin has been useful for that program, and, therefore efficient to the extent it can be sustained. ProDecentralization has capitalized on the contributions of prior USAID, GoP, and civil society interventions, with the benefit of strong regional leadership and prior organization among subnational governments that was established during projects such as APRENDES and SUMA. MINEDU has approved guidelines to accelerate delivery times for educational materials. ProDecentralization, or another actor, needs to follow up to ensure these guidelines and procedures are implemented in order to consolidate and expand on the progress made to date and promote their sustainability.

In the solid waste management interventions in Ucayali and Madre de Dios, encouragement and use of the incentives programs to leverage additional financial resources is proving to be a highly efficient mechanism that could be expanded. The CRED interventions in Loreto and Amazonas have helped make those programs more efficient by reducing wait times for service users, and as such have been efficient Project interventions. It is possible, perhaps likely, that there are unmeasured beneficial outcomes of decentralized management strengthening, improved coordination practices and structures and other interventions. While these possible benefits go unmeasured in the short term, they are certainly intended effects of the project intervention. Therefore, the study of such benefits in an end of project or post-implementation study may be of interest to USAID.

Overall, there is the question of the efficiency of the dispersed nature of the project in 5 regions and 20 municipalities, some of which are difficult to access and incur higher logistical costs. This is a tradeoff that allows the project to improve decentralized management to expand social inclusion, an important

GoP priority. Whether this dispersion of effort is efficient or not as a response to USAID and GoP priorities, depends on the relative importance given to the priority of having a presence and impact throughout the Amazon Basin and across sectors and levels of government versus attaining more consolidated results in fewer local areas and fewer sectors. Given the project's ability to establish a presence and well-defined interventions in all of the planned areas and sectors, which include remote, difficult to reach areas, with a focus on the inclusion of marginalized sectors of the population, in a manner consistent with the project's scope, this approach must be judged efficiently responding to the project design and objectives.

Sustainability and Ownership

A mid-term evaluation can only provide limited information regarding project sustainability and ownership, since many of the interventions have not yet occurred or are incomplete. However, the evaluation can make some preliminary assessments based on the experience to date.

Regarding decentralization policy, the Project has organized and disseminated five best management practices on the SGP website. It has also disseminated and generated citizen dialogue and debate around the Annual Report on the Decentralization Process in 12 events held in Lima and four in the regional areas. These activities may contribute to sustainability to the extent that they further Project initiatives and support their replication by the GoP and subnational governments. The GGD, in spite of their limitations, have favored inter-governmental articulation in Project areas at least with regards to service improvements. To lock in the gains in intergovernmental articulation and coordination offered by GGD-type mechanisms, sub-national authorities need to institutionalize the GGD model in some form more consistently and effectively than they have done so to date.

The apparent lack of political will on the part of the current national administration to further advance the decentralization process is a factor that limits the uptake and, therefore, sustainability of the project results. Most of the project's progress to date has been achieved because the subnational governments themselves have seen it as useful to them in advancing their own objectives and strengthening their projects. ProDecentralization has developed a flexible approach that is appropriate under these circumstances. The approach seizes opportunities when they arise and avoids unproductive efforts that might result from a one-size-fits-all design. The Project still has time to generate support for its methodology and processes, or some flexible version of them in the context of the upcoming elections, where there will be an opportunity to make decentralization a major campaign issue and to commit candidates to assume the process. The Provincial and District municipal governments need information from the project regarding how they could assume components of the project model to strengthen their decentralized functions, and what the costs of this approach would be, including training and technical assistance. This would provide a practical entry for assuming the model more fully and making the appropriate demands on Regional Governments

The training and technical assistance interventions can become more sustainable if the Project moves quickly to convince the new subnational authorities to adopt them based on their ability to benefit the authorities' governance. There is still time for that to occur. Among the most attractive project interventions to respondents, and therefore more potentially sustainable, has been the assistance provided to municipal governments that improves their ability to form and implement PIPs, which can lead to approvals of new investment initiatives from central government resources. These capacity building activities leverage the MEF incentives programs that can lead to increased levels of resources and, in the long run, more sustainable results.

The plans for setting and collecting service fees for solid waste management in Madre de Dios are geared toward program sustainability and the establishment of citizen oversight committees that will contribute to subnational government ownership of the program and its sustainability. In addition to continued project support, sustainability will require the effective communication of the purpose of the

services and fees and their utility to users and stakeholders.

Project contributions in San Martin have attained a greater level of participant appropriation of the Project model and processes in a manner that will support sustainability. The Project has played to the strengths of the subnational governments and civil society in their existing coordination spaces. Using budgetary incentives, it has helped advance the participants' proposed goals in reducing distribution time for educational materials and allowing schools to become better implemented and start their academic year on time. The CRED interventions have generated procedural changes in Amazonas and Loreto that have the potential to be sustainable, if the Project reinforces them and if new subnational government authorities understand and undertake their role in delivering health services.

Staff turnover remains a limiting factor with regard to both maintaining institutional ownership of project-supported processes and capacity improvements and their sustainability. However, the new Civil Service Law instituting a merit-based civil service may help mitigate that problem. Project interventions, both on the policy level and through training, could further contribute to the Civil Service Law's impact on ownership and sustainability. ProDecentralization needs to work with the subnational governments to encourage their direct appropriation of the FOCAS and QSIP models, or something similar, and develop more substantial personnel management reforms that include merit-based hiring and performance-based incentives.

Conclusions

The ProDecentralization Project interventions are relevant to both USAID and GoP objectives in furthering the decentralization process, strengthening human and institutional capacity for sub-national governance, improving services, and including long-neglected social sectors.

ProDecentralization operates in a disadvantageous political context in terms of the current GoP administration's political will to further decentralized governance. Leadership at the key policy levels has been weak and interagency coordination limited, particularly in the areas of guidance and supervision for the subnational level. The key policy agencies need greater autonomy and also support for a more dynamic agenda from the PCM.

In spite of these limitations, ProDecentralization has made some important contributions to proposed new legislation and norms, including the draft law for the establishment of a System for Conflict Prevention and Management, interventions with GOREMAD to establish the Regional Environmental Authority and a Unit for Conflict Prevention and Management, among others. While most of these laws and policies have only been drafted and not yet approved or enacted, they represent potential Project legacies. Additionally, planned future policy initiatives with SERVIR to help implement the new Civil Service Law on the subnational level could become a major contribution to project goals and objectives.

There is a need for more follow-up and improved monitoring on these proposals to ensure their adoption. The principal constraints have been: 1) the lack of leadership, autonomy, supervision, and political will on the part of the central government agencies responsible for advancing the decentralization process, 2) the lack of human and institutional capacity in the subnational governments, and 3) political rivalries that have limited opportunities for better coordination and articulation among the subnational governments. Continued project effort through technical assistance and training, particularly during the 2016 elections process may help make decentralization an important issue for voters and candidates. In the PCM, the ONDS has made 2015 the year for concerted effort in preventing social conflicts. Given the increased focus and political will on the prevention of social conflict, project trainings and technical assistance in these areas of activity have the potential to generate important results.

With ProDecentralization support, 24 of the 25 subnational governments that participate actively in the project have strengthened their capacity, as measured by the ICI, by more than five percent in the aggregate. This outcome indicator shows important improvements that meet project expectations, but much more needs to be done. Both human and institutional capacities remain weak at the subnational government level. The Project needs to better communicate among project participants regarding their nature, purpose, and utility of FOCAS and QSIP to ensure they or some appropriate alternative are understood, adopted and used by the new subnational governments. The effectiveness of the methodologies in building targeted capacities is not being accompanied by a general awareness of the FOCAS and QSIP methodologies nor their value by institutional leaders.

USAID has already integrated its overall portfolio with emphasis on the Amazon Basin for a variety of strategic reasons. Now that communications and transportation infrastructure is improving in that region, ProDecentralization is well positioned to strengthen the political infrastructure there as well.

Results-based management is an important approach for any program. The authorities at the three subnational levels need a clearer perspective on the nature of the desired results and the strategy for attaining them in order to increase ownership of the processes. Management for results by itself will not go far. The Project has implemented important reforms geared to attaining relevant and effective results, and it is working on sustainability. Plans for strengthening the GGDs as a practical space for the articulation of subnational government interventions can be helpful in addressing these issues. The important link is to effectively engage the new subnational government authorities to ensure their ownership of the processes or some alternative to them agreed upon by consensus involving civil

society. ProDecentralization interventions with the different levels of subnational government have been flexible and well adapted to the practical realities of the diverse and often remote subnational governments. That approach is effective and has potential as a sustainable approach if it can be sold to policy makers on the national and subnational levels. To achieve this, the project must increase political interest in the GGD as an instrument of intergovernmental articulation to jointly achieve major political objectives, such as the reduction of chronic malnutrition or netting major investments in productive activities.

ProDecentralization has prioritized interventions in long underserved remote areas of the Amazon region, most of which have important rural, poor and minority populations. The Project has been especially effective in bringing other agencies like OSCE to those remote areas. Some questions have been raised about the efficiency of that approach, but it is clearly a tradeoff that effectively addresses social inclusion issues in a manner that would appear to validate that approach. Also, there is no evidence that more concentrated efforts, either geographically or in fewer sectors, would have produced better results over the same implementation time.

Project strategy and methodology

Over the past two years, the ProDecentralization project has operated in a political context of diminished support for decentralization from the central government. The central government agency established in 2002 to orient decentralization policy, the National Council for Decentralization was deactivated in 2007, under the previous administration for apparently political reasons. The current administration has adopted a new National Decentralization Plan, 2012-2016, and has transferred decentralization policy authority to a Decentralization Secretariat (SD) which, along with the Secretariat for the Modernization of Public Management (SGP) and the National Office for Dialogue and Sustainability (ONDS), are dependencies of the office of the PCM, allowing for less autonomy and greater central government political control of their functions.

In response, ProDecentralization has adopted a flexible strategy for the presentation of new initiatives for approval by the central government. Examples of this approach include: technical assistance to the ONDS, charged with the prevention and management of social conflicts and where the technical team has shown continuity and better results; work with the MINEDU to promote more timely distribution of educational materials to local schools; and, support to MINAM in the development of norms and regulations to allow municipalities to improve solid waste management.

ProDecentralization's strategy, tools, and approach are potentially effective but need to be consolidated. Particularly, the use of ICI for capacity measurement, FOCAS for assessing institutional needs and priorities in the subnational governments, and the QSIP approach to improving public service quality. The capacity development interventions that have improved functional and management processes have been critical to the achievement of project results, as has coordination and articulation of the State on the subnational level through the GGDs. Those improvements are principally the result of efforts by Project participants from the local governments and civil society to improve the services that they perceive as benefiting them directly. These tools and strategies need to be better harmonized, socialized and owned by the subnational and national government authorities so that they may be replicated elsewhere in Peru.

The GGDs and the FOCAS and QSIP methods have been an important strategy for the coordination and articulation of subnational government interventions. In spite of the limited attention given to the decentralization process generally by the current administration, the regional government and municipal authorities have found them to be useful venues for planning and programming decentralized activities and furthering the process as best they can, and recognition of its importance in a large number of interviews with subnational government staff members and service users makes clear that they support the project's efforts in that regard. The process itself has been efficient, and its needs more solid

ownership on the part of the newly elected authorities to become sustainable, and thereby, more efficient.

Capacity building is a long-term and continuing need. Project interventions in that regard have been helpful, but to develop a more stable and capable human resources pool for decentralized service management, SERVIR needs to be brought more completely into subnational governments and strengthened nationally, as well as in the regional governments and municipalities. Anything the project does its remaining years to strengthen SERVIR and help implement the new Civil Service Law on the subnational government level will contribute to the project's long-term success.

The facilitation of citizen oversight committees is an important component of the project in the implementation areas. These committees have become active, particularly in Ucayali and Madre de Dios, in 2014. If strengthened and recognized by the GoP entities, both in the central government and in the regional areas and municipalities, they could help ensure project sustainability.

The evaluators find that some service interventions could profit from better integration. For example, the CRED program needs to focus on other areas, not just patient wait times for services.[15] Similarly, the distribution chain for educational materials in San Martin is important, but not sufficiently integrated into the rest of a complex program, which looks to increase learning achievements in primary school students. Other dimensions of solid waste management beyond transportation and final disposal of the solid wastes need to be better integrated into the project as well. The inclusion of environmental education as part of the solid waste management intervention in FY2014 is a concrete step in this direction, and additional possibilities are discussed in the following paragraphs. In general, this approach may require the project to include additional priorities as part of its work with the GGD and subnational actors, which could require additional resources. If the current approach is perceived as successful, it will be more likely to leverage additional resources from both public and other donor sources. ProDecentralization is already doing some of this by taking advantage of the MEF incentives programs and assisting the local governments in preparing PIPs and other documentation to access public funding. Private sector funding may also be leveraged through the existing *Obras por Impuestos* program that grants tax reductions to companies that support needed public services.

In San Martin, where the Regional Government prioritized the education sector, the project could profitably strengthen the integration of the program both with other sector processes and activities and across sectors, given the existing levels of cross-sectorial coordination in that region. Here the project has effectively built upon the contributions of prior USAID Peru interventions.

In both Ucayali and Madre de Dios, where solid waste management is the priority service, improvements in service frequency and route management are recognized by the service users. The Project is already planning to better integrate the different steps and dimensions of the solid waste management process with attention to recycling and separation of solid waste at source. It has already contributed to leveraging additional public resources through the incentives programs in Coronel Portillo Province. It could similarly improve leverage its work by additional coordination with other initiatives in the same areas, such as the JICA project in Puerto Maldonado, and by integrating the Coronel Portillo Province activity into the larger comprehensive plan that has already been developed in participatory fashion.

In both Amazonas and Loreto, where the priority is CRED service in the health sector, the project has effectively integrated remote, underserved populations into a more comprehensive public service

[15] ProDecentralization reports that, indeed, a pre-natal care has been added as a supplementary service in support of the reduction of Infant chronic malnutrition for FY2014.

strategy, and has attained important results in wait times. It can strengthen and enhance those results as well as render them more sustainable with a greater effort to integrate other processes in CRED services with the wait time improvements and make it an important part of a more comprehensive health services improvement strategy of the regional and municipal governments. It is still possible for the project and its GGDs to leverage additional public resources and also private sector resources in the context of tax incentives granted to corporate interests that support such public services in the areas of their industrial and commercial activities. For that to happen, a critical next step is coordination with the newly elected subnational government authorities and a negotiated understanding that will bring the municipal governments in line with national policies and priorities.

The presence of project interventions in Condorcanqui Province, Amazonas, and coordination with other public agencies like OSCE, CGR, and the ONDS are important first steps toward inclusion of those long-marginalized populations into the national society and economy, as well as strengthening Peru's political framework through effective decentralization. The project has a strong commitment to gender equity that is evident from its reports on activities, training, fora, and public positions.

Leadership in the determination of service improvement needs has mainly come from the Regional Governments, which have stronger planning and technical units. ProDecentralization should encourage a more dynamic role in decisions regarding these needs on the part of the local governments and civil society.

Training materials are needed to consolidate KAPS among subnational governments and to address the issues of frequent staff turnover with little retention of previously developed skills. The approval of the new Civil Service Law lays the policy groundwork for improving subnational staff capacity, but there is a serious need for technical assistance and training to ensure its implementation.

The ONDS has declared 2015 to be the year for conflict prevention and resolution in the Amazon Basin, which presents an opportunity for ProDecentralization to achieve further progress in that area. Little has been done so far on the subnational level in the area of disaster risk mitigation.

The opportunities for deepening and increasing political support for decentralization will arise in the context of the 2016 national elections, if that space is properly used.

As with many international cooperation programs, more needs to be done to ensure project sustainability and ownership. The establishment of the citizen oversight committees has an important potential for consolidating a degree of sustainability in the project. These committees need to be strengthened and subnational governments need to be convinced of their value.

Finally, to attain sustainability of project contributions, ProDecentralization needs to increase the subnational governments' understanding of the utility of project tools, approaches, strategies and activities, their assumption of responsibilities in these areas, and their willingness to open their governments to stronger citizen participation and oversight processes.

Recommendations

Policy, Strategy and Methodology

ProDecentralization should move quickly with the newly elected officials on the subnational level to ensure their commitment to the processes, tools, and policies that it advanced in the previous administrations.

USAID and ProDecentralization should take maximum advantage of the 2016 national elections process to communicate to the public and raise awareness of the importance and benefits of decentralization. Decentralization must become a major issue in the campaigns and the national and regional press will be important actors in disseminating that message as well as the merits and utility of decentralization in public decision-making and governance. There is also a need to emphasize the importance of new and more profound citizen participation and, within that message, the transparency and accountability dimensions to the decentralization process. Corruption at the regional and municipal government levels has become a major topic in the Peruvian press and has the potential to derail progress made so far in the decentralization process and to constrain future progress. For example, the project could deploy its consensus-building approach to carry out a joint strategy with key stakeholders (Universities, CSOs, international donors, etc.) to disseminate progress made with the focus subnational governments, hold forums for dialogue and involvement of programs such as Propuesta Ciudadana and ANGR to leverage the project's involvement while minimizing costs.

USAID and ProDecentralization should carry out a systematic organization, dissemination and facilitation of lessons learned regarding its decentralization activities, which would serve the immediate purpose of supporting advocacy, debate and dialogue during the election period. The project's previous publications and dissemination of lessons learned form a good basis for this effort. Additional efforts in these areas could feed into the decentralization advocacy proposed for the 2016 elections, for example, through web pages, online publishing of training materials, the establishment of an online roster of experts on relevant issues, regional workshops for new sub-national authorities, an online consultation system, etc.

USAID and ProDecentralization should emphasize the importance of an adequate policy framework at the central government level. Strengthening the SD and SGP leadership and their degree of coordination and collaboration as well as encouraging their autonomy from the national political agenda of the PCM through a structural reorganization could help advance the process. Whether or not substantial progress in advancing a decentralization agenda in the remaining years of the ProDecentralization Project can be accomplished will depend on political conditions beyond the Project's control, but there could be some traction in this area if the issues are raised in the 2016 election campaign. To this end, ProDecentralization already forms part of an initiative for promoting dialogue regarding good governance during the 2016 general election.

Among short-term recommendations, ProDecentralization should provide assistance to the SD and SERVIR to systematically implement service supervision plans with the Regional Governments. Such an approach would need to take into the anticipated effects of the 2016 general elections on the likelihood or reaching an effective agreement between the SD, SERVIR and the different regional governments. It should also work with the SD and the SGP to improve their coordination in service supervision at the subnational level. In its remaining years, the Project should concentrate training efforts among the subnational governments to consolidate existing KAPs and ensure their sustainability in coordination with SERVIR, and advance subnational governments' personnel reforms, for example through the development of short courses on service decentralized service management, including protocols for the application of the FOCAS and QSIP methodologies.

The GGDs in each regional area are important mechanisms for facilitating coordination among the sub-national governments in each of the areas or regions. The GGD, as a ProDecentralization tool designed

foment improved management through a better articulation of efforts, has the potential to support other regional governments to improve their management. As program management note, the tool by itself will not generate behavior change (i.e. improved coordination and management). However the absence of such a mechanism in the national decentralization framework represents a gap. At least some form of such a mechanism should be adopted nationally, following a participatory consultation process to help consolidate decentralization policy and procedures nationally. The procedures need not be standardized for every subnational government or region, but there is a need for national-level guidance in this regard to help articulate the functioning of the GGD - or GGD-like space - on the subnational level, and to ensure these coordination mechanisms can function independently of the project's support.

The Project should make a concerted effort over the remaining years to ensure that the new subnational local authorities and managers appropriate the FOCAS and QSIP methods in some form in their planning processes and apply them more independently and systematically. The relatively low level of awareness regarding these methodologies suggests that this will require increased deliberate communication efforts regarding the role that these tools are playing in increasing capacity among institutional leaders responsible for their uptake. To the degree that opportunities exist, the project should also promote and support the deployment of these tools at the national levels of the sectorial offices responsible for the decentralization of MINSA, MINEDU and MINAM as well as SD, SGP and the PCM.

Civil Participation and Transparency

While strengthening both human and institutional capacity and management skills within that political structure, more emphasis is needed on citizen participation processes, transparency and accountability measures.

The project has already given importance to the citizen oversight committees, which need to be strengthened and made sustainable. The creation of municipally issued photo-ID for members of the citizen oversight committees is a way of providing community recognition for participants offering their services in this capacity.

The project needs to help local committees address the issue of incentives / rewards for members of the oversight committees. It is important to ensure that participation remains voluntary and to avoid incentive driven participation, which has generated dissatisfaction in previous instances. In every region, committee members contribute their time and effort and expect some type of incentive or reward. The evaluation team recommends treating this issue with special care and, if necessary, proposing measures that suit each region.

In Madre de Dios, the project should strengthen the work of the recently formed citizen oversight groups and ensure that the groups separate this role from their Public Safety activities.

There is a need for rendering internal controls more effective and prominent, as well as for transparency measures that go beyond the publication of information on municipal websites. The content of that information needs to be evaluated to ensure that contract and financial information is made public. Technical assistance and training should be provided to the regional assemblies and municipal councils to help them effectively open proceedings to the public and the press.

Sector Interventions

USAID and ProDecentralization should make a strategic decision whether to focus on select components of the service chain vs. adopting a more comprehensive approach that would require a more gradual implementation. In the case of education and health services, a more holistic approach implemented over more time in fewer locations may have had a greater effect on services and results. In practice, the Project is already working across the solid waste management chain to improve service

delivery. The evaluation team suggests that this approach could generate better outcomes, especially in the case of improving the quality of education and reducing child malnutrition via CRED health services.

To enhance sustainability and leverage a more comprehensive approach for the CRED interventions, the project should consider articulating this intervention with regional and national policies and priorities. Specifically the project could expand support local governments in Amazonas and Loreto to access the Performance Incentive Fund through the development of projects that meet the funds goals and criteria for the reduction of chronic malnutrition.

The project should strengthen its gender approach for the health interventions by bringing in partners such as the Pan American Health Organization and UNICEF to work with local stakeholders in carrying out, for example, campaigns promoting paternal involvement in the health care of their children.[16]

Interventions in solid waste management service improvement could give more attention to recycling and solid waste reduction approaches, such as taxes or incentives to limit plastics waste and to make better use of compost, as an alternative to reliance on sanitary landfills. That was not a part of the project work plans, but ProDecentralization has already been working on integrating the process. To increase use of these approaches, the project would need to work with Regional Governments to strengthen environmental education regarding integrated solid waste management approaches, hazardous bio-waste management and ensure the Eco-clubs the project has supported achieve sustainability.

Given budget limitations, the project could support increased articulation with public programs and those of other donors to help leverage the impact of the project interventions. If the ProDecentralization project can improve coordination with other programs and share activities and risks, the potential for more effective solid waste management will be substantially greater, and Project outcomes will exceed those called for in the scope. For example, the positive experience in facilitating the implementation of public funding for the Coronel Portillo Province sanitary landfill could be replicated in other provincial cities. In Madre de Dios, ProDecentralization needs to insist with the new GOREMAD authorities that it coordinate with MINAM to reach solid waste management goals and provide budget allocations to improve solid waste management. If such a commitment cannot be achieved, it should consider concentrating efforts with the new authorities in the Tambopata Province to develop closer coordination with the JICA program in Puerto Maldonado, which is focused on a sanitary land fill for that city, with the objective of replicating best practices and improving results in the district municipalities where ProDecentralization is working.

In Ucayali, ProDecentralization should work with the MINAM and the regional and provincial authorities to carry out a technical study regarding the final disposition of solid waste in Ucayali. The study will serve as the basis for working with the regional and provincial governments to define a solution for the extreme demands presented by the growing volume of solid waste being deposited at the existing landfill at km 22 of the Basadre Highway. Alternatives may be the construction of a landfill with a new PIP, the privatization of the landfill, or tax financed construction, but any of these should be based on a technical study that considers the local context, cost-benefits, cost-effectiveness, efficiency and efficacy.

Continue support for the improvement of Education services. In San Martin there is a need for better coordination with the new GORESAM authorities and to commit them to assume the progress attained with MINEDU support and provide continuity to the progress made by their predecessor administration with improvements that they can help define. With the division of administrative functions between the Office of Operations and the Education Unit (UGELs), the project should provide special attention to

[16] ProDecentralization management note that this element is included in the current year workplan.

the new roles that each entity will assume. There are still issues to resolve before closing performance gaps in the distribution of educational materials.

Performance Management and Learning

ProDecentralization should expand its performance measurement indicators. The project is carrying out activities with results that are not reflected in the current performance monitoring plan.[17] These results could be captured in the short-term. For example, in the case of the management of solid waste, the project could include an indicator of environmental education (e.g. the number of Eco-clubs formed with the support of the Program, or number of private entities supporting education campaigns and environmental responsibility, or number of households that sort their trash).

USAID and ProDecentralization should consider more ambitious targets for future years and also assessments of the impact and sustainability of these outputs. When the ProDecentralization Project concludes in 2017, it will culminate a 15-year process of USAID support to decentralization in the country. USAID may want to consider an ex-post evaluation of the whole of that 15-year program, with a focus on long-term impact and lessons learned.

[17] Post-evaluation note: USAID approved an updated Activity Monitoring Plan that includes RIG recommendations on April 15, 2015.

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Annex 1: ProDecentralization Project Results Table

2013-2014 Results according to the 'Peru Decentralization Program Project Monitoring Plan. (Indicators with no Year 1 or Year 2 targets excluded).

Indicator	2014 Target	Activities	Actual	Observations
TASK 1. IMPROVE KEY POLICIES AND REFORMS				
IR 1.1. Formulation of Policy Refined				
1. No. of laws, reforms promoting de-centralization drafted with USG support.	5 National (cumulative); 3 drafted in 2013; 2 in 2014	-Draft Law to create a National System for Conflict Prevention and Management -OND -Guidelines for Decentralized Service with an intercultural focus	100%	Promulgation or approval pending for national-level norms.
	10 Regional	16 regional initiatives/ordinances/ resolutions in FY2014: (3 initiatives y 13 administrative resolutions)	160%	5 in FY 2013
2. No. of consultative meetings organized with GoP and civil society representatives to prepare, validate and disseminate Annual Analysis of Decentralization Process	12 regional meetings	12 meetings, 5 Year 1 and 7 Year 2	100%	No meetings held in Loreto
3. No. of USG-sponsored policy dialogue events held on proposed changes to the country's legal framework	4 dialogues Year 2	8 dialogue events: 4 with JNE (Lima, San Martín, Madre de Dios, Amazonas); 2 with Coronel Portillo Municipality in Ucayali and San Martín; 1 with ANGR in Lima; 1 in Lamas	200%	Dialogues on decentralization in the context of the 2014 subnational elections
IR 1.2. Policy dialogue between national and subnational governments and civil society promoted and strengthened				
4. No. of evidence-based best practices disseminated for replication with USG assistance	8 best practices disseminated	5 practices published on Project and SGP websites (3 on regional experiences: San Martín education, Ucayali eco-clubs; Río Napo, Loreto, Social Action Platform)	60%	Dissemination of experiences is key to Project sustainability and impact; need to systematize and disseminate 2 experiences on public-private alliances and land use planning.
5. No. of citizens participating in USG-supported national and subnational policy dialogues	450 citizens (cumulative)	648 participants; 300 FY1 y 348 FY2 in events; 55% male and 45% female in FY 2013; 70% male and 30% femal3 in FY 2014	144%	
6. No. of CSOs engaged in USG-supported dialogue events	30 CSOs	53 CSOs participated in policy dialogues: 25 in FY 2013, 28 in FY 2014	177%	No dialogue events with CSOs held in Ucayali or Loreto.

Indicator	2014 Target	Activities	Actual	Observations
IR 1.3 Clear guidance to implement policies approved and disseminated				
7. No. of GoP decentralization guidelines, procedures, training materials, and directives disseminated with USG resources	8 documents produced, disseminated	8 documents: Service Improvement Manual (SGP); modules 1 and 2 of the Conflict Management Manual (ONDS), CRED Service Roadmap (DIRESA-Loreto), and adaptation of Open Government guidelines in GR, GL, CSO and citizen committees	100%	Need to evaluate their comprehension and application.
8. No. of laws, policies or procedures promoting gender or intercultural equality promoted with USG support	3 policy instruments (2014)	3 policy initiatives: Regional Ordinance (Madre de Dios) to incorporate gender in RG tools and plans; creation Gender Focus Committee; Guidelines for Public Services with intercultural focus (Vice-Ministry of Inter-culturally); work plan for GORESAM Social Inclusion Direction.	100%	Approval pending in the Vice-Ministry of Intercultural (MINCUL) for Public Service Guidelines with an Intercultural Focus
9. No. of management tools, norms, and policies to improve management of decentralized education developed by national and subnational governments with USG support.	1	Decentralized Management Matrix for Teacher Development, Distribution of Educational Materials and Resources, and Infrastructure Development (MINED).	100%	Ministerial Resolution to authorize pending. Intended for 2015 application, but interview information reveals that the current administration does not consider it important.
TASK 2. STRENGTHEN DECENTRALIZED SUBNATIONAL INSTITUTIONS IN TARGET REGIONS				
IR 2.1 Public Administration Capabilities Strengthened				
11. No. of subnational governments receiving USG assistance	25 subnational governments: 5 RGs, 5 PGs, 15 DGs	Technical assistance to develop management tools and improve prioritized service quality.	100%	In different degrees, the majority of LG an RG staff still lack autonomous capacity to apply the tools offered by the Project (FOCAS).
12. Value of direct financial or in kind counterpart funds leveraged from the public sector	$100,000	$137,546 in kind contributions to support training and technical assistance in RG and LG.	137%	Should be measured in % or equivalent portion of the total cost of the activities to understand its importance
13. No of individuals who receive USG-assisted training in efficient public management practices and improved service delivery.	No Year 1 target; Year 2 target 1000	3,083 individuals trained in management practices (POI) and improved services (QSIP), solid waste management, citizen oversight, gender, etc. 60% male, 40% female trainees	308%	Includes workshop participants. No entry and exit tests to measure comprehension and relevance.

Indicator	2014 Target	Activities	Actual	Observations
IR 2.2 Modernization of public service systems and policies at subnational levels improved				
15. % of targeted subnational governments preparing POIs with quantitative targets and defined results	70% by Year 2	18 of the 25 subnational governments have developed POIs with Project assistance.	72%	This is the key task that should be continuous; evaluate autonomous capacity to prepare POIs; prioritize the 7 remaining governments.
16. % of Project-supported subnational governments receiving USG assistance that improve their institutional performance (outcome)	50% of Project assisted sub-national governments in Year 2	24 of 25 Project assisted governments improve their capacity by an average of 5% in five functions in their areas of activity	96%	ICI comparisons between 2013 and 2014 show a wide range (17%-30%) of improvements. It would be worthwhile to analyze the factors contributing to success and replicate them in cases of lesser ICI score improvements.
18. No. of days needed to distribute educational materials.	Baseline 81; year 2 target 77 days	Reduced to 61 days in 2014.	126%	Important result in a rural, difficult to access context areas. Improvements also occurred in non-Project areas in more urban and accessible areas.
19. % of Project attended health centers that reduce wait times for CRED services.	25% reduction for Year 2	Wait time reduced in Loreto from 3 to 1.5 hours; QSIP applied in 2 of 4 health centers; inactive clinical histories purged, organized in 3 health centers. In Amazonas clinical histories organized but not purged; QSIP not applied; wait time not improved.	50% in Loreto; 0% in Amazonas	In spite of appointment system and less wait time, mothers still arrive 3 hour before for fear they will not be attended. Little progress in Amazonas.
20. % de treated LGs that increase the (weekly) frequency of trash collection.	25% of LGs in Year 2	Trash collection frequency has improved in 7 of 9 LGs from an average of once in 15 days to between 2 and 3 days per week. These LGs prioritized solid waste management in their POIs.	500% in 7 of 9 GLs (78% of total)	Route plans applied; new trucks and compactors acquired. This is the only indicator in the PMP for solid waste management, although the Project works in all phases of the service.
IR 2.3 Integration of sectors within subnational governments achieved.				
22. % de GGD functioning in the 5 regions.	80% of regions with GGDs	The GGDs function in all 5 regions with different meeting frequencies. The weakest is Loreto, which has only met once.	100%	The GGDs are weak because their agreements cannot be enforced nor followed up. Participation is limited and inconsistent and the agenda and initiative for meetings comes from the Project Regional Coordinator, not the respective authorities.
23. % of treated subnational governments that adopt and improve service improvement activities in their POIs.	50%	14 of 25 subnational governments have included prioritized service improvements in their POIs.	56%	This is one of the most relevant results in that it commits subnational government resources.

IR 2.4 Capacity to effectively manage and respond to conflict and natural disasters.				
24. % de RGs that improve their institutional capacity to manage social conflicts.	40% of RGs in Year 2	In San Martín, the RG created an Office for Dialogue and Conflict Management; in Loreto a similar proposal has been prepared.	40%	Implementation pending in Loreto.
25. % de RGs that improve institutional capacity on disaster risk management.	20% /1 GR) in Year 1; 40% (2 RGs) in Year 2.	Work groups participate in workshops to incorporate disaster management in their PIPs in Madre de Dios and Loreto.	40%	
TASK 3. ENHANCE TRANSPARENCY MECHANISMS AND CITIZEN PARTICIPATION				
IR 3.1 Government accountability and independent control systems used effectively.				
26. % of targeted subnational governments, which update their institutional web page or other transparency mechanisms in compliance with the Freedom of Information Law (outcome).	40% in Year 2	4 of 5 RGs, 3 of 5 PGs, and 8 of 15 Dgs have updated their websites.	80% RG 60% PG 53% DG	For final evaluation, an assessment of the use, relevance, and quality of the information provided on these portals is recommended.
IR 3.2 Citizen participation in public participatory processes increased.				
27. % of citizens trained to improve leadership abilities participating in social service (health, education, and environment) oversight committees or other oversight mechanisms. (outcome)	20% by Year 2 (min. 30% women, máx. 70% men)	104 of 272 citizens who received leadership training participate in oversight committees in the 5 regions. 38% are men, 62% women.	38% 62% F, 38 % M	There is a high rotation rate since these are volunteers. Women usually participate more in volunteer work than men do.
IR 3.3. Effective citizen oversight committees improved and broadened.				
28. No. of oversight, vigilance committees and their oversight mechanisms trained for more effective citizen oversight.	25 total; 10 in Year 1, 15 in Year 2	28 oversight committees formed and trained by the Project: 4 in Amazonas, 3 in Loreto, 5 in Ucayali, 1 in San Martín, 15 in Madre de Dios. 17 reports delivered to local authorities to improve services.	112%	Many of these committees are still weak in their roles, with high rotation of members and little clarity on their functions. Only 7 of 28 presented vigilance reports.
29. % of women representatives to oversight committees trained by the Project.	50% by Year 2	64 of the 108 women participating in oversight committees trained by the program for their vigilance role.	59%	See observations to Indicator 27.
30. Value of financial or in kind contributions leveraged under national public funds or private partnerships for the improvement of services prioritized by GGDs.	$123,000: 23,000 in Year 1, $100,000 in Year 2	$265,124 obtained from the national private sector or public funds in support of GGD-prioritized services.	215%	Estimate as a % of direct Project investment.

ANNEX 2: Statement of Work

Program to be evaluated

ProDecentralization is a five-year program that started in November 2012, under USAID´s Development Objective (DO) of Management and quality of public services improved in the Amazon Basin. Its final goal is *Improved decentralized management for effective service delivery benefitting marginalized populations* in targeted regions (Amazonas, Loreto, Madre de Dios, San Martin and Ucayali)[18]. The Program concentrates its efforts on the three levels of government –national, regional and local- and civil society participation. Nationally, it works on improving the legal framework and the key policies that directly affect decentralization and sub-national governance. Sub-nationally, it works with the regional and local governments on institutional strengthening in order to provide more effective public services, and improve management of social conflicts and disaster risk reduction. Meanwhile, with civil society, the Program strengthens government accountability through improved formal transparency mechanisms and broader participatory processes.

To achieve the stated goal, the program implements the following three inter-related tasks:

- National policy: Improve the key policies and reforms that directly affect decentralization and sub- national governance.
- Institutional strengthening: Strengthen sub-national institutions for effective public service delivery and improved management of social conflict and disaster risk reduction.
- Transparency and accountability: Enhance government accountability through improved formal transparency mechanisms and expanded participatory processes.

The Program is strengthening regional governments to lead a coordinated endeavor with national government and selected provincial and district governments, to improve the quality and scope of the services in their jurisdiction, thereby ensuring *one single government approach*. In addition to core decentralized public administration functions, particularly those related to service delivery in the areas of education, health and environment, the Program encourages participating government institutions to include compliance with legal provisions for strengthening citizen participation and staff development. Moreover, the Program fosters civil society involvement in the mechanisms of citizen participation and oversight.

Background

In 2002, the Government of Peru passed the Decentralization Law (Ley de Bases de la Descentralización) to reform the State structure and organization. The law outlined a process of progressive, ordered stages for the transfer of responsibilities and resources to sub-national governments. This law also mandated the election and installation of regional and local governments, with political, economic and administrative autonomy.

The Decentralization Law generated a process with three components. The first entailed a restructured State comprised of a national government and decentralized governments – each with defined political, administrative and fiscal responsibilities. This first component has been largely successful, though gaps remain. The second component called for regions to join to form macro-regions, but attempts were rejected in a 2005 public referendum. The third component aimed to increase citizen participation,

[18] Contract No: AID-527-C-12-00002

transparency and government accountability, with significant progress.

The most important advances in the decentralization process are:

- improved resource transfers from national to regional levels coupled with improved local budget allocation;
- greater citizen participation in decision-making, participatory planning and budgeting processes;
- increased public investment in poor regions, expansion of service delivery by regional and local authorities, and greater private investment contributing to a reduction in poverty levels; and
- transfer of powers and functions of the health, education and environment sectors, among others, to local governments.

Nevertheless, even with these advances, critical aspects of decentralization remain undefined and incomplete. This has created uncertainty regarding the roles and responsibilities of sub-national governments; impeded the effective delivery of public services; hindered the integration of sectors within sub-national governments; and limited citizen participation and oversight. As a result, sub-national governments are not capable of fully responding to local demands and priorities.

One of the critical challenges to the decentralization process is the lack of coordination and coherency between national, regional and local governments for decentralized management for efficient and effective governance, upon objectives and results. This approach is called as a single government approach. To achieve this, planning and budgeting processes at vertical (among the three levels of government) and horizontal (across sectors) levels must be integrated, as well as aligned with public policies, local needs, and financial resources.

Improved intergovernmental integration and coordination also demands a clear definition of the authorities and roles of the three levels of government. A reformed decentralization policy should assign clear authorities to the level of government that could most effectively carry them out while creating an enabling environment for the different levels of government to improve cooperation and coordination.

The purpose of ProDecentralization Program is to *improve decentralized management to provide effective public services in health, education and/or environment, to benefit traditionally excluded population in Amazonas, Loreto Madre de Dios, San Martin and Ucayali.* The core hypothesis of the Program is that the improvement of the decentralized management of public services, based in a better coordination and coherence among the three levels of government, shall contribute to a better provision of public services, which shall benefit the population within an intervention area.

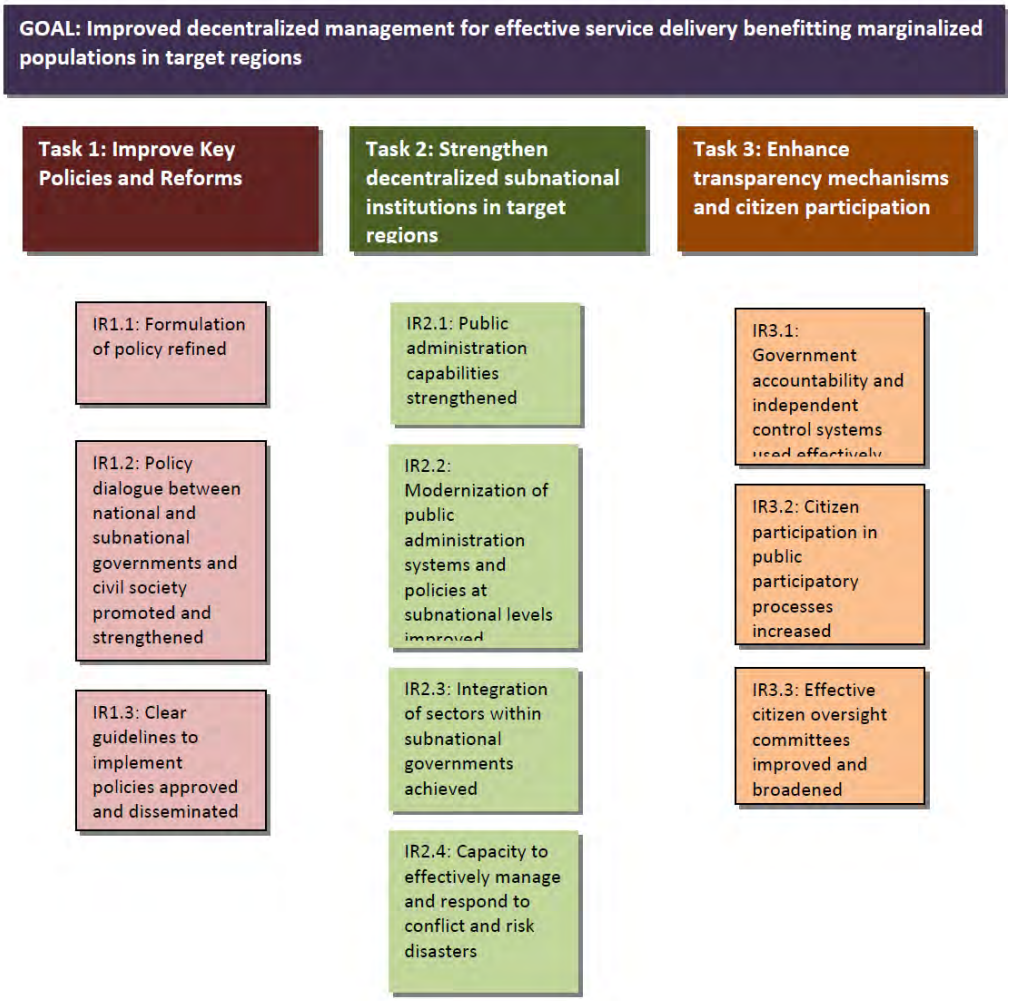
The results framework of the ProDecentralization Program is shown in Figure 1. ProDecentralization focuses on three objectives to promote efficient and effective public service delivery by sub-national governments.

a) **National policy:** Improve the key policies and implemented reforms that directly impact decentralization and sub-national governance.

b) **Institutional strengthening:** Strengthen sub-national institutions for effective public service delivery and improved management of social conflict and disaster risk reduction.

c) **Transparency and accountability:** Enhance government accountability through improved formal transparency mechanisms and expanded participatory processes.

Figure 1. Results framework of ProDecentralization



The Program´s Performance Management Plan identifies the intermediate results for each of the above-mentioned tasks, and has already defined specific indicators for each result, presented in Annex 2.

The program has developed two basic tools: (i) Institutional Capacity Strengthening Plans (FOCAS) measured by the Institutional Capacity Index (ICI) at the start of the program in each of the selected regional and municipal governments of the program; and (ii) The Service Improvement Plans that are developed with Decentralized Management Groups (GGDs), with their respective regional and municipal government.

In this sense, the program is organized so that the results in the improvement of the regulatory framework (IR 1) and improvements in the transparency and citizen participation (IR3) help to implement the activities and achievement of results of the capacity strengthening plans and the improvement plans of selected public services.

The sequence of the intervention starts with setting up the intervention clusters, named Decentralized Management Groups (GGD). These are comprised each of one regional government, one provincial government, and at least three district governments. In a second moment, the GGD identify and

prioritize one or two critical areas and services[19] related to health, education or environment, selected with the participation of civil society. Table 1 shows the five GGD and the prioritized public services in each one.

In a third moment, the Program applies the Functional Organization Capacity- Building Process Framework (FOCAS) to assess functional capacity in operational areas and identify improvement needs. The functional areas to be improved are defined in discussion with the regional and local governments and must reflect priorities for achieving ultimate effectiveness.

In a fourth moment, the Program applies a Quality Service Improvement Plan (QSIP) in partnership with the same government institutions benefitting from FOCAS, along with citizens or users of public services, to jointly diagnose and address barriers to access quality services. After the elaboration of the Plan, the Program provides training and technical assistance to the GGD, for the implementation of a capacity building plan and conduction of service audits. The core of the intervention is the improvement cycle during a period of three years, with bi-annual monitoring of service changes, including users' feedbacks.

Table 1. Decentralized Management Groups & Priority Services

Decentralized Management Group	Priority Area	Priority Service	Result
Amazonas Amazonas Regional Government, Provincial Municipality of Condorcanqui, District Municipality of Santa Maria de Nieva, El Cenepa and Río Santiago	Health	Growth and Development Control of boys and girls under 5 years old – CRED	Reduction in Child Malnutrition
Loreto Loreto Regional Government, Provincial Municipality of Maynas, District Municipality of Mazan, Belen and Punchana			
Madre de Dios Regional Government of Madre de Dios, Provincial Municipality of Tambopata, District Municipality of Laberinto, Inambari, Las Piedras	Environment	Collection and transportation of solid waste	Improvement in the management of solid waste
Ucayali Ucayali Regional Government, Provincial Municipality of Coronel Portillo, District Municipality of Manantay, Campo Verde, Yarinacocha and Nueva Requena			
San Martin San Martin Regional Government, Provincial Municipality Lamas, District Municipality of Tabalosos, Cunumbuqui and Zapatero	Education	Distribution of Educational Materials	Improvement in learning achievement

[19] The Organic Law of Municipalities, No. 27972, defines which are the provincial and district municipalities´ competences – exclusive or shared- related to sanitation and health (Art. 80), and education (Art. 82)

Purpose and Use of the Evaluation

The objective of this performance evaluation is to measure relevance, effectiveness, efficiency and sustainability of the design, approach, methodologies, tools and activities of ProDecentralization in decentralized management and articulation of the State to increase the coverage and quality of prioritized public services.

Specific objectives of the evaluation are:

a) To determine the relationship between needs and contextual situation with the design, strategies, methodologies, priority services and activities currently performed by the program.

b) Validate the theory of change and the program assumptions with facts, evidence and other experiences

c) Measure progress in achieving outcomes and outputs established in the PMP and identify areas of success and challenges in the implementation.

d) Analyze the factors that favor or limit the achievement of results.

e) Measure the contribution of the program in improving decentralized management and the articulation of the State.

f) Explain how the program components have contributed to the results, in priority services and in selected areas.

g) Analyze the actions taken ProDecentralization to ensure the sustainability of their methodologies, procedures, tools and results.

The evaluation will focus on measuring midterm performance of the ProDecentralization Program, in order to make valuable judgments about: i) whether the program's design, strategies and methodologies correspond to the needs of local actors and operating context (relevance); ii) the theory of change, assumptions and evidence that justifies the planned actions to achieve the expected results (effectiveness); iii) the fulfillment of the results and established products in the PMP (effectiveness), taking into account an analysis of the factors that favor or hinder the achievement of results; iv) the contribution of the program in the improvement of decentralized management and in the articulation of the State (effectiveness); v) comparing the performance of the priority services, from the users' perspective, between the selected areas and those not participating in the program (effectiveness); vi) the relationship between the level of effort and technical resources used in the activities with the achievement of results (efficiency); vii) experiences, methodology or program instruments that have been adopted by some level of government by means of policies or own resources (sustainability); viii) political, technical, financial and social viability so that the experiences, methodologies or instruments of the program can continue without the cooperation of USAID, and what would have to be done so that the program can be sustainable.

The performance evaluation is intended to provide information and develop recommendations to USAID on the performance of the program ProDecentralization. Also, the evaluation will validate, with facts from the findings, the development hypothesis and program assumptions, identify implementation problems, unmet needs, and unexpected results and explain how the program contributes to decentralized management and coordination of the GOP to improve targeted public services. Other purposes of the evaluation are to summarize lessons learned and best practices.

USAID expects that findings and recommendations provide inputs to: i) strengthen ProDecentralization strategies and activities in improving the priority services; ii) facilitate the rapid involvement in the program of the new regional and local authorities and ratification of the commitments made by the current authorities of the GGD-Decentralized Management Groups; iii) identify key factors that will increase sustainability and ownership of the changes that will be achieved, by the governments involved;

iv) improve the criteria and methodology for selection and formation of new GGD; v) increase the effective use and dissemination of decentralized management experiences reconstructed by the program; vi) improve the sustainability of the actions of the service monitoring groups that are forming.

The USAID-ProDecentralization team will participate along the different stages of the evaluation providing key information and collaboration to the evaluation team. Additionally, the team has expressed interest that Evaluation provides inputs and recommendations to the program. The evaluation team will discuss the reports with USAID/Peru staff and the implementing partner. The ProDecentralization team will use the analysis of this report to assist the GGDs to revise their improvement plans for maximum impact.

The evaluation will be conducted during the months of August to December 2014, taking into consideration that this midterm measurement coincides with the elections of regional and municipal authorities. The best time to conduct interviews of key informants involved in the electoral process will be coordinated with the program. This SOW acknowledges that key informants of prioritized services, civil society and the community can be interviewed at any time duration of the fieldwork for this evaluation. USAID requires that the results are presented by December 2014 so that the recommendations can be considered in the planning of activities and renovation of commitments of the new authorities elected in October.

Evaluation Questions

The evaluation questions are:

a) To what extent is ProDecentralization project achieving its results and targets, and how has it contributed to the improvement of the decentralized management and articulation of the State in health, education and environmental services in selected areas? What are the main factors that have limited or facilitated achieving expected results?

b) What activities, tools or interventions are more successful than others, and what are the factors for their relative success? What current activities/efforts should be expanded or decreased?

c) How do the design, strategies, tools and activities of ProDecentralization correspond with the needs, priorities, bottlenecks and the evolution of decentralized management of services in the areas of health, education and environment?

d) What type of technical resources and effort level are used by ProDecentralization to improve the decentralized management of services in health, education and environment, and which should be assumed by the levels of government to expand and sustain the coverage and/or quality of the priority services?

e) What specific changes to the strategy, approach, methodologies or activities should be made to achieve maximum results, sustainability and ownership by the governments involved?

Evaluation Methods

Analytical Framework

The performance evaluation will measure relevance, effectiveness, efficiency and sustainability on the design, approach, methodologies, tools and activities of ProDecentralization in decentralized management and articulation of the State to increase the coverage and quality of prioritized public

services. To this end, the evaluation team will use mixed methods of evaluation[20] to answer the evaluation questions, triangulating different sources of information following the analytical framework that summarizes the theory of change of ProDecentralization (Figure 2).

The Program's hypothesis is that the intervention of capacity building and government coordination in selected spaces, accompanied by political and policy changes at regional and national level, and citizen oversight, will achieve improvements in the decentralized management of the identified services, and therefore will improve the delivery of these services.

In the ProDecentralization causal model, the program is an input, through the formulation of policies and standards, systematization of successful experiences of decentralized management, development of the Plan for Capacity Building for Decentralized Management, service improvement plans, intergovernmental dialogue, knowledge management, diagnoses of their institutional capacities, training in transparency and citizen participation and oversight, to improve decentralized management processes used by sub national governments for the delivery of public services.

It is also expected that the strategies, methodologies and tools of ProDecentralization are appropriate for the different levels of government, that the changes in the decentralized management and articulation of the state are sustainable, and that the increase in delivery of prioritized services remain after the program ends.

The evaluators will assess the relevance of the program based on different sources of information and context analysis will make valuable judgments about the relationship between focus, theory of change, methodologies and tools of the program with the needs, priorities, bottlenecks and evolution of decentralized management of public services in the health, education and environmental sectors, in the targeted areas for each sector.

This evaluation will determine program effectiveness by measuring the achievement of its objectives, by checking changes in the outcome and output indicators of the PMP, as well as the level of progress in the implementation of the plans to improve the prioritized services. The effectiveness will also be measured by comparing baseline indicators with the situation during the evaluation and comparing some indicators of services across program areas not involved with the program. Evaluators will make valuable judgments about the program's contribution in decentralized management and State articulation of the public services, improvements in the coverage and quality of services, and the level of improvement in public administration, how service delivery has improved, and if there is evidence of changes and how these changes affected the process and service quality.

[20] USAID (2013). Conducted Mixed-Method Evaluations. Technical Note Version I, June 2013, p:1-14

Figure 2. Evaluation approach of ProDecentralization

The evaluation will include analysis of technical resources that ProDecentralization uses to improve management, particularly for the design and implementation of capacity building and service improvement plans, identifying the strategies and activities which made it possible to achieve the expected results, that require minimal technical support or few resources and that are conducted by officials of the priority areas. The evaluation will determine the efficiency and feasibility of expanding the successful experiences of decentralized management and articulation of the State from the prioritizing of a service by sector and targeted areas. In addition, it will determine how efficient the program is in

improving the health system and the compliance with technical standards and quality of services to reduce chronic malnutrition from the improved CRED service in prioritized areas.

The evaluation of the sustainability aims to develop recommendations on possible changes to the program or improved strategies or activities to maximize results, sustainability and ownership by the governments involved. The evaluation will identify lessons learned, factors that promote or could limit the sustainability of strategies and activities that PRODES are implementing, and those that keep increasing the coverage and quality of the prioritized services.

The evaluation methodology is summarized in the following table. It identifies i) the dimensions of the study which relate to each of the evaluation questions ii) data collection techniques and iii) the sources of information for each of the data collection techniques.

The evaluation will include a gender perspective in the analysis of the results, through the identification of the activities that might be promoting or not a gender balance, and through the analysis of the gender implications of two main strategies: the capacity development plan and the service improvement plans.

Table 2. Design of the performance evaluation

Evaluation Questions	Dimensions of the analysis	Data collection technique/sources of information
How do the design, strategies, tools and activities of ProDecentralization correspond with the needs, priorities, bottlenecks and the evolution of decentralized management of services in the areas of health, education and environment?	Contextual analysis: current status, needs and bottlenecks, ongoing actions and perspectives of the decentralization and service management	Documentary Review, Interviews of Key informants from the program areas, experts, national and regional authorities
	Analysis of the theory of change	Documentary review, interviews with experts and national authorities
	Analysis of the methodologies and the program tools	Documentary review and interviews of key informants from the program
To what extent has ProDecentralization project is achieving its results and targets, and how has it contributed to the improvement of the decentralized management and articulation of the State in health, education and environmental services in selected areas? What are the main factors that have limited or facilitated achieving expected results?	Analysis of PMP performance indicators Analysis of results indicators of the service improvement plans	Comparison of the current status of the indicators with baseline measurements Comparison of indicators with areas that have not participated in the program FOCAS Application Exit surveys of a sample of service users Analysis of service statistics
	Analysis of factors that promote or constrain the achievement of results	Key Informant Interviews
	Mapping of key effects of regulations, capacity building, oversight, over actions and decisions to improve the service. Analysis of the contribution of the	Documentary Review and key informant interviews

Evaluation Questions	Dimensions of the analysis	Data collection technique/sources of information
	formulation of policies and standards, systematization of successful experiences of decentralized management, development of the Plan for Capacity Building for Decentralized management, service improvement plans, intergovernmental dialogue, knowledge management, diagnosis of institutional capacities, transparency and citizen participation and oversight	
	Analysis of gender implications of the capacity building plan. Analysis of gender implications of the service improvement plans.	Documentary Review and key informant interviews
What activities, tools or interventions are more successful than others, and what are the factors for their relative success? What current activities/efforts should be expanded or decreased?	Analysis of the main contributions of the program in the three components. Identification of activities that fostered a balance in the participation of women and men.	Documentary Review and key informant interviews
What type of technical resources and effort level are used by ProDecentralization to improve the decentralized management of services in health, education and environment, and which should be assumed by the levels of government to expand and sustain the coverage and/or quality of the priority services?	Analysis of efficiency and feasibility to improve decentralized management and articulation of the State in prioritized services and expanding the experiences of prioritized services in targeted areas	Documentary Review and key informant interviews
What specific changes to the strategy, approach, methodologies or activities should be made to achieve maximum results, sustainability and ownership by the governments involved?	Analysis of experiences, methodologies or program instruments that have been adopted or expanded by some level of government with standards or their own resources Sustainability analysis and the factors that favor or limit the improvements of decentralized management and articulation of the State	Interviews of Key informants from the program, experts, authorities from different levels of the government Documentary Review

Considerations for data collection and analysis:

- The Program´s intervention is geographically defined on a number of districts grouped into clusters (or GGD) within five regions. The target population for the results of the intervention would be the inhabitants of the district, and depending on the type of intervention, could be restricted to children of a certain age: infants or primary students.
- The Program´s intervention is defined as capacity building and strengthening of decentralized management and intergovernmental coordination. Both areas are deficient according to the diagnosis of the National Decentralization Plan 2013-2016. However, these are not the only weaknesses, there are also challenges relating to the division of powers between levels of government and in the appropriate transfer of capacities and resources.
- Local interventions would not be the same throughout the clusters or implemented at the same time during the Program. Each specific intervention will depend on the type of "service" that is targeted, the capacity assessment, the improvement plan and the progress of the plan.
- The decentralization of health and education services management started as a national government pilot experience but was not evaluated, nor expanded. Therefore, it is expected that many local governments are not clear about their responsibilities towards the management of these services. Another effort to get local governments to assume responsibilities towards health care has been the transferred funds to municipalities based on the achievement of certain health-related goals.
- The CRED could reduce chronic malnutrition, although the evidences recognizes[21] multi-sectoral interventions that are related to the reduction of chronic infant malnutrition. Health services that can effect improvements in chronic malnutrition are diverse, involving different levels of beneficiaries and services, different types of providers, in some cases requiring supplies and medicine, and in others, specialized technical skills. Consequently, evaluators should review whether the Project is supporting some action on these determinants. In this regard, ProDecentralization is helping local governments in planning and development of investment projects on some determinants of chronic malnutrition.

Overall design

The evaluation will follow the following steps:

a) Analysis of documentary sources, mainly the program, objectives, operational plans, progress reports, studies and other documents and/or materials produced.

b) Interviews with key informants. Interviews will be held with key informants from central government in the PCM, key sectors and five sites operating in Amazonas, Loreto, San Martin, Madre de Dios and Ucayali. The interviews will involve staff from the participating regional and local governments (districts).

c) Data collection for quantitative indicators related to the PMP.

d) Observation of existing procedures that allow for transparency and participation of the public.

e) Group interviews are aimed at officials who were involved in the improvement plans. These interviews will be conducted in each of the five regions.

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[21] Maternal and Child Nutrition. The Lancet. June 2013

f) Stakeholder Workshop: Preliminary results of the evaluation will be presented in workshops with key stakeholders, where they will discuss the findings and recommendations, and additional information will be collected. These workshops will include participants involved in the program from each of the five regions intervened.

g) Preparation of the evaluation report. A draft of the final evaluation report will be submitted for comments and recommendations. A report will include comments received, as well as review of an expert.

Data collection techniques

The evaluation will use different sources of information, techniques and instruments for collecting data and combine quantitative and qualitative evaluation methods.

In-depth interviews

Evaluators will collect data and conduct interviews with key informants from the 5 Decentralized Management Groups (GGD) of the program (5 regional governments, 05 provincial and 15 district). These GGDs are located in Amazonas, Loreto, Madre de Dios, Ucayali and San Martin.

Interviews should take place in a mutually agreed upon locale, typically the interviewee´s office. Issues such as interviewer and participant safety, comfort and convenience, participant confidentiality, and background noise should be considered in selecting the interview site.

Interviews will be based upon the standard interview templates with optional prompts of follow-up questions. The interview guides will be developed by the evaluators and are intended to provide consistency and coherence in interviews, given that there are regional-specific elements that interviewers may want to add or adapt.

Other informants are representatives of national institutions, experts on decentralization and modernization, different levels of government, authorities and officials who conduct policy, and those who administer the prioritized services, citizen oversight committees and users of prioritized services, key staff ProDescentralización and USAID officials.

Group interviews will complement individual interviews. Groups considered will include public servants, users of targeted public services.

Key informant sampling

This study will use two sampling methods:

Purposive sampling: this involves selecting participants on the basis of their characteristics, roles or experiences in order to shed light on a range of issues relevant to the evaluation questions. The aim is to interview as diverse a range of individuals as possible.

Snowball sampling: This involves asking interviewees to nominate other people they know who may be willing to participate in the research. This allows evaluators to identify and interview key informants who are not known at the start of the evaluation. Snowball sampling helps evaluators collect information on specific issues.

Since the sample will have a diversity of opinion, the evaluators should use a strategy of maximum variation throughout the study to appropriately collect, analyze and present the various viewpoints. This strategy does that if the sample of key informants includes people with different expertise, specialization and possible points of view on key areas of decentralized management.

The evaluation team, together with USAID and the ProDecentralization, should build a matrix of the key informants interviewed to ensure an adequate sample of key informants to answer each evaluation question. Informants will be representatives of the national institutions, experts on decentralization and

modernization, different levels of government of the GGD, authorities and officers who lead policy and those who administer the prioritized services, citizen surveillance committees and users of prioritized services, ProDecentralization key personnel and USAID officials in order to obtain different views on the relevance, effectiveness, efficiency and sustainability of ProDecentralization. Table 3 shows the groups of key informants and an illustrative number of respondents for each group.

Table 3. Groups of Key Informants and the illustrative number of respondents

Group of Informants	Illustrative Number of Respondents
Key informants about political reform, transparency and citizen participation related to ProDecentralization.	5
ANGR	
AMPE	1
REMURPE	1
PCM (Secretariats of Decentralization and Public Management, ONDS, CENEPRED, and SERVIR)	5
MINSA	1
MINEDU	2
MIDIS	2
MEF	3
OSCE	1
Contraloria	1
MINAM	1
Experts in decentralization and modernization of the State	3
Authorities from the Regional Governments of the GGD	10
Authorities from the Provincial Governments of the GGD	10
Authorities from the Local Governments of the GGD	15
Officials that lead and administer the CRED Service of Amazonas and Loreto	4
Health Centers staff	4
Officials that lead and administer the services of collection and transportation of solid waste in Madre de Dios and Ucayali	4
Officials that lead and administer the distribution of educational materials of the San Martin Region	2
Citizen oversight Committees	10
PRODES Personnel	7
USAID Officials	6

Instruments

The instruments will have a predefined set of key questions to enable the user to capture necessary information. In-depth interviews will be face to face. A question guide will be used for each group of informants.

Interview Summary Sheet

The interviewers should complete an interview summary sheet after each interview, preferably on the day of the interview. This summary will include key informant information and interview details. This form also serves as a checklist of items addressed in the interview and provides an opportunity to reflect on the items included and excluded as well as any outstanding comments and issues in the interview. Therefore, interviewers can build on the comments and thoughts presented in the summary to allow the analysis team to get a concise picture of the context and the content of the interview which would allow the triangulation of information and appropriately address any issue with the field interview team. Moreover, the information in the summary sheet will be used to frame the analysis of the interview data.

Follow-Up interviews

A key advantage of qualitative approaches to interviewing is that it allows issues not originally anticipated by the evaluator to emerge. Repeat interviews with selected individuals are a useful way of exploring these issues, adding further depth to the research, as well as potentially breaking down barriers between the interviewer and interviewee. Follow up interviews should be conducted in cases where the evaluators deem they are useful.

Information processing

The interviews will be recorded in magnetic form, with the consent of the interviewees, then these interviews will be transcribed verbatim. The texts will be systematized according to the study subjects and study group. The analysis will be based on the recognition and description of the perceptions of the respondents, according to the study group, and then move to a comparative and interpretive analysis of the differences in the speeches of the key informants. This process of triangulation is important to increase the credibility and validity of the results.

Interviewers will be asked to record their casual and structured observations about the interview as written field notes. The field notes served as running descriptions of settings, people, and activities, and as backup documentation of interviews. Such observations include: verbatim quotes, paraphrases of participant responses, the researcher´s questions, pending questions, conclusions, and observations or realizations made after interview. These notes should be taken on standardized forms or field notebooks and recorded on the day of the interview. Ultimately, the field notes provide contextual information that enhances the analysis team's understanding of the transcripts and helps to triangulate the results.

All transcripts will be reviewed in detail by both the interviewer and analysis team; this improves accuracy and clarifies nuances in language.

After completing the data collection phase, extensive case reports will be created with an emphasis on developing descriptive, narrative accounts, which are central to the generation of insight.

With fieldwork complete, the next step is single case analysis, which involves examining the case and themes in order to code and index the data accordingly. To assist with this, AtlasT qualitative analysis software should be used.

Ethical issues

The ProDecentralization´s performance evaluation will include the following considerations during the data collection phases:

Informed consent. Individuals, authorities, officials, ministries and organizations that participate in this evaluation will do so voluntarily. Prior to each interview, interviewers will inform participants of the nature of the evaluation, the level of confidentiality being maintained, information regarding how interview material will be used, and their rights as participants to end the interview at any time without consequences. Interviewers will obtain written consent from each participant; follow-up interviewees will be asked again for their consent.

Confidentiality. Participants will be advised about the confidentiality of their interviews. Information about ministries, organizations and individual participants is kept confidential, unless appropriate permission was previously given for its release. The interview data will be stored in secure locations that will be protected from unauthorized access.

Permission to Quote. The evaluation will not attribute quotes to specific individuals; when quotes are used, they should be attributed in such manner that readers cannot identify the speaker.

Permission for recording. Permission for the electronic recording of case interviews will be obtained verbally from the participants at the start of the interview, before turning on recording devices. Participants are advised that, if at any time the participant does not feel comfortable, the recording device could be switched off.

Documentary analysis

Evaluators should review basic ProDecentralization documents (SOW approved in the Contract, annual work plans, anual reports, quarterly reports, publications and special reports, previous evaluations, etc.), rules and policies on decentralization, improvement plans for the prioritized public services, reports on the implementation of the improvement plans, capacity building plans, reports on the implementation of capacity building plans, and documents on the status of the decentralized management of services, reports about the bottlenecks of decentralized management of services, data of the prioritized public services, diagnosis of decentralized management and articulation of the state in the priority areas, among other documents.

Information will be provided by ProDecentralization, partners and key informants. In turn, each evaluator will conduct a web search for relevant information on decentralized management of public services and the articulation of the State for the priority services. The evaluators will analyze the CRED services data in terms of finance, logistics, information systems, human resources, coverage and quality of service delivery. They will do the same for the services of solid waste collection and distribution of educational materials.

Secondary quantitative data complements the qualitative research and provides a concrete means for analysis as well as guidance for the qualitative research by helping generate questions and suggesting new directions.

Comparison of the performance indicators of the improvement plans and FOCAS

The value of the indicators related to the provision of services will be used to measure the achievement of the objectives of the "improvement plans". The indicators depend on the proposed goals in those plans. In the case of management of solid waste, these result indicators can be measured based on secondary sources such as the registers of municipalities.

The CRED service coverage will be measured using statistics from health services and the distribution of educational materials will be measured using UGEL records. The indicators will be analyzed by

comparing their values before the program with the situation at the time of the evaluation. Likewise, for the case of the indicators of the CRED services, a comparison of health services that are participating in the program will be made with those that are not participating.

The field team will collect quantitative information on service provision from local institutions´ records using pre-designed formats and check lists. These include municipalities and health centers; and depending of the size of the district, the enumeration might cover the whole number of health centers, or a convenient sample covering a sufficient number of the informants.

The quantitative information on the user´s satisfaction will be collected using a structured questionnaire in a random sample of users of health centers for CRED service and households for solid waste service.

In turn, the evaluation team will use the results of Institutional Capacity Index of the first and second measure to compare and explain the differences.

Validity, generalizability and reflexivity

Evaluator bias is decreased by having many evaluators; additionally, a different combination of team members is involved with interview collection, data coding and analysis.

Maximum variation is a strategy used in the selection of the initial sample leading to a variety of opinions about ProDecentralization; this strategy will also be employed during the analysis.

To reduce the effects of reflexivity, standard interview tools will be developed. Interviewers will be also reminded to be aware of their biases and stance (for instance as insiders or outsiders, and any resulting from organizational affiliation).

The data and analysis teams serve to examine the reflexivity of the members of teams at each stage of analysis.

Existing Performance Information

The performance information of ProDecentralization Program is available in their PMP reports. Main sources for this information are the project records and the baseline survey on population perceptions about local public services.

The information that results from the specific tools of the Program, i.e. FOCAS and QSIP must be organized by the Program in data bases that can be analyzed by the evaluation team.

An additional source of information is the Ministry of Economics (MEF) which has a public data base of budget allocation and execution, per program area, type of expenses and implementing unit (municipalities or regional governments).

Other types of information, from secondary sources, and related to the expected outcomes of the Program were presented in the previous section.

Deliverables and Timeline

The evaluation team shall present the following deliverables, associated with payments advances.

Table 4: Contents and schedule of deliverables

Deliverables	Contents	Due date
1	Final design, including indicators, sample design and control groups, tools and protocols for data collection	2nd week
2	Field work report	8th week
3	Presentation of preliminary findings	12th week
4	Final report including USAID/Peru revision	14th week

A timeline for review is presented below:

	Tasks	1	2	3	4	5	6	7	8	9	10	11-14
1	Pre-enumeration											
	Documentary review	■										
	Estimate sample sizes and selection of key informants	■										
	Selection of comparative groups districts	■										
	Draft & design of data collection tools	■										
	Pilot-test of data collection tools		■									
	Draft of data collection manuals & protocols		■									
2	Enumeration											
	Recruitment of field staff		■									
	Training of field staff			■								
	Field work				■	■	■	■				
3	Post-enumeration											
	Coding and consistency					■	■	■				
	Data entry							■	■			
	Draft of statistical reports								■	■		
	Draft report								■	■	■	
	First presentation										■	■
4	Data use											
	Final Report										■	■

Evaluation Team

PGRD staff and ProDecentralization staff will work with the subcontractor INNOVA PUCP to complete the design of the evaluation, which includes the identification of the comparative areas, selection of key

informants and the design of the data collection tools.

After the approval of the SOW, INNOVA PUCP must designate a senior evaluator as responsible for leading the evaluation and who will report about the advances in the activities and results of the evaluation. PGRD field team and headquarters staff will guide the implementation and reporting as agreed upon during the design process.

Also form part of the team a specialist in governance and decentralization, a health specialist, an education specialist and a specialist in environment. In addition there will be a leader in the field, a specialist in data processing and a specialist in statistical analyst.

The field leader will organize the fieldwork, starting with the selection, training and supervision of enumerators. The data processing specialist will be responsible for data coding, data quality analysis and data entry. The statistical analyst will be in charge of drafting statistical tables based in the analysis plan prepared by the senior evaluator. The elaboration of the report will be led by the senior evaluator, with the collaboration of specialists in local governments, health and education.

Reporting and Dissemination

The first evaluation report will inform of the results of the performance evaluation. This report should address the initial stage of the evaluation questions. It is expected that this report will be written to address a decision-making audience, which includes USAID/Peru staff, the implementing partners, and regional and local authorities.

USAID and evaluators will work collaboratively to ensure a high quality of evaluation report in coordination with the Evaluation Report Checklist. This tool assesses seventy six (76) factors to ensure high technical quality, a strong executive summary, and the targeting of recommendations for decision-making purposes. The evaluation team will develop the report in accordance with the requirements of this instrument.

The team will submit a preliminary report including findings and recommendations. This report should not exceed 30 pages in length (not including appendices, lists of contacts, etc.). USAID will provide comments and suggestions to the evaluation team which shall be addressed in the final report.

The team will submit a final report which should not exceed 40 pages in length (not including appendices, lists of contacts, etc.). The report will be disseminated within USAID and the ProDecentralization partners.

The core of the report is the findings, conclusions and recommendations. The report will be comprised of three parts:

- general information, including the title page, executive summary and acronyms list;
- body, with and introduction describing the project and the evaluation purpose and methodology, a chapter on findings, conclusions and recommendations, and a summary of recommendations if necessary; and
- the annexes, which must include the SOW, evaluation design including tools and sample design, a list of persons interviewed and a list of documents reviewed.

The report must also include the data base files with its complete technical description and dictionary.

Before issuing the final report, the evaluation team will present the main findings and conclusions to USAID/Peru staff and implementing partners.

Additional presentations to national or regional authorities shall be planned as required by either USAID /Peru or the implementing partner.

ANNEX 3: EVALUATION TEAM

INNOVA PUCP Evaluation team

	Name	Position
1	Carlos E. Aramburu	Evaluation Team Leader
2	Denise Ledgard	Public management specialist
3	Luis Soberón	Education specialist
4	Alfredo Guzman	Health specialist
5	Anita Moura	Environment specialist
6	Julissa Zapata	Evaluation assistant
7	Daniela Ugarte	Evaluation assistant
8	Ana Arana	Evaluation assistant
9	Irene del Mastro	Evaluation assistant
10	Diego Espejo	Evaluation assistant
11	Carolina Aviles	Evaluation assistant

ANNEX 4: FIELD WORK REPORT

Resumen ejecutivo

El presente informe resume las tareas y resultados de la fase de campo de la evaluación de desempeño del programa USAID/Pro-descentralización realizadas por el equipo consultor de INNOVA-PUCP. Abarca el período del 22/10 al 22/11/2014 durante el cual los 5 consultores y sus asistentes realizaron las vistas de campo a las 5 regiones del Programa aplicando entrevistas a los informantes claves, realizando encuestas a usuarias de los servicios de salud (en Amazonas y Loreto), encuestas a hogares sobre manejo de residuos sólidos y grupos focales a los Comités de Vigilancia (en Ucayali y Madre de Dios) así como entrevistas a Directores y Docentes de instituciones educativas (en San Martín).

Las principales dificultades encontradas incluyen: el haber llegado en período de cambio de autoridades; la reciente visita de funcionarios de USAID para fines de una auditoría del Programa; cambios de personal en cargos claves, y dificultades de acceso y logísticas propias de la región amazónica, ambiente de desconfianza generado por escándalos de corrupción, huelga de personal administrativo de salud en Iquitos. Sin embargo se ha cumplido y superado en algunos casos, las metas en cuanto al número de entrevistados, encuestas aplicadas y cuestionarios realizados. A nombre del equipo INNOVA-PUCP aprovechamos para agradecer el apoyo de los Coordinadores Departamentales de Prodescentralización por sus opiniones y ayuda en confirmar citas, direcciones y orientación en el acceso a las localidades visitadas.

Antecedentes

- De acuerdo al SOW de la Evaluación del Proyecto Prodescentralización/USAID y al Plan de Trabajo presentado por el equipo de consultores de INNOVA-PUCP aprobado por Evaluation, el propósito de la fase de campo era recabar información primaria de los diferentes actores involucrados directa e indirectamente en el Proyecto para:
- Determinar la relación entre las necesidades y la situación contextual de los GR, GP y GL con los diseños, estrategias, metodologías, servicios prioritarios y actividades actualmente ejecutadas por el programa.
- Validar la teoría del cambio y los supuestos del programa con hechos, evidencias y otras experiencias.
- Medir el progreso en el logro de resultados establecidos en el PMP, e identificar áreas de éxito y desafío en la implementación.
- Analizar los factores que favorecen o limitan el logro de resultados.
- Medir la contribución del Programa en la mejora de la gestión descentralizada y la articulación entre los 3 niveles de gobierno sub-nacionales.
- Explicar cómo los componentes del Programa han contribuido a los resultados, en servicios prioritarios y en áreas seleccionadas.
- Analizar las acciones ejecutadas por el Programa para asegurar la sostenibilidad de sus metodologías, procedimientos, herramientas y resultados

Objetivo

El objetivo de la fase de campo era recoger información primaria cualitativa de informantes claves (autoridades, funcionarios de alto nivel y representantes de ONG y OSC) y de usuarios/as de los servicios, en los casos que resulta relevante se obtuvo también información cuantitativa.

Actividades preparatorias

En esta evaluación nos centraremos principalmente en ilustrar los factores de la oferta y en el proceso que hace ello posible, analizando y comparando información del Programa, entrevistas a informantes claves de los 3 niveles de gobierno así como a expertos y líderes de OSC y datos pertinentes de informes oficiales. También se analizan encuestas a una muestra de usuarias del servicio de Crecimiento y Desarrollo Infantil (CRED), en el caso de salud, a docentes de instituciones educativas de nivel Primaria, para el caso de educación y a jefes de hogar en el caso de medio ambiente.

La información se obtendrá de fuentes secundarias (documentos del programa, oficiales y estadísticas regionales del servicio, así como informes y estudios relevantes) y de fuentes primarias (entrevistas abiertas, cuestionarios mixtos con preguntas cerradas y abiertas, encuestas y grupos focales). Se aplicaron las siguientes herramientas de recolección a las fuentes primarias:

Guías de entrevistas en profundidad (7 modelos de guías) para: autoridades y funcionarios de nivel regional, provincial y distrital (10 funcionarios de 5 GR, 10 funcionarios de 5 GP, 15 autoridades y funcionarios de GD) así como 4 funcionarios del sector Salud (DIRESA), 2 funcionarios del sector Educación (DRE) y 4 funcionarios municipales encargados de la gestión de RS . También la meta era realizar entrevistas en profundidad a 10 representantes de ONG y OSC en las 5 regiones. Las guías se manejan en forma flexible y adaptan a cada tipo de informante institucional pero todas recogen las 5 preguntas de evaluación; (Logros/resultados, utilidad de herramientas e intervenciones, coherencia entre el proyecto y las necesidades de gestión descentralizada de los 3 servicios prioritarios, tipo de recursos y nivel de esfuerzo empleado y sostenibilidad y apropiación) y las 4 dimensiones analíticas (relevancia, efectividad, eficiencia y sostenibilidad). Las guías fueron ajustadas luego de las primeras entrevistas para mejorar su aplicabilidad y comprensión por parte del entrevistado.

Cuestionarios que contienen una mayor cantidad de preguntas cerradas y mayores detalles de cada sector o servicio considerado en el programa (para 1 director de 45 CE Primarios, 1 director en cada uno de los 7 Centros de Salud.

Encuestas, (5 modelos de encuestas), con base a preguntas cerradas y escalas de opinión que se aplicarán a 2 docentes de 45 (Intervenidos y control) CE Primarios (encuesta auto-administrada), a un mínimo 1 proveedor y la totalidad de usuarias del servicio CRED en 7 CS (intervenidos y control) y a 150 hogares en los distritos de intervención y 50 en los distritos de control del componente de RS.

Guía de temas para grupos focales (1 modelo) para Comités de Vigilancia en la gestión de residuos sólidos en Madre de Dios y Ucayali

Las entrevistas y cuestionarios serán grabadas, transcritas y sistematizadas (por un equipo especializado) en matrices de doble entrada para facilitar el análisis.

La tabla siguiente resume las metas programadas en cuanto al tipo y número de informantes.

Tabla 1: Plan de Recolección de Información Primaria

Instrumento (s) a aplicar	Cantidad Mínima	Informante(s) claves
1: Guía de entrevista a funcionarios regionales / locales / integrantes del GGD	35	Funcionarios del nivel regional, provincial y local en cada una de las 5 regiones integrantes del GGD.
2: Guía de entrevista a alcaldes/autoridades	10	Alcaldes o autoridades distritales o provinciales
3: Cuestionario a funcionarios vinculados a la gestión integral de residuos sólidos	4	Funcionarios de GR y Municipalidades de Madre de Dios y Ucayali
4: Guía de entrevista a Directivos de DIRESA/Red	4	Directivos o funcionarios regionales y locales de Salud (Amazonas y Loreto)
5: Guía de entrevista a Directivos de DRE/UGEL	2	Directivos o funcionarios regionales y locales de Educación (San Martín)
6: Guía de entrevista a representantes de Organizaciones de Sociedad Civil	10	Representantes de ONG y OSC regionales. (5 regiones)
7: Guía de entrevistas a Coordinadores Regionales de ProDescentralización	5	Coordinadores Regionales de ProDescentralización (5 regiones)
8: Encuesta a usuarias del CRED	Las encontradas	En 4 CS intervenidos de Amazonas, 4 CS intervenidos de Loreto y 2 CS control en Loreto
9: Encuesta a directores de centro de salud con servicio CRED	10	En 4 CS intervenidos de Amazonas, 4 CS intervenidos de Loreto y 2 CS control en Loreto
10: Cuestionario a proveedores del CRED	10	En 4 CS intervenidos de Amazonas, 4 CS intervenidos de Loreto y 2 CS control en Loreto
11: Encuesta (auto-administrada) a docentes de IIEE	28 intervención / 17 control	2 por cada centro de educación
12: Encuest a directores de IIEE	28 intervención / 17 control	1 por cada centro de educación
13: Encuesta a hogares	150 intervenidos / 50 control	En 3 distritos de Ucayali, Provincia de Crnel. Portillo y uno de control y 3 distritos de Ma. De Dios, Provincia de Tambopata y uno de control
14: Grupos focales	4 GF	Con Comités de Vigilancia, 2 en Ucayaliy 2 en Ma. De Dios

Actividades de campo

Personal de Campo

Para la recolección de la información primaria y por razones de tiempo y logística el equipo dividió el trabajo de campo de la manera siguiente:

Tabla 2. Organización del Trabajo de Campo

REGIÓN	CONSULTORES	ASISTENTES	TEMA	Fechas de viaje
AMAZONAS	A.GUZMÁN	A.ARANA	GESTIÓN Y SALUD	Del 02 al 08 de Noviembre
UCAYALI	C. ARAMBURÚ	J. ZAPATA	GESTIÓN	Del 27 al 29 de Octubre
	A.MOURA	D. ESPEJO Y A. AVILÉS	RESIDUOS SOLIDOS	Anita y Carolina: Del 27 al 31 de Octubre Diego: Del 28 de Octubre al 01 de Noviembre
LORETO	C. ARAMBURÚ	J. ZAPATA	GESTIÓN	Del 09 al 12 de Noviembre
	A.GUZMÁN	I.DEL MASTRO	SALUD	Alfredo: Del 10 al 12 de Noviembre Irene: Del 08 al 11 de Noviembre
MADRE DE DIOS	D.LEDGARD	D.UGARTE	GESTIÓN	Del 19 al 22 de Noviembre
	A.MOURA	D.ESPEJO Y A.AVILÉS	RESIDUOS SOLIDOS	Anita: Del 16 al 19 de Noviembre Carolina y Diego: Del 16 al 20 de Noviembre
SAN MARTÍN	D.LEDGARD	D.UGARTE	GESTIÓN	Del 22 al 25 de Octubre
	L.SOBERÓN	D.UGARTE	EDUCACIÓN	Ambos: Del 02 al 08 de Noviembre Daniela: 12 al 14 de Noviembre

En la medida de lo posible los equipos que trabajaron en la misma región viajaron juntos para maximizar la logística, transporte fuera de la ciudad y compartir impresiones y hallazgos preliminares.

Organización y Desarrollo del Trabajo de Campo

Las citas con los informantes claves fueron pactadas con anterioridad desde Lima mediante correos electrónicos y llamadas telefónicas con base a una lista de nombres, cargos y direcciones proporcionada por el Programa. Debido a la alta rotación de personal producida por el proceso de cambio de gobierno en la mayoría de las localidades, muchas de las personas que figuraban en la lista original ya no ejercían el cargo o función por lo que hubo que reprogramar in situ las entrevistas con la persona que en ese momento ejercía el cargo o con el personal con funciones similares.

Se tuvo especial cuidado que las entrevistas a la gran mayoría de funcionarios de mayor nivel y autoridades fueran hechas por los consultores senior, y las realizadas a funcionarios locales del nivel operativo, representantes de OSC u ONG y encuestas y grupos focales, por los asistentes, todos los cuales tienen formación en ciencias sociales y capacitación en la aplicación de estas técnicas de recolección de datos.

En todos los casos se pidió autorización al entrevistado/a y se aseguró la confidencialidad. Las entrevistas fueron grabadas y están siendo transcritas por un equipo especializado.

Dificultades en el Trabajo de Campo

En la mitad de casos, los datos de contacto de las autoridades y funcionarios de nivel regional, provincial y distrital estaba desactualizada, errada o no existía, por lo que se tuvo que hacer búsqueda de esta información en otras fuentes como páginas del gobierno central, redes sociales y buscadores de internet o solicitar la orientación de los coordinadores departamentales del Programa.

Así mismo, a pesar de haber logrado contactar a la persona a entrevistar, se debía cambiar la fecha a última hora, ya sea por reuniones no previstas de los funcionarios, poca disponibilidad de tiempo de las autoridades, debido al contexto de transferencia de cargo y casos de enfermedad.

La alta rotación de funcionarios y autoridades, agravadas por el proceso de cambio electoral, determinó que varios funcionarios claves tuvieran poco tiempo en el cargo (menos de 4 meses) y conocieran poco del Programa.

Decisiones durante campo

De las 16 entrevistas a informantes claves que no pudieron realizarse por no estar en funciones o disponibles o por no acceder a la entrevistas, estos se reemplazaron por 15 entrevistas de funcionarios concernidos con los servicios priorizados en cada región (Ver tabla 3).

En el caso de San Martín, debido al escaso tiempo y la complejidad de acceso a algunas escuelas, se vio por conveniente reducir el número de encuestas, pasando de 28 a 20 en el caso de los centros educativos a ser visitados.

Mientras que el caso de Amazonas, dado a que se encontró poco avance del proyecto, la dificultad con la comunicación y festividades imprevistas en la zona, se vio por conveniente realizar solo entrevistas en Nieva. Esta es una limitación a tener en cuenta en el análisis de esta región. Asi mismo en San Martín solo pudo entrevistarse a uno de tres funcionarios del GP de Lamas (el Gerente de Desarrollo Social) quien sin embargo conocía bien las acciones del programa, asimismo se entrevistó a la Directora de la UGEL Lamas quien también conocía de cerca al Programa.

Rendimiento de la muestra

Entrevistas a Informantes Clave.

El plan de trabajo había previsto un mínimo 68 entrevistas a informantes clave incluyendo 10 de los Comités de Vigilancia, OSC y ONG, siguiendo las recomendaciones del SOW de la evaluación del proyecto Prodescentralización, El equipo consultor logró 109 entrevistados. El propósito era no solo cumplir con el número de entrevistados sino asegurar la relevancia y funciones pertinentes de los entrevistados, centrándonos en los de nivel operativo a nivel provincial y distrital que están directamente involucrados en el servicio que el programa busca fortalecer. Por ello se han realizado 18 entrevistas adicionales, (en reemplazo de 17 que no pudieron efectuarse). Incluyendo entrevistas grupales en el caso de Ucayali Y Loreto. La tabla siguiente resume los resultados esperados y lo logrado en la aplicación de las entrevistas.

Tabla 3. Rendimiento de la Muestra: Entrevistas y Grupos Focales

NIVEL	PREVISTO	RESULTADOS
LORETO	20	25
AMAZONAS	20	13
SAN MARTÍN	22	23
UCAYALI	23	26
MADRE DE DIOS	23	23
TOTALES	108	110

Encuesta a Hogares

Para recabar información sobre la manera como los hogares perciben el cambio en el manejo de RS y explorar sus prácticas y opiniones respecto del tema, en las regiones de Ucayali y Madre de Dios se aplicó una encuesta de hogares a la persona adulta que se encontraba en la vivienda al momento de la encuesta. Aunque el programa ha trabajado con los GP y GL el propósito final es que estas acciones de mejora en la gestión del servicio se reflejen eventualmente en el nivel de satisfacción y compromiso de los hogares de los distritos de intervención.

La meta prevista en el Plan de Trabajo eran 100 encuestas en cada región, 75 en los distritos intervenidos y 25 en uno de control. El resultado total son 260 encuestas completadas (130% de lo programado), 214 en los distritos de intervención y 46 en los de control.

En Ucayali la metodología usada para la realización de las encuestas en las 5 localidades intervenidas (Callería, Manantay, Yarinacocha, Campo Verde y Nueva Requena) y la de comparación (Aguaytia) se realizó en base a las entrevistas realizadas con las autoridades de limpieza pública de cada localidad y en los planos catastrales y materiales proporcionados por la Municipalidad. Las encuestas se distribuyeron tomando en cuenta las diferentes realidades geográficas y poblacionales y asegurando la dispersión de viviendas para evitar sesgos de selección. Sin embargo la muestra tiene valor exploratorio y no para extrapolación al universo de hogares. Cabe notar que un 65% de las entrevistadas fueron mujeres.

Tabla 4. Ucayali: Rendimiento de la Muestra – Encuesta a Hogares

Distrito Muestra	Fecha de Encuesta	Numero de Encuestas		Encuestadores*
		Estimado	Ejecutado	
Yarinacocha	28 y 29 Octubre	25	25	AM, DE y CA
Nueva Requena	29 de Octubre	0	22	DE
Manantay	30 de Octurbre	25	25	AM y CA
Campo Verde	30 de Octubre	25	25	DE
Calleria (Coronel Portillo)	30 de Octubre	0	24	AM y CA
TOTAL		**75**	**121**	

Distrito Control	Fecha de Encuesta	Numero de Encuestas		Encuestadores*
		Estimado	Ejecutado	
Aguaytia	31 de Octubre	25	24	DE
TOTAL		**25**	**24**	

*AM= Anita Moura, CA= Carolina Alves y DE= Diego Espejo

Madre de Dios la metodología usada para la realización de las encuestas a hogares en las 4 localidades intervenidas (Tambopata, Las Piedras, Laberinto y Inambari) se llevó a cabo con base en las entrevistas realizadas con las autoridades de limpieza pública de cada localidad y en los planos catastrales y materiales proporcionados por la Municipalidad. En el caso de las encuestas a hogares en el grupo de comparación (Iberia), fue solicitado un croquis o mapa en la municipalidad. Las encuestas se distribuyeron tomando en cuenta las diferentes realidades geográficas y poblacionales y asegurando la dispersión para evitar sesgos de selección.

Tabla 5. Madre de Dios: Rendimiento de la muestra - Encuesta a Hogares

Distrito Muestra	Fecha de Encuesta	Numero de Encuestas		Encuestadores*
		Estimado	Ejecutado	
Tambopata	17 y 19 de Noviembre	0	24	AM y CA
Las Piedras	18 de Noviembre	25	23	AM, CA y DE
Laberinto	18 de Noviembre	25	22	AM, CA y DE
Inambari	19 de Noviembre	25	24	CA y DE
TOTAL		**75**	**93**	

Distrito Control	Fecha de Encuesta	Numero de Encuestas		Encuestadores*
		Estimado	Ejecutado	
Iberia	17 de Noviembre	25	22	DE
TOTAL		**25**	**22**	

*AM= Anita Moura, CA= Carolina Alves y DE= Diego Espejo

Encuesta de Salida a Usuarias del CRED

En las regiones de Amazonas y Loreto se aplicaron encuestas de salida a usuarias del CRED en los centros de salud para estimar su grado de satisfacción y opiniones sobre el servicio. La meta se fijó en forma aproximada pues se trata de una indagación exploratoria.

En el caso de Amazonas no se realizó grupo control por dos razones: poco avance de la implementación del proyecto en los servicios y las enormes distancias geográficas entre centrosl.

El resultado es el siguiente:

Tabla 6. Loreto: Tabla de rendimiento de la muestra

Centros de salud - Intervención	Directores		Proveedoras		Usuarias	
	# Estimado	# Ejecutado	# Estimado	# Ejecutado	# Estimado	# Ejecutado
Seis de Octubre	1	1	1	2	5	5
Bellavista	1	1	1	2	5	5
Moronacocha	1	1	1	1	5	5
Mazan	1	1	1	1	5	5
Total	**4**	**4**	**4**	**6**	**20**	**20**

Centros de salud - Control	Directores		Proveedoras		Usuarias	
	# Estimado	# Ejecutado	# Estimado	# Ejecutado	# Estimado	# Ejecutado
1 ero de enero	1	1	1	0*	4	5
Indiana**	1	0	0	0	3	0
Sargento Lores***	0	0	1	0	3	0
Total	**2**	**1**	**2**	**0**	**10**	**5**

*La única proveedora de salud del CRED era la directora del Puesto de salud, por eso no era posible obtener ambas

**Se decidió no aplicar las encuestas en este puesto de salud debido a que por el poco avance del proyecto en el centro de salud de Mazan, la comparación no sería representativa.

***Se acudió dos veces a este puesto de salud pero se encontraba cerrado. Según nos indicaron debido a la huelga de enfermeras y de personal administrativo, habían muy pocos trabajadores y ellos habían optado por hacer visitas domiciliarias y no atender en los consultorios.

Tabla 7. Amazonas: Tabla de rendimiento de la muestra

Centros de salud - Intervención	Directores		Proveedoras		Usuarias	
	# Estimado	# Ejecutado	# Estimado	# Ejecutado	# Estimado	# Ejecutado
Prov Condorcanqui / Dist Nieva*	2	1	2	3	8	6
Dist Rio Santiago**	1	0	1	0	4	0
Dist El Cenepa **	1	0	1	0	4	0
Total	**4**	**1**	**4**	**3**	**16**	**6**

*Se incluyeron dos pueblos del distrito de nieva: Nieva y Kigkis

** Debido al poco avance de la implementción del proyecto encontrado en el centro de salud de Nieva y Kigkis y el no poder establecer contacto con los alcaldes del Cenepa y Río Santiago, se canceló las visitas a estas ciudades debido a la carga logísitca y de tiempo no las justificaba.

Encuestadores: Alfredo Guzmán y Ana Arana

Como se aprecia, en Loreto se superó la meta prevista (25 vrs 24) no así en Amazonas pues, por problemas de acceso y poco avance del proyecto, de acuerdo a la información brindada por los informantes en la zona, se vio por conveniente trabajar 2 localidades del Distrito de Nieva.

Encuestas en Colegios

En la región de San Martín el equipo consultor entrevistó a directores y docentes de IIEE primarios seleccionados tanto de los distritos de intervención como de control. El objetivo era constatar si las mejoras en la gestión referidas a la distribución oportuna de materiales, se registraban a nivel de cada IIEE pese a que el Programa no ha trabajado directamente con éstos.

Lo programado eran entrevistas en 28 colegios en distritos intervenidos y 17 de control. Se hicieron 20 en los intervenidos y 11 en los de control, debido a las distancias y tiempo del que se disponía. Estos colegios fueron seleccionados en zonas urbana y rural, teniendo en cuenta la accesibilidad d los mismos y las recomendaciones del personal de la UGEL. Asimismo se entrevistaron 31 directores y 50 profesores (mediante encuesta auto-aplicada). Los resultados se resumen en la tabla siguiente:

Tabla 8. San Martín: Tabla de rendimiento de la muestra y grupo control

Distrito Intervención	N° de Instituciones Educativas		Numero de directores		Número de Docentes	
	Estimado	Ejecutado	Estimado	Ejecutado	Estimado	Ejecutado
Cuñumbuqui	8	4	8	4	16	6
Zapatero	10	7	10	9	20	12
Tabalosos	10	9	10	7	20	14
TOTAL	**28**	**20**	**28**	**20**	**56**	**32**

Distrito control	N° de Instituciones Educativas		Numero de directores		Número de Docentes	
	Estimado	Ejecutado	Estimado	Ejecutado	Estimado	Ejecutado
Morales	7	7	7	5	14	7
Chazuta	10	[Chazuta] 11	10	6	20	11
TOTALES	**17**	**18**	**17**	**11**	**34**	**18**

Conclusiones

Las dificultades encontradas en campo incluyen cambios de personal y funciones por razones del reciente proceso electoral, saturación de los entrevistados por la visita en días anteriores de otra misión de USAID, falta de interés de las autoridades salientes por responder a las entrevistas , huelgas en el caso del personal administrativo de Iquitos, desconocimiento del Programa por parte de funcionarios con poco tiempo en el cargo y las dificultades de transporte y comunicación propias de la zona (especialmente en Amazonas y poblados rurales de San Martín).

Pese a ello se ha cumplido, y en la mayoría de los casos, superado, la meta programada en casi el 200% en el caso de entrevistas a autoridades y funcionarios, y en el caso de grupos focales 6 realizados que no se encontraban en el SOW pero que el equipo de Medio Ambiente vio conveniente realizar a fin de levantar información relevante, 130% en el caso de encuesta a hogares en Ucayali y Madre de Dios, 104% en el caso de cuestionarios y encuestas a personal de salud en Loreto pero solo 24% en el caso de Amazonas por dificultades de acceso y factores imprevistos, pues las festividades en Nieva el día 5 de noviembre, obligaron a repetir la visita y 31 de los 30 IIEE programadas (103%).

Las entrevistas duraron en promedio 45 a 50 minutos y su extensión depende del grado de conocimiento y tiempo de ejercicio en la función del entrevistado.

En todos los casos se garantizó la autorización y confidencialidad para grabar las entrevistas y grupos focales y para aplicar las encuestas y cuestionarios.

La diversidad de informantes, y no solo su cantidad, así como el uso de instrumentos diversos (entrevistas, cuestionarios, encuestas, grupos focales) permiten mayor objetividad y confiabilidad de la evidencia primaria recogida.

ANNEX 5: DATA COLLECTION INSTRUMENTS

1. Model of Interview guide

Consentimiento…….

FECHA LUGAR	ENTREVISTADO	INSTITUCIÓN/CARGO	ENTREVISTADOR	OBSERVACIONES/NOTAS

ANTECEDENTES: Tiempo que labora en GR/GL, profesión, a quien reporta, personal a su cargo

NOTA INICIAL: Pedir al informante que describa las funciones/roles de su OFICINA en cuanto al nivel de gobierno respectivo y sus responsabilidades específicas: normativas, de coordinación, asistencia técnica, supervisión, etc.

R1: RELEVANCIA/PERTINENCIA

1. ¿Cuáles son en su opinión los principales avances, prioridades, necesidades y obstáculos del proceso de descentralización en esta región? ¿Cómo se relacionan estos con la necesidad de mejorar los servicios de (…tema por región) en la región?
2. ¿Cómo se ha hecho para facilitar la identificación de necesidades a cada nivel de gobierno y en cada área de servicios?
3. ¿Cuál ha sido el apoyo de ProDescentralización en la creación y funcionamiento del GGD? ¿Participa Ud. en el GGD desde su creación? Describir cómo funciona (periodicidad de reuniones, liderazgo, asistencia, como se traducen las decisiones en gestión…)
4. ¿Cómo ha hecho el GGD para identificar las necesidades, cuellos de botella y las prioridades del servicio de (…) en el proceso de gestión de la descentralización?
5. ¿Qué normas/medidas/acciones/ se están tomando para responder a estas prioridades?
6. ¿Cuáles son los principales obstáculos que Ud. percibe en desarrollar estas medidas o acciones (limitaciones de orden normativo, de decisión, presupuestales, recursos técnicos, etc.)?
7. ¿Cómo cree Ud. que estas medidas puedan contribuir a un mejor servicio descentralizado en temas de (salud, educación y manejo ambiental)?

R2 EFECTIVIDAD

8. ¿Qué herramientas y procesos ha facilitado ProDescentralización para mejorar el proceso de descentralización en cuanto a gerencia y articulación entre niveles de gobierno orientados a los servicios de (salud, educación y medio ambiente)? ¿Cómo se ha organizado y facilitado el proceso de conformación de los GGD?
9. ¿Cómo se ha definido en cada región el área de servicios priorizada? ¿Cuál ha sido el apoyo de ProDescentralización para lograr esta identificación?
10. ¿Cómo se ha elaborado el Diagnóstico de Capacidades Institucionales-DCI? ¿En qué acciones específicas ha contribuido ProDescentralización en la formulación del DCI?
11. ¿Cómo ha contribuido ProDescentralización con el Proceso de Fortalecimiento de Capacidades (FOCAS) para mejorar la gestión descentralizada, enfocada a mejorar los servicios de (salud,

educación y medio ambiente)? (Ej. Formulación de políticas, estándares normativos, sistematización de experiencias, desarrollo del Plan de Capacidades, Planes de mejora de servicios, diálogo inter-gubernamental, diagnósticos de capacidades institucionales, manejo del conocimiento, transparencia y participación ciudadana, etc.)

12. ¿Cómo se ha formulado el Plan de Mejora de la Calidad de los Servicios (QSIP)? ¿Quién se responsabiliza de llevarlo adelante? ¿Cómo se monitorean los avances? ¿Cuál es el aporte específico de ProDescentralización al QSIP?
13. ¿Cómo evalúa el aporte de ProDescentralización al proceso de mejora de gestión? (Relevancia, eficiencia, efectividad, oportunidad, calidad).
14. En cuanto a este apoyo, ¿Qué factores han facilitado u obstaculizado alcanzar los resultados esperados?
15. ¿Cuál es su balance del apoyo técnico ofrecido por ProDescentralización?

R3 EFECTIVIDAD TECNICA

16. ¿Qué actividades, herramientas o intervenciones a las que ha contribuido ProDescentralización (Conformación y funcionamiento del GGD, DCI, FOCAS, QSIP) cree Ud. que han tenido mejores resultados? ¿Por qué?
17. ¿Cuáles de estas acciones, herramientas o intervenciones deberían reforzarse o limitarse? ¿Por qué?
18. ¿Qué tipo de recursos técnicos y nivel de esfuerzo ha usado ProDescentralización que cree Ud. podrían ser asumidos por su oficina/sector para mejorar la cobertura y calidad de servicios básicos en una gestión descentralizada?
19. ¿Cuáles de estos recursos técnicos deberían ser asumidos por cuál nivel de gobierno para la mejora sustentable de los servicios prioritarios de salud, educación y manejo ambiental?
20. ¿Qué otras acciones pendientes considera Ud. claves para avanzar tanto en el proceso de descentralización como en la mejora de los servicios en los que ProDescentralización no ha participado?

R4: SOSTENIBILIDAD

21. ¿Cómo se ha identificado, incorporado y asegurado la participación de organizaciones de la sociedad civil en el proceso de mejora de la gestión? ¿Qué mecanismos de participación y vigilancia ciudadana existen en cada región y para cada servicio? ¿Cuál ha sido el rol de ProDescentralización para asegurar esta participación y la sostenibilidad de estos mecanismos de participación y vigilancia?
22. ¿Qué cambios específicos deberían darse en la actual estrategia de gestión descentralizada de servicios por los diferentes niveles de gobierno para alcanzar mejores resultados?
23. ¿En cuáles de estos cambios o ajustes podría participar ProDescentralización? ¿Por qué y cómo?
24. ¿Cómo puede asegurarse una mayor apropiación de la contribución de ProDescentralización por parte de los 3 niveles de gobierno en relación a la mejora de los servicios?
25. ¿Tiene Ud. algún comentario, sugerencia u observación adicional?

CLAVE: RE-PREGUNTAR SI HAY UNA RESPUESTA POCO CLARA O UN ASPCETO NUEVO EN LAS DECLARACIONES DEL INFORMANTE.

AGRADECER Y EXPLICAR USO DE LA INFORMACIÓN DADA (Confidencialidad, objetividad).

2. *Questionnaire for School´s Directors*

Tema central cuestionario: Distribución y recepción de materiales educativos, participación en los procesos de asesoría y capacitación del Programa ProDescentralización, y relación con el comité de vigilancia del servicio de distribución de materiales educativos.

DATOS DE IDENTIFICACIÓN DE LA IIEE [PARA LLENAR PREVIAMENTE A LA ENTREVISTA]

1 Nombre (Código Modular) /_____/

2 Código local /_____/

3 Nivel/ Modalidad: 1. Inicial-Jardín 2. Primaria

4 Área geográfica: 1 Rural 2. Urbana

5 Centro Poblado /_____/

6 Distrito: 1. Tabalosos 2, Zapatero 3. Cuñumbuqui 4. Morales 5.Sauce

7 Provincia: 1. Lamas 2. San Martín

II. DATOS DE LA PERSONA ENTREVISTADA

8 Situación del cargo de la persona que responde el cuestionario

1. Con nombramiento de Director / Directora
2. Encargado

9 Número de años que tiene en la posición en la dirección /_____/

10 Género: 1. Femenino 2. Masculino

III. SOBRE LOS SERVICIOS EDUCATIVOS Y PARTICIPACIÓN EN LAS ACTIVDADADES DE ProDescentralización

11 De acuerdo con el Plan de desarrollo educativo, ¿cuáles son las prioridades establecidas para mejorar los servicios que ofrece su institución?

11.1	
11.2	
11.3	
11.4	
11.5	
11.9	No tienen un plan de desarrollo educativo.

12. Con respecto a la distribución de materiales educativos que anualmente hace la UGEL, quisiera que por favor nos informe sobre qué tan a tiempo le llegaron a su institución educativa, en relación al inicio del año escolar, en el año 2013 y en el año actual?

12.1 Año 2013: 1. Llegaron oportunamente para el inicio del año escolar (PASAR A 12.3)

.2 Llegaron con atraso, posteriormente al inicio del año escolar

12.2 SI LLEGARON CON ATRASO ¿Con cuántos días de atraso? /_____/

12.3 Año 2014: 1. Llegaron oportunamente para el inicio del año escolar (PASAR A 13)

.2 Llegaron con atraso, posteriormente al inicio del año escolar

12.4 SI LLEGARON CON ATRASO ¿Con cuántos días de atraso? /_____/

13. ¿En este año, 2014, hubo alguna dificultad o problema para recibir los materiales educativos?

.1: Ningún problema (PASAR A 15) 2: Si hubieron algunos problemas

14. ¿En que consistieron los problemas?

14.1	
17.2	
17.3	

15. Una vez que ha recibido los materiales educativos, ¿cómo hace para distribuirlos a los estudiantes? ¿Qué pasos se siguen?

15.1	
15.2	
15.3	

16. Y, ¿cómo hace para entregar los materiales que son para los docentes? ¿Qué pasos se siguen?

16.1	
16.2	
16.3	

17. Los materiales educativos que recibió este año, 2014, ¿fueron en la cantidad adecuada para que todos los estudiantes tuvieran sus materiales? ¿Cuántos estudiantes no recibieron sus materiales educativos? Por favor especifique su respuesta con una aproximación en porcentaje:

El /_____/ % de estudiantes no recibieron sus materiales educativos.

18. Y, en el caso de los materiales para los docentes, ¿fueron en la cantidad adecuada para que todos cuenten con sus materiales? ¿Cuántos docentes quedaron sin recibir los materiales educativos? Por favor especifique su respuesta con una aproximación numérica:

/_____/ (número) docentes quedaron sin recibir sus materiales educativos.

19. Cuando usted hace el pedido de materiales educativos para su institución, ¿en qué se basa para especificar las cantidades requeridas?

20. ¿Qué actividades desarrolla o lleva a cabo para asegurar que se hace un uso adecuado de los materiales educativos?

20.1	
20.2	
20.3	

21. En este año, ¿recibió usted la visita de un representante de un Comité de vigilancia para recoger información sobre los materiales educativos recibidos?

.1 SI, recibió la visita 2. NO, no recibió la visita (PASAR A 25)

22. ¿Qué información solicitó la persona que hizo la visita?

23. ¿Le dio la información solicitada? 1: SI (PASAR A 25) 2: NO

24. SI NO DIO LA INFORMACIÓN, ¿Podría decirnos, por favor, por qué no dio la información?

_____

_____

_____

25 ¿Tiene conocimiento o está informado sobre el Programa ProDescentralización III?

1 Está informado 2. Poco informado 3. No tiene información

26 ¿Ha participado en actividades desarrolladas por ProDescentralización III? 1: SI 2: NO (PASAR A 31)

27 Por favor, especifique las actividades con ProDescentralización en las que ha participado:

27.1	
27.2	
27.3	
27.4	
27.5	

28 ¿Qué tan útiles o beneficiosas han sido esas actividades, en las que participo, para la gestión educativa de su institución?

1: Muy útiles 2: Medianamente útiles 3: Poco útiles (PASAR A 31)

29 ¿De todas ellas cuál le ha sido más útil?

30 ¿Podría explicar por favor por qué ha sido la más útil?

.31 ¿Quisiera compartir alguna preocupación o punto importante sobre cómo mejorar la gestión de los servicios educativos?

_____

_____

MUCHAS GRACIAS POR SU AMABLE COLABORACIÓN

Nombre del encuestador	
Fecha de la encuesta	
Distrito	
Observaciones	

3. Questionnaire for Health Service´s Users

Consentimiento: _____

FECHA LUGAR	ENTREVISTADO	ENTREVISTADOR	OBSERVACIONES NOTAS

DATOS DE IDENTIFICACIÓN DEL ESTABLECIMIENTO

1 Nombre del Establecimiento /_____/
2 Tipo de Establecimiento /_____/
3 Área geográfica: 1 Rural 2 Urbana
4 Centro Poblado /_____/
5 Distrito 1 Nieva 2 Huampami 3 Galilea 4 Kigkis 5 Imacita

DATOS DE LA PERSONA ENTREVISTADA

6 Tiempo que demora en llegar al establecimiento /_____/
7 Vía de transporte 1 A pie 2 Río 3 Transporte motorizado
8 Género 1 Femenino 2 Masculino
9 Grupo étnico 1 Awajún 2 Wampis 3 Mestizo
10 Tiempo que acude al Centro de Salud /_____/
11 Edad del niño /_____/
12 Edad en la que empezó a traerlo al servicio CRED /_____/

SOBRE EL SERVICIO CRED

13 ¿Quién le atendió a Ud. o a su hijo/a?

a. Médico	
b. Enfermera	
c. Obstetra	
d. Técnico de enfermería	
e. Otro	

14 ¿Cómo le pareció el trato que recibió de parte del personal de salud?

Percepción del trato recibido	1. Recepcionista	2. Médico	3. Enfermera	4. Obstetra	5. Técnico de enfermería	6. Otro
a. Bueno						
b. Regular						
c. Malo						
d. Otro						

15 ¿Cuánto tiempo espero para recibir atención el día de hoy? /_____/
16 ¿Para que tuvo que esperar más?

16.1	Para que saquen mi historia
16.2	Para que me atiendan en el consultorio
16.3	Para que me atiendan en el laboratorio
16.4	Para que me atiendan en la farmacia
16.5	Otro

17 Encontraron su Historia Clínica,
a. Entre 0-5 minutos b. Entre 5-15 minutos c. Mayor de 15 minutos

18 Considera que el trato que recibió en el consultorio CRED fue:

1. Bueno 2. Regular 3. Malo

¿Por qué?

19 El tiempo que la atendieron a Ud. y su niño/a en el Consultorio CRED fue:
1. Suficiente 2.Corto 3.Muy corto

20 Las orientaciones que recibió en el consultorio CRED fueron:
1. Claras 2.Medianamente claras 3.No entendí
¿Por qué?

21 ¿Le realizaron estimulación a su niño/a? 1. Sí 2. No

22 ¿Le indicaron como alimentar a su niño para que crezca sano? 1. Sí 2. No

23 ¿Le indicaron como estimular a su niño para que desarrolle mejor? 1. Sí 2. No

24 ¿Le han dado micronutrientes (Fe, Ac. Fólico, Vitaminas, Zinc) para su niño/a? 1. Sí 2. No

25 ¿Le hicieron análisis a su niño para saber si tenía anemia? 1. Sí 2. No

26 ¿Cuándo fue la última vez que lo hicieron? /_____/

27 ¿Su niño/a tiene las vacunas completas? Ver carnet de vacunación 1. Si 2.No
¿Por qué?

28 ¿Cuándo su niño estuvo enfermo la última vez, le resolvieron el problema? 1. Sí 2. No

Si la respuesta fue no, ¿especificar qué pasó?

29 En general el personal en el Centro de Salud es:
1. Amable 2.Muy amable 3.Poco amable

30 Considera que el establecimiento es: 1.Limpio 2. Sucio

31 ¿Alguna vez los trabajadores de salud han ido a su casa?
1. Una vez 2.Más de una vez 3.Nunca

32 ¿Ha recibido orientación en la preparación de alimentación nutritiva con insumos propios de la zona?
1.Sí 2.No

33 ¿Continuará trayendo a su niño en este Centro de Salud? 1.Si 2.No
¿Por qué?

---------- **MUCHAS GRACIAS** ----------

Nombre del encuestador	
Fecha de la encuesta	
Distrito	
Observaciones	

4. Questionnaire for Households related to garbage disposition

Consentimiento – "Buen día, somos parte de un equipo que desea conocer la situación de la basura en su barrio, por favor podría responder unas 10 preguntas rápidas?"

1. Como se encuentra su barrio actualmente con relación a la basura, los olores y los roedores(no hay, hay poco, hay mucho), por ejemplo:

	No hay	**Hay poco**	**Hay mucho**
Presencia de basura en calles y lugares públicos			
Malos olores			
Presencia de carroñeros, ratas, gallinazos, moscas			

2. En los últimos 2 años:

	Aumentó	Se mantuvo igual	Disminuyó
La presencia de basura en calles y lugares públicos			
Malos olores			
Presencia de carroñeros, ratas, gallinazos, moscas			

3. Hay servicio de recojo de basura en su barrio?

SI (pasar a siguiente) NO ¿Qué hace Ud. con la basura?(DETALLAR)

Quema Entierra Lo bota en el Rio Lo bota en la calle

Otros (especificar).....

4. Qué opina Ud. respecto al :

	0 (no satisfecho)	1 (poco satisfecho)	2 (satisfecho)	3 (muy satisfecho)	*4 (no opino)*
Horario de recojo de la basura					
Y con respecto a la frecuencia de recojo de basura					
Y con respecto a la situación del vehículo (tamaño, antigüedad)					
Como califica al servicio de recojo y transporte de basura en general					

	SI	NO	
5. Ud. o algún miembro de su familia ha recibido capacitaciones o talleres acerca de los servicios de recojo y transporte de basura?			
6. Ud. ha recibido información sobre horarios y servicios de recojo de basura? *(panfletos, anuncios en radio, carros con megáfono, etc)*			
7. Ud. conoce las fechas y horarios del recojo de basura en su casa?			NO – ir al 9

8. Considera ud que los horarios se cumplen?		
9. Ud cree que la municipalidad está haciendo una buena labor acerca de mejorar el servicio del recojo y transporte de basura en su barrio?		

10. Cuantas veces por semana el sistema de recojo de basura pasa por su casa o por su cuadra?

CASA _____ CUADRA _____ OTROS _____

No pasa	1x semana	2 x semana	3 x semana	4 x semana	5 x semana	6 x semana	Todos los días

11. Hay recojo de basura más de una vez al día?	SI. Cuantas veces al día? __ _____	NO
12. hay servicio de limpieza de calles?	SI	NO

13. En los últimos 2 años con relación al recojo y transporte de basura

	MEJOR	IGUAL	PEOR
La salud de sus vecinos esta:			
El agua en su comunidad esta:			
El aire en su comunidad esta:			

Fecha	Código de la Encuesta	ENTREVISTADO	ENTREVISTADOR	OBSERVACIONES/NOTAS

DISTRITO:

Calleria	
Manantay	
Yarinacocha	
Campo Verde	
Nueva Requena	
Aguaytia	

DIRECCION:_____

5. Focus group guidelines

Presentación y explicar motivo.

Buenas tardes, las hemos invitado el día de hoy para conversar sobre su experiencia con el proyecto Prodescentralización y su rol de vigilancia sobre el manejo de RS en su comunidad.

1. Podrían por favor presentarse cada uno/a y contarnos a que se dedican y desde cuando y como se inicio su participación en el grupo de vigilancia.

Nombre	Ocupación	Desde cuando	Como

2. Podría describirnos en líneas generales cuáles son sus funciones en el comité:
    a. Existen reuniones continuas para compartir resultados o el trabajo es meramente individual.
    b. Quien se encarga de consolidar los resultados.
    c. Ustedes participan en la presentación de resultados con la Municipalidad
3. Ustedes han sido capacitados para realizar esta labor? Ustedes creen que la información recibida es suficiente para ejercer esta labor?
4. Quisiéramos conocer su opinión sobre los cambios que han ocurrido durante el último año con relación al recojo y transporte de basura en su barrio.
5. Que rol ustedes creen que han jugado en este cambio (si lo hubo) como comité de vigilancia
6. Como ven ustedes su rol en la comunidad? Sus vecinos los identifican como vigilantes o es anónimo? Son un punto de contacto para quejas o recomendaciones?
7. Cuales ustedes creen han sido los aspectos positivos que pueden rescatar de su experiencia en este proyecto
8. Nos gustaría también conocer cuáles han sido las dificultades que ustedes encuentran en la labor que realizan
9. En líneas generales, cómo calificaría su participación en este proyecto (se sienten motivados, se sienten escuchados, sienten que están contribuyendo de manera positiva a su comunidad, etc.) La Municipalidad los reciben cuando necesitan reportar algún problema con relación a lo servicio de recojo de basura?
10. Finalmente, nos gustaría conocer alguna sugerencia que tuvieran para mejorar la labor que realizan

Gracias por su tiempo.

ANNEX 6: KEY INFORMANTS

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
ENTREVISTAS LIMA					
1	Elena Alvites	Especialista en Políticas públicas	PRODES	Lima	C.E. Aramburú
2	Cecilia Aldave	Coordinadora de programas	PRODES	Lima	C.E. Aramburú
3	Eduardo Ballón	Secretario Técnico	Asamblea Nacional de Gobiernos Regionales	Lima	Denise Ledgar
4	Eloy Duran	Director General de Política de inversiones	Ministerio de Economía y Finanzas	Lima	Denise Ledgar
5	Fernando Ortega	Gerente del departamento de cooperación y prevención de la corrupción	Contraloría	Lima	Denise Ledgar
6	Mariana Llona	Ex Secretaria de Gestión Pública	PCM	Lima	Denise Ledgar
7	Néstor Ríos	Supervisor de Madre de Dios	PRODES	Lima	Denise Ledgar
8	Rocío Vargas	Responsable de componente III	PRODES	Lima	Denise Ledgar
9	Mirko Peraltilla	Supervisor de San Martín	PRODES	Lima	Denise Ledgar
10	Juan Carlos Cortes	Presidente Ejecutivo	SERVIR	Lima	Denise Ledgar
11	Néstor Ríos	Supervisor de Madre de Dios	PRODES	Lima	Anita
12	Violeta Bermudez	Jefe del programa	PRODES	Lima	C.E. Aramburú
13	José Carlos Vera	Jefe de la Unidad de Transferencia de la Oficina de Coordinación Regional	MINEDU	Lima	Luis Soberón
14	Alex Rios	Jefe de la Oficina de Coordinación Regional del MINEDU	MINEDU	Lima	Luis Soberón
15	Arturo Granados	Director de Descentralización	MINSA	Lima	Alfredo Guzmán
16	Mariano Castro Sánchez-Moreno	Vice Ministro de Gestión Ambiental	MINAM	Lima	Anita Moura
17	Hubel Gonzalez	Dirección de Presupuesto Público	MEF	Lima	Denisse Ledgard

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
18	Ariela Luna Florez	Vice Ministra de Políticas y Evaluación Social	MIDIS	Lima	Carlos E. Aramburú
19	Sandra Arobes	Secretaria Gestión Pública	PCM	Lima	María Bustinza
20	Guilllermo Valdivieso	Secretaria de descentralizacion	PCM	Lima	Carlos E. Aramburú
21	Jose reagtegui	Alto Comisionado de la Oficina de Dialogo y Sostenibilidad - PCM	ONDS -PCM	Lima	Carlos E. Aramburú
22	Jorge Cobian	Sub Director de Desarrollo de Capacidades de la Dirección Técnico Normativa	OSCE	Lima	Denisse Ledgard
23	Jonhy Solis		OSCE	Lima	Denisse Ledgard
24	Jose Francisco Ramires		OSCE	Lima	Denisse Ledgard
25	Carlos Monge	EXPERTOS	DESCO	Lima	Carlos E. Aramburú
26	Epifanio Baca	EXPERTOS	DESCO	Lima	Carlos E. Aramburú
27	Fanny Muñoz	EXPERTOS		Lima	Luis Soberón
28	Miriam Choy	USAID	USAID	Lima	Carlos E. Aramburú
29	Sobeida Gonzales	USAID	USAID	Lima	Carlos E. Aramburú
30	Mirko Peraltilla	Supervisor san Martín	PRODES	Lima	Luis Soberón
31	Ingeniero Zela	Consultor de RS	PRODES	Lima	Anita Moura
32	Edson Berrios	Supervisor Ucayali	PRODES	Lima	Anita Moura
ENTREVISTAS AMAZONAS					
33	Cesar Velasquez	Gerente de Desarrollo Social	Gobierno Regional	Amazonas	Alfredo Guzmán
34	Rosalia Vargas Mondragón	Director ejecutivo de salud de las personas	DIRESA	Amazonas	Alfredo Guzmán
35	Miguel Angel Alegría Cárdenas	Gerente General	Gobierno Regional	Amazonas	Alfredo Guzmán
36	Wilder Cruz Góngora	Gerente Regional de Planeamiento y Presupuesto	Gobierno Regional	Amazonas	Alfredo Guzmán

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
37	Einever Perez Rafael	Directora Reginal de Salud	DIRESA	Amazonas	Alfredo Guzmán
38	Wilmer Delgado Cotrina	Sub gerente de Planeamiento	Gobierno Regional	Amazonas	Alfredo Guzmán
39	Cesar Velasquez	Jefe	Micro Red	Amazonas	Alfredo Guzmán
40	Miguel Bernal	Director	Red de Salud de Condorcanqui	Amazonas	Alfredo Guzmán
41	Luis Valverde	Subgerente de Desarrollo Social	Municipalidad Provincial	Amazonas	Alfredo Guzmán
42	Amanda Longinote Diaz	Presidente	Asociación de Mujeres Indígenas	Amazonas	Alfredo Guzmán
43	Guillermo Chirinos	Coordinador PRODES	PRODES	Amazonas	Alfredo Guzmán
44	Esther Ramos	Consultora	UNICEF	Amazonas	Alfredo Guzmán
45	Maria Jesus Flores	Coordinador Presupuesto por resultados	MEF	Amazonas	Alfredo Guzmán
ENTREVISTAS LORETO					
46	Henrry Daza Grandez	Director de Calidad	DIRESA	Loreto	Alfredo Guzmán
47	Clara Bustamante Pezo	Directora Integral de Salud	DIRESA	Loreto	Alfredo Guzmán
48	Irma Domínguez León	Directora Ejecutiva de Planeamiento	DIRESA	Loreto	Alfredo Guzmán
49	Yuri Alegre	Director Regional de Salud	DIRESA	Loreto	Alfredo Guzmán
50	Rafael Meza	Coordinador	PRODES	Loreto	C.E. Aramburú
51	Lira Reategui Pinedo	Gerente General	Gobierno Regional	Loreto	C.E. Aramburú
52	Fredy Quinteros Vela	Gerencia de Desarrollo Social	Gobierno Regional	Loreto	C.E. Aramburú
53	Carlos del Aguila	Gerente Municipal	MP Manynas	Loreto	C.E. Aramburú
54	Carlos Pezo	Gerente de Planificación y Presupuesto	MP Manynas	Loreto	C.E. Aramburú
55	Milagros Ludeña Agnini	Jefe de Desarrollo Humano – MP Maynas	MP Manynas	Loreto	C.E. Aramburú
56	Nancy Noriega	Subjefa del área de Planes , Programas e Inversiones	MP Manynas	Loreto	C.E. Aramburú

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
57	Evalyn Pinedo	Regidora	MD Mazan	Loreto	C.E. Aramburú
58	Santiago Merino	Jefe de Imagen Institucional	MD Mazan	Loreto	C.E. Aramburú
59	Edward Díaz Vásquez	Gerente de Planeamiento - MD Belén	MD Mazan	Loreto	C.E. Aramburú
60	Cesar Cabezas Estrada	Gerente Municipal - M.D de Punchana	MD Punchana	Loreto	C.E. Aramburú
61	Olga Dioppe	Planeamiento de Desarrollo Social y Económico - MDP	MD Punchana	Loreto	C.E. Aramburú
62	Johny Mozombite	Especialista en Inversión Pública	Conecta MEF	Loreto	J. Zapata
63	Walquer Valles Alvarado	Especialista en Presupuesto Público	Conecta MEF	Loreto	J. Zapata
64	David Moreno Córdova	Especialista en Inversión Pública	Conecta MEF	Loreto	J. Zapata
65	Moisés Trigoso	Responsable de la Oficina de Atención a la Primera Infancia	Municipalidad distrital de Mazán	Loreto	C.E. Aramburú
66	Lea Cuenca	Directora Ejecutiva de DIRESA	DIRESA Loreto	Loreto	C.E. Aramburú
67	Lea Cuenca	Directora	Instituto de Apoyo Grupos Vulnerables (INAGRUV)	Loreto	J. Zapata
68	Nicolás Pantigoso	Gerente de Planificación y Presupuesto	MD Punchana	Loreto	C.E. Aramburú
69	Joyce Sánchez	Jefa de Planificación y Estadística	MD Punchana	Loreto	C.E. Aramburú
70	Mario Lopez Huacho	Coordinador de Proyecto Creciendo Juntos	Red Innova	Loreto	J. Zapata
ENTREVISTAS MADRE DE DIOS					
71	Roy Santos	Gerente general	Gobierno regional	Madre de Dios	Denise Ledgard
72	Frank Cruz	Gerente de planeamiento	Gobierno Regional	Madre de Dios	Denise Ledgard
73	Yenifer Zavala	Gerente de gestión ambiental	Municipalidad provincial Tambopata	Madre de Dios	Denise Ledgard
74	Eric Coquis Mejía	Gerente de Renta	Municipalidad provincial Tambopata	Madre de Dios	Denise Ledgard
75	Eric Leónidas Torres	Gerente de planeamiento y presupuesto	Municipalidad provincial Tambopata	Madre de Dios	Denise Ledgard

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
76	Fritz Aguirre Dianderas	Gerente Municipal	Municipalidad de Las Piedras	Madre de Dios	Denise Ledgard
77	Juan Francisco Vejerano	Gerente de renta	Municipalidad de Las Piedras	Madre de Dios	Denise Ledgard
78	Miguel Velarde	Alcalde	Municipalidad de Laberinto	Madre de Dios	Denise Ledgard
79	Jimmy Loya	Gerente municipal	Municipalidad de Laberinto	Madre de Dios	Daniela Ugarte
80	Nemesio Ccahuata Huamán	Alcalde	Municipalidad de Inambari	Madre de Dios	Denise Ledgard
81	Isaias Condori	Gerente municipal	Municipalidad de Inambari	Madre de Dios	Daniela Ugarte
82	Ufrain Velázquez	Gerente de rentas	Municipalidad de Inambari	Madre de Dios	Daniela Ugarte
83	Guimo Nemesio Loaiza Muñoz	Jefe de la oficina defensorial	Defensoría del Pueblo	Madre de Dios	Denise Ledgard
84	Maxi Cruzzat	Secretaria técnica	Mesa de concertación de lucha contra la pobreza	Madre de Dios	Daniela Ugarte
85	Carmen Kameko	Coordinadora regional	PRODES	Madre de Dios	Denise Ledgard
86	Hubert Vera	Sub Gerente de Gestión Ambiental	Gobierno Regional de Madre de Dios	Madre de Dios	Anita Moura
87	Yenifer Zavala Areque	Gerente de Gestión Ambiental	Municipalidad Provincial de Tambopata	Madre de Dios	Anita Moura
88	Alfredo Herrera Quispe	Especialista en Medio Ambiente	Municipalidad de Tambopata	Madre de Dios	Anita Moura
89	Leonidas Ancalle Pacheco	Sub Gerente de Limpieza Pública	Municipalidad de Tambopata	Madre de Dios	Anita Moura
90	Francy Roxana Q. Condori	Gerente desarrollo social y conservación del ambiente	Municipalidad Las Piedras	Madre de Dios	Anita Moura
91	Enma Huamaní Pérez	Sub Gerente de Servicios Públicos	Municipalidad de Laberinto	Madre de Dios	Anita Moura
92	Irma Vilma Hidalgo Quispe	Gerente de servicios públicos	Municipalidad de Inambari	Madre de Dios	Carolina Avilés
93	Carmen Kameko	Coordinadora regional	PRODES	Madre de Dios	Anita Moura
ENTREVISTAS SAN MARTÍN					

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
94	Michael Tello	Especialista gestión-Convenido de la DRE con PRODES	PRODES	San Martín	Denise Ledgard
95	Ted Vázquez	Jefe de operaciones	Dirección regional de Educación	San Martín	Denise Ledgard
96	Manuel Santillán	Oficina de personas	Dirección regional de Educación	San Martín	Denise Ledgard
97	Hilton Lopez	Asesor Legal	Dirección regional de Educación	San Martín	Denise Ledgard
98	Julio Cesar Torres	Director del equipo técnico regional del resideño institucional	Dirección regional de Educación	San Martín	Denise Ledgard
99	Diomedes Díaz	Presidente del Frente de defensa	Frente de Defensa y desarrollo de los intereses del pueblo de Lamas	San Martín	Denise Ledgard
100	Pilar Saavedra	Gerencia de desarrollo social	Gobierno regional	San Martín	Denise Ledgard
101	Pedro Carrasco	Sub gerente de desarrollo institucional	Gobierno regional	San Martín	Denise Ledgard
102	Jose Luis Vela	Gerente general	Gobierno regional	San Martín	Denise Ledgard
103	Marco Antonio Saldaña	Asesor técnico administrativo	Municipalidad de Cuñumbuqui	San Martín	Denise Ledgard
104	Adolfo Alva	Teniente Alcalde	Municipalidad de Tabalosos	San Martín	Denise Ledgard
105	Nelvith Pangoa	Secretaria General	Municipalidad de Tabalosos	San Martín	Daniela Ugarte
106	Miguel Lozano	Administrador	Municipalidad de Zapatero	San Martín	Denise Ledgard
107	Wilder del Águila	Alcalde	Municipalidad de Zapatero	San Martín	Denise Ledgard
108	Jorge Vela Ríos	Gerencia de desarrollo social	Municipalidad provincial de Lamas	San Martín	Denise Ledgard
109	Sabina Aquino	Coordinadora en la región de San Martin	PRODES	San Martín	Denise Ledgard
110	Ariett Vázquez	Directora	UGEL Lamas	San Martín	Denise Ledgard
111	Robert Garcia	Director	Dirección regional de Educación	San Martín	Luis Soberón
112	Ariett Vazquez	Directora	UGEL Lamas	San Martín	Luis Soberón

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
113	Alodia Lara	Director	Red educativa de Cuñumbuqui	San Martín	Luis Soberón
114	Darwin Pinedo	Director	Red educativa de Zapatero	San Martín	Luis Soberón
115	Aurora Garcia	Directora	Proyecto Pro Social	San Martín	Luis Soberón
116	Percy Trigoso	Alcalde	Municipalidad de Cuñumbuqui	San Martín	Daniela Ugarte
ENTREVISTAS UCAYALI					
117	Marco Antonio Perez	Gerente Municipal	GL Campo Verde	Ucayali	C.E. Aramburú
118	Sonia Ríos	Coordinadora de PRODES	PRODES	Ucayali	C.E. Aramburú
119	Miguel Angel Valdivieso	Gerente Planeamiento, Presupuesto Y Racionalización	Municipalidad de Coronel Portillo	Ucayali	C.E. Aramburú
120	Domingo Ore Morales	Gerente de Infraestructura	Gob. Regional	Ucayali	C.E. Aramburú
121	Edith Palacios Mallqui	Ex Representante	Comité de vigilancia del Consejo de Coordinación Regional	Ucayali	J. Zapata
122	Marco Antonio Rocha	Gerente de Administración Tributaria	Municipalidad Yarinacocha	Ucayali	C.E. Aramburú
123	2. Andy Scharff	2 Responsable del Programa de segregación en la fuente	Municipalidad Yarinacocha	Ucayali	C.E. Aramburú
124	3. Sixto Ramos Morales	3. Jefe de la oficina de Planeamiento y Presupuesto	Municipalidad Yarinacocha	Ucayali	C.E. Aramburú
125	4. Rosario Rojas	4. Gerente Municipal	Municipalidad Yarinacocha	Ucayali	C.E. Aramburú
126	Hilda Amasifuén	Socia Mujeres Shipiba	Organización de desarrollo de mujeres indígenas	Ucayali	J. Zapata
127	Jorge Luis Guevara	Secretario Ejecutivo	Mesa de Concertación de Lucha contra la pobreza	Ucayali	J. Zapata
128	Marco Aurelio Mori	Jefe de Oficina de Planeamiento y Presupuesto	MD Campo Verde	Ucayali	C.E. Aramburú
129	Mercedez Gonzales del Águila	Gerente municipal	MD Manantay	Ucayali	J. Zapata

Nº	Nombre entrevistado	Cargo	Institución	Region	Entrevistador
130	Reida Lopez	Teniente Alcalde	MD Campo Verde	Ucayali	C.E. Aramburú
131	Guillermo Chino Mori	Alcalde	MD Manantay	Ucayali	C.E. Aramburú
132	Violeta Bustamante	Represntante	RNPM Ucayali	Ucayali	Diego Espejo
133	Ludgardo Gutierrez	Gerente de Desarrollo Social	Gobierno Regional	Ucayali	C.E. Aramburú
134	Franz Tang Jara	Gerencia Regional de RRNN y Gestión ambiental	Gobierno Regional	Ucayali	Anita Moura
135	Willy Cueva Espejo	Sub gerente de limpieza publica	MP Coronel Portillo	Ucayali	Anita Moura
136	Leonidas Gallegos Lozano	Gerente de Servicios Públicos	MD Campo Verde	Ucayali	Anita Moura
137	Margarita Salvador Angulo	Especialista Ambiental	MD Campo Verde	Ucayali	Anita Moura
138	Javier Tumi Cori	Tecnico de la Gerencia de Planificacion y Presupuesto	MD Nueva Requena	Ucayali	Anita Moura
139	Greicy Rojas Garcia	Jefa del programa de segregación en la fuente	MD Manantay	Ucayali	Anita Moura
140	Danny Luis Ríos	Supervisor de Limpieza Pública	MD Manantay	Ucayali	Anita Moura
141	Humberto Banda Estela	Alcalde	MD Nueva Requena	Ucayali	Diego Espejo
142	Paco Rivera Gonzáles	Gerente de Servicios Públicos	MD Manantay	Ucayali	Anita Moura

U.S. Agency for International Development
Av. La Encalada s/n, Santiago de Surco
Lima, Perú